



THE COUNTY
OF FRESNO

GRAND JURY
REPORT

2019-20





THE COUNTY OF FRESNO

GRAND JURY REPORT

2019-20

www.fresnosuperiorcourt.org

PRESIDING JUDGES OF THE FRESNO COUNTY SUPERIOR COURT
HON. ARLAN L. HARRELL and HON. ALAN M. SIMPSON

THE COUNTY
OF FRESNO

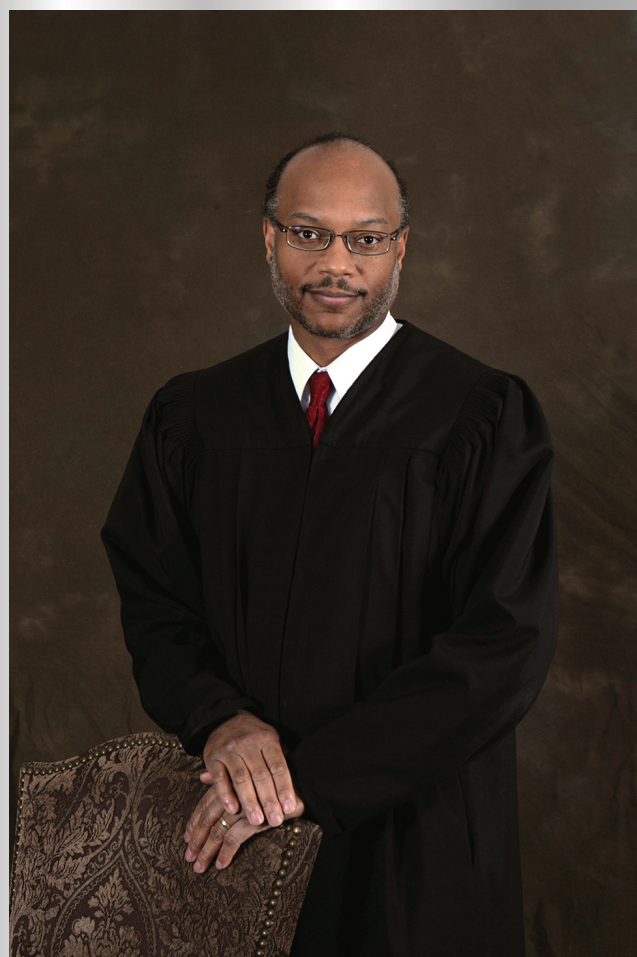
GRAND JURY
REPORT

PRESIDING JUDGES
2020-21



HON.
ALAN M. SIMPSON

PRESIDING JUDGE
2019-20



HON.
ARLAN L. HARRELL

PRESIDING JUDGE
2020-21

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Superior Court of California County of Fresno

CHAMBERS OF
ARLAN L. HARRELL
Presiding Judge

1100 VAN NESS AVENUE
FRESNO, CALIFORNIA 93724-0002
(559) 457-6352
FAX (559) 457-1708

Much like those who had acted before them, members of the 2019-2020 Civil Grand Jury served our county with distinction. The civil grand jury acts as a civil investigative body that reports upon the operations, accounts, and records of county government officers, departments, joint power agencies. The dedicated residents comprising the 2019-2020 group published three investigative reports based on their examination of the administrative procedures in the City of Parlier, the search for solutions to homelessness in the City and County of Fresno, and the progress on past grand jury recommendations to Fresno County Auditor-Controller/Treasurer-Tax Collector's Office and the Fresno County Local Agency Formation Commission concerning special districts. In addition, the 2019-2020 grand jurors published a continuity report, following up on local board and governing agency responses to prior grand jury reports.

The 2019-2020 Grand Jury completed their work under the unprecedented circumstance of a pandemic. Under the stewardship of foreperson Lisa Rodriguez and foreperson pro tem Lanny Larson, the group completed their task over a term extended by six months as they worked remotely and in compliance with social distancing guidelines, while maintaining the confidentiality grand jury proceedings demand. The 2019-2020 Civil Grand Jury truly set a new standard for service and dedication to our community.

All citizens residing in Fresno County are invited and welcome to apply for the honor of serving as a civil grand juror and to continue this important public service.


Hon. Arlan L. Harrell
Assistant Presiding Judge 2019
Presiding Judge 2020



TO: The citizens of Fresno County:

Your 2019-2020 Fresno County Civil Grand Jury fulfilled its obligation to examine operations of local governing boards and agencies, overcoming challenges of the Covid-19 pandemic that included requiring the one-year term of the grand jurors to be extended by six months. Our Grand Jury published three investigative reports and a continuity report assessing responses to recent Grand Jury reports.

- The Grand Jury found that the City of Parlier did not develop and maintain policies and procedures for administration, budget and finance, raising concern about whether residents are being well served. The city also failed to fill key vacant administrative posts and a City Council vacancy, which left a substantial number of residents unrepresented.
- The Grand Jury learned that the City of Fresno and County of Fresno's efforts to find sustainable solutions to chronic homelessness lack coordination among the City and County of Fresno, other agencies and nonprofit organizations. This critical community challenge is not being met with a clear strategic plan and the response is complicated by varied requirements of funding sources and by possibly restricted funding.
- Following up on a 2017-2018 report, the 2019-2020 Grand Jury concluded that the Fresno County Auditor-Controller/Treasurer-Tax Collector's Office and Fresno County Local Agency Formation Commission have implemented recommendations about special districts. However, a proposal to the Board of Supervisors to fund private audits of noncompliant special districts has been pending for too long.
- In its Continuity Report, the Grand Jury investigated whether there were adequate responses to recommendations in reports of the three previous grand juries. It was determined that not all requested respondents adhered to California Penal Code requirements and that the Grand Jury's follow-up to reports has been irregular and inconsistent.

Covid-19 disrupted the Grand Jury meeting schedule at an inopportune time as investigations were being completed and reports prepared for publication. Besides health concerns, we had to maintain confidentiality in document sharing, amend procedural rules to accommodate remote meetings and comply with stay-at-home and social distancing guidelines.

With the guidance of the Fresno County Superior Court and the Fresno County Administrative Office, we were able to accomplish our mission for the county's citizens.

The Grand Jury also faced an unusual challenge when a witness signed the standard admonition to maintain confidentiality and then violated it.

Before addressing the Grand Jury, people providing information voluntarily sign an admonition of confidentiality. They're presented a copy of the admonition they signed to remind them of the importance of confidentiality, which includes a statutory citation of authority.

As an arm of the Superior Court, the Civil Grand Jury is tasked with assessing the efficiency, effectiveness, transparency and accountability of local tax-supported agencies, drawing authority from California Penal and Government Codes, as well as case law and Attorney General opinions.

Confidentiality is so vital to the Grand Jury that this prohibition against disclosure of the nature, scope, strategy or direction of an investigation continues forever for grand jurors, and to the end of the Grand Jury term for those signing the admonition.

Confidentiality is intended to protect from retaliation or reprisal anyone who files a complaint with the Grand Jury or is summoned to provide information.

Confidentiality promotes candor, helping the Grand Jury develop fair and complete fact-based findings that lead to well-reasoned, do-able recommendations for improvement as well as commendations for achievement. The witness in this instance, signed the admonition, spoke with the Grand Jury and later publicized the Grand Jury's interest in violation of the admonition.

While the Grand Jury was able to conclude its investigation, we are deeply concerned by the witness' disrespect of a system enshrined in California law since the state's beginning.

We hope others coming before the Grand Jury will be more respectful of its procedures, admonitions and its role in serving citizens and ensuring better government.

We are grateful to the many people who helped us throughout our term and also dealt with Covid-19 challenges of their own:

- The Hons. Alan M. Simpson and Arlan L. Harrell III, presiding judges of the Fresno County Superior Court, made certain that we lived up to the oath we swore before Grand Jury service. The court's commitment to the Civil Grand Jury was especially appreciated during the COVID-19 emergency that required unprecedented flexibility and ingenuity to continue the jury's work and serve out our extended term productively.
- The Hon. Houry A. Sanderson, a judge of the Superior Court, and Suzanne Abi-Rached, the court division manager for juror and public services, were responsible for recruiting, screening and selecting our Grand Jury and the one that will follow us. It is a very big task that, this year, was complicated by the COVID-19 health emergency.
- The Fresno County Administrative Office assigned analysts Yussel Zalapa, Raul Guerra and program technician Liz Vecchio to the Grand Jury during the year. They were responsible for our administrative and financial interactions with the county, helped keep things running smoothly and led our move to new offices.
- The Fresno County Counsel's Office is legal adviser to the Grand Jury. The 2019-2020 Grand Jury relied on the wise counsel of Dean Stuckenschmidt and Rebekah Eropkin, who responded fully and quickly to our requests.

Many alternates joined our Grand Jury due to an unusually high number of resignations through our term. Alternates are designated from among those citizens not empaneled when the Grand Jury is seated. They receive training, but must wait until there is a vacancy to serve.

Our alternates' dedication and enthusiasm ensured that our work continued.

Before March, when the health emergency was declared, the Grand Jury had the opportunity to learn about many local government entities.

Included were inspections of Pleasant Valley State Prison in Coalinga, Fresno County Jail, Fresno County Elections headquarters, the Fresno County Juvenile Justice Campus and the Fresno County Coroner's Office. Grand jurors also learned from county law enforcement officials, Fresno County department heads and representatives of the Fresno County District Attorney, Fresno County Counsel, Fresno Unified School District, Fresno Police Department, Fresno City Council, and Local Agency Formation Commission.

We are especially grateful to citizens who sent complaints, each of which was thoughtfully considered. Not all result in investigations because an issue may be outside our statutory purview; other remedies are available; or time constraints may come into play.

To encourage public participation, the Grand Jury's website includes complaint forms, grand juror application forms, information on what the jury does and an archive of past Grand Jury reports: https://www.fresno.courts.ca.gov/jury/grand_jury/ .

Finally, I want to express deep appreciation for two grand jurors, Barbara Swan and Darlyne Swenson, who took on the Grand Jury's technology work when another juror withdrew. It is through secure technology that the Grand Jury communicates, collaborates on documents and handles administrative chores and Barb and Dar stepped up when the need arose.

Thank you to Lanny Larson, the foreperson pro tem, for all of his help in ensuring our Grand Jury was successful. Lanny provided orientation sessions to our incoming alternates and assisted the committees in the report writing phase of our term.

Their dedication to public service is to be commended.

It was my privilege to serve as foreperson of the 2019-2020 Fresno County Civil Grand Jury. Our group brought a broad variety of skills and experience to their service, ensuring lively discussion and enthusiasm for learning as we proceeded.

I hope all citizens will consider applying to serve in the future, dedicating their efforts to helping all residents benefit from effective, efficient and ethical local government.

Lisa Rodriguez
2019-20 Grand Jury Foreperson

INSPIRATIONAL QUOTES
2019-20



“Our system of government works best when there are checks and balances led by independent entities that are empowered to conduct fair and rigorous oversight. These are the same principles enshrined in the founding document of our country - our Constitution.”

~ *Letitia James*

NEW YORK ATTORNEY GENERAL

PHOTO CREDIT: COURTESY STATE OF NEW YORK



“Individual commitment to a group effort—that is what makes a team work, a company work, a society work, a civilization work.”

~ *Vince Lombardi*

HALL OF FAME FOOTBALL COACH

PHOTO CREDIT: COURTESY THE LOMBARDI FOUNDATION

THE COUNTY OF FRESNO 2019-20 GRAND JURY



MISSION STATEMENT

The Fresno County Grand Jury serves as the ombudsman for citizens of Fresno County. The primary function of the Grand Jury, and the most important reason for its existence, is the examination of all aspects of county government and special districts assuring honest, efficient government in the best interests of the people. Their responsibilities include receiving and investigating complaints regarding county government and issuing reports. A Grand Jury Final Report is issued each year. Grand Jurors generally serve for one year although the law provides for holdovers for a second year to assure a smooth transition.



PLEASE NOTE: As a result of COVID-19 guidelines, this report is intentionally being published without the traditional grand jury group photograph.

FOREPERSON

LISA RODRIGUEZ

PAMELA BRANCH

LINDA CALANDRA

JIM CIPOLLA

VIVIAN COX

VERNON CROWDER

COLIN DOUGHERTY

DAVID FALKE

ROBERT FOX

ROGER LA JEUNESSE

PRO TEM

LANNY LARSON

BARRY KATZ

JULIE MATTERN

PATRICIA MILLER

SANDRA RATKUS

BARBARA SWAN

DARLYNE SWENSON

L'TONYA TONEY

LAWRENCE WILDER

WE THANK YOU FOR YOUR SERVICE

THE GRAND JURY PROCESS

APPLICATION

FUNCTIONS

COMPLAINTS

APPLICATION INFORMATION

The Fresno County Grand Jury serves as the civil watchdog for the County of Fresno. Their responsibilities include investigating complaints regarding county and city governmental agencies and issuing reports when necessary.

In the early months of each calendar year, the Fresno County Superior Court begins the process for selecting a new grand jury. Those with an interest in serving on the grand jury may contact the Juror Services Manager and ask to be considered as a prospective grand juror. In addition to self referrals, names of prospective grand jurors are suggested by the active and retired judicial officers of the Fresno County Superior Court and the current grand jury members.

The basic qualifications include being a citizen of the United States, being at least 18 years of age and a resident of Fresno County for at least one year prior to selection. Applicants should also be in possession of their natural faculties and have ordinary intelligence, sound judgment and good character. They should be able to speak and write English and have some computer literacy.

Questionnaires are mailed to all prospective grand jurors after the nominations are received. All prospective grand jurors are required to have a background check. All prospective grand jurors must be officially nominated by a sitting Superior Court Judge and may be asked to come in for an interview. The Judges then consider all prospective grand juror nominees. They nominate 30 prospective jurors, who are invited to an impanelment ceremony in mid-June. Names are drawn at random to serve on the nineteen member grand jury. Generally, there are two to four members from the outgoing grand jury who holdover to insure a smooth transition.

Prospective grand jurors should be aware of the responsibilities and time commitment involved. Jurors typically spend a minimum of 40 hours per month on meetings, interviewing, conducting investigations and writing reports. The service period from July 1 to June 30 of the following year.

For additional information or to nominate yourself or someone else, contact the Juror Services Manager at the Fresno County Courthouse, 1100 Van Ness Avenue, Room 102, Fresno, CA 93724-0002 or call 559-457-1605.

FUNCTIONS

History: In 1635, the Massachusetts Bay Colony impaneled the first grand jury to consider cases of murder, robbery and wife beating. By the end of the colonial period the grand jury had become an indispensable adjunct to the government.

The U.S. Constitution's Fifth Amendment and the California Constitution call for the establishment of grand juries. The California Constitution provided for prosecution by either indictment or preliminary hearing.

In 1880, statues were passed which added duties of the grand jury to investigate county government beyond misconduct of public officials. Only California and Nevada mandate that civil grand juries be impaneled annually to function specifically as a “watchdog” over county government. California mandates formation of grand juries in every county able to examine all aspects of local government adding another level of protection for citizens.

Functions: The civil grand jury is a part of the judicial branch of government, an arm of the court. As an arm of the Superior Court, the Fresno County Grand Jury is impaneled every year to conduct civil investigations of county and city government and to hear evidence to decide whether to return an indictment.

The civil grand jury in its' role as civil “watchdog” for the County of Fresno has two distinct functions:

- Investigations of allegations of misconduct against public officials and determine whether to present formal accusations requesting their removal from office under three feasancess: nonfeasance, misfeasance and malfeasance.
- Civil Investigations and Reporting, the watchdog function, is the PRIMARY duty of a regular Civil Grand Jury. In addition to mandated state functions, the jury may select additional areas to study publishing its' findings and recommendations in a report at the end of the year.

Both the criminal and civil grand juries have the powers to subpoena. The criminal grand jury conducts hearings to determine whether there is sufficient evidence to bring indictment charging a person with a public offense. However, the district attorney usually calls for empanelment of a separate jury drawn from the petit (regular trial) jury pool to bring criminal charges. However, in Fresno County a Superior Court Judge is the determiner of facts relative to holding an individual to answer criminal charges.

FUNCTIONS

Civil Watchdog Functions: Considerable time and energy is put into this primary function of the civil grand jury acting as the public's "watchdog" by investigating and reporting upon the operation, management, and fiscal affairs of local government (eg Penal Code § 919, 925 et seq.) The civil grand jury may examine all aspects of county and city government and agencies/districts to ensure that the best interests of the citizens of Fresno County are being served. The civil grand jury may review and evaluate procedures, methods and systems used by county and city government to determine whether more efficient and economical programs may be used. The civil grand jury is also mandated to inspect any state prisons located within the county including the conditions of jails and detention facilities.

Citizen Complaints: The civil grand jury receives many letters from citizens and prisoners alleging mistreatment by officials, suspicions of misconduct or government inefficiencies. Complaints are acknowledged and investigated for their validity. These complaints are kept confidential.

Criminal Investigations: A criminal jury is separate from a civil grand jury and is called for empanelment by the district attorney. A hearing is held to determine whether the evidence presented by the district attorney is sufficient to warrant an individual having to stand trial.

Note: This is not the procedure in Fresno County, a Superior Court Judge calls for a criminal jury if a matter continues on in the courts to trial.

The grand jury system as part of our judicial system is an excellent example of our democracy. The grand jury is independent body. Judges of the Superior Court, the district attorney, the county counsel, and the state attorney general may act as advisors but cannot attend jury deliberations nor control the actions of the civil grand jury (Penal Code § Code 934, 939).

THE FRESNO COUNTY CIVIL GRAND JURY COMPLAINT PROCEDURE/FILL OUT FORM

A major function of the Fresno County Civil Grand Jury is to examine Fresno County and city governments, special districts, school districts and any joint powers agency operating within the county to ensure their duties are being carried out lawfully. The Grand Jury does *not* investigate criminal, state, federal or court activities nor personal disputes.

The Grand Jury:

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

To request an investigation, the attached claim form must be filled out in its entirety, and submitted to the Grand Jury either electronically or by mail. All complaints received by the Grand Jury are confidential.

1. Name of complainant and contact information to include address, phone number and email. Anonymous complaints will *not* be investigated.
2. Complete nature of complaint to include name of person(s) or department(s) against which the claim is being filed.
3. Complaint form must be signed.
4. Written confirmation of complaint will be sent to complainant.

EMAIL FORM TO: info@fresnocograndjury.com
OR
MAIL FORM TO: Fresno County Civil Grand Jury
P.O. Box 2072
Fresno, CA 93718



FRESNO COUNTY CIVIL GRAND JURY

ALL COMPLAINTS RECEIVED BY THE GRAND JURY ARE CONFIDENTIAL

Complaints will not be processed without a brief summary, contact information and a signature

YOUR NAME: _____

MAILING ADDRESS: _____

CITY, STATE & ZIP: _____

PREFERRED PHONE CONTACT NUMBER: _____

EMAIL ADDRESS: _____

BRIEF SUMMARY OF COMPLAINT: Please include dates of events, names of officials involved, names of people who know about this, public agencies involved and any other pertinent information to help the Grand Jury assess the complaint. You may attach additional information as necessary.

The information contained in this complaint is true, accurate and complete to the best of my knowledge. Anonymous complaints will not be investigated.

Signature: _____ Date: _____

The Grand Jury is grateful for your participation. You will receive acknowledgment of your complaint after it has been reviewed by the Grand Jury. Because of statutory and confidentiality restrictions, The Grand Jury retains all complaints and attachments thereto in accordance with it's policies and procedures. The Grand Jury does not discuss the status of complaints nor offer advice on how to pursue a complaint by any other investigatory body.

EMAIL FORM TO: info@fresnocograndjury.com
OR
MAIL FORM TO: Fresno County Civil Grand Jury
P.O. Box 2072
Fresno, CA 93718

2019-20

THE FRESNO COUNTY GRAND JURY
FINAL REPORTS AND RESPONSES

REPORT #1

*Continuity Report Fresno County Grand Jury
October 2020*

REPORT #2

*Revisiting Special District Audits
October 2020*

REPORT #3

Who Is Running Parlier?

REPORT #4

*Solving Homelessness Challenges Threatened
By Too Many 'Helping Hands'*

Continuity Report
Fresno County Grand Jury
October 2020

Continuity Report

Fresno County Grand Jury Report No. 1

October 2020

SUMMARY

The function of the Civil Grand Jury is to investigate the operations of the various officers, departments, and agencies of the government of its appointed county. If the recommendations of the Civil Grand Jury are not verifiably implemented, or at least seriously considered, this function is undermined and the effort is futile.

Traditionally, a Continuity Committee of the Civil Grand Jury performs a review of the responses received from the preceding Grand Jury reports in order to follow up on implementation of the reports' Recommendations. The 2019-2020 Fresno County Civil Grand Jury reviewed the current Fresno County Grand Jury Procedures Manual for procedural direction. While the Procedures Manual provided responsibility information, it did not offer information on operationalizing the task or a mechanism for tracking. Thus, the 2019-2020 Grand Jury created a process and template for tracking responses to report Findings and Recommendations. Hopefully, the resulting template will assist future Grand Juries in carrying out the responsibilities of Recommendation review.

The 2019-2020 Grand Jury determined that not all requested respondents adhered to California Penal Code Section 933¹ and Section 933.05 (a)² and that Grand Jury follow-up on submitted reports and responses has historically been intermittent and inconsistent. While the 2019-2020 Grand Jury limited its detailed review of reports to those submitted by 2016-2017, 2017-2018, and 2018-2019 Grand Juries, all Grand Jury Reports submitted from 2000-2001 to date can be viewed at the following website: http://www.fresno.courts.ca.gov/jury/grand_jury/reports_responses.php.

BACKGROUND

California Penal Code Section 933¹ establishes timelines for responses by those listed as respondents in each report. Penal Code Section 933.05² establishes response guidelines as follows:

¹ *California Penal Code §933*, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933&lawCode=PEN

² *California Penal Code §933.05*, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933.05&lawCode=PEN

- Findings responses to include one of the following:
 1. Agrees.
 2. Disagrees wholly or partially, with an explanation of the disagreement.
 3. Disagrees wholly, with an explanation of the disagreement.

- Recommendation responses to include one of the following:
 1. “Has been implemented” with summary of implementation actions.
 2. “Has not yet been implemented but will be implemented in the future” with a timeframe for implementation.
 3. “Requires further analysis” with an explanation and analysis scope and a timeframe, not to exceed six months from the date the Grand Jury report is published.
 4. “Will not be implemented because it is not warranted or is not reasonable,” with explanation.

Grand Jury reports for years 2016-2017, 2017-2018, and 2018-2019 were reviewed to determine compliance with the above cited Penal Code requirements and to determine if further inquiry is needed by the current Grand Jury and/or the 2020-2021 Grand Jury.

While it was apparent that follow up had not been done for many years due to time constraints, the 2019-2020 Grand Jury limited its review to those years stated above. The 2019-2020 Grand Jury hopes that future Grand Juries establish a Continuity Committee early in their service year to allow adequate time to review responses and implementation status.

METHODOLOGY

The 2019-2020 Grand Jury reviewed all reports and responses received from the 2016-2017, 2017-2018, and 2018-2019 Grand Jury terms for compliance with Penal Code Sections 933 and 933.05. The 2019-2020 Grand Jury also communicated with agencies involved when future implementation was noted in response Recommendations to determine the status of the implementation. Current implementation status is noted in Appendices tables.³

- Did the responses follow prescribed guidelines established in Penal Code Section 933.05?
- If the respondent indicated a Recommendation would be implemented, was the Recommendation in fact implemented?
- Is a new inquiry warranted to determine implementation status?
- Which Reports needing inquiry will be suggested to the 2020-2021 Grand Jury for follow up?

³ *California Penal Code §929*, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=929&lawCode=PEN

The 2019-2020 Grand Jury’s analysis is presented in tabular format organized by Grand Jury service year and is included in the Appendices of this report by year. Each report table includes information regarding the current status of each implementation Recommendation based upon information obtained by the 2019-2020 Grand Jury during its investigation.

DISCUSSION

The 2019-2020 Grand Jury reviewed the following reports from the prior three Grand Jury terms. The following table presents a snapshot of the results of the 2019-2020 Grand Jury’s review of prior Grand Jury reports and responses.

Grand Jury Reports Reviewed

Year	Reports	Findings	Recommendations	Further Inquiry		
				Not Needed	Completed by 2019-2020 Grand Jury	Needed
2016-2017	4	39	26	1	1	2
2017-2018	3	20	14	1	2	0
2018-2019	3	21	13	0	0	3

Detailed information for each report and the responses reviewed by the 2019-2020 Grand Jury is found in tabular form in the Appendices to this report as listed below. In addition to listing each reports’ Findings and Recommendations, agencies requested or required to respond to each are listed as well. Additional information was obtained regarding the present status of “Will Implement” Recommendation responses and reviewed to determine the current status of implementation

Appendix A - 2016 - 2017 Grand Jury Reports (http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%20Final%20Report%202016-2017.pdf)

- Report #1 – Pleasant Valley State Prison
- Report #2 – Fresno Police Department’s Training on the Use of Force
- Report #3 – Kingsburg Tri-County Health Care District – A Financial Review
- Report #4 – Facilities Services Division (FSD): The Perception of Overcharging

Appendix B - 2017 - 2018 Grand Jury Reports (http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%202017-18%20Consolidated%20Final%20Report.pdf)

- Report #1 – County Elections Office
- Report #2 – City of Sanger Ordinance No. 1094 – Measure S
- Report #3 – Special Districts Non-Compliance-System Failure Grand

Appendix C - 2018 - 2019 Grand Jury Reports

- Report #1 – Elder Abuse and the “Silver Tsunami”
(http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Report%201%202018-19.pdf)
- Report #2 – First 5 Fresno County
(http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Report%202%202018-19.pdf)
- Report #3 – Fresno Police Department 9-1-1 Communication Center
(http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Report%203%202018-19.pdf)

The review was difficult when respondents did not specify which Findings and Recommendations they were addressing in their responses, did not respond with the language required by Penal Code, or did not explain the implementation status of Recommendations. Additionally, not all required or requested respondents provided a response. Respondent compliance is noted in each Findings and Recommendations Review Table found in the Appendices. The Grand Jury did not interpret implied, descriptive responses. Such responses are listed as “Unknown” in Appendices Findings and Recommendations Review Tables. The 2019-2020 Grand Jury recommends that future juries follow up on “Unknown” and “Will Implement” Recommendation responses reviewed by the current jury as noted in each Findings and Recommendations Review Table, Implementation Follow Up column. It was also felt that more time may be needed by some respondents to implement 2018-2019 Grand Jury report “will implement” Recommendations responses. Thus, it is suggested that the 2020-2021 Grand Jury follow up on those as indicated as “Review” in the Implementation column of the 2019-2020 Findings and Recommendations Review table.

The need to establish a continuity review format and process limited the number of past Grand Jury reports and responses the 2019-2020 Grand Jury was able to review. Hopefully, the work of the 2019-2020 Grand Jury provides the foundation to support the work of future Continuity Committee reviews. The annual review and follow up of prior Grand Jury Reports’ Recommendation responses indicating future implementation to determine implementation status should be of high priority to each Grand Jury as they begin their term.

FINDINGS

- F1. Respondents to Grand Jury Report Findings and Recommendations do not consistently follow Penal Code timeline requirements.
- F2. Respondents to Grand Jury Report Findings and Recommendations do not consistently follow Penal Code response format and language requirements, leaving interpretation to the reader.
- F3. The Grand Jury does not receive responses to Grand Jury Reports from the County as they are received.
- F4. Prior Fresno County Grand Juries have been remiss in following up on the status of implementation on Grand Jury Recommendation responses indicating future implementation.

RECOMMENDATIONS

- R1. Grand Jury Report required and invited respondents should be knowledgeable of Penal Code timeline requirements and respond accordingly. (F1)
- R2. Grand Jury Report required and invited respondents should be knowledgeable of Penal Code format and language requirements and respond accordingly. (F2)
- R3. Grand Jury Report responses should be forwarded by the County immediately upon receipt to the sitting Grand Jury in order to support the Grand Jury in tracking responses and following up on indicated implementation. (F3)
- R4. Early in each new term, the Grand Jury should review the Continuity Committee section of the Grand Jury Procedures Manual and determine how the Jury will implement it. (F4)

REQUEST FOR RESPONSES

No responses are required or requested.

DISCLAIMER

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

APPENDICES

Appendix A. Fresno County Grand Jury 2016-2017, Findings and Recommendations Review

Appendix B. Fresno County Grand Jury 2017-2018, Findings and Recommendations Review

Appendix C. Fresno County Grand Jury 2018-2019, Findings and Recommendations Review

Grand Jury 2016-2017
Findings and Recommendations Review
Report #1 – Pleasant Valley State Prison¹
“Today’s inmate is tomorrow’s neighbor.”

FINDINGS – Report #1	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. There was no evidence of combined staff meetings between mental health staff and substance use staff for co-occurring disorders treatment program planning, which is in conflict with Male Community Re-entry Program (MCRP) goals and best practice recommendations by Substance Abuse and Mental Health Services (SAMHSA).	Warden & Medical CEO	Yes	Disagree
F2. Several staff, from both mental health and substance use programs, report inmates find substance use services less stigmatizing than mental health services, though they may suffer from both. No programs for diffusing this stigmatizing were found.	Warden & Medical CEO	Same as above	Agree
F3. The substance use disorder treatment program has doubled in number of slots for inmates to receive services, as of January 2017, but no method for assessing program effectiveness has been established. Assessment of program effectiveness would be useful for future treatment programming.	Warden & Medical CEO	Same as above	Disagree

¹ Grand Jury Annual Report 2016-2017, County of Fresno. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%20Final%20Report%202016-2017.pdf

² California Penal Code §933, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933&lawCode=PEN

³ California Penal Code §93305, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933.05&lawCode=PEN

F4. The inmate who committed suicide went two months without seeing a therapist following the sudden death of his primary therapist. He should have been seen immediately after the sudden loss of this significant person in his life and the treatment plan should have been followed or revised by a new therapist.	Warden & Medical CEO	Same as above	Disagree
F5. There is significant emotional turmoil for inmates and their families during incarceration and release from prison. Programs for decreasing this turmoil and helping inmates and families reunite are lacking, especially for those on probation compared to those on parole.	Warden & Medical CEO	Same as above	Disagree
F6. Recruiting psychologists continues to be a challenge and the process could be improved. Other mental health and substance use positions appear to be filled in a timely manner and are close to being fully staffed (such as psychiatry, social work, substance abuse counselors).	Warden & Medical CEO	Same as above	Agree
F7. The grand jury commends PVSP on its American Correctional Association (ACA) rating of 99.3 and OIG rating of Proficiency. We also heard many staff say PVSP was the best correctional institution where they had worked.	Warden & Medical CEO	Same as above	Agree
F8. The grand jury commends the PVSP Mental Health Team for starting the Treatment Planned Focused Improvement Team, which was beyond what was recommended by the Psychological Autopsy Report recommendations.	Warden & Medical CEO	Same as above	Agree
F9. The grand jury commends PVSP on the development of innovative programs such as the Five Ventures Program and exploring the possibility of the Race Horse Rehabilitation Program.	Warden & Medical CEO	Same as above	Agree
F10. The grand jury commends PVSP on implementation of the Inmate/Family council meeting. Members of this council publicly praised the Warden and his team for supporting the success of this forum.	Warden & Medical CEO	Same as above	Agree

(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

RECOMMENDATIONS – Report #1 Pleasant Valley State Prison	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. The grand jury recommends monthly program planning and treatment planning meetings with staff from both mental health and substance use programs. More programs for inmates with co-occurring Disorders is indicated. Joint programming should also focus on defusing the stigma associated with seeking mental health services.	Warden & Medical CEO	Yes	Will not implement	None
R2. The Community Education Centers (CEC) should provide a method of program evaluation to assess intervention effectiveness. We recommend the Warden request this from California Department of Corrections and Rehabilitation (CDCR) and CEC, in writing, within one month of receiving this report.	Warden & Medical CEO	Same as above	Unknown	Review
R3. Increased training for all staff on triggers for self-injurious behavior, including death of a significant other. This would include staff members with whom an inmate has a relationship or rejection by a significant other. Quarterly reminders for retraining would be useful, as the current training once per year appears ineffective.	Warden & Medical CEO	Same as above	Unknown	
R4. Add more social workers with case management experience to improve successful reentry of inmates to society, especially those to be released to probation. This should be available to all inmates, to be released to parole or to probation.	Warden & Medical CEO	Same as above	Unknown	
R5. Increase communication between Fresno sheriff's department, probation department, and PVSP social workers. The focus needs to be on making inmate's reentry to Fresno County more effective, linking inmates and their families with Fresno County resources, especially for those on probation.	Warden & Medical CEO	Same as above	Unknown	

R6. Explore the possibility of using telecommunications to hire mental health workers in difficult to fill positions, such as psychologists.	Warden & Medical CEO	Same as above	Implemented	None
R7. Explore the possibility of obtaining a grant-funded program to use video conferencing to promote family reunification for all inmates while incarcerated.	Warden & Medical CEO	Same as above	Unknown	Review

**Grand Jury 2016-2017
Findings and Recommendations Review
Report #2 – Fresno Police Department’s Training on the Use of Force¹**

FINDINGS – Report #2	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. The grand jury commends the Fresno Police Department (FPD) for the acquisition of current technology, implementation of innovative communications programs, and the dissemination of timely, updated information to officers responding to calls for service.	1. Chief of Police, City of Fresno 2. Mayor, City of Fresno 3. City Manager, City of Fresno	1. Yes 2. No 3. No	Unknown
F2. The FPD has excelled in the development and staffing of training facilities, policies and procedures, and adherence to Police Officer Standards and Training (POST) standards.	Same as above	Same as above	Unknown
F3. In review of the FPD policies and procedures for officer involved shootings, the grand jury finds that the FPD’s preparation and follow-up for handling incidents is very thorough.	Same as above	Same as above	Unknown
F4. FPD starting salaries appear not to be competitive with nearby cities, which may impact recruitment and retention.	1. Chief of Police, City of Fresno 2. Mayor, City of Fresno 3. City Manager, City of Fresno 4. City Council, City of Fresno	1. Yes 2. No 3. No 4. No	Unknown
F5. Due to the shortage of personnel to provide coverage for officers, time to practice de-escalation skills they have learned appears insufficient.	Same as above	Same as above	Unknown

F6. Opportunities to practice scenario based training at the Regional Training Center(RTC) simulators on use of force situations appear to be too infrequent.	1. Chief of Police, City of Fresno 2. Mayor, City of Fresno 3. City Manager, City of Fresno	1. Yes 2. No 3. No	Unknown
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(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

RECOMMENDATIONS –Report #2 Fresno PD Use of Force	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. Practice sessions for use of de-escalation techniques should be required on a quarterly basis, not just once every two years or after a shooting occurs (FPD Procedure 310).	1. Chief of Police, City of Fresno 2. Mayor, City of Fresno 3. City Manager, City of Fresno	1. Yes 2. No 3. No	Unknown	Review
R2. Salaries and benefits should be reviewed and increased allowing the department to attract more highly trained candidates and fill positions in a more timely manner.	1. Chief of Police, City of Fresno 2. Mayor, City of Fresno 3. City Manager, City of Fresno 4. City Council, City of Fresno	1. Yes 2. No 3. No 4. No	Unknown	

**Grand Jury 2016-2017
Findings and Recommendations Review
Report #3 – Kingsburg Tri-County Health Care District – A Financial Review¹**

FINDINGS – Report #3	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. The District was not responsive to numerous requests for financial information that may substantiate the District’s audited financial statements, indicating they did not have the requested information. This leads the grand jury to question the validity of the Audit Reports.	1. Kingsburg Tri-County Health Care District Board of Directors 2. Oscar Garcia, Fresno County Auditor-Controller/Treasurer-Tax Collector	1. Yes 2. Yes	Agree
F2. The District provided the grand jury with a signed and dated (October 15, 2016) audited financial statement for FYE June 30, 2015. When questioned, the District identified the audit as a “draft” and provided an “updated” audit. The existence of two different signed and dated FYE June 30, 2015 audit reports is not professional practice.	Kingsburg Tri-County Health Care District Board of Directors	Yes	Agree
F3. The District elected to write-off their 2011 and earlier accounts payable liabilities by resolution despite the fact that they had sufficient cash flow to support payment.	Same as above	Yes	Agree
F4. The grand jury was unable to obtain some requested financial documentation regarding the District’s financial condition. Receipt and disbursement of tax revenue could not be delineated from documentation, which was provided by the District.	Same as above	Yes	Unknown
F5. It appears the District Board of Directors relied heavily on outside contractors and may have abdicated their fiduciary responsibilities.	Same as above	Yes	Agree

F6. The District has displayed a lack of sound financial management.	Same as above	Yes	Disagree
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(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

RECOMMENDATIONS – Report #3 Kingsburg Tri-County Health Care District	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. The Fresno County Grand Jury recommends that a certified public accountant or public accountant be enlisted by the Fresno County Auditor to conduct annual audits of financial accounts and records of the District beginning with the year the hospital closed.	1. Oscar Garcia, Fresno County Auditor-Controller/ Treasurer-Tax Collector 2. Kingsburg Tri-County Health Care District Board of Directors	1. Yes 2. Yes	Will not implement	None
R2. The Fresno County Grand Jury recommends that Kingsburg Tri-County Healthcare District evaluate the performance of its professional advisors/Contractors and consider selecting new advisors at least every three years.	Kingsburg Tri-County Health Care District Board of Directors	Yes	Will not implement	

**Grand Jury 2016-2017
Findings and Recommendations Review
Report #4 – Facilities Services Division (FSD): The Perception of Overcharging¹**

FINDINGS – Report #4	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. The grand jury did not find evidence of overcharging. There appears to be confusion and a lack of understanding on the part of user departments as to how rates and costs are determined, which could lead to the perception of overcharging.	No response requested	Not applicable	Not applicable
F2. It appears FSD adheres to generally accepted accounting principles including county, state, and federal guidelines, which in turn, insures proper and full cost recovery without making or losing money. Those guidelines allow for FSD practices with flexibility, which result in discretionary implementation of accounting and allocation methodologies.	No response requested	Not applicable	Not applicable
F3. FSD’s invoicing procedures appear to include all direct and indirect costs, including surcharges associated with complete recovery, through the development of its rate structure.	No response requested	Not applicable	Not applicable
F4. The Handbook guidelines allow for recapture of prior year lost revenues. Surcharges necessarily include debt recovery for negative balances from 2009-14. FSD establishes charges to recapture lost revenues, which are included in the invoicing process. FSD’s positive annual balances from 2014-16 are necessary for purposes of recovering prior negative balances and to allow in the new fiscal year, reserves to pay for the prior years’ negative balances.	No response requested	Not applicable	Not applicable

F5. FSD staff are supported by management’s philosophy to address and resolve concerns from user departments.	No response requested	Not applicable	Not applicable
F6. The grand jury commends FSD on the planned implementation of the Financial Accounting Management Information System (FAMIS). The program provides user-friendly access to status of invoices and projects, along with supporting data for all goods and services, which better meet FSD’s goals of transparency and accountability. The grand jury anticipates FAMIS may help prioritize routine and deferred maintenance needs.	Robert Bash, Fresno County Director Department of Internal Services (ISD)/Chief Information Officer (CIO)	Yes	Agree
F7. Rates can only be fully validated in the rate studies when the Auditor reviews the supporting documentation. There appears to be disparity in whether FSD must provide the supporting documentation or whether the Auditor should independently access the supporting documentation. The communication between FSD and the Auditor’s office appears to be improving and may independently address this issue.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno County Administrative Officer (CAO) 3. Oscar Garcia, Fresno County Auditor-Controller/ Treasurer-Tax Collector	1. Yes 2. Yes 3. Yes	Agree
F8. Unresolved concerns regarding how supporting documentation must be supplied to the Auditor’s office do not allow for complete rate study. This rate study review is required by county, state, and federal guidelines.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Oscar Garcia, Fresno County Auditor Controller/ Treasurer-Tax Collector 4. Fresno County (BOS)	1. Yes 2. Yes 3. Yes 4. Yes	Partially Disagree
F9. FSD has failed to prepare mid-year reviews. Mid-year reviews are necessary to determine whether material or immaterial rates are present and if changes are necessary to prevent negative or positive annual balances.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Oscar Garcia, Fresno County Auditor-Controller/ Treasurer-Tax Collector	1. Yes 2. Yes 3. Yes	Agree

<p>F10. The rate calculation sheet is insufficient as used to provide explanations to user departments regarding rates and charges and has failed to provide access to the rate building process, which is inherent to transparency and accountability. The grand jury is of the opinion that flowcharts and/or spread-sheets along with supporting documentation will assist user departments' understanding.</p>	<p>Robert Bash, Fresno County Director ISD/CIO</p>	<p>Yes</p>	<p>Agree</p>
<p>F11. FSD has failed to regularly schedule meetings with user departments to aid in understanding of charges and invoicing. FSD's regular meetings with user departments encourages openness and accessibility, which fosters better management of FSD.</p>	<p>Same as above</p>	<p>Same as above</p>	<p>Partially Disagree</p>
<p>F12. FSD continues to train lower-level staff to provide user departments with additional information to provide another layer of training to user departments which may reduce user departments' concerns regarding rates, costs, and invoicing.</p>	<p>Same as above</p>	<p>Same as above</p>	<p>Agree</p>
<p>F13. Failure to publish additional rates and charges on the MSF prohibits effective planning by user departments for anticipated projects.</p>	<p>1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Oscar Garcia, Fresno County Auditor-Controller/ Treasurer-Tax Collector 4. Fresno County BOS</p>	<p>1. Yes 2. Yes 3. Yes 4. Yes</p>	<p>Disagree</p>
<p>F14. FSD does not receive sufficient and regular allocations of deferred maintenance funds. Lack of deferred maintenance funds fails to protect the lifecycle of county property, which in turn impacts FSD's multi-year budget planning.</p>	<p>1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Fresno County BOS</p>	<p>1. Yes 2. Yes 3. Yes</p>	<p>Partially disagree</p>
<p>F15. The turnover and absence of facility managers has led to difficulty with cohesiveness of operations, proper delivery of goods and services, and communication with user departments.</p>	<p>Same as above</p>	<p>Same as above</p>	<p>Agree</p>

F16. Circumventing FSD is not a widespread problem. When it does happen, failure to follow policy appears to lead to morale issues with FSD, along with potential liability to persons and property, and from the possible filing of union grievances.	Same as above	Same as above	Agree
F17. Failure by FSD personnel to properly complete the Facility Services Request forms can lead to confusion by giving the impression of duplicated surcharges.	Robert Bash, Fresno County Director ISD/CIO	Yes	Partially disagree

(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

RECOMMENDATIONS – Report #4 Facilities Services Division	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. Implement FAMIS and train all staff and user departments by November 30, 2017.	Robert Bash, Fresno County Director of Dept. of Internal Services (ISD), Chief Information Officer (CIO)	Yes	Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i>	None
R2. Provide clear policies and directives to FSD and Auditor’s office regarding the rate study process outlining how supporting documentation is made fully accessible to the Auditor’s office for rate studies by November 30, 2017.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Oscar Garcia, Fresno County Auditor-Controller/Treasurer-Tax Collector	1. Yes 2. Yes 3. Yes	Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i>	None

R3. FSD must refer any unresolved concerns between FSD and the Auditor's Office to the CAO and/or BOS.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Oscar Garcia, Fresno County Auditor-Controller/Treasurer-Tax Collector 4. Fresno County BOS	1. Yes 2. Yes 3. Yes 4. Yes	Implemented	None
R4. Complete mid-year financial condition reviews in a timely and complete manner to comply with all county, state and federal requirements.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Oscar Garcia, Fresno County Auditor-Controller/Treasurer- Tax Collector	1. Yes 2. Yes 3. Yes	Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i>	None
R5. Create a standardized form for mid-year financial condition reviews for Internal Service Funds (ISF) by November 30, 2017.	Robert Bash, Fresno County Director ISD/CIO	Yes	Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i>	
R6. Create and disperse additional flow-charts and/or spreadsheets to user departments to support the rate sheet data and train user departments to better understand rates and charges.	Same as above	Same as above	Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i>	
R7. User departments need to be encouraged to regularly access supporting documentation.	Same as above	Same as above	Implemented	None
R8. Schedule regular meetings with user departments to discuss costs and concerns regarding invoicing.	Same as above	Same as above	Implemented	None

R9. Continue to train lower-level FSD staff to provide user departments with additional information to provide additional training to user departments, and address concerns regarding rates, costs, and invoicing.	Same as above	Same as above	Implemented	
R10. Adopt and include on the Master Schedule of Fees, Charges & Recovered Costs (MSF) all charges listed on the Facility Service Request (Work Order) Form by November 30, 2017.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Oscar Garcia, Fresno County Auditor-Controller/ Treasurer-Tax Collector 4. Fresno County BOS	1. Yes 2. Yes 3. Yes 4. Yes	Will not implement	
R11. Create and propose to the BOS a five-year plan for deferred maintenance 25 budget allocation by September 30, 2018.	1. Robert Bash, Fresno County Director ISD/CIO 2. Jean Rousseau, Fresno CAO 3. Fresno County BOS	1. Yes 2. Yes 3. Yes	Will implement <i>(See Exhibit 1 for updated response pages 22-26.)</i>	None
R12. Evaluate the need for an assistant position to the Facility Manager to aid in retention of the Facility Manager.	Same as above	Same as above	Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i>	
R13. Provide additional training for elected officials and appointed dept. heads on existing county policy for use of FSD services. The CAO and/or BOS should supplement existing county policy to address personnel circumventing FSD.	Same as above	Same as above	Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i>	
R14. Train FSD staff to properly complete the Facility Service Request Form.	Same as above	Same as above	Implemented	None

<p>R15. Revise the Facility Service Request Form to provide clarity and disclose all categories of charges by November 30, 2017. Until the form is revised, all FSD staff should properly complete the existing form including the table section.</p>	<p>Same as above</p>	<p>Same as above</p>	<p>Implemented <i>(See Exhibit 1 for updated response pages 22-26.)</i></p>	<p>None</p>
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***Continuity Report
Fresno County Grand Jury
October 2020***



County of Fresno
COUNTY ADMINISTRATIVE OFFICE

February 6, 2020

[REDACTED]
Fresno County Grand Jury

Re: Follow Up to the 2016-17 Fresno County Grand Jury Report No. 4

[REDACTED]
The Grand Jury's report reflects findings and recommendations regarding the Facility Services Division (FSD). The County Administrative Office thanks the Grand Jury for their diligence and includes the responses to the findings and recommendations below:

Recommendations:

R2. Provide clear policies and directives to FSD and Auditor's office regarding the rate study process outlining how supporting documentation is made fully accessible to the Auditor's office for rate studies by November 30, 2017.

R2: Recommendation has not yet been implemented, but will be implemented in with the next rate review process for FY 2018-19 FSD rates.


Update to R2: Recommendation has been implemented. Direction has been given to FSD and the Auditor's office to complete their rate studies in a timely manner and in accordance with the guidelines set forth by the by the Office of the Controller. Working meetings between the CAO and the Departments have resulted in shared documentation between the parties.

R4. Complete mid-year financial condition reviews in a timely and complete manner to comply with all county, state and federal requirements.

R4: Recommendation has not yet been implemented, but will be implemented in the future discussions have already ensued to include the Auditor's Office requirements within the ISD FY 2017-18 second quarter review.

Update to R4: Recommendation was implemented with the mid-year budget review presented to the Board of Supervisors in March 2018. During this process overall revenues, expenses and rates were reviewed for reasonableness.

R11. Create and propose to the Board of Supervisors a five-year plan for deferred maintenance budget allocation by September 30, 2018.


Fresno County Grand Jury
February 6, 2020
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R11: Recommendation has not yet been implemented, but will be implemented in the future; at such time that reliable data is available post-implementation of FAMIS and associated systems.

Update to R11: Recommendation has not yet been implemented. ISD facilities data is still being updated in the various systems used by ISD. Preliminary discussions with the ISD Director have begun regarding the information gathered to date. Further discussions will occur between now and the FY 2020-21 budget. Inclusion of appropriations for deferred maintenance will depend on the fiscal condition of the County at that time.

R12. Evaluate the need for an assistant position to the Facility Manager to aid in retention of the Facility Manager.

R12: Recommendation will be implemented; as some structural changes have been made, ISD will work with the Department of Human Resources to re-evaluate the FSD structure.

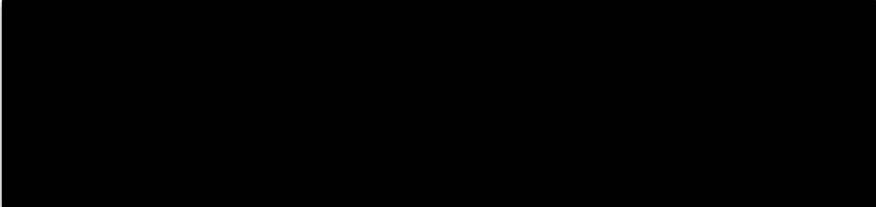
Update to R12: Recommendation has been implemented. In January 2018 a new position titled Facilities Services Supervisor was hired.

R13. Provide additional training for elected officials and appointed department heads on existing county policy for use of FSD services. The CAO and/or Board of Supervisors should supplement the existing county policy to address any personnel circumventing FSD.

R13: Recommendation will be implemented; County Administrative Office Management Directives are in the process of being updated and promulgated.

Update R13: Recommendation has been implemented. The CAO's office has worked closely with ISD to communicate to both elected and appointed department heads on the facilities service process in the County of Fresno. Management Directives relating to Security and Purchasing have been updated with others in the draft process.

Sincerely,





County of Fresno

INTERNAL SERVICES DEPARTMENT
Facilities • Fleet • Graphics • Purchasing • Security • Technology

February 7, 2020

[REDACTED]
Fresno County Grand Jury
2200 Tulare Street, 11th Floor
Fresno, CA 93721

Re: Follow up to the 2016-17 Fresno County Grand Jury Report No. 4

[REDACTED]
The Grand Jury's report reflects findings and recommendations regarding the Facility Services Division (FSD). The Internal Services Department (ISD) is supplying updates as requested on the recommendations below:

Recommendations:

R1. Implement FAMIS and train all staff and user departments by November 30, 2017.

R1: Recommendation has not yet been implemented, but will be implemented; FAMIS will go live with some functions in August 2017.

Update R1: Implemented.

R2. Provide clear policies and directives to FSD and Auditor's office regarding the rate study process outlining how supporting documentation is made fully accessible to the Auditor's office for rate studies by November 30, 2017.

R2: Recommendation has not yet been implemented, but will be implemented in with the next rate review process for FY 2018-19 FSD rates.

Update R2: Recommendation has been implemented. Direction has been given to FSD and the Auditor's office to complete their rate studies in a timely manner and in accordance with the guidelines set forth by the by the Office of the Controller. Working meetings between the CAO and the Departments have resulted in shared documentation between the parties.

333 W. Pontiac Way / Clovis, California 93612 / (559) 600-6200 / Fax (559) 600-5927

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February 5, 2020
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- R4. Complete mid-year financial condition reviews in a timely and complete manner to comply with all county, state and federal requirements.

R4: Recommendation has not yet been implemented, but will be implemented in the future discussions have already ensued to include the Auditor's Office requirements within the ISD FY 2017-18 second quarter review.

Update R4: Recommendation was implemented with the mid-year budget review presented to the Board of Supervisors in March 2018. During this process overall revenues, expenses and rates were reviewed for reasonableness.

- R5. Create a standardized form for mid-year financial condition reviews for ISF by November 30, 2017.

R5: Recommendation has not yet been implemented, but will be implemented in the future; discussions have already ensued to include the Auditor's Office requirements within the ISD FY 2017-18 second quarter review.

Update R5: See update for R4

- R6. Create and disperse additional flowcharts and/or spreadsheets to user departments to support the rate sheet data and train user departments to better understand rates and charges.

R6: Recommendation has not yet been implemented, but will be implemented in the future; ISD will hold rate building training and make it available to user departments. ISD will also conduct in depth training sessions with the Auditor's Office staff as a part of the rate review process for FY 2018-19 FSD rates.

Update R6: ISD has met with ACTTC staff in advance of rate review to more fully describe the underlying methodology of the rate build. Individual outreach has happened with Departments regarding questions they may have on rates and/or how they are built.

- R11. Create and propose to the Board of Supervisors a five-year plan for deferred maintenance budget allocation by September 30, 2018.

R11: Recommendation has not yet been implemented, but will be implemented in the future; at such time that reliable data is available post-implementation of FAMIS and associated systems.

Update R11: Recommendation has not yet been implemented. ISD facilities data is still being updated in the various systems used by ISD. Preliminary discussions with the CAO have begun regarding the information gathered to date. Further discussions will occur between now and the FY 2020-21 budget. Inclusion of appropriations for deferred maintenance will depend on the fiscal condition of the County at that time.

- R12. Evaluate the need for an assistant position to the Facility Manager to aid in retention of the Facility Manager.

R12: Recommendation will be implemented; as some structural changes have been made, ISD will work with the Department of Human Resources to re-evaluate the FSD structure.

February 5, 2020
Page 3

Update R12: Recommendation has been implemented. In January 2018 a new position titled Facilities Services Supervisor was hired.

- R13. Provide additional training for elected officials and appointed department heads on existing county policy for use of FSD services. The CAO and/or Board of Supervisors should supplement the existing county policy to address any personnel circumventing FSD.

R13: Recommendation will be implemented; County Administrative Office Management Directives are in the process of being updated and promulgated.

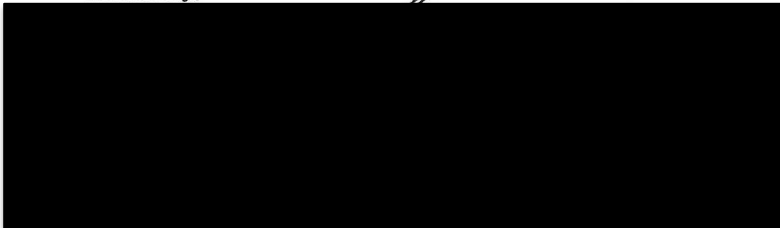
Update R13: The CAO's office has worked closely with ISD to communicate to both elected and appointed department heads on the facilities service process in the County of Fresno. Management Directives relating to Security and Purchasing have been updated with others in the draft process.

- R15. Revise the Facility Service Request Form to provide clarity and disclose all categories of charges by November 30, 2017. Until the form is revised, all FSD staff should properly complete the existing form including the table section.

R15: Recommendation has not yet been implemented, but will be implemented in the future, workflow charting continues with the implementation of FAMIS and appropriate forms/formatting will follow.

Update R15: Minor modifications to the form were made and processes for renovation work have been migrated away from reliance upon the GSA-308 form.

Sincerely,



**Grand Jury 2017-2018
Findings and Recommendations Review¹
Report #1 – County Elections Office**

FINDINGS – Report #1	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. Election oversight and ballot security measures are well-planned and comprehensive. There is no evidence that any component of the electoral process is susceptible to a potential security system breach.	Brandi Orth, Fresno County Clerk/ Registrar of Voters	Yes	Agree
F2. The County Clerk/Registrar of Voters Office makes efforts to increase voter registration and offers materials that facilitate the opportunity for Fresno’s multicultural population to make informed voter decisions.	Same as above	Same as above	Agree
F3. The September 2016 state-wide consolidation of voter registration records under the aegis of the California Secretary of State aides in the accuracy, security, and maintenance of voter registration rolls.	Same as above	Same as above	Agree
F4. Continual and deliberate strides are being made for the County Clerk/Registrar of Voters Office to comply with the California Voter’s Choice Act by its target date of 2020.	Same as above	Same as above	Agree

(1) **Agreed** = One or more respondent agrees with Finding in full or part. **Disagree** = All respondents disagree with Finding in full. **Partially Disagree** = All respondents disagree in part with Finding.

RECOMMENDATIONS – Report #1 County Elections Office	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/No response <i>As required by Penal Code²</i>	Status	Follow up
NONE	Not applicable	Not applicable	Not applicable	Not applicable

¹ Grand Jury Annual Report 2017-2018, County of Fresno. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%202017-18%20Consolidated%20Final%20Report.pdf

² *California Penal Code §933*, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933&lawCode=PEN

³ *California Penal Code §93305*, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933.05&lawCode=PEN

Grand Jury 2017-2018
Findings and Recommendations Review
Report #2 – City of Sanger Ordinance No. 1094 – Measure S¹

FINDINGS – Report #2 City of Sanger Related Recommendations in ()	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. Public safety has benefitted from Measure S revenues.	1. Tim Chapa, City Manager 2. Frank Gonzalez, Mayor & City Council 3. Sue Simpson, Oversight Chair	1. No Response 2. Yes 3. Yes	Agree
F2. Resolution 4122 helped define “Supplement versus Supplant.” (R1)	Same as above	Same as above	Agree
F3. Oversight Committee has been bypassed in review of proposed Measure S spending. (R2,R5,R6)	Same as above	Same as above	Agree
F4. No outside audit of Measure S funds were provided. (R3)	Same as above	Same as above	Agree
F5. Public safety employee pay increases were funded by measure S, whether or not hired under Measure S. (R4)	Same as above	Same as above	Agree
F6. Not all legal opinions regarding use of Measure S funds have been in writing. (R7)	Same as above	Same as above	Agree
F7. Resolution No 4122 was “lost” following adoption in 2009 and found in early 2018. (R8)	1. Tim Chapa, City Manager 2. Frank Gonzalez, Mayor & City Council	1. No Response 2. Yes	Agree

(1) Agreed = One or more respondent agrees with Finding in full or part. **Disagree = All** respondents disagree with Finding in full. **Partially Disagree = All** respondents disagree in part with Finding.

RECOMMENDATIONS – Report #2 City of Sanger Related Finding in ()	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1.Resolution No. 4122 (1/15/09) needs to be further clarified regarding use of Measure S funds. (F2)	1. Tim Chapa, City Manager 2. Frank Gonzalez, Mayor & City Council 3. Sue Simpson, Oversight Chair	1. No response 2. Yes 3. Yes	Implemented <i>(See Exhibit 1 for updated response pages 30-48.)</i>	None
R2.Establish City Council procedure/policy requiring Oversight Committee review prior to vote on use of Measure S funds. (F3)	Same as above	Same as above	Implemented	None
R3. Complete annual audit of Measure S funds. (F4)	Same as above	Same as above	Implemented <i>(See Exhibit 1 for updated response pages 30-48.)</i>	None
R4. Public safety pay increases funded from Measure S should be restricted to Measure S hired personnel. (F5)	Same as above	Same as above	Will not implement	None
R5. City Council liaison should attend all Oversight Committee meetings.(F3)	Same as above	Same as above	Implemented	
R6. Oversight Committee liaison should attend all City Council Meetings. (F3)	Same as above	Same as above	Implemented	
R7. All Measure S legal opinions should be in writing. (F6)	Same as above	Same as above	Implemented	
R8. Complete review of City’s archival system by end of 2018. (F7)	1. Tim Chapa, City Manager 2. Frank Gonzalez, Mayor & City Council	1. No response 2. Yes	Implemented <i>(See Exhibit 1 for updated response pages 30-48.)</i>	None



City of Sanger, California

1700 7th Street
Sanger, California 93657
(559) 876-6300 x1500
FAX (559) 875-8956

February 5, 2020

[REDACTED]
Fresno County Grand Jury

Re: Fresno County Grand Jury Inquiry
Implementation Status of Recommendations 1, 3, and 8

[REDACTED]
The purpose of this memo is to acknowledge your request of January 23, 2020 regarding the status and implementation of several of the Recommendations from the 2017-2018 Grand Jury Report #2, City of Sanger Ordinance No. 1094. Specifically, you requested the status on Recommendations 1, 3 and 8. The status of each are as follows:

Recommendation 1: The recently found Resolution No. 4122 (from 01/15/2009) needs to be further clarified to specify whether the percentage or the minimum dollar amount spent for public safety must be provided out of the General Fund, prior to the use of Measure S funds. (F2)

Response 1: This recommendation has not yet been implemented but will be implemented in the future. In fact, this recommendation is in the process of being implemented as noted in City's response to Finding 2 above.

For convenience, we reiterate text from City's response to Finding 2 above. The City Attorney has met three times with the CoC for input on a potential ordinance. Three alternative ordinances have been produced as a result of that process. At the last meeting the CoC determined to recommend the alternative which mirrors Resolution No. 4122. The City Attorney will be presenting the alternative ordinances to the City Council in September 2018.

Implementation Status: *On February 7, 2019, the City Council adopted Ordinance No. 2019-02 relating to the application and implementation of Measure S limitations on use of tax revenues. A copy of Ordinance No. 2019-02 is included as Exhibit A.*

Recommendation 3: A compliance and/or a comprehensive audit of Measure S funds by an outside firm should be completed at the conclusion of each fiscal year. (F4)

Response 3: This recommendation has not yet been implemented but will be implemented in the future. A comprehensive or compliance audit for Measure S Audit will be contracted with a CPA firm.

It is noted that the Grand Jury's timeframe is not realistic for this particular recommendation. The completion of the audit will be within the normal audit cycle which requires the closing of the fiscal year prior to conducting audit procedures. Audits customarily take from six to eight months to complete after the close of the fiscal year. Therefore, the audit will be concluded in the spring of the year following the close of the fiscal year.

Implementation Status: *On November 7, 2019, the City Council accepted the Measure S Compliance Audit conducted by Harshwal & Company LLP CPAs for the years ended June 30, 2012 through June 30, 2018. A copy of the audit is included as Exhibit B. The City's regular audit for year ended June 30, 2019 is tentatively scheduled for presentation to the City Council at the February 20, 2020 regular City Council meeting. A Request for Proposal for preparation of the Measure S Compliance Audit for the year ended June 30, 2019 will subsequently follow.*

Recommendation 8: A complete review of the City of Sanger's archival system should be completed by the end of 2018. (F7)

Response 8: This recommendation has not yet been implemented but will be implemented in the future. Any review of the City's systems is appropriate on a regular basis. Staff will be analyzing the cost of a review of the City's archiving system, and will make appropriate recommendations to the City Council at its mid-year budget process. The timing of such review would be subject to available funding and its approval.

Implementation Status: *In June 2018, the City contracted with CivicPlus for design of a new City website. The CivicEngage website program includes an Archive Center module to sort and store documents that allows users to easily find specific documents. The new City website went live on January 7, 2019. Documents that are uploaded into the new website are immediately archived. Additionally, other documents can be manually uploaded. City staff is currently undergoing training through CivicPlus on how to properly upload documents, such as approved resolutions and ordinances, and create links for easy search and view.*

Please feel free to contact me directly if you have any further questions.

Sincerely,

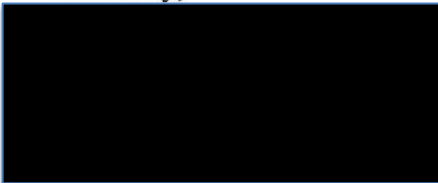


Exhibit A

ORDINANCE NO. 2019-02

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF SANGER
AMENDING SECTION 66-214 OF ARTICLE VI OF CHAPTER 66 OF THE
SANGER CITY CODE RELATING TO THE APPLICATION AND
IMPLEMENTATION OF SECTION 66-214 CONCERNING THE USE OF TAX
PROCEEDS**

THE CITY COUNCIL OF THE CITY OF SANGER DOES ORDAIN AS FOLLOWS:

SECTION 1. That section 66-214 of Article VI of Chapter 66 of the Sanger City Code is hereby amended to read as follows:

Sec. 66-214. - Use of tax proceeds and expenditure plan.

- (a)** All proceeds of the tax levied and imposed hereunder shall be accounted for and paid into a special public safety trust fund or account designated for use by the city only for the police, fire, paramedic, 9-1-1 emergency, and gang/drug prevention services set forth in the program guidelines and public safety expenditure plan for the administration and expenditure of the tax proceeds, attached to Ordinance No. 1094 as exhibit 1.
- (b)** The public safety expenditure plan may be amended from time to time by a majority vote of the city council, so long as the funds are utilized for these public safety services. For the purposes of this part, "public safety services" means:

 - (1)** Obtaining, furnishing, operating, and/or maintaining police protection equipment or apparatus, paying the salaries and benefits of police protection personnel, gang/drug prevention services, and such other police protection service expenses, including capital expenses, as are deemed necessary by the city council for the benefit of the residents of the city;
 - (2)** Obtaining, furnishing, operating, and/or maintaining fire protection equipment or apparatus and ambulances, paying the salaries and benefits of fire protection and paramedic personnel, and such other fire protection service expenses, including capital expenses, as are deemed necessary by the city council for the benefit of the residents of the city.
- (c)** No revenues collected pursuant to the tax levied hereby may be spent on department administrators' salaries, general fund operating expenses in effect at the time this article becomes effective, or projects not a part of the public safety expenditure plan.
- (d)** It is the intent of the people that Transaction and Use Tax revenues (hereafter "special tax revenues") collected under the special tax authorized by this article shall supplement, rather than supplant, expenditures for public safety in effect at the time

this article became effective. This means that the general fund expenditures for public safety shall at a minimum remain constant and the special tax revenues collected hereunder will be used to add to the City's expenditures for public safety and not to replace the City's expenditures for public safety.

The following illustrations help to explain the requirement to supplement with special tax revenues and the prohibition against supplanting the use of general fund revenues with the special tax revenues collected:

- (i) If the City spent X dollars from the general fund for public safety at the time this article became effective, the City must continue to spend a minimum of X dollars for public safety.
 - (ii) If the City receives Y dollars in special tax revenues under this article, the City may only use the Y dollars to add to the X dollars spent for public safety from the general fund.
 - (iii) The City may not replace X dollars used for public safety with Y dollars used for public safety.
- (e) To ensure that the special tax revenues are used only to supplement general fund expenditures and not to supplant general fund expenditures, the City shall use the methodology set forth below:
- (1) The total general fund revenue for the City in Fiscal year 2007-2008 was \$9,905,107.
 - (2) The general fund expenditures for public safety services (as defined in this Section) which were in effect in Fiscal Year 2007-2008 totaled \$6,502,108.00. This included \$4,082,571.00 for Police public safety services and \$2,419,537.00 for Fire public safety services including Ambulance. Those amounts reduced to percentages total 65.65% as follows: 41.22 percent for Police public safety and 24.43 percent for Fire public safety services including Ambulance.
 - (3) Each fiscal year the City must appropriate a minimum of \$4,082,571.00 for Police public safety services from general fund sources and \$2,419,537.00 for Fire and Ambulance public safety services as defined in subsections (a) and (b) of this Section 66-214. This dollar amount shall be known as the baseline dollar amount for each of the public safety departments: Police and Fire.
 - (4) In the Fiscal Year 2018 – 2019 budget and subsequent fiscal year budgets, if the general fund revenue for the City is higher than \$9,906,107, the City must appropriate a minimum 65.65 percent of the general fund to Police public safety

Fire and Ambulance public safety. This percentage shall be known as the baseline percent for public safety.

(5) In the Fiscal Year 2018 – 2019 budget and subsequent fiscal year budgets, revenues collected under the Transactions and Use Tax may be allocated and appropriated only after the baseline dollar amount level of funding or the baseline percent, whichever is higher, is met with general funds revenues.

(f) To ensure that the use of Transactions and Use Tax revenues and the level of funding requirements of this article are met, the City shall secure an annual compliance examination with attestation opinion.

SECTION 2. PUBLICATION

The City Clerk is authorized to cause this ordinance or a summary of this ordinance to be published in a newspaper of general circulation in the City of Sanger, within fifteen days after its adoption. If a summary of the ordinance is published, the City Clerk shall cause a certified copy of the full text of the proposed ordinance to be posted at City Hall at least five days prior to the meeting at which the ordinance is adopted and again after the meeting at which it is adopted.

SECTION 3. EFFECTIVE DATE

This ordinance shall take effect and be in full force and effect from and after thirty (30) days after its final passage.

The foregoing ordinance is hereby approved.



Frank Gonzalez, Mayor

ATTEST:

I, Rebeca Padron, City Clerk of the City of Sanger, California, do hereby certify that the foregoing ordinance was introduced at a regular meeting of the City Council of the City of Sanger held on February 7, 2019, and was passed at a regular meeting of the City Council held on February 21, 2019, by the following vote:

AYES:	COUNCILMEMBERS:	GONZALEZ, MARTINEZ, ONTIVEROS, HURTADO
NOES:	COUNCILMEMBERS:	NONE
ABSTAIN:	COUNCILMEMBERS:	NONE
ABSENT:	COUNCILMEMBERS:	GARZA



Rebeca Padron, City Clerk

APPROVED AS TO LEGAL FORM:



Hilda Cantu Montoya, City Attorney

Exhibit B

**CITY OF SANGER
MEASURE S - POLICE, FIRE
PARAMEDIC 9-1-1 RESPONSE, GANG/DRUG PREVENTION
INDEPENDENT ACCOUNTANT'S REPORT
FOR THE YEARS ENDED JUNE 30, 2012 THROUGH JUNE 30, 2018**

HARSHWAL & COMPANY, LLP
Certified Public Accountants
7677 Oakport Street, Suite 460
Oakland, CA 94621
(510) 452-5051

CITY OF SANGER
MEASURE S - POLICE, FIRE, PARAMEDIC 9-1-1 RESPONSE,
GANG/DRUG PREVENTION
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INDEPENDENT ACCOUNTANT'S REPORT

City's Citizen's Oversight Committee,
and Honorable City Council
City of Sanger, California

We have examined the City of Sanger's (the City) Measure S expenditure compliance with the City's Ordinance No.1094, Resolution No. 4122 and Resolution No. 4361 during the years ended June 30, 2012 through June 30, 2018. The City's management is responsible for Measure S expenditure comply with criteria of the City's Ordinance No. 1094, Resolution No. 4122, and Resolution No. 4361 set forth in Note 1. Our responsibility is to express an opinion based on our examination.

Our examination was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants. Those standards require that we plan and perform the examination to obtain reasonable assurance about whether the City's Measure S expenditure comply with the City's Ordinance No. 1094, Resolution No. 4122, and Resolution No. 4361, in all material respects. An examination involves performing procedures to obtain evidence about the City's Measure S expenditure compliance. The nature, timing, and extent of the procedures selected depend on our judgment, including an assessment of the risks of material noncompliance, whether due to fraud or error. We believe that the evidence we obtained is sufficient and appropriate to provide a reasonable basis for our qualified opinion.

Our examination does not provide a legal determination on the City's Measure S expenditure compliance. Our examination disclosed the following material noncompliance with the Ordinance No. 1094, Resolution No. 4122 and Resolution No. 4361 applicable to City of Sanger during the years ended June 30, 2012 through June 30, 2018:

I. Ordinance No. 1094 & Resolution No. 4122 - Supplement rather than Supplant:

A. According to the Resolution No. 4122, the City must ensure the stated minimum dollar amount for public safety departments including police, fire and ambulance be allocated from the General Fund before using Measure S funds to ensure revenues collected shall supplement, rather than supplant, the City's expenditures for public safety. During our examination of budget appropriation for public safety departments for the years ended June 30, 2012, through June 30, 2018, we disclosed the following noncompliance in the departmental base:

- 1) In fiscal year 2018, the appropriated budget for the police department from the General Fund was below the baseline percent by 4.1%, and this variance amounted to \$514,264.
- 2) In fiscal year 2012, the appropriated budget for the fire department from the General Fund was below the baseline dollar amount, and this variance amounted to \$905,720.

In total base, the appropriated budget for all public safety departments including policy, fire and ambulance reached the required minimum baseline or the baseline percent, whichever is higher for the years ended June 30, 2012, through June 30, 2018.



Furthermore, in fiscal year 2013, the ambulance department moved from the Enterprise Fund to the General Fund. During the years ended June 30, 2013, through June 30, 2018 appropriations for the ambulance department were provided solely from the General Fund. No update was made for calculation of the baseline dollar amount conjunction with the movement of ambulance department.

B. According to the Ordinance 1094, Section 66-214, no revenues collected pursuant to the tax levied hereby may be spent on department administrators' salaries, General Fund operating expenses in effect at the time this ordinance becomes effective, or projects not a part of the Public Safety Measure Police and Fire Expenditure Plan. It is the intent of the people that revenues collected hereunder shall supplement, rather than supplant, existing City expenditures for public safety. The following instances were noted that do not meet the requirements of supplement:

- 1) The City's Measure S payroll expenditure for the period under our examination included salaries of three public safety employees hired before Measure S became effective (January 31, 2008).
- 2) The Board of directors of the City approved increases of salaries in fiscal years 2017 and 2018, for all public safety employees whether or not they were hired under Measure S.

2. Resolution No. 4361 - Broadcast availability of grant funding:

According to the Resolution No. 4361 Gang/Drug Prevention Services, the City must broadcast the availability of grant funding. During our examination of grant awards for the years ended June 30, 2012, through June 30, 2018, the City was not able to provide some documentation indicating that they broadcast availability of the funds for fiscal years 2012, 2013, 2014 and 2015. As a result, the City was not able to ensure requirement (4) of Resolution No. 4361 were complied with and adequately supported.

3. Resolution No. 4361 - Performance evaluation presentation

According to the Resolution No.4361 Gang/Drug Prevention Services, the City required presentations of performance evaluations from grant awardees before a Council/COC joint meeting to ensure grant funds were spent properly for its purposes. During our examination of grant awards for the years ended June 30, 2012, through June 30, 2018, the City was not able to provide a copy of performance evaluation presentations or reports. Due to the fact that there has been employee turnover in key positions and amendments to the grant application and guidelines for this program, grant recipient reporting was not regularly presented. Moreover, when the awardees did complete their reporting requirement, hard copies of the report were handed out to committee members during the presentation, but a majority of the time a copy was not given to the person overseeing the meeting to keep with the hard copy agenda. The City has provided those meeting minutes which includes agendas with notations that progress reports were presented, and the audit team reviewed them; however, it does not give us enough evidence to ensure that the city complied with requirement (6) of Resolution No. 4361.



In our opinion, except for the material noncompliance described in the preceding paragraph, the City's Measure S expenditure complied with criteria of the City's Ordinance No. 1094, Resolution No. 4122 and Resolution No. 4361 set forth in Note 1, in all material respects, for the years ended June 30, 2012 through June 30, 2018.

Harshwal & Company LLP

**Oakland, California
September 26, 2019**

CITY OF SANGER
MEASURE S - POLICE, FIRE, PARAMEDIC 9-1-1 RESPONSE,
GANG/DRUG PREVENTION
CRITERIA
FOR THE YEARS ENDING JUNE 30, 2012 THROUGH JUNE 30, 2018

NOTE 1: CRITERIA

A. Ordinance No. 1094 Measure S:

The Ordinance No. 1094 was adopted by the City of Sanger on January 31, 2008 and extended by City Resolution No.4640 on August 4, 2016 and will continue to be in effect until June 30, 2028. This Ordinance of the voters of the City adds article VI to chapter 66 of the Sanger City Code, enacting a special 3/4 cent transactions and use tax for public safety. Public safety activities are defined in the City's Ordinance as relating to police, fire, paramedic 9-1-1 emergency response and gang/drug prevention services. All proceeds of the tax levied and imposed hereunder shall be accounted for and paid into a special Public Safety Trust Fund or account designated for use by the City of Sanger only for the police, fire, paramedic, 9-1-1 emergency, and gang/drug prevention Services set forth in the Program Guidelines and Public Safety Expenditure Plan. The Public Safety Expenditure Plan may be amended from time to time by a majority vote of the City Council, so long as the funds are utilized for these public safety services. For the purposes of this part, "Public Safety Services" means:

- (1) Obtaining, furnishing, operating, and/or maintaining police protection equipment or apparatus, paying the salaries and benefits of police protection personnel, and such other police protection service expenses, including capital expenses, as are deemed necessary by the City Council for the benefit of the residents of the City.
- (2) Obtaining, furnishing, operating, and/or maintaining fire protection equipment or apparatus, paying the salaries and benefits of fire protection personnel, and such other fire protection service expenses, including capital expenses, as are deemed necessary by the City Council for the benefit of the residents of the City.

No revenues collected pursuant to the tax levied hereby may be spent on department administrators' salaries, General Fund operating expenses in effect at the time this ordinance becomes effective, or projects not a part of the Public Safety Measure Police and Fire Expenditure Plan. It is the intent of the people that revenues collected hereunder shall supplement, rather than supplant, existing City expenditures for public safety.

B. Resolution No. 4122 Supplement Versus Supplant:

The Resolution No. 4122 was adopted by the City of Sanger on January 15th, 2009 establishing the percentage and minimum dollar amount that public safety shall be allocated from the General Fund in future years under Measure S. The following table establishes the percentage of General Fund revenue that shall be appropriated for the public safety departments beginning in fiscal year 2008-2009 and shall apply to all successive fiscal years. If General Fund revenue decreases below the percentage, the public safety departments shall be guaranteed a minimum amount equal to the 2007-2008 adjusted base year dollar amount to ensure that revenues collected shall supplement, rather than supplant, existing City expenditures for public safety:

CITY OF SANGER
MEASURE S - POLICE, FIRE, PARAMEDIC 9-1-1 RESPONSE,
GANG/DRUG PREVENTION
CRITERIA
FOR THE YEARS ENDING JUNE 30, 2012 THROUGH JUNE 30, 2018

B. Resolution No. 4122 Supplement Versus Supplant - (Cont'd):

<u>General Fund:</u>	<u>Adjusted Base</u> <u>per year</u>	<u>%</u>
Police Department	\$ 4,082,571	41%
Fire Department	\$ 2,034,537	21%
Ambulance (General Fund Subsidy)	\$ 385,000	4%
Other General Fund Department	\$ 3,402,999	34%
<u>Enterprise Fund:</u>		
Ambulance	\$ 1,252,790	100%

In fiscal year 2013, the ambulance department moved from the Enterprise Fund to the General Fund. During the years ended June 30, 2013, through June 30, 2018 appropriations for the ambulance department were provided solely from the General Fund.

B.1 Subsequent Ordinance No. 2019-02:

In addition, on February 21st, 2019 the City approved Ordinance No. 2019-02 which illustrated the Resolution No. 4122 in terms of the methodology to ensure that the special tax revenues are used only to supplement general fund expenditures and not to supplant general fund expenditures. The City shall use the methodology set forth below:

1. The total general fund revenue for the City in fiscal year 2007-2008 was \$9,905,107.
2. The general fund expenditures for public safety services which were in effect in fiscal year 2007-2008 totaled \$6,502,108.00. This included \$4,082,571.00 for Police public safety services and \$2,419,537.00 for Fire public safety services including Ambulance. Those amounts reduced to percentages total 65.65% as follows: 41.22 percent for Police public safety and 24.43 percent for Fire public safety services including Ambulance.
3. Each fiscal year the City must appropriate a minimum of \$4,082,571.00 for Police public safety services from general fund sources and \$2,419,537.00 for Fire and Ambulance public safety services as defined in subsections (a) and (b) of this Section 66-214. This dollar amount shall be known as the baseline dollar amount for each of the public safety departments: Police and Fire.
4. In fiscal year 2018 - 2019 budget and subsequent fiscal year budgets, if the general fund revenue for the City is higher than \$9,906,107, the City must appropriate a minimum 65.65 percent of the general fund to Police public safety Fire and Ambulance public safety. This percentage shall be known as the baseline percent for public safety.
5. In fiscal year 2018-2019 budget and subsequent fiscal year budgets, revenues collected under the Transactions and Use Tax may be allocated and appropriated only after the baseline dollar amount level of funding or the baseline percent, whichever is higher, is met with general funds revenues.

CITY OF SANGER
MEASURE S - POLICE, FIRE, PARAMEDIC 9-1-1 RESPONSE,
GANG/DRUG PREVENTION
CRITERIA
FOR THE YEARS ENDING JUNE 30, 2012 THROUGH JUNE 30, 2018

C. Resolution No. 4361 Gang/Drug Prevention Services:

The Resolution No. 4361 was adopted by the City of Sanger on July 19th, 2012 to establish Gang/Drug Prevention Services policies which stated that the City Council of the City of Sanger, State of California:

1. Invest in gang/drug prevention.
2. Partition dollars between public safety and community non-profits.
3. Adopt criteria for grant funding, allowing both churches and schools to now apply, including that not more than 15% of the grant award be used for administration of a project or event. In the case of church applications, proselytizing during a project or event is prohibited.
4. Broadcast availability of grant funding.
5. Direct that basic requirements of funding applications be evaluated by the City Manager combined with a review by an internal review committee for feasibility and fiscal sustainability.
6. Require performance evaluation presentations be made before a Council/COC joint meeting.
7. Authorize that a draft budget be presented to the COC in which a majority of funds be allocated to community non-profits with the remainder going toward city sponsored programs.



City of Sanger, California Administrative Services

1700 7th Street
Sanger, California 93657
(559) 876-6300
FAX (559) 875-8770

1. Ordinance No.1094 & Resolution No. 4122 - Supplement rather than Supplant:

Management Responses (1):

- A. Management concurs that the appropriate budget for all public safety departments (including police, fire and ambulance) reached the required minimum baseline percent for the years ended June 30, 2012 through June 30, 2018. The all public safety department methodology for determining supplement versus supplant is as per the methodology identified in Note B.1.

Management disagrees with the interpretation that A (1), fiscal year 2018 and A (2) fiscal year 2012 were below baseline. By component, each was below baseline, however as a whole, the public safety appropriated budget met the baseline. As per the methodology identified in Note B.1, the application of Resolution No. 4122 is applied as a whole for public safety.

Management concurs that Resolution No. 4122 required an update in FY 2013 subsequent to moving the Ambulance Division from the Enterprise Fund to the General Fund. The Sanger City Council has since approved an updated resolution on September 20, 2018 that addressed the Ambulance Division in the General Fund as well as creating a baseline for Public Safety as a whole for the FY 2020 Budget as per Note B.1.

B. Management disagrees that the requirements for supplement were not met due to the following concerns:

- 1) Management disagrees that the salaries of the three employees hired before the Measure S effective date contradicts Ordinance No. 1094 and Resolution No.

4122. As per Resolution No. 4122 the determining factor of supplement vs. supplant is the percentage of general fund revenue and minimum dollar amount that public safety would be allocated. In fact, Resolution 4122 was prepared in order, "...to ensure that revenues collected shall supplement, rather than supplant, existing City expenditures for public safety...", through its defined methodology. This methodology utilizes public safety budget as a whole, not by specific expenditure category.

Additionally, the positions for Public Safety as a whole were increased by seven positions due to the passage of Measure S. Therefore, Public Safety was supplemented by seven positions regardless of the hiring date of the three positions budgeted to Measure S.

- 2) Management disagrees that the salary increases in fiscal years 2017 and 2018 contradicts Ordinance No. 1094 and Resolution No. 4122. As noted above, per Resolution No. 4122 the determining factor of supplement vs. supplant is the percentage of general fund revenue and minimum dollar amount that public safety would be allocated. Based on the specifications of Resolution No. 4122 to define supplement vs. supplant, the salary increases were not in violation of the percentages established for supplement vs. supplant as the appropriate budget for all public safety departments met the minimum baseline percentage for those fiscal years in question.

Additionally, the City Attorney provided an opinion at the time that the salary increases were an appropriate use for Measure S funding per below:

“That’s clearly in the ordinance. And the ordinance does provide that one sentence at the very last part of Section 66-214, it does have that it is the intent of the people that revenues shall supplement rather than supplant existing expenditures for public safety. So, taking that language, I have looked at it very carefully as well and my view is that basically there was an amount spent on public safety on March 1, 2008 when Measure S became effective. That was the baseline amount and that baseline amount from non-Measure S funds cannot substitute the Measure S base amount. Other than that, Measure S funds can be used as long as they are used for those purposes that are defined in public safety services under the code, under the ordinance, under the measure and they’re both defined identically for both fire and police. There are two sections separately but they’re identical.”

2. Resolution No.4361 - Broadcast availability of grant funding

Management Response (2):

Management agrees that documentation of the broadcast availability of funds is not available. It should be noted, however, that past agendas and minutes document that non-profit organizations applied for the funding, and therefore did receive notification. Invoices and other forms of documentation to broadcast were not available.

3. Resolution No.4361 - Performance evaluation presentation

Management Response (3):

Management agrees that documentation of evaluations is not available. It should be noted, however, that past agendas and minutes document that presentations were made, though copies of the presentation are not available.

**Grand Jury 2017-2018
Findings and Recommendations Review
Report # 3 – Special Districts Non-Compliance-System Failure¹**

FINDINGS – Report #3 Special Districts	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. The Fresno County Grand Jury has determined that there are 28 or more special districts that are noncompliant.	Fresno County Auditor-Controller	Yes	Partially disagree
F2. Audits, when received by the Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office (Fresno County Auditor-Controller), are not reviewed for financial accuracy nor content, but only checked off as submitted.	Fresno County Auditor-Controller	Same as above	Agree
F3. It appears that the Fresno County Auditor-Controller is currently understaffed. In recent years, the Fresno County Auditor-Controller has experienced an annual turnover of approx. 40%.	Fresno County Auditor-Controller	Same as above	Partially disagree
F4. The Fresno County Auditor-Controller believes it has the responsibility but not the authority for securing special district audits. Calif. Gov’t. Code, §26909 effective January 1, 2018, requires county auditor’s office to either perform or contract with a certified public accountant or public account-ant to perform an audit of special districts and charge the respective districts for the cost of the audit.	Fresno County Auditor-Controller	Same as above	Partially disagree
F5. Through the municipal service review process, the Fresno County Local Agency Formation Commission (LAFCO) is aiding and educating the special districts in the proper methodology in the operation of the special district, subject to available resources.	LAFCO, Exec. Dir.	Yes	Agree
F6. Per the Fresno County Auditor-Controller, current and accurate financial information was unavailable on the noncompliant special districts.	1. Fresno County Auditor-Controller 2. LAFCO, Exec. Dir. (ED)	1. Yes 2. Yes	Agree

F7. In August 2017, the California Little Hoover Commission produced Report #239: “Special Districts: Improving Oversight & Transparency, offering recommendations for improving oversight and transparency of California special districts.	1. Fresno County Auditor-Controller 2. LAFCO, ED	Same as above	Agree
F8. The Fresno County Auditor-Controller places special districts audits as a low priority.	Fresno County Auditor-Controller	Yes	Disagree
F9. Per the Fresno County Audit Committee’s Bylaws, it appears the committee, although advisory in nature, can oversee and monitor the Fresno County Auditor-Controller with regards to special district financial audit requirements, but has failed to do so.	1. Fresno County Auditor-Controller 2. Fresno County Audit Committee, Chair	1. Yes 2. Yes	Disagree

(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

RECOMMENDATIONS – Report #3 Special Districts Related Finding in ()	Responses	2019-2020 Grand Jury Investigation Implementation Outcome		
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. The Fresno County Auditor-Controller should review all special districts for audit compliance and work with noncompliant districts to bring them into compliance; prioritize them based on current cash balances, largest to smallest. (F1) (F9)	Fresno County Auditor-Controller	Yes	Will implement	Referred to 2019-2020 Grand Jury. See report #2.
R2. The Fresno County Auditor-Controller should review special district financial audits annually for accuracy as they are submitted/received by the office. (F2)(F9)	Fresno County Auditor-Controller	Same as above	Will not implement	None
R3. Those special districts that are found non-compliant with their state-mandated financial audit requirements but have no cash on hand or are no longer functional, should be referred by the (LAFCO) (or by the entity itself) to the State to be dissolved by the State. (F1)	Not assigned to any one for response.	Not Applicable	Not Applicable	Not Applicable

R4. Per Calif. Gov't Code, section 26909 the Fresno County Auditor-Controller should perform financial audits on special districts or contract with an accountant to complete missing audits. (F4)	Fresno County Auditor-Controller	Yes	Will implement	Referred to 2019-2020 Grand Jury. See report #2.
R5. The (LAFCO) should continue to utilize and expand the municipal service review process to aid and educate all special districts. (F5)	LAFCO, ED	Same as above	Unknown	
R6. (LAFCO) and the Fresno County Auditor-Controller should encourage and support the recommendations of the California Little Hoover Commission "Special Districts: Improving Oversight & Transparency", Report #239, August 2017. (F7)	1.Fresno County Auditor-Controller 2. LAFCO, ED	1.Yes 2.Yes	Unknown	

**Grand Jury 2018-2019
Findings and Recommendations Review
Report # 1 – Elder Abuse and the “Silver Tsunami”¹**

FINDINGS – Report #1	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. All interviewed individuals are dedicated and committed in their service of abused and vulnerable elders.	1. Delfino Niera, Fresno County, Director of Social Services (DSS) 2. Lisa Smittcamp, Fresno County District Attorney (DA)	1. Yes 2. Yes	Agree
F2. Awareness of the significant increase of the elder population was acknowledged by those interviewed. However, no formal plan exists among Fresno County Agencies on how to address it.	Same as above	Same as above	Agree
F3. While some Fresno County Agencies have an excellent flow of information between staff members, communication and working relationships within and between individuals in agencies and organizations are not consistent. Agencies agreed consistent communication is critical for effective and timely resolution of abuse cases.	Delfino Niera, Fresno County Director DSS	Yes	Agree
F4. Centralized services available for elders at the Fresno Senior Resource Center have declined over time. It is expected to eventually close with no replacement planned.	Same as above	Same as above	Agree

¹ Grand Jury Annual Report 2018-2019, County of Fresno. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Report%201%2018-19.pdf

² California Penal Code §933, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933&lawCode=PEN

³ California Penal Code §93305, California Legislation Information. http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933.05&lawCode=PEN

F5. Fresno County Adult Protective Services does not have sufficient resources to practice proactive intervention directed towards those elders considered to be most vulnerable to abuse.	Same as above	Same as above	Agree
F6. The collection of data from Fresno County Agencies is fragment-ed, with gaps and duplication, and lacking consistent definitions. Making it difficult to gather historical data for trend comparisons and planning.	Same as above	Same as above	Agree
F7. There is insufficient funding to adequately address elder abuse and prevention for Fresno County Agencies.	Lisa Smittcamp, Fresno County District Attorney	Yes	Unknown
F8. Elder abuse is not always reported due to a multitude of complex issues and reasons. There is no way to determine how extensive elder abuse is.	Delfino Niera, Fresno County Director DSS	Yes	Agree
F9. Public awareness, education and outreach to all county communities is limited by staff time and resources and takes a lower priority when resources are stretched to handle essential services.	Delfino Niera, Fresno County Director DSS	Same as above	Agree

(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

RECOMMENDATIONS – Report #1 Elder Abuse Related Finding in ()	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. The Fresno County District Attorney consult with staff assigned to elder abuse to proactively prepare a plan for the impending caseload increase. (F2)	Lisa Smittcamp, Fresno County DA	Yes	Will implement	Review
R2. Fresno County Adult Protective Services develop a method and timeline to effectively collect and use data so staff can be proactive in mitigating abuse. (F5)	Delfino Niera, Fresno County Director DSS	Yes	Will not implement	None

R3. The Fresno County District Attorney explore and pursue new sources of funding and grants designated for staffing elder abuse.(F7)	Lisa Smittcamp, Fresno County DA	Yes	Unknown	Review
R4. Fresno County Adult Protective Services take the lead to develop a formalized community approach to public awareness, prevention and education of elder abuse. (F3-4, F6-9)	Delfino Niera, Fresno County Director DSS	Yes	Will not implement	None

**Grand Jury 2018-2019
Findings and Recommendations Review
Report #2 – First 5 Fresno County⁴**

FINDINGS – Report #2	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Cod³</i>
F1. Not all available commission positions are filled.	1. Chair, Fresno County BOS 2. Emilia Reyes, Exec. Dir. (ED) First 5 Fresno	1. Yes 2. Yes	Agree
F2. Not all current commissioners meet the qualification criteria to be a commissioner as required by the Act.	Same as above	Same as above	Disagree
F3. The conflict of interest Fresno County Ordinance Code § 2.38.010.D. enacted in 2014 is in conflict with the Act. It has excluded from the Commission people from the community that the Act states as qualified.	Chair, Fresno County BOS	Yes	Disagree
F4. First 5 Fresno used their tobacco funds and NMTC to purchase property and the building of a facility in downtown Fresno to be used for day care, education, and medical care of children age 5 and under and is to be commended for being good stewards of their funds.	Chair, Fresno County BOS	Same as above	No response

(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

⁴ Grand Jury Annual Report 2018-2019, County of Fresno. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Report%202%2018-19.pdf

RECOMMENDATIONS – Report #2 First 5 Fresno County Related Finding in ()	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. Fresno County BOS fill all available commission positions by December 31, 2019.(F1)	Chair, Fresno County BOS	Yes	Will implement	Review
R2. Fresno County BOS should review the qualifications of all current Commissioners as codified by California Children and Families Act of 1998 by December 31, 2019. (F2)	1. Chair, Fresno County BOS 2. Emilia Reyes, ED First 5 Fresno	1. Yes 2. Yes	Will implement	None
R3. Fresno County BOS should modify Fresno County Ordin. Code §2.38.010.D., the conflict of interest ordinance, to conform to the Act and County of Fresno Admin. Policy No 1 by December 31, 2019. (F3)	Chair, Fresno County BOS	Yes	Will not implement	

**Grand Jury 2018-2019
Findings and Recommendations Review
Report #3 – Fresno Police Department 9-1-1 Communication Center⁵**

FINDINGS – Report #3	Responses		
	Requested From	Received Yes/No-received late/ No response <i>as required by Penal Code²</i>	Agree/Disagree/ Partially Disagree/ Unknown (1) <i>as required by Penal Code³</i>
F1. The FPD 9-1-1 CommCen (Communication Center) Dispatchers are doing an outstanding job.	Jerry Dyer, Police Chief, City of Fresno	<i>One response document received signed by:</i> 1. Yes (Lee Brand, Mayor) 2. Yes (Andy Hall, Acting Police Chief) 3. Yes (Wilma Quan, City Mgr.)	Unknown
F2. The FPD 9-1-1 CommCen is understaffed as a result of the 2007-2009 recession.	1. Lee Brand, Mayor, City of Fresno 2. Jerry Dyer, Police Chief, City of Fresno	Same as above	Unknown
F3. The understaffing and high volume of calls has created mandatory overtime.	Same as above	Same as above	Unknown
F4. The recruitment/hiring process for dispatchers is extensive, costly, and time consuming.	Jerry Dyer, Police Chief, City of Fresno	Same as above	Unknown
F5. The dispatcher training is arduous and stressful which results in some dispatch hires not completing the training process.	Same as above	Same as above	Unknown

⁵ Grand Jury Annual Report 2018-2019, County of Fresno. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Report%203%2018-19.pdf

F6. The FPD 9-1-1 CommCen is limited on space with no room for expansion.	1. Lee Brand, Mayor, City of Fresno 2. Jerry Dyer, Police Chief, City of Fresno	Same as above	Unknown
F7. The FPD 9-1-1 CommCen is at risk of losing more than \$2.6 million of Cal Office of Emergency Services (OES) funding if they don't meet the call answer time requirement.	Jerry Dyer, Police Chief, City of Fresno	Same as above	Unknown
F8. The FPD has no contingency plan to fund equipment upgrades if Cal OES funds are lost.	Same as above	No response	Unknown

(1) **Agreed** = **One or more** respondent agrees with Finding in full or part. **Disagree** = **All** respondents disagree with Finding in full. **Partially Disagree** = **All** respondents disagree in part with Finding.

RECOMMENDATIONS – Report #3 9-1-1 Related Finding in ()	Responses		2019-2020 Grand Jury Investigation Implementation Outcome	
	Requested From	Received Yes/No-received late/ No response <i>As required by Penal Code²</i>	Status	Follow up
R1. Recommend funding be approved for dispatch staffing to be returned to pre-recession (2007-2009) levels. (F2, F3, F4)	1. Lee Brand, Mayor, City of Fresno 2. Jerry Dyer, Police Chief, City of Fresno	<i>One response document received signed by:</i> 1. Yes (Lee Brand, Mayor) 2. Yes (Andy Hall, Acting Police Chief) 3. Wilma Quan, City Mgr.	Implemented	None
R2. Streamline the dispatcher recruitment, hiring, and training process.(F5)	Jerry Dyer, Police Chief, City of Fresno	Same as above	Implemented	

R3. Develop Public Service Announcements to educate the public about the purpose of the 3-1-1 program and the non-emergency phone number (559-621-7000).(F3)	1. Lee Brand, Mayor, City of Fresno 2. Jerry Dyer, Police Chief, City of Fresno	Same as above	Will implement	Review
R4. Relocate the dispatch center to a larger facility to accommodate Cal OES staffing recommendations and future growth.(F6)	Same as above	Same as above	Unknown	
R5. Develop a contingency plan in the event Cal OES funding is withheld. (F7,F8)	Same as above	Same as above	Unknown	
R6. Research & secure other funding sources for the 9-1-1 dispatch center (i.e. grants and foundations). (F7,F8)	Same as above	Same as above	Will implement	

***Revisiting
Special District Audits
October 2020***

Revisiting Special District Audits
Fresno County Grand Jury Report No. 2
October 2020

SUMMARY

The 2019-20 Fresno County Civil Grand Jury reviewed the published reports of previous years' grand juries, as is customary, for continuity. In addition, California grand juries are mandated to investigate, review and report on county operations. When the 2019-20 Grand Jury reviewed the status of the recommendations made in the 2017-18 Grand Jury's Report No. 3, "Special Districts Non-Compliance-System Failure," it was noted that several recommendations had to do with the financial audit reporting of some Fresno County special districts.¹

Special districts, by their design, are tax based to benefit citizens of a defined area. This can involve significant taxpayer monies ranging from several thousand to millions of dollars for each special district.

The 2019-20 Grand Jury interviewed a member of the Fresno County Board of Supervisors and representatives from the Fresno County Auditor-Controller/Treasurer-Tax Collector's Office and Fresno County Local Agency Formation Commission to determine whether 2017-18 Grand Jury Report No. 3 recommendations R1, and R4 through R6 had been implemented.

Based upon our investigation and analysis we conclude that the Fresno County Auditor-Controller/Treasurer-Tax Collector's Office and the Fresno County Local Agency Formation Commission have implemented recommendations R1, R5 and R6 of Report No. 3 of the 2017-18 Grand Jury.

With respect to recommendation R4, the Fresno County Auditor-Controller/Treasurer-Tax Collector's Office (Office) has not yet made its presentation to the Fresno County Board of Supervisors to request the necessary budget to have audits of non-compliant special districts performed by certified public accountant (CPA) firms at the direction of the Office. A more proactive approach is indicated herein.

¹ Websites:

- Fresno County Board of Supervisors. <https://www.co.fresno.ca.us/departments/board-of-supervisors>
- Fresno County LAFCo. <http://www.fresnolafco.org/>
- State of California, Government Code Section 26909. <http://leginfo.legislature.ca.gov/faces/selectFromMultiples.xhtml?lawCode=GOV§ionNum=26909>.
- California State Association of Counties, <https://www.counties.org/>

GLOSSARY

Local Agency Formation Commission (LAFCo) -The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) (Government Code section (§) 56000 et seq.) requires all LAFCOs to conduct municipal service reviews prior to updating sphere of influence or area of responsibility of the various cities and special districts in the county, excluding community facility districts and school districts (Government Code §56430). The fundamental role of a LAFCo is to implement the CKH Act, providing for the logical, efficient, and most-appropriate formation of local municipalities, service areas, and special districts.

Municipal Service Review (MSR) - The MSR and Sphere of Influence (SOI) Update process is a comprehensive assessment prepared by LAFCo to assess the ability of government agencies to effectively and efficiently provide services to residents and users. The form and content of the MSR/SOI Update is governed by requirements of the CKH Act and the State of California LAFCo MSR Guidelines published in August 2003. The MSR is generally updated when an SOI is prepared or updated; however, LAFCo may also prepare an MSR at its discretion.²

Little Hoover Commission³ - This independent bipartisan state oversight agency is composed of five public members appointed by the Governor, four public members appointed by the Legislature, two senators, and two Assembly members. The primary mission is to investigate state government operations and policy. In creating the Commission in 1962, the Legislature declared its purpose “to secure assistance for the Governor and itself in promoting economy, efficiency and improved services in the transaction of the public business in the various departments, agencies and instrumentalities of the executive branch of the state government, and in making the operation of all state departments, agencies and instrumentalities and all expenditure of public funds, more directly responsive to the wishes of the people as expressed by the elected representatives ...”⁴

BACKGROUND

There are many types of special districts (water, sanitation, mosquito, etc.). Fresno County currently has approximately 131 local agencies, including 15 cities and 116 special districts, which deal with funds ranging from a few thousand to millions of dollars. The majority (all but eight) of these districts are currently in compliance with the state financial audit requirements.

² Fresno LAFCo, “Commission Policies, Standard and Procedures Manual”, Section 107.01.

<http://www.fresnolafco.org/Updated%20Policies%20Parra%20Signature%20062620.pdf>

³ California Little Hoover Commission. <https://lhc.ca.gov/about/history>, Select tab at bottom “for creation and membership”

⁴ California Little Hoover Commission. <https://lhc.ca.gov/about/history>, Select tab at bottom “for purpose and duties”

The 2017-18 Fresno County Civil Grand Jury determined that at least 28 special districts were non-compliant with financial auditing requirements.⁵ In the Grand Jury's Report No. 3, dated June 2018, there were nine specific findings, resulting in six recommendations made to improve compliance with the financial auditing requirements. Of the six recommendations, two (R1 and R4) indicated future implementation by the Office; the Office did not respond to R6 and Fresno LAFCo did not directly address the implementation of R5 and R6 in its response.

METHODOLOGY

The 2019-20 Grand Jury began its year by reviewing the 2017-18 Grand Jury Report No. 3 to determine which of the six recommendations were implemented or planned to be implemented. We interviewed representatives from the Fresno County Auditor-Controller/Treasurer-Tax Collector's Office, Fresno County LAFCo and a member of the Fresno County Board of Supervisors; documents were reviewed as appropriate. State and county websites were also utilized for investigative purposes.

DISCUSSION

There were four recommendations made in 2017-18 Grand Jury Report No. 3 that either were planned to be implemented at a future date or that were not directly addressed⁶:

“R1. The Fresno County Auditor-Controller/Treasurer-Tax Collector's Office should review all special districts for audit compliance and work with the non-compliant districts to bring them into compliance. It should prioritize them based on current cash balances, largest to smallest.”

California Government Code Section 26909 (a) enumerates the financial audit requirements placed on all special districts.⁷ The Fresno County Auditor-Controller/Treasurer-Tax Collector's Office (Office) concurred with this recommendation and stated that it would be implemented within six

⁵ The Fresno County Grand Jury 2017-2018 Final Report, Report #3, page 63, findings on page 69. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%202017-18%20Consolidated%20Final%20Report.pdf

⁶ The Fresno County Grand Jury 2017-2018 Final Report, Report #3, page 63, responses pp 87-90. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%202017-18%20Consolidated%20Final%20Report.pdf

⁷ State of California, Government Code Section 26909. <http://leginfo.legislature.ca.gov/faces/selectFromMultiples.xhtml?lawCode=GOV§ionNum=26909>.

months of the publication of the 2017-18 Grand Jury Report⁸. The Office has hired an accountant/auditor who is responsible for monitoring the compliance with the financial auditing requirements of the special districts. There is regular and continued follow-up with the special districts to ensure they are meeting their financial audit requirements. The status is monitored on a regular basis and communicated to Office management. We commend the Office for taking these necessary steps.

The 2019-2020 Grand Jury concludes that the process recommended in recommendation R1 of the 2017-18 Grand Jury Report No. 3 has been implemented.

“R4. Per California Government Code, section 26909 as amended, Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office should either perform financial audits on special districts or contract with a certified public accountant to have the missing audits completed.”

The Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office concurred with this recommendation and stated that it would be implemented within six months of the publication of the 2017-18 Grand Jury Report. Implementation included working with County Counsel to determine if the Office could collect charges for the audit costs directly from the special districts or needed to request sufficient budget from the Board of Supervisors (Board) for performance of the audits.

The Office has been working with County Counsel and the Board to resolve the issue of fees for audit costs being collected directly from the funds of the special districts or, when this approach is not feasible, to request the budget from the Board to have audits of non-compliant special districts performed by CPA firms at the direction of the Office. However, more than one year has passed since the expected implementation outlined in the Office’s response and implementation has not been commenced.

Table 1 summarizes the status of audits for the past 10 special district fiscal years ending in 2018, which were due in 2019. As shown in Table 1 there are eight non-compliant special districts, comprising a total of 46 past due audits. Of the eight non-compliant special districts, there are two special districts without sufficient funds and two special districts that submitted compilation reports in lieu of audits, which are significantly less extensive than an audit and not specifically allowed by Government Code §26909(a), for a total of 14 past due audits. Although good progress has been made in reducing the number of non-compliant districts and the number of past due audits, a more proactive approach is indicated herein.

⁸ The Fresno County Grand Jury 2017-2018 Final Report, Report #3, page 63, responses page 87. http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%202017-18%20Consolidated%20Final%20Report.pdf

TABLE 1
Non-Compliant Special Districts-Summary

Years Past Due	Non-Compliant Special Districts	Audits Missing	No Funds Available	Compilation Only Submitted
1	2	2	2	
3	1	3		
4	1	4		1
9	3	27		
10	1	10		1
Total	8	46	2	2

Source: Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office as of April 2, 2020.

“R5. The Fresno County Local Agency Formation Commission should continue to utilize and expand the municipal service review process to aid and educate all special districts.”

Fresno County LAFCo concurred with this recommendation; however, no specific timetable was included in its response.

Fresno County LAFCo uses the municipal service reviews (MSR) to evaluate/update the sphere of influence when there is a need to update based on the request of the city or special district. Of the 131 local agencies under Fresno County LAFCo’s jurisdiction, 42 MSRs have been completed under the Commission's 2014 policy, 59 have been completed under the 2011 policy, and 29 under the 2007 policy. One other special district had been omitted from the initial MSR process due to a jurisdictional question, which has now been resolved; the MSR will now be performed by Fresno County LAFCo. The goal is for all local agencies to have MSRs completed to Fresno County

LAFCo's 2014 policy, subject to specific requests from the agencies and having a sufficient budget to perform discretionary MSRs.

The 2019-2020 Grand Jury concludes that the process recommended in recommendation R5 of the 2017-18 Grand Jury Report No. 3 has been implemented.

“R6. Fresno County Local Agency Formation Commission and the Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office should encourage and support the recommendations of the California Little Hoover Commission “Special Districts: Improving Oversight & Transparency,” Report #239, August 2017.”

Both Fresno County LAFCo and the Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office (Office) support the recommendations of the Little Hoover Commission; however, it was not addressed by the Office and no specific schedule was furnished by Fresno County LAFCo. Fresno County LAFCo has taken actions to either dissolve or reinstate special districts as well as perform municipal service reviews as required. The Office supports and provides assistance to Fresno County LAFCo to support their actions.

The 2019-2020 Grand Jury concludes that the process recommended in recommendation R6 of the 2017-18 Grand Jury Report No. 3 has been implemented.

FINDINGS

- F1. Report No. 3 from the 2017-18 Grand Jury was taken seriously and the necessary changes have been made to improve the processes as noted above in the “Discussion” section of this Report in both the Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office and Fresno LAFCo. Recommendations R1, R5 and R6 of the 2017-18 Grand Jury’s Report No. 3 have been implemented.
- F2. Good progress has been made in reducing the number of non-compliant districts and the number of past due audits; the Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office has not completed recommendation R4 from the 2017-18 Grand Jury’s Report No. 3 concerning the performance of financial audits for non-compliant special districts.

RECOMMENDATIONS

- R1. Continue recommendation R4 of the 2017-18 Fresno County’s Grand Jury Report No. 3: “Per California Government Code, section 26929 as amended, Fresno County Auditor-Controller/Treasurer-Tax Collector’s Office should either perform financial audits on special

districts or contract with a certified public accountant to have the missing audits completed.”⁹
(F2)

R2. Audits not completed in a timely manner by special districts should be referred to Fresno LAFCo as “potentially inactive” in order that Fresno County LAFCo may commence the dissolution process for chronic non-compliance, if needed. (F2)

REQUEST FOR RESPONSES

Pursuant to California Penal Code, section 933.05, the Fresno County Grand Jury requests responses to each of the specific findings and recommendations. It is required that responses from elected officials are due within 60 days of the receipt of this report and 90 days for others. The Fresno Grand Jury requests responses as follows:

- Fresno County Auditor-Controller/Treasurer-Tax Collector (F2 and R1, R2)
- Fresno County Local Agency Formation Commission Executive Office (R1, R2)

DISCLAIMER

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

⁹ The Fresno County Grand Jury 2017-2018 Final Report, Report #3, page 70, responses pp 87.
http://www.fresno.courts.ca.gov/_pdfs/Grand%20Jury%20Reports/Grand%20Jury%202017-18%20Consolidated%20Final%20Report.pdf

***Revisiting
Special District Audits
October 2020***



Fresno Local Agency Formation Commission

November 19, 2020

The Honorable Alvin L. Harrell, Presiding Judge
Fresno County superior Court
1100 Van Ness Avenue
Fresno, CA 93724-0002

Dear Judge Harrell:

On behalf of the Fresno Local Agency Formation Commission (LAFCo), we are in receipt of Grand Jury Report No. 2 for Fiscal year 2019-20 regarding "Revisiting Special District Audits." Pursuant to the correspondence we received October 27, 2020, this letter constitutes LAFCo's response pursuant to California Penal Code (PC) section 933.05.

Responses to Recommendations

R1. Continue recommendation R4 of the 2017-18 Fresno County's Grand Jury Report No. 3: "Per California Government Code, section 26929 as amended, Fresno County Auditor-Controller/Treasurer-Tax Collector's Office should either perform financial audits on special districts or contract with a certified public accountant to have the missing audits completed."

Response to recommendation R1: We agree with the recommendation but assert that LAFCo has no authority over the Fresno County Auditor-Controller/Treasurer-Tax Collector's Office.

R2. Audits not completed in a timely manner by special districts should be referred to Fresno LAFCo as "potentially inactive" in order that Fresno County LAFCo may commence the dissolution process for chronic non-compliance, if needed.

Response to recommendation R2: We agree with the recommendation but assert that any proceedings under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 to dissolve a special district must respect all legal rights that are owed to that special district and the residents and/or property owners within that special district.

Sincerely,

A handwritten signature in blue ink that reads "Daniel T. Parra".

Daniel Parra
Chair

c: Fresno LAFCo Commissioners and alternates
Ken Price, LAFCo Counsel
Elizabeth Vecchio, County Administrative Office

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County of Fresno

Oscar J. Garcia, CPA
Auditor-Controller/Treasurer-Tax Collector

February 4, 2021

The Honorable Arlan L. Harrell, Presiding Judge
Fresno County Superior Court
1100 Van Ness Avenue
Fresno, CA 93724-0002

Reference: Response to Fresno County Grand Jury Report No. 2: Revisiting Special District Audits

Dear Judge Harrell:

We apologize for the delay in the County of Fresno Auditor-Controller/Treasurer-Tax Collector's responses to the Grand Jury's October 2020 Report. The impact of the pandemic and other issues on the ACTTC Office has been critical over the past few months and that resulted in missing the request for responses to the 2020 Report until it was brought to our attention this week. We want to assure the Grand Jury that the ACTTC Office has continued to work on the recommendations from the 2017-18 Report by tracking and assisting non-compliant districts in meeting their audit obligations. As soon as circumstances permit, the ACTTC will be seeking the additional funding to staff a more formal effort to ensure that all special districts subject to its audit oversight come into compliance.

As directed by the Grand Jury, the responses below are provided in accordance with Penal Code, section 933.05.

Finding Numbers:

- F2.** Good progress has been made in reducing the number of non-compliant districts and the number of past due audits; the Fresno County Auditor-Controller/Treasurer-Tax Collector's Office has not completed recommendation R4 from the 2017-18 Grand Jury's Report No. 3 concerning the performance of financial audits from non-compliant special districts.

County's Response

The County has eight districts that have outstanding audits. We have communicated with the districts to resolve these items. Non-compliance letters were sent to the districts on July 13, 2020. Follow up communications have occurred, with the most recent follow ups dated February 1, 2021. As the Grand Jury was informed the extreme stresses and staff shortages created by the COVID-19 pandemic has delayed the Auditor-

February 4, 2021
The Honorable Arlan L. Harrell, Presiding Judge
Fresno County Superior Court
Grand Jury Final Report No. 3

Controller/Treasurer-Tax Collector's plan to obtain additional funding from the Board of Supervisors to staff efforts to conduct audits of non-compliant districts.

Recommendation Numbers

- R1.** Continue recommendation R4 of the 2017-18 Fresno County's Grand Jury Report No. 3: "Per California Government Code, Section 36929 as amended, Fresno County Auditor-Controller/Treasurer-Tax Collector's Office should either perform financial audits on special districts or contract with a certified public accountant to have the missing audits completed." (F2)

County's Response

The County has been working with the special districts to resolve the issue of past due/missing audits, as noted in our response to F2. The Auditor-Controller/Treasurer-Tax Collector's Office will continue to work closely with County Counsel to improve upon our policies and procedures regarding the timing in which we step in to either perform or contract with a certified public accountant to perform the audits. Due to the vast number of special districts and the limited staffing and resources of both the special districts and the Auditor-Controller/Treasurer-Tax Collector's Office, this will be an ongoing project to ensure compliance.

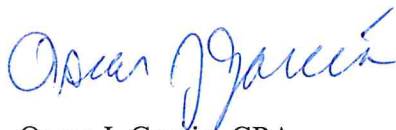
- R2.** Audits not completed in a timely manner by special districts should be referred to Fresno County LAFCO as "potentially inactive" in order that Fresno County LAFCO may commence the dissolution process for chronic non-compliance, if needed. (F2)

County's Response

The County will work closely with LAFCO with regards to potentially inactive districts due to continued non-compliance. Our most recent discussion with LAFCO regarding a potentially inactive district occurred in December 2020.

This concludes the Fresno County Auditor-Controller/Treasurer-Tax Collector's responses to the findings and recommendations of the October 2020 Grand Jury Report No. 2.

Sincerely,



Oscar J. Garcia, CPA
Auditor-Controller/Treasurer-Tax Collector

cc: Elizabeth Vecchio, Program Technician, County Administrative Office



County of Fresno

Oscar J. Garcia, CPA

Auditor-Controller/Treasurer-Tax Collector

July 15, 2021

Fresno County Civil Grand Jury Continuity Committee
Lanny Larson
P.O. Box 2072
Fresno, CA 93718

**Reference: Response to 2019-2020 Fresno County Civil Grand Jury Report #2,
Implementation Response Update Request**

Dear Fresno County Civil Grand Jury Continuity Committee:

The County of Fresno Auditor-Controller/Treasurer-Tax Collector is providing an update to its response to the Fresno County Grand Jury Report No. 2: Revisiting Special District Audits, dated February 4, 2021. The Auditor's Office agrees that providing transparent financial information to special districts' constituents is valuable and important. The Auditor's Office is working to implement the Grand Jury's recommendations.

As directed by the Grand Jury, the responses below are provided in accordance with Penal Code, section 933.05.

Recommendation Numbers

- R1.** Continue recommendation R4 of the 2017-18 Fresno County's Grand Jury Report No. 3: "Per California Government Code, section 26909 as amended, Fresno County Auditor-Controller/Treasurer-Tax Collector's Office should either perform financial audits on special districts or contract with a certified public accountant to have the missing audits completed."

County's Response

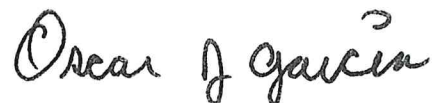
In an effort to address the Grand Jury's recommendation, the Auditor's Office has discussed with the County Administrative Office and will be allocated \$200,000 during the budget hearings in September for special district audit costs to contract with a private CPA firm for audits of special districts for which audits have not been provided, to the extent the Auditor's Office has authority under Government Code section 26909. There are currently 84 special districts that have not provided audits, but only six of these special districts did not provide audits in previous years. We are in continuous communication with special districts throughout the year regarding their need to obtain audits and our most recent notification was sent out on July 12, 2021. We anticipate that a majority of these special

July 15, 2021
Lanny Larson
Fresno County Civil Grand Jury
Grand Jury Report #2

districts will return to compliance in the next few months. We continue to consult with County Counsel on this matter.

This concludes the Fresno County Auditor-Controller/Treasurer-Tax Collector's update to its response to the Fresno County Grand Jury Report No. 2: Revisiting Special District Audits, dated February 4, 2021.

Sincerely,

A handwritten signature in black ink that reads "Oscar J. Garcia". The signature is written in a cursive style with a small flourish above the 'i' in Garcia.

Oscar J. Garcia, CPA
Auditor-Controller/Treasurer-Tax Collector

cc: Elizabeth Vecchio, Program Technician, County Administrative Office

***Who Is Running
Parlier?***

Who Is Running Parlier?
Fresno County Grand Jury Report No. 3
October 2020

SUMMARY

The purpose of any Grand Jury investigation is to encourage a government entity (in this case, the Parlier City Council) to become more efficient, transparent, and effective by bringing to light deficiencies, real or perceived, seen through objective eyes.

Governing efficiently and effectively demands, among other things, the development and maintenance of policies and procedures for administrative operations, budget and finance, filling unexpected vacancies on the Council by appointment or calling a special election, and hiring qualified management personnel. An investigation by the 2019-2020 Fresno County Civil Grand Jury found that the Parlier City Council has not met those demands.

The Grand Jury concluded that there are a number of action steps the Parlier City Council and city administrative staff should take as soon as possible to correct deficiencies.

A citizen's complaint received by the Grand Jury alleged that the Parlier City Council has failed to provide policies and procedures, such as a travel policy. In the complaint, additional allegations were made that elected officials of the City of Parlier overstepped their boundaries in local elections; questionable travel reimbursement occurred by city officials; failure to implement sound employment practices, including leaving critical management positions unfilled; and co-mingling of the Parlier City Council's responsibilities with the day-to-day management of Parlier.

BACKGROUND

According to the Fresno Council of Governments, Parlier ("the City") is a community of some 15,000 citizens, 97.5% of whom are Hispanic. 83% of its citizens 5 years of age and older speak a language other than English at home. Less than half of its citizens over age 25 have completed high school. The median income is \$36,161. Approximately 31% of the citizens live below the poverty level.¹

The City has many positive programs to benefit its citizens, including a low-cost day care center and a homeowners assistance program, which provides deferred down-payment assistance for

¹ <https://www.fresnocog.org/profile/city-of-parlier/>

low-income borrowers. The City is developing Heritage Park for the enjoyment of its citizens. Voters recently approved a tax initiative to help fund public safety.

METHODOLOGY

The Grand Jury interviewed numerous people with firsthand knowledge about Parlier's governance and who could provide supporting documentation.

The Grand Jury reviewed the following documents:²

1. The City's Personnel Policy Manual
2. Various receipts and documents regarding travel
3. Contracts with special management services
4. City Council meeting agendas, attachments, and meeting minutes dating from October 18, 2018, to March 2020.

The Grand Jury conducted internet research regarding:

1. Travel policies of comparable cities in California
2. California Government Code
3. California Penal Code
4. Parlier Municipal Code: www.library.municode.com/parlier/codes/code_of_ordinance
5. City of Parlier website: parlier.ca.us

DISCUSSION

1. Personnel Policy and corresponding Procedure Manual

The City has a Personnel Policy Manual that was approved in January 2003. Pursuant to City Council meeting agenda documents, within the past year and a half, the City Council reviewed the Manual and provided some updates to the 2003 edition. Witnesses told the Grand Jury there were updates but did not provide any specific information regarding the updates.

² The Grand Jury requested and witnesses agreed to provide other documents which were pertinent to our investigation. However, to date, many of those documents have not been provided.

2. Governance

Parlier is a general law city, governed by the City Council and operating under the City Council-City Manager (Council-Manager) form of government. Under this type of government structure, the origins and roles of each are distinct: Council members are elected by their respective districts and the Mayor is elected at large. Council members make policy and are responsive to citizens' needs and wishes. The City Council appoints (hires) a City Manager to carry out policy and ensure that the entire community is being served. The City Manager hires the department heads, including a Finance Director and Police Chief as part of the management team.³

Under the Council-Manager form of government, the City Council oversees the general administration, makes policy and sets the budget. (National League of Cities⁴.) The traditional powers and duties of the Mayor in this form of government are primarily symbolic as head of the city and first among equals on the city council. A mayor's influence, rather than power, drives a city's policy agenda.⁵ The duties of mayor in this type of government are representing the city on state, national and international levels, participating as a member of the city council in the oversight of daily operations and in the enforcement of laws and ordinances.⁶

The five-member Parlier City Council is currently operating with one open seat for District 3. According to witnesses, the former City Council member for that district did not attend City Council meetings for a number of months. Parlier Municipal Ordinance Code 2.04.100 establishes that a City Council seat is "forfeited" when a member refuses to attend 4 consecutive meetings when the member is neither sick or out of town.⁷ California Government Code section 36513 states that if a council member is absent without permission from regular meetings for 60 consecutive days from the last attended meeting, the council seat becomes vacant.

A review of the City Council meeting minutes available at the City of Parlier website for the year 2019 show that the former representative for District 3 last attended a City Council meeting in August 2019. Sometime after August 2019, the published agendas for the City Council regular and special meetings did not include the name of the District 3 representative. The City Council meeting minutes dated August 15, 2019 (attached to the September 5, 2019, City Council meeting agenda), indicate, in the Council comments section, that the announcement of the resignation of the District 3 representative was made.⁸ The agenda for the January 22, 2020, special meeting of the City Council includes an item to vote on a resolution which stated that the

³ parlier.ca.us/City-Council

⁴ www.nlc.org/Forms-of-Municipal-Government

⁵ <https://www.com/mayor-career-information-1669473>

⁶ https://ballotpedia.org/Mayor-council_government

⁷ https://library.municode.com/ca/parlier/codes/code_of_ordinances

⁸ parlier.ca.us/agendas

District 3 representative tendered an oral resignation in October 2019 and has not attended a City Council meeting since then.⁹

California Government Code section 36512 requires the City Council to either: 1) fill the vacancy by appointment; or 2) call a special election within 60 days from the commencement of a Council vacancy. It is unclear when the District 3 council position was vacated. The position may have been vacated by the resignation of the former representative as early as August 2019 as announced and recorded in the August 15, 2019 meeting minutes or at the latest by January 2020 as the vacancy was declared by the City Council's January 22, 2020 Resolution. Despite the statutory requirement for the City Council to act within sixty days, witnesses reported that there were no known plans to fill the open seat by either appointment or special election. Rather the City Council, despite the proposed resolution to fill the vacancy by appointment, chose to wait for the next regular election in November 2020 for this seat to be filled. Neither witnesses nor City Council meeting minutes offered information as to why one-quarter of the City's residents have been, and continue to be, unrepresented since August 2019.

In addition to the vacancy on the City Council, two critical management positions in the City are vacant: City Manager and Finance Director.

The duties of the City Manager are generally to be "the 'administrative head' of the government of the city under the direction and control of the city council." (City of Parlier Municipal Code section 2.10.40) Additionally, the City Manager has specific duties including, but not limited to, authority over employees, appointments and removals, reorganization of offices, preparing the budget, keeping the City Council advised as to financial condition and needs. (*Ibid.*) "[T]he term 'city manager' shall include the term 'city administrator' and all powers, duties and functions assigned to or dischargeable by the city administrator are assigned to and shall be discharged by the city manager." (City of Parlier Municipal Code section 2.10.090) While the City Manager has the powers, duties, and functions of a City Administrator, those powers, duties, and functions do not encompass all of the responsibilities of a City Manager. Without a City Manager in a City Council-City Manager form of government, the key component of the City's administration is missing - there is no administrative head of the government.

Parlier has had four different City Managers since 2014. According to witnesses and City Council meeting minutes, the City Manager position has been vacant since early 2019. According to witnesses, no efforts have been made to fill the vacancy.

According to the City Council meeting agenda of August 15, 2019, and as evidenced by a signed contract, the City Council amended its contract with a consultant to remove its duties as grant writer and to add that the consultant perform the duties of the "City/Community Development

⁹ The Grand Jury was unable to locate any published minutes approving this resolution.

Administrator.” While the Professional Services Consulting Agreement authorized by the City Council and signed by all parties on August 21, 2019, lists the duties of the City/Community Development Administrator (City Administrator), they are vague. As witnesses were not clear on the exact duties of the City Administrator, it appears the duties of the City Administrator have not been clearly established or defined. Despite its requests, the Grand Jury has not received a copy of a job description or position summary.

Multiple witnesses stated that a qualified Finance Director is critical to the day to day operation of the City. A Finance Director guides the City’s revenue and expense activities and ensures the City operates within its means. The City has not had a qualified Finance Director since 2018. In February 2019, the City Council entered into a contract with an outside accounting firm “to provide technical assistance services including Financial Controller and internal audit.” According to multiple witnesses, this firm did not perform the duties for which it was contracted. The City Council also contracted with an individual to update the finances and close the books to enable audits to occur. Multiple witnesses also stated that the lack of a Finance Director has resulted in fragmented operations and no budget preparation or budget activities with the citizens. In addition, witnesses acknowledged that no current City employee has the knowledge or skill set to close the City’s books for their fiscal year or perform audit preparations.

3. Hiring practices of the City

The complainant raised a question of whether nepotism and family friendships influenced the hiring process within the City. Multiple witnesses acknowledged there are several staff positions which are filled by family or friends of the City Council members. The Parlier Municipal Code allows for family members to be hired to work for the City so long as the relative does not directly supervise them or the supervision does not pose a risk to the effective operation of the department. (Parlier Municipal Code section 4.01.080(A).) The Municipal Code is silent regarding the issue of hiring friends of the City Council. The Grand Jury determined those members of the staff who are family and friends of the City Council members are either not supervised by their relative or friend or are not directly employed by the City.

A second question was raised in the complaint as to whether the City Mayor was acting as City Manager. The June 6, 2019, City Council meeting agenda included an item on the consent calendar to authorize the Mayor to be paid the standard per diem (\$110.00)¹⁰ “for operating City business.” The minutes of the June 6, 2019, meeting indicate the motion to authorize standard

¹⁰ The Grand Jury did not inquire as to how this per diem rate was determined or the authorized use of the per diem rate. A review of the City’s expenditures indicates that the mayor and city council members receive \$110.00 for each day they act in their official capacities, including attendance at city council meetings. The Grand Jury was told by witnesses that the mayor and city council members are expected to use the per diem to pay for meals, transportation, and incidentals when traveling on City business rather than have those expenses reimbursed.

pay of the \$110.00 per diem to the mayor was passed. The Grand Jury was told that members of the City Council were reluctant to authorize the Mayor's participation in operating City business unless specific limitations were defined with the help of the City Attorney. According to these same witnesses, a document was prepared which delineated the limited scope of the Mayor's daily involvement in the City's operations. However, when this document was requested by the Grand Jury, it was not provided and its existence was denied. We received conflicting testimony from various witnesses regarding the level of the Mayor's involvement in the day-to-day operation of the City.

As previously stated, in August 2019, a consultant firm was contracted to "oversee all departments in the city and keep the council apprised on all city business."¹¹ Under the contract, the consultant was not given any authority to hire or fire department heads or other employees; to enforce all laws and ordinances of the City; to prepare and submit the proposed annual budget; to investigate complaints against the City - all of which are powers given to a City Manager under Parlier Municipal Ordinance Code 2.10.040. Despite hiring the consultant, the City of Parlier continued to be billed as recently as March 2020 for the Mayor's involvement in operating City business. The scope of the Mayor's involvement in "operating City business" was never defined for the Grand Jury.

4. Election Procedures and Campaign Practices

The complainant alleged that City officials utilized City funds for campaign purposes. The Grand Jury's investigation did not discover any facts to suggest there was inappropriate use of the City's funds in recent election campaigns.

5. Travel Policy

Section 4 of the City's 2003 edition of the Personnel Policies for Parlier City Employees (Personnel Policy Manual) includes a subsection entitled "City Authorized Travel Policy" (page 22) and directs the employee to contact a department head for further information. The Grand Jury heard testimony from several witnesses about travel reimbursements but, until after the Grand Jury inquiry no written policy was in the Personnel Policy Manual to support this practice.

According to witnesses, if elected or non-elected City officials are required to travel outside of the City to conduct City business, the City provides reimbursement for the transportation and lodging. The elected official is paid the standard per diem of \$110.00 she/he would normally receive for conducting City business to be used for meals and incidentals. (The Grand Jury did not inquire as to reimbursement for meals and incidentals for non-elected officials.) Presently, family and associates can travel with elected officials on City business, but it is unclear to the

¹¹ See Professional Services Consulting Agreement executed on August 21, 2019.

Grand Jury who is authorized to make travel plans and reservations. Traditionally, the City's personnel make reservations and the City initially pays for the transportation and hotel for all persons traveling, including spouses or significant others of the traveling elected official. The elected official then reimburses the City for the spouse or significant other's transportation costs. The elected official does not reimburse the City for any part of the lodging for the spouse or significant other.

During the course of the Grand Jury's investigation, the City Council approved and passed Resolution No. 2020-09 adopting the above travel procedures as the City's formal travel policy.¹² The Grand Jury appreciates the City Council's attempt to enact a travel policy, however, this policy does not resolve concerns of potential misuse and/or misappropriation of the City's funds.

California Government Code sections 53232.2 and 53232.3 provide guidance on the issues of traveling for official business. These Government Code sections provide that expenses incurred by members of a legislative body, including City Council members, for certain meetings, conferences, etc., should be reimbursed to the member upon presentation of an expense report within a reasonable time after the event. Other comparable cities in California have travel policies wherein the city makes and pays for the transportation and lodging for the city official without any provision for a spouse or significant other.

There were at least two recent trips, to Mexico and Washington D.C., in which costs of the trips were approved by the City Council either without a proposed budget for the trip or after the trip was taken and paid for by personal credit cards. In December 2018, the then City Manager and the Mayor, along with their significant other/spouse, went to Mexico to attend the inauguration of the president of Mexico. The former City Manager put travel expenses on his personal credit card and then presented his bill, along with receipts, to the City Council for approval and reimbursement upon their return. In May 2019, the Mayor, a member of the City Council, and the then City Manager, along with their spouses and significant others, attended the One Voice conference in Washington, D.C. According to witnesses, city employees made, and paid via the City's credit card, the flight and hotel reservations for all parties, including the spouses and significant others. The Grand Jury requested documents to confirm that the spouse's and significant others' expenses were reimbursed back to the City but those documents were not provided.

6. Financial Issues

Witnesses observed that the lack of a staff Finance Director has had a negative impact on the City.

¹² See, REGULAR Agenda 3.5.20, pp. 57-62

- The City in recent years has operated at a consistent financial deficit.
- There have been no budget workshops or public hearings regarding a City budget. In fact, there has been no meaningful budget, only a 2018-2019 budget that was rolled over from the previous fiscal year.
- The annual external audits for 2017-2018 and 2018-2019 were delayed until 2020 because the books were not current or closed for those fiscal years on a timely basis.

The absence of a Finance Director to oversee the day-to-day financial operation of the City, track investments and housing assistance grants, prepare the budget, etc., is not a sustainable circumstance.

FINDINGS

In light of the above, the Fresno County Grand Jury, in their investigation of matters concerning the City of Parlier, have established ten findings and from them derived six recommendations. We believe that the implementation of the recommendations will foster a better perceived role of Parlier's city government and take a major step in assuaging the perception that its government only works for a few individuals and not for the general good of its citizenry.

- F1. The City's Personnel Policy Manual is current, except for the travel policy.
- F2. The City Council lacks representation from District 3.
- F3. It is unclear when the vacancy of the seat for District 3 occurred and, therefore, it is difficult to determine whether the City Council acted within the time frame of Government Code section 36512 to fill the vacancy by either appointment or setting a special election.
- F4. The City's lack of a City Manager conflicts with its adopted form of government.
- F5. The lack of a Finance Director has had a negative impact on the City's ability to properly prepare a budget and monitor its deficit.
- F6. There does not appear to be any abuse in the employment of family and friends at the City.
- F7. The Mayor is being paid a per diem of \$110.00 to be involved in the operation of City business.

- F8. The current travel policy as stated in City Council Resolution No. 2020-09 is not sufficient to avoid the perception of potential malfeasance by elected and non-elected officials and is not in alignment with California Government Code sections on travel reimbursement for City Council members.
- F9. The City has not prepared a budget or entertained community input on a budget in two years.
- F10. The City operates at a deficit.

RECOMMENDATIONS

- R1. The City Council order the distribution of the updated Personnel Policy Manual containing the travel policy approved by the City Council in Resolution No. 2020-09 to all personnel and publish the Manual on the City of Parlier's website for the public's perusal within two months of the publication of this report [F1].
- R2. The City Council educate itself regarding its responsibilities under Government Code section 36512 regarding filling vacancies on the City Council within two months of the publication of this report. [F3]
- R3. The City Council initiate the hiring process to fill the position of City Manager within two months of the publication of this report. [F4]
- R4. The City Council contract with a qualified certified public accountant to act as interim Finance Director until a City Manager can hire a qualified permanent Finance Director within two months of the publication of this report. [F5]
- R5. The City Council develop a travel policy consistent with Government Code sections 53232.2 and 53232.3 for members of the City Council and to develop a similar policy for unelected city officials within two months of the publication of this report. [F8]
- R6. The City Council develop and utilize a meaningful annual budget process, including, among other things, public budget hearings, within six months of the publication of this report. [F9 and F10]

REQUEST FOR RESPONSE

Pursuant to California Penal Code, section 933.05, the Fresno County Grand Jury requests responses to each of the specific findings and recommendations. It is required that responses from elected officials are due within 60 days of the receipt of this report and 90 days for others. The Fresno Grand Jury requests responses as follows:

- Parlier City Council respond to all recommendations.

DISCLAIMER

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

RESPONSE #3

***No Response
Received for this Report***

***Solving Homelessness
Challenges Threatened
By Too Many ‘Helping Hands’***

Solving Homelessness Challenges Threatened By Too Many ‘Helping Hands’
Fresno County Grand Jury Report No.4
October 2020

SUMMARY

The 2019-2020 Fresno County Civil Grand Jury initiated an investigation of the City of Fresno’s and the County of Fresno’s actions to address the homelessness challenges in Fresno County.

Homelessness is a dynamic and complicated issue that requires a comprehensive, coordinated approach to create long-term sustainable solutions. Unfortunately, a “crib sheet” is required to keep track of all the governmental and nonprofit entities working to resolve this challenge locally. As a result, duplicative and sometimes overlapping roles, fuzzy lines of authority, and a myriad of often-competing initiatives make it difficult to measure the effectiveness of the actions initiated to address homelessness in Fresno County. As a result, the City of Fresno and County of Fresno’s current efforts lack coordination and threaten the very objective to be achieved: eliminating, or greatly reducing, homelessness.

The Grand Jury learned in its investigation that this critical community challenge was not being met with a clear strategic plan of coordination between the City of Fresno, County of Fresno, other government agencies, and nonprofit partners. Moreover, the response was complicated by varied requirements of federal, state, and private funding sources.

It became clear to the Grand Jury that there was no single organization that had ultimate accountability for oversight of the various programs and services being provided in Fresno County. This lack of coordinated effort has contributed to the problem rather than support successful outcomes.

GLOSSARY

California Emergency Solutions and Housing (CESH): Provides five-year grants to homeless service providers. CESH funds may be used for five primary activities: housing relocation and stabilization services (including rental assistance); operating subsidies for permanent housing; flexible housing subsidy funds; operating support for emergency housing interventions; and systems support for homelessness services and housing delivery systems. In addition, some administrative entities may use CESH funds to develop and/or update a Coordinated Entry System (CES), Homeless Management Information System (HMIS), or Homelessness Plan.

Chronic Homelessness: Defines people living in a place not meant for human habitation, a safe haven, or emergency shelter, and who have been homeless continuously for at least 12 months or on at least four separate occasions in the last three years where the combined occasions must total at least 12 months.¹

Homeless: Defines an individual or family with a primary nighttime residence that is a public or private place not designed for, nor ordinarily used as, a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground; or an individual or family living in a supervised publicly or privately operated shelter designated to provide temporary living arrangement; or an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.²

Fresno Madera Continuum of Care (CoC): Organization required by the United States Department of Housing and Urban Development whose purpose is to recommend funding for disbursement to service providers.

Homeless Emergency Aid Program (HEAP): One-time block grant established in 2018 by state statute and authorized by the legislature to provide direct assistance to cities and counties through the Continuum of Care to address the homeless crisis in California.

Homeless Housing Assistance and Prevention (HHAP): Signed into federal law in 2019 to provide one-time block grants to local jurisdictions to support regional coordination and expand or develop local capacity to address immediate homelessness challenges. Funding for the current funding cycle is allocated as follows:

- 44 Continuums of Care - \$190 million
- 13 large cities (300,000+ population) - \$275 million
- 58 counties - \$175 million.

HUD: United States Department of Housing and Urban Development.

Street2Home Fresno County (Street2Home): A plan to end homelessness in the Fresno County community utilizing a collective impact initiative.³

¹ Street2Home Fresno County. A Framework for Action, September 2018.
https://static1.squarespace.com/static/5bce427bab1a620db3827b91/t/5bcf93320d929728e94baff/1540330305802/Street2HomeReport_v8.pdf

² U.S. Department of Housing and Urban Development Office of Public and Indian Housing Act.
<https://www.hud.gov/sites/documents/PIH2013-15.PDF>

³ Street2Home Fresno County. A Framework for Action, September 2018.
https://static1.squarespace.com/static/5bce427bab1a620db3827b91/t/5bcf93320d929728e94baff/1540330305802/Street2HomeReport_v8.pdf

BACKGROUND

Since 2006, numerous plans have been initiated and/or implemented to end homelessness in Fresno County. The first was a 10-year plan developed by the Fresno Madera Continuum of Care. In 2008, the “10-year Plan to End Homelessness” by the CoC was adopted by the City of Fresno and County of Fresno and updated in 2011.⁴ In 2009, Fresno First Steps Home was born out of the partnership between the City and County of Fresno to end chronic homelessness by 2018. Fresno First Steps Home exists for two reasons: to raise private and corporate contributions and to allocate funds to homeless service providers. In 2016, the City of Fresno and County of Fresno updated the 10-year CoC plan to create One Vision, One Mission. (Appendix A.)

Currently, the Fresno Madera Continuum of Care recommends the allocation of funds from HUD. The City of Fresno, County of Fresno Departments of Social Services and Behavioral Health, and the Fresno Housing Authority all provide services and programs in the Fresno-Madera geographic area, along with several nonprofit homeless services and emergency shelter providers such as Turning Point of Central California, Poverello House, Fresno Rescue Mission, Marjaree Mason Center, and Westcare, among others. Despite the efforts of these organizations, homelessness numbers, while dropping in the past, increased by 17% in 2019 over 2018 to 2,508.⁵ The number of homeless for 2020 has not yet been reported.

In an attempt to better coordinate and improve effectiveness in addressing homelessness, the City of Fresno and the Fresno Housing Authority contracted with Barbara Poppe and Associates to advise on “proven practices that have been shown to reduce homelessness in other communities.”⁶ The recommended actions included a plan for the City and County of Fresno to develop a new collective impact initiative to oversee the many programs that provide services to the homeless.

As a result, Street2Home was adopted by the City of Fresno and subsequently by the County of Fresno. Additionally, in June 2019, the County of Fresno Board of Supervisors adopted 14 priorities to comprehensively address the homelessness issue Countywide. These priorities were the result of staff meetings with 14 other cities in Fresno County. (Appendix B.)

⁴ The Fresno Madera Continuum of Care Ten-Year Plan to End Homelessness 2006. http://www.fresnomaderahomeless.org/Content/files/FresnoMaderaCoC_10yearPlan.pdf?Length=0

⁵ Fresno County Newsroom, Point in Time Count 2019. <https://fresnocountynewsroom.com/2019/06/07/point-in-time-count-2019/>

⁶ Barbara Poppe is the founder of Barbara Poppe and Associates and is the former executive director of the United States Interagency Council on Homelessness. Ms. Poppe is a nationally recognized expert on homelessness and results-driven public-private partnerships. Street2Home Fresno County, September 2018.

To move Street2Home forward, Westcare was tasked with submitting a \$150,000 grant proposal to Kaiser Permanente (Kaiser) to support three paid positions for Street2Home: an executive director, facilitator, and data manager. Although the Kaiser grant was funded in 2019, the positions were still vacant at the time the Grand Jury concluded its investigation in March 2020.

METHODOLOGY

To better understand the complexity of homelessness in Fresno County, the Grand Jury met with representatives from the City of Fresno and County of Fresno governmental agencies and nonprofit service providers to determine the extent of services and where duplication of and/or deficiencies might exist. The Grand Jury also reviewed articles in The Fresno Bee, organization websites, reports and plans that addressed homelessness from the organizations.

DISCUSSION

Established in 2002, the Fresno Madera Continuum of Care (CoC) recommends the allocation of HUD funding for homeless services in Fresno and Madera Counties. The membership consists primarily of local government agencies and nonprofit homeless service providers. Board members are selected from the membership and, in many cases, are representatives of organizations that receive federal funds.

After reviewing the CoC's website and from the result of interviews, the Grand Jury noted the following concerns:

- As of March 4, 2020 the most recent information available on CoC's website was from 2015. However, the 2020 copyright date on the website suggests the site is current. During the investigation, it was confirmed that the information on the website was out of date, but would be updated in the future.
- Although not required to do so, the CoC does not follow Brown Act requirements⁷ which would provide a level of transparency that does not currently exist.
- The CoC board is comprised of representatives of recipient organizations who vote on the recommended allocation of funds.

In 2008, the City of Fresno and County of Fresno jointly drafted and adopted a 10-year plan to end chronic homelessness in Fresno County. A status update in 2016 indicated a policy shift from getting individuals "housing ready" to establishing a model of "housing first." In the "housing ready" model, an individual must comply with restrictions and policies to qualify for

⁷ The Brown Act Pamphlet 2003, California Attorney General's Office. https://oag.ca.gov/sites/all/files/agweb/pdfs/publications/2003_Intro_BrownAct.pdf

housing. In the “housing first” model, an individual is housed first and then provided services necessary to sustain housing and lead to independent living.

Upon the recommendation of the CoC, HUD contracts directly with the following, as well as other, service providers:

- County of Fresno
- City of Fresno
- Turning Point of Central California
- Westcare
- Marjaree Mason Center
- Poverello House.

In addition, the City of Fresno and County of Fresno contracts with some of these same providers for services provided by other funding sources.

In 2017, the Fresno Housing Authority and the City of Fresno Mayor’s Office contracted with Barbara Poppe and Associates to develop a comprehensive plan to address homelessness in the Fresno County community. The report suggested that “a new collective impact initiative, Street2Home, should be launched to comprehensively address homelessness across Fresno County.”⁸ The initiative is to be guided by the formation of a Collective Impact Council composed of representatives from the areas of philanthropy, the diverse faith community, experts on affordable housing and homelessness, and human services experts. The five conditions that distinguish collective impact from other types of collaboration are:

1. A common agenda
2. Shared measurement systems
3. Mutually reinforcing activities
4. Continuous communication
5. Presence of a backbone organization.⁹

Several interviews confirmed that the effort to fill the positions of the Street2Home organization recommended by the Street2Home report have stalled, and at the time of the Grand Jury’s interviews, some board appointments were still pending.

⁸ Street2Home Fresno County. A Framework for Action, September 2018. https://static1.squarespace.com/static/5bce427bab1a620db3827b91/t/5bcf93320d929728e94baff/1540330305802/Street2HomeReport_v8.pdf

⁹ Fay Hanleybrown, John Kania, and Mark Kramer. Stanford Social Innovation Review, “Channeling Change: Making Collective Impact Work.” January 26, 2012. https://ssir.org/articles/entry/%20channeling_change_making_collective_impact_work

Currently, the Fresno Madera CoC is the backbone organization required by HUD to organize and deliver housing and many other services to meet the needs of the homeless population. During the Grand Jury's interviews it was evident this all-volunteer organization does not have the necessary resources to provide requisite coordination and oversight.

At the request of the Fresno Housing Authority and the City of Fresno Mayor's Office, Westcare submitted an application to Kaiser Permanente (Kaiser) for a \$150,000 grant to fund three positions to staff the Street2Home organization and provide support to the Collective Impact Council. More than one year later, the positions were still vacant, and the Collective Impact Council efforts have stalled according to individuals interviewed by the Grand Jury. Upon receipt of the latest round of HHAP funding in 2020, Westcare submitted a request to Kaiser for an extension of the original grant. The extension was approved along with an additional grant of \$150,000. In addition, Fresno First Steps Home and the Fresno Housing Authority have expressed interest in supplementing these funds.

During the investigation, the Grand Jury was told that the Fresno Madera Continuum of Care board members may have conflicts of interest, and that the ranking process for HUD grants is not open and transparent. However, the Grand Jury found that the CoC has contracted with an outside consultant to lead a committee responsible for the ranking of HUD applications. While the CoC board members do vote on the allocations, they are not part of the ranking process and have never changed the committee recommendations. It was also suggested in Grand Jury interviews that the contracts for HHAP, HEAP, and CESH funds are not adequately monitored for compliance by the County of Fresno. However, upon investigation, it was demonstrated that the County of Fresno has a rigorous Contract Monitoring Plan: one that is based on whether the contract is a "fee for service" or "program based." Contracts are monitored by staff analysts who have been trained by the federal government, and who utilize a system of risk analysis to determine the frequency of monitoring. Activity reports, invoices, audits and site visits are all part of the monitoring required by funding agencies.

Although there are numerous programs and services available to address the homelessness challenges in Fresno County, there is no avenue to effectively communicate to the public at-large information about existing programs and services and what measures of success have been achieved. While The Fresno Bee publishes articles when funds are approved and allocated, or when problems in the homeless community occur in the greater Fresno area, little other information is readily available to the public. The backbone organization is intended to build public awareness and engagement.

FINDINGS

- F1. There is a lack of robust central coordination in providing homeless services in Fresno County.
- F2. Although funding is available, the three positions recommended in the Street2Home report for the “backbone organization” remain unfilled.
- F3. The Fresno Madera Continuum of Care does not adequately communicate its processes and operations to allay concerns that potential conflict in interests may exist among the board members; however, the CoC is operating within the guidelines established by HUD.
- F4. There is a lack of communication with the public at-large regarding services provided for the homeless and the success of efforts to reduce the homeless population.

RECOMMENDATIONS

- R1. The Street2Home organization should fill all board vacancies by December 31, 2020. (F1)
- R2. The Street2Home organization should operate openly and transparently with community involvement by inviting the public to participate in widely noticed meetings and by allowing time for public comment during board meetings. (F1)
- R3. The Street2Home organization positions of executive director, facilitator, and data manager should be filled by no later than March 31, 2021. (F2)
- R4. The Fresno Madera Continuum of Care should update its website with current member information; meeting agendas and minutes; and current funding opportunities and awards no later than March 31, 2021. (F3)
- R5. The City of Fresno and County of Fresno should perform and publish quarterly audits of all homeless grants to ensure that funds are being spent appropriately, services are being provided, and goals are being met. This should be ongoing beginning with Fiscal Year 2020-21 and findings should be posted on their websites as well as the CoC website. (F4)
- R6. The Fresno Madera Continuum of Care ought to consider complying with the Brown Act guidelines for posting meeting notices, and also inform the members and the public about the application and ranking process for organizations that apply for HUD awards. This should be ongoing and begin no later than 90 days after the publication of this report. (F3)

R7. Street2Home should develop a plan for regular dialogue with the Fresno County community to educate and inform the public about what is being done to resolve homelessness in the community. (F4)

R8. Street2Home meetings should be held at easily accessible venues and at times that encourage public participation, beginning no later than March 31, 2021, or as allowed by restrictions imposed due to the COVID-19 pandemic. (F4)

REQUEST FOR RESPONSES

Pursuant to California Penal Code, section 933.05, the Fresno County Grand Jury requests responses to each of the specific findings and recommendations. It is required that responses from elected officials are due within 60 days of the receipt of this report and 90 days for others.

The Fresno Grand Jury requests responses as follows:

- Program Manager, County of Fresno Department of Social Services (F1, F4, R5)
- Chair, Fresno Madera Continuum of Care (F1, F3, F4, R4, R6)
- City of Fresno Mayor's Office of Strategic Initiatives (F1, F2, F4; R1, R2, R3, R7, R8)

DISCLAIMER

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

**City of Fresno and County of Fresno 10-Year Plan to End Chronic Homelessness
Status Update May 2016**

STATUS UPDATE: MAY 2016

**City and County of Fresno
10-Year Plan to End Chronic Homelessness**

- » Updated information on our current homeless population according to the 2016 Point-In-Time survey
- » An overview of our community’s accomplishments to date
- » An outline of the critical “next steps” in our ongoing effort to prevent and end Veterans and chronic homelessness in Fresno

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 On April 14, 2008, the County and City of Fresno jointly announced their commitment to drafting a first-ever 10-year plan to end chronic homelessness in Fresno. With guidance and technical assistance from the Bush Administration’s U.S. Interagency Council on Homelessness, dozens of elected leaders, service providers, and community leaders dedicated the next 100 days to crafting a comprehensive plan to address chronic homelessness.

On September 9, 2008, at a joint meeting of the Fresno County Board of Supervisors and the Fresno City Council, the plan was adopted. It includes the following vision, mission, and goals:

Vision

Fresno County residents will have permanent housing and access to resources and support services necessary to prevent and break the cycle of chronic homelessness.

Mission

To prevent and end chronic homelessness in Fresno County by creating and implementing a comprehensive, innovative and realistic ten-year strategy that embraces a foundation built on the following principles: **HOPE.**

Housing First—Maintain the existing capacity to house homeless residents and introduce additional capacity to balance needs by aggressively soliciting grants, subsidies, and loans.

Opportunity—Provide for the rights and dignity of our homeless by offering them opportunities to return to mainstream society.

Prevention—Stop the cycle of chronic homelessness before it begins.

Establishing collaboration—Take a unified local and regional community approach to the crisis of chronic homelessness.

Goals

To accomplish this vision and mission, the 10-year plan identifies specific goals relating to:

1. availability of housing,
2. coordination among service providers,
3. improving outreach, and
4. preventing homelessness.

Ending Veteran's Homelessness

In addition to the goals identified in the 10-Year Plan, in 2014, the City of Fresno was asked by the Department of Veteran Affairs and HUD to participate in the "25 Cities" initiative dedicated to ending veteran homelessness by the end of this year.

Ending Chronic Homelessness

The U.S. Interagency Council on Homelessness advised the City and County to prioritize ending *chronic homelessness* in its efforts to address the overall homeless challenge in Fresno. A chronically homeless individual is defined as one who has been on the streets for a long period of time (usually more than 12 months) and has multiple conditions—behavioral, physical and/or mental health—that require moderate to intensive support to resolve. Chronic homelessness is contrasted with "situational homelessness," which refers to people who have been on the streets for shorter periods of time and who don't suffer from the mental, behavioral, or physical health issues chronically homeless individuals experience.

Focusing first on chronically homeless people is not to say the community should not also be concerned with situational homelessness in all populations—youth, families, victims of domestic violence—but the U.S. Interagency Council on Homelessness advised the City and County to focus on chronic homelessness for three reasons:

- First, chronically homeless individuals are the most vulnerable population on our streets having been there the longest and struggling with physical, mental, or behavioral health issues.
- Second, this is the population that, if unaddressed, is costing our community nearly \$80,000,000 per year in public resources (*Source: Cost Analysis for the Fresno Ten-Year Plan to End Chronic Homelessness by Culhane & Metraux, April 2010*) in the form of health care, public safety, and other public and community resources.
- Third, while situationally homeless individuals will self-correct in most cases, chronically homeless individuals are the least likely to be able to get and stay off the streets without community intervention.

Of those who are chronically homeless in Fresno, approximately one-third are the most vulnerable (a score of 10 or greater on the community's assessment scale—see the section entitled *Coordination Among Service Providers*) and require permanent supportive housing, meaning they will require rental assistance and supportive, social services for the rest of their lives in order to stay out of homelessness. The remaining two-thirds of the chronically homeless population in Fresno require intervention and assistance to get off the streets, but on average will only require 24 months or less of housing and social services support to stabilize their lives and achieve independence again.

In the first seven years of implementation, Fresno has seen unprecedented levels of collaboration among public agencies, non-profits, private donors and volunteers to help address homelessness. This includes the hundreds of volunteers who have participated in annual Point-in-Time counts to ensure we have an accurate count and better understanding of the needs of those who are homeless; non-profits who have donated staff and financial resources to support the MAP Point at the Pov; and the donations of almost \$1 million from hundreds of private individuals and businesses for housing through Fresno First Steps Home; our community has made substantial progress in addressing chronic homelessness in Fresno. And, the annual decreases in the number of homeless people in Fresno indicate these efforts are paying off. Seven years of hard work have resulted in progress, setbacks, lessons learned, and new resources and strategies emerging since the drafting of the original plan to address chronic homelessness.

The following pages are intended to provide (1) updated information on our current homeless population according to the 2016 Point-In-Time survey; (2) an overview of our community's accomplishments to date; and (3) an outline of the critical "next steps" in our ongoing effort to prevent and end Veterans and chronic homelessness in Fresno.

Fresno Madera Continuum of Care Point-in-Time Count

The point-in-time (PIT) count of homeless persons in the Fresno and Madera region provides a snapshot of the number of sheltered or unsheltered persons on a single night in our community. The PIT is organized and executed by the Fresno Madera Continuum of Care (FMCoC), a consortium of partners meeting the requirements of the United States Department of Housing and Urban Development (HUD) to provide a comprehensive, coordinated homeless housing and services delivery system called a Continuum of Care (CoC). As required by HUD, the FMCoC follows the methodological guidelines necessary to produce a statistically reliable, unduplicated sheltered (annual) and unsheltered (biennial) count of homeless persons within our geographic region.

The total number of homeless persons enumerated in the count includes those who are unsheltered and sheltered. Both unsheltered and sheltered populations represent individuals or families who do not have a primary nighttime residence and may require assistance to obtain permanent housing. Unsheltered homeless persons are individuals/families that reside in a place not meant for human habitation. Included in this count are people who are literally sleeping on the streets and/or living in temporary tents, sheds, a shanty, encampments and vehicles. Sheltered homeless persons are individuals or families that reside in emergency housing (a shelter facility or in a hotel/motel paid for by Federal, State or local governments or charitable organizations), a warming center or transitional housing.

From 2009 to 2016, the FMCoC conducted an annual sheltered and a frequent (annual since 2012) unsheltered count. The numbers from the point-in-time counts are displayed below in Table 1.

Table 1 distinguishes between sheltered (emergency or temporary facilities) and unsheltered (street or uninhabitable location) homeless. The total homeless for each year represents the sum of the sheltered and unsheltered populations. The chronically homeless persons have been on the street for an extended period of time and have an accompanying

disability, represent a subpopulation of homeless identified in the total homeless count. Between 2009 and 2016 PIT count, the number of total homeless has decreased by just over 48%, and the number of chronically homeless has decreased by 51%. Figure 1 illustrates the change in the sheltered and unsheltered homeless populations from 2009 to 2016.

TABLE 1: Total Homeless Persons, Sheltered and Unsheltered, in Fresno City and County from the Point-in-Time Count, 2009–2016

PIT Year	Sheltered	Unsheltered	Total Homeless	Chronic Homeless
2009**	1045	2092	3137	901
2010**	882	*	2974	879
2011	930	3271	4201	663
2012	534	*	3805	651
2013	504	2295	2799	332
2014	603	1662	2265	497
2015	471	987	1458	258
2016	357	1265	1622	438
% Change 2009 to 2016			-48.3%	-51%

* No unsheltered count was conducted, so the previous year's unsheltered numbers are used for the total homeless and chronic homeless data.

** In the 2009 and 2011 PIT count report, the unsheltered subpopulation numbers were not distinguished between Fresno and Madera, so the number of veterans and chronically homeless persons reported in the table above represent those counted in both the Fresno and Madera region.

Table 1. Total homeless, sheltered and unsheltered, enumerated in Fresno City and County during the point-in-time counts conducted from 2009 to 2016, includes subpopulations, victims of domestic violence, veterans, and chronically homeless.

FIGURE 1: Fresno’s Unsheltered and Sheltered Homeless from the Point-in Time Count, 2009-2016*



* No unsheltered count was conducted in 2010 and 2012

Figure 1. Unsheltered and sheltered homeless in the Fresno area that were counted during the point-in-time.

TABLE 2: Chronic Homeless Status of Sheltered and Unsheltered Veterans and Non-Veterans in the 2016 Point-in-Time Count

	Veterans	Non-Veterans	TOTAL
Chronic Homeless	68	370	438
Non-Chronic Homeless	145	1039	1184
TOTAL	213	1409	1622

Table 2. The chronically homeless status of veterans and non-veterans identified in the 2016 Point-in-Time Count.

Table 2 identifies the veteran and chronic homeless status of our total (sheltered and unsheltered) homeless population in the Fresno region. Of the 438 chronically homeless persons (27% of the total homeless population), 68 (16%) are veterans and 370 (84%) are non-veterans.

1184 non-chronic homeless persons make up the majority of the homeless population at 73%. Of the non-chronic homeless, 145 (12%) are veterans and 1,039 (88%) are non-veterans. In total, veterans (213) make up 13% of the total homeless population in Fresno.

Accomplishments to Date

Preventing and ending chronic and veteran homelessness in Fresno is an extremely complicated challenge, as each chronically homeless person on our streets today is a unique individual with their own life story, circumstances, challenges and medical and/or mental health issues. Responding to this complicated challenge requires a flexible, well-coordinated and effective system of service providers, interventions and resources to respond to the distinct circumstances

impacting each person. It is impossible to fully capture the accomplishments of the agencies, entities, and individuals who have been so dedicated to this effort, but the following measurable steps at least begin to document where our community was when we started implementation of the 10-year plan in 2009 and where we are today so that we can chart the course for the next three years of work.

Housing

An important policy change for Fresno began with embracing the “housing first” model, as recommended by the U.S. Interagency Council on Homelessness and HUD. Like other communities, Fresno was focused on getting individuals “housing ready”—i.e., providing substance rehabilitation, mental health treatment and other treatment methods before allowing an individual to be placed in housing. While successful in some cases, it did not significantly reduce the amount of homelessness in Fresno and generally led to a more stable transient population, followed by instability as individuals fell out of treatment for a myriad of reasons. Shifting towards “housing first” required service models to prioritize housing an individual as quickly as possible and wrapping supportive services around him/her for stabilization. With “housing first,” housing is viewed as the critical first step in rehabilitation and stabilizing an individual so that service providers can maintain regular contact, provide supportive services, and help transition as many individuals as possible to long term stability.

Implementing this strategy requires the availability of Emergency Shelter and Resources, which include emergency housing and hotel/motel vouchers for varying populations; Veterans Housing Resources which include emergency shelter, transitional housing and permanent supportive housing specifically for Veterans; Transitional Housing, designed to provide interim stability and support for up to 24 months; and Permanent Housing which is comprised of two (2) types of housing—Permanent Supportive Housing designed to provide permanent housing and supportive services to the most vulnerable homeless populations, and Rapid Rehousing designed to provide housing with less intensive supportive services for up to 24 months. Augmenting these housing supports is the availability of the Fresno Housing Authority’s Limited Preference Program intended for those who have gained stability to the extent that less supportive services are needed. However, rental assistance is still necessary. The following table identifies the increase in housing resources from 2009 to 2016 that has resulted from the shift to a “housing first” model for addressing homelessness in Fresno. In addition, a complete list of housing resources is available in Appendix 2.

TABLE 3: Total Homeless Beds

	Shelter Beds*	Transitional Beds	Permanent Beds	Permanent Vouchers**	Total Beds
2009	678	426	223	0	1327
2010	566	466	345	0	1327
2011	641	512	388	0	1541
2012	334	501	597	100	1532
2013	271	487	666	100	1524
2014	277	433	784	100	1594
2015	214	428	931	200	1773
2016	260	214	1032	200	1706
% Change 2009 to 2016					+28.6%

* Shelter beds refer to those programs that dedicate their resources for those lacking a permanent nighttime residence and provide assistance in obtaining permanent housing. It is recognized that there are additional shelter beds for other circumstances, such as the American Red Cross, that relate to specific emergencies.

** These voucher programs include the City of Fresno's HOME Tenant Based Rental Assistance voucher program and Fresno Housing Authority's Limited Preference voucher program.

Table 3: Total (Veteran and non-Veteran) number of dedicated homeless beds (shelter, transitional, and permanent) and vouchers (permanent) from 2009-2016

Coordination Among Service Providers

Coordinated Entry and Assessment Tools—As part of a mandate coming out the Homeless Emergency Assistance and Rapid Transition to Housing Act of 2009 (HEARTH Act), Fresno moved to create a Coordinated Entry System in July 2011. The effort began with the first “Registry Week” conducted, utilizing a common assessment tool—the Vulnerability Index (VI). The VI gave the community a way to identify and triage individuals most at risk of dying on the streets.

In 2013, the VI was enhanced to the “Vulnerability Index Service Prioritization Decision Assistance Tool” (VI-SPDAT), which further triaged individual’s priority for housing and other services. This prioritization gave the community a data-driven process in which to assign the appropriate housing and services resources to those most in need. The implementation of a common assessment tool established housing solutions that took the community from an agency-centric to a client-centric orientation; lessening the barriers for those seeking services. All member agencies of the FMCoC have committed to using the VI-SPDAT and using the Coordinated Entry System.

In addition to triaging clients, VI-SPDATs, allow us to enumerate the number of individuals that are homeless throughout the year, unlike the point-in-time count of homeless persons on a given night (1,434 homeless persons in 2015). There were 1,661 homeless individuals assessed using the VI-SPDAT in 2015. The difference (294) between the number of homeless counted during the PIT and the number of VI-SPDATs conducted accounts for those that have entered homelessness since the night of the point-in-time count.

Coordinated Information System: Homeless Management Information System

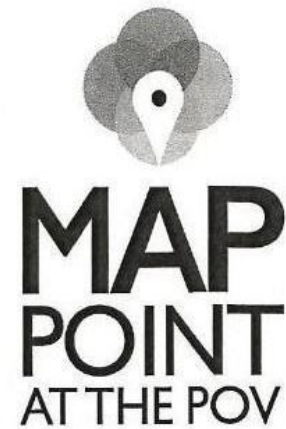
(HMIS)—Fresno embraced a decision making model based on data from the Homeless Management Information System (HMIS), which is a HUD program primarily used for HUD Continuum of Care programs. HMIS was originally used as a tool to measure individual program performance. In 2013, it was decided to expand use of HMIS for system-wide performance measurement and began to incorporate data from non-HUD funded programs such as Runaway and Homeless Youth programs. Presently, Fresno Housing employs two data analysts to manage the HMIS system—concentrating on both individual program and system wide performance.

In furtherance of data analysis, a mobile application was developed to conduct the 2016 Point in Time Count. The community is now exploring the use of a Tableau, a data analytics platform, to create reports and data visualizations that will further assist in analyzing system-wide performance, such as Continuum of Care and Emergency Solution Grants and non-HUD funded programs.

By utilizing data that is now available in the HMIS, service providers have strong data to analyze to determine gaps in services and where annual Federal needs to be applied. As a result, the FMCoC successfully applied for HUD Continuum of Care funding requests for 307 new permanent supportive housing beds between 2013 and 2016.

Coordinated Physical Entry Point: MAP Point at the POV

In 2011, a group of community leaders from law enforcement, mental health, local hospitals, housing, education and faith based, gathered together to collectively confront the crisis of an overburdened mental health system that was impacting all community sectors. Recognizing that coordination is the main success mechanism in adequately leveraging resources, these *Community Conversations* assisted in the creation of a Multi Agency Access Program (MAP). The goal of MAP is to provide “the right care, the first time.” Currently located on the Poverello House campus, MAP Point at the Pov serves as the physical location of our coordinated entry system, linking vulnerable individuals needing assistance to a multitude of social service issues—including mental health, substance abuse treatment and housing.



MAP Point is supported by one full-time staff. Agency staff rotate weekly for two hours to provide their specific service and assist with completing assessments.

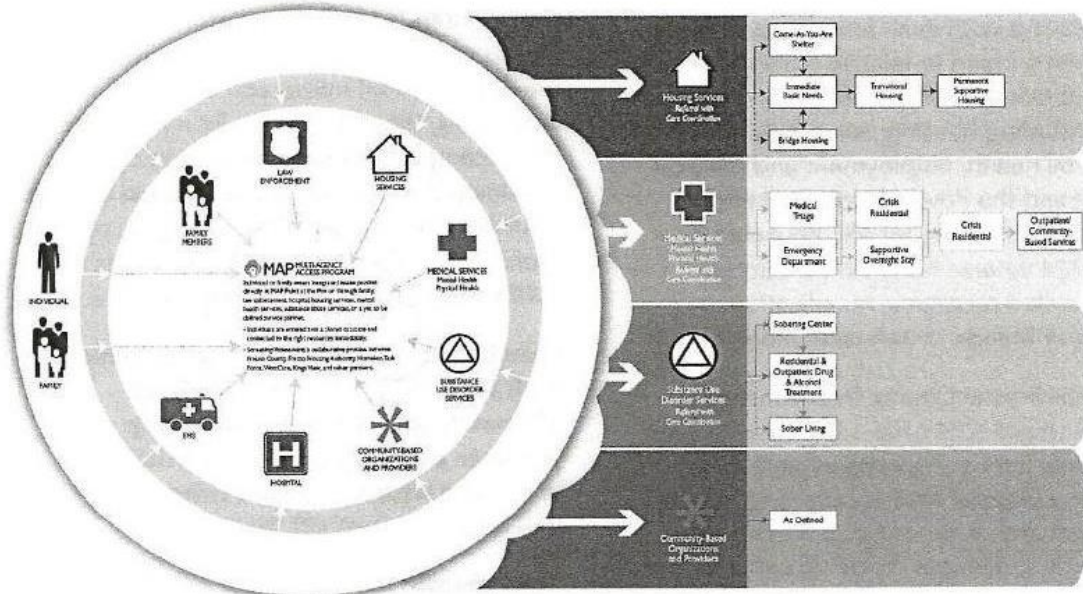


Figure 2. Multi-agency Access Program (MAP) Point diagram describing the service coordination process to assist individuals and families

The MAP Point Process

- 1. Go to a MAP Point**—A person in need of housing or supportive services goes to MAP Point.
- 2. Staff and consumer complete standardized intake & assessment**—The role of the MAP staff is to complete the initial intake assessment and link individuals and/or families to a navigator and the appropriate services immediately, whether that is housing, mental health, substance abuse treatment, or other social services.
- 3. Match with agency and transition from Navigator to Case Manager**—Once the individual and/or family is linked with the appropriate agency, the agency case manager takes over in developing a long-term plan for that individual or family and monitoring their success.

In February 2015, MAP Point at the Pov celebrated its one-year anniversary with great success. Since its inception, MAP Point at the Pov has assisted 1,376 client households, making a total of 3,447 contacts (including first-time and returning clients). Of the total contacts made at MAP Point, 92% were households without children and the remaining 8% were households with children. The data collected on first-time clients at intake indicates that 60% of service requests are for housing, followed by securing identification and documentation (13%), and employment (8%). The majority of the 1,376 first-time clients (53%) indicate that they slept in an uninhabitable location (e.g. street, car, tent, etc.). The majority of remaining clients reported having slept in an emergency shelter (20%) or with a friend or relative (15%). MAP Point also provided 1,785 linkages to various services, including housing, substance abuse, legal, mental health, employment and medical. MAP Point and the Pov's coordinated efforts helped provide housing for 681 households, including 324 veteran households, through federally funded programs, reunification with family or friends, or self-resolution.

Recently, the Fresno County Department of Behavioral Health (DBH) has solicited a Request For Proposals from community organizations to operate additional MAP locations to target underserved and un-served populations with social service challenges including behavioral and/or physical health and housing. DBH is creating an enhanced assessment tool to assess for all life domain needs. This tool will enable a variety of service providers to ascertain the most pressing of needs and provide linkage to care across sectors.

Improving Outreach

Before increasing outreach efforts to the chronically homeless population, our community had to ensure an efficient, well-coordinated system was in place to actually provide the services needed to get people off the streets. While street outreach has been occurring on an individual agency basis, it became clear

that proactive and systematic outreach was needed to make continued improvement on addressing chronic homelessness.

In the fall of 2014, ten homeless housing and supportive services agencies consisting of individuals from various agencies—public housing, substance abuse, mental health, Veterans affairs and youth—began working together to form the Home Outreach Team (HOT). This joint effort organized agency staff to conduct outreach to homeless individuals once a week for four hours. The outreach staff was tasked with locating new and existing individuals who could then be navigated through our coordinated entry system. Outreach staff locates these individuals with input from previous point-in-time counts, as well as reports from community members. When the outreach staff makes contact with homeless individuals, they focus on building relationships, conducting assessments, and assisting with obtaining the documentation needed to access available services. The work of HOT is ongoing. From April 2015 to April 2016, HOT has made 1,103 contacts with unsheltered persons.

Members of the public can call or email staff from HOT to report sightings of homeless individuals and to help facilitate putting homeless individuals in contact with service providers who can help them get off the streets.

The contact information for HOT is connect@fresnomap.org or phone at (559)512-6777.

It is important for members of the public to remember that it often takes multiple contacts with homeless individuals before they eventually access available services. Initially, an individual may decline to give any information at all when first approached by the outreach team. However, with continued interaction a relationship can ultimately be forged, which can lead to an individual accepting housing and support services. The outreach team is now using a mobile application to record interactions with all contacts,

thereby providing data to track information such as VI-SPDAT scores and geographic location. Ultimately, this data will assist in calculating the time it takes to provide housing and support from first interaction to program admission.

Fresno Police Department Homeless Task Force (HTF)—The Fresno Police Department’s Homeless Task Force was initiated in 2013, in response to a growing number of encampments. As HTF functions as part of the law enforcement community, the officers have been instrumental in assisting social services agencies in connecting homeless individuals to housing and support. HTF officers regularly identify “hot spots” where homeless individuals congregate and inform the Outreach Team members, who then follow up, complete assessments and coordinate services. Additional police officer positions have been funded to provide additional police support along Blackstone and around recycling centers where homeless individuals frequently congregate. Those positions are now in the process of being filled.

City of Fresno Funding for Additional Outreach Workers—Recognizing the need to expand the number of outreach workers who are available to make contact with homeless individuals and begin the process of getting them off the streets, the City of Fresno allocated \$400,000 of General Fund dollars to WestCare California, Inc., Turning Point of Central California, Poverello House and Fresno Economic Opportunities Commission to fund seven (7) additional social workers for the Homeless Outreach Team. Outreach, engagement, assessment and navigation services will be conducted on a regular, ongoing basis throughout the City of Fresno with an emphasis on areas identified by the Fresno Police Department’s Homeless Task Force. Outreach/ Navigators will be responsive to assessments generated from the City of Fresno, the Homeless Task Force and MAP Point at the Pov and will engage the homeless, conduct the VI-SPDAT assessment, provide brief interventions, link individuals to support services through the City, County and various social services agencies.

Prevention of Homelessness

Preventing homelessness was the fourth major goal of the City and County 10-year Plan to Prevent and End Chronic Homelessness. From 2009-2012, the City and County received one-time Federal grant funding for those who were literally homeless or at risk of homelessness and to try to keep as many people in housing as possible during the Great Recession. Those dollars, jointly administered by the City and County, helped keep 414 families housed. However, the grant funds were one-time in nature and have not been replaced. Virtually all of our community’s focus since then has been targeting chronically homeless individuals, as opposed to preventing people and families from becoming homeless in the first place. We recommend a continued focus on addressing chronic homelessness until we’ve reached “functional zero” (see next section). At that point, it would make sense to develop a dedicated, community effort around homeless prevention services.

Where do we go from here? The Next Three Years

Getting to “Functional Zero”—In 2015, Fresno was selected among 75 cities across the nation to participate in Zero: 2016. This initiative served to further streamline the work of ending Veteran and chronic homeless. The goal of this initiative is to use enhanced data and system alignment to reach “functional zero” for Veteran homelessness by December 31, 2016 and chronic homelessness by December 31, 2017.

“Functional zero” does not mean that there will no longer be any homeless people in Fresno. Unfortunately, in every community across the nation, there will always be a segment of the population falling into homelessness in any given year. Rather, “functional zero” means

the community has in place the resources and systems in place to provide the amount and level of services needed to quickly help people who become homeless—preferably within 30 days—so they do not slip into chronic homelessness. In other words, if 20 people become homeless in a month, the resources are in place to help all 20 knowing that the longer a person is out on the street, the harder and more expensive it will eventually be to get them off the street.

This section identifies the actions and resources needed to end chronic homelessness for (1) veterans, (2) the most vulnerable who require permanent supportive housing and (3) the less vulnerable who require rapid rehousing.

Ending Veteran Homelessness

Locally, the Zero: 2016 Community Team began by focusing on reaching functional zero for veterans. The Community Team began by creating a By-Name List (BNL) of all homeless veterans in Fresno and Madera with outreach to deliver services and housing solutions.

From January 2015 to February 2016, 357 veterans have been permanently housed. As of February 2016, 125 veterans remain homeless. In the last six months, the average monthly inflow of veterans entering homelessness was 21. If that average continues, it is expected that a total of 168 veterans will enter homelessness between March and October 31, 2016. In order to end chronic homelessness for veterans, about 28 to 33 veterans a month will need to be permanently housed by October 31, 2016.

Housing resources for Veterans are funded by HUD and Veteran Affairs. This includes emergency (41 beds), transitional (43 beds) and permanent housing (537 units) at approximately \$1.7 million annually. In addition, Fresno has been awarded Supportive Services for Veteran Families funding for rapid rehousing—approximately \$4 million this year. With these resources, 357 Veterans have achieved permanent housing.

With the goal of ending veteran homelessness well on its way, the community is now tasked with developing a strategic plan to further alleviate the chronically homeless and reach functional zero.

TABLE 4: Veteran Functional Zero

Current number of Veterans experiencing homelessness	125
Average monthly number of Veterans coming into homelessness	21
Months till Functional Zero	8
Total Inflow by 10/31/2016	168
Monthly housing placements needed to reach Functional Zero by 10/31/2016	36

Table 4. Calculating the number of housing placements needed to reach veteran functional zero by October 31, 2015

Ending Chronic Homelessness for the Most Vulnerable with Permanent Supportive Housing

As described previously, the most vulnerable chronically homeless persons require the most intensive, permanent housing interventions. About one-third will require permanent support housing (PSH), which is a type of permanent housing that includes supportive services tailored to the client's needs. Most likely, those services will be required for the rest of the individual's life. Two-thirds of the chronically homeless population require "rapid rehousing" (RRH), which is a less intensive level of intervention that involves housing assistance and services for about 24 months or less, at which point the client is often able to live independently. The community's common assessment tool, the Vulnerability Index Service Prioritization Decision Assistance (VI-SPDAT), helps to determine a person's vulnerability and who will require the more intensive, long term PSH to get off the streets, and who require the less intensive, short term RRH support to get off the streets.

In 2016, excluding veterans, the Point-in-Time count identified 370 chronically homeless (CH) individuals in Fresno City and County (See Table 2). When examining VI-SPDATs conducted on chronically homeless individuals between April 1, 2015 and April 1, 2016, 67% of those scored between a 0-9, which indicates that the appropriate intervention is rapid rehousing. Applying the same average to the 2016 Point in Time count, 248 (67%) of the 370 chronically homeless will require RRH, while the remaining 122 individuals will require the more intensive PSH intervention.

Permanent Supportive Housing Intervention— USICH SHOP Tool

The U.S. Interagency Council on Homelessness provides a tool (the Supportive Housing Opportunities Tool) to help plan for the numbers of Permanent Supportive Housing units needed to address chronic homelessness, given the turnover in units and other factors that affect the population. The SHOP tool takes into consideration:

- The number of people identified in the annual Point in Time count as non-veteran, chronically homeless individuals who are assessed at a 10 or higher on the VI-SPDAT;

- A 30% “annualization factor” resulting from inflow of additional homeless people in any given year and/or undercounts in the Point in Time count;
- Total inventory of permanent supportive housing units in the community;
- The percentage of units that turnover annually;
- The percentage of PSH units dedicated to chronic homeless population;
- The percentage of non-dedicated PSH units that are prioritized to serve the homeless population; and
- Any new PSH units that are planned.

Figure 3 shows the status quo resources that are currently available and planned to become available to serve the most vulnerable of the chronically homeless.

FIGURE 3: Inputs—Status Quo; No Additional Resources		
A	124	= Non-veteran individuals experiencing chronic homelessness (local 2016 Point-In-Time Count and VI-SPDAT data)
B	30%	= Annualization factor (inflow/undercount)
C	323	= Total inventory of permanent supportive housing (PSH) units for households without children (local 2016 Housing Inventory Count data)
D	19%	= % of PSH units that turnover annually
E	72%	= % of PSH dedicated to chronic homelessness (local 2015 Housing Inventory Count data)
F	85%	= % of non-dedicated PSH prioritizing people experiencing chronic homelessness
G	34	= Newly created PSH units available in 2016
H	0	= Newly created PSH units available in 2017
I	0	= Newly created PSH units available in 2018
J	0	= Newly created PSH units available in 2019

Figure 3. Displaying the USICH SHOP Tool inputs that determine Fresno’s current capacity to house non-Veteran, chronically homeless persons that need permanent supportive housing

IMPACTS—STATUS QUO; NO ADDITIONAL RESOURCES

Figure 4 below shows the impacts of those resources on ending chronic homeless for the most vulnerable and indicates that at our current pace, if no additional resources

are added, Fresno is on track to achieve “functional zero” for the most vulnerable chronically homeless population by 2019.

FIGURE 4: Impacts—Status Quo; No Additional Resources

		<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
1	Number of individuals experiencing chronic homelessness at beginning of year	122	67	41	16
2	Number newly entering or not counted in PIT	36	20	12	5
3	Annual need	158	87	54	20
4	Total available PSH inventory for households without children	316	350	350	350
5	PSH units dedicated to chronic homelessness	231	231	231	231
6	Annual turnover of dedicated PSH units	43	35	29	23
7	Total non-dedicated PSH for households without children	85	119	119	119
8	Annual turnover of non-dedicated PSH units	16	13	11	9
9	Non-dedicated PSH units prioritized for chronic homelessness	14	11	9	7
10	CH individuals housed through dedicated turnover PSH	43	35	29	23
11	CH individuals housed through prioritized turnover PSH	14	11	9	7
12	CH individuals housed through newly created PSH	34	-	-	-
13	Total housed	91	46	38	30
14	Number of individuals experiencing chronic homelessness at year-end	67	41	16	-
15	Percent Change since 2016		-39%	-77%	-100%

Figure 4. Displaying the USICH SHOP Tool impacts of Fresno’s current capacity to house non-Veteran, chronically homeless persons that need permanent supportive housing

The SHOP tool outputs (impacts) calculate Fresno City’s annual need and the estimated number of individuals experiencing CH based on the 2016 PIT count and inflow/undercount. After factoring in our various inputs that will result in housing CH individuals, the tool estimates the total number of CH individuals that will be housed throughout the year, the number of individuals that will be experiencing CH at year-end, and the percent change since 2016.

If strategies (inputs) to end chronic homelessness remain the same, there will be a 77% decrease in CH between 2016 and 2018, leaving 16 chronically homeless individuals experiencing homelessness at year end. In 2019, there will be zero chronically homeless individuals.

STRATEGIES TO END CHRONIC HOMELESSNESS FOR THE MOST VULNERABLE BY 2017

However, if the community wishes to accelerate the timeline and end chronic homelessness for the most vulnerable (i.e. those requiring permanent supportive housing) by 2017, the following additional resources would need to be added:

- Increase the number of PSH units dedicated to chronic homelessness from 231 to 269, making 38 additional units available through Federal grant resources provided in the 2016 HUD Notice of Funding Availability;
- Increase the percentage of remaining non-dedicated PSH units prioritizing chronically homeless individuals from 85% to 100% through Federal grant resources provided in the 2016 HUD Notice of Funding Availability; and
- Create 50 new PSH beds in 2017 with funding from Federal permanent housing “bonus” funds expected to be provided to the Fresno Madera Continuum of Care.

FIGURE 5: Impacts – Additional Permanent Supportive Housing Units

		2016	2017	2018	2019
1	Number of individuals experiencing chronic homelessness at beginning of year	122	64	-	-
2	Number newly entering or not counted in PIT	36	19	-	-
3	Annual need	158	83	-	-
4	Total available PSH inventory for households without children	316	350	350	350
5	PSH units dedicated to chronic homelessness	85%	269	269	269
6	Annual turnover of dedicated PSH units	19%	51	41	33
7	Total non-dedicated PSH for households without children	47	81	131	131
8	Annual turnover of non-dedicated PSH units	19%	9	7	6
9	Non-dedicated PSH units prioritized for chronic homelessness	100%	9	7	6
10	CH individuals housed through dedicated turnover PSH	51	41	33	27
11	CH individuals housed through prioritized turnover PSH	9	7	6	5
12	CH individuals housed through newly created PSH	34	50	-	-
13	Total housed	94	98	39	32
14	Number of individuals experiencing chronic homelessness at year-end	64	-	-	-
15	Percent Change since 2016		-100%	-100%	-100%

Figure 5. Displaying the USICH SHOP Tool impacts of Fresno’s strategic plan expand current PSH capacity to house non-Veteran, chronically homeless persons that need permanent supportive housing

Ending Chronic Homelessness for the Less Vulnerable with Rapid Rehousing

Ending chronic homelessness for the less vulnerable population can be achieved with the use of rapid rehousing resources. The Chronic Assessment and Social Services Intervention Evaluation (CASSIE) Tool was developed to model the amount of RRH funding that will be needed to achieve “functional zero” for the less vulnerable, chronically homeless population. After making various assumptions, the tool determines how many non-veteran, chronically homeless individuals can be housed from 2016-2019 if various inputs are adjusted. (See Figure 6.)

INPUTS

- The initial input of 248 is 67% of the number of non-veteran individuals experiencing chronically homelessness (370) during the 2016 PIT count. (67% represents the percentage of chronically homeless clients Fresno has determined, via VI-SPDAT, will be appropriate for a RRH intervention)

- The 30% annualization factor is a national average that represents the number of individuals that are not captured in annual counts and/or enter homelessness in a given year
- The average months served (3) is the average length of service (LOS) for a household
- The percentage of RRH funds for households without children (60%), is calculated by determining the percentage of households without children served during the fiscal year, assuming that the project spends the same amount per household. 11% is the percentage of CH households without children that were served
- Finally, the tool has inputs for funding amounts for 2016-2019

FIGURE 6: Inputs—Status Quo; No Rapid Rehousing Resources Added		
A	248	= Non-veteran individuals experiencing chronic homelessness (local 2016 Point-In-Time Count and VI-SPDAT data)
B	30%	= Annualization factor (inflow/undercount)
C	3	= Average months served
D	60%	= % of RRH serving households without children
E	11%	= % of RRH households without children prioritizing non-veteran individuals experiencing chronic homelessness
F	\$ 1,000,000.00	= 2016 RRH funding
G	\$ 1,000,000.00	= 2017 RRH funding
H	\$ 1,000,000.00	= 2018 RRH funding
I	\$ 1,000,000.00	= 2019 RRH funding

Figure 6. Displaying the CASSIE Tool inputs that model Fresno's current use of rapid rehousing funds to house non-Veteran chronically homeless persons

IMPACT

Figure 7 demonstrates that if no additional resources are added for Rapid Rehousing, the number of individuals who don't require intensive permanent supportive housing

but who are still chronically homeless will nearly double from 2016 to 2019. Clearly, rapid rehousing resources are needed for our community to end chronic homelessness.

FIGURE 7: Impacts— Status Quo; No Rapid Rehousing Resources Added

		<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
1	Number of non-veteran individuals experiencing chronic homelessness at beginning of year	248	296	358	439
2	Number newly entering or not counted in PIT	74	88	107	131
3	Annual need	322	384	465	570
4	Total available RRH funding	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
5	Average months served	3	3	3	3
6	Percentage of funding for households without children	60%	\$600,000	\$600,000	\$600,000
7	Percentage of funding for chronic homelessness	11%	\$66,000	\$66,000	\$66,000
8	Non-veteran chronic homelessness individuals housed	26	26	26	26
14	Number of non-veteran individuals experiencing chronic homelessness at year-end	296	358	439	544
15	Percent Change since 2016		21%	48%	84%

Figure 7. Displaying the CASSIE Tool impacts that model Fresno's current use of rapid rehousing funds to house non-Veteran chronically homeless persons

STRATEGIES TO END CHRONIC HOMELESS WITH RAPID REHOUSING BY 2018

To end chronic homelessness using rapid rehousing by 2018, the use and amount of funding needs to be altered according to the following plan:

- Increase the average months served from 3 to 6 months. This strategy insures that chronically homeless persons have enough support in place to sustain housing when assistance is no longer provided. (See Figure 8)
- Increase the percentage of RRH dollars serving housing households without children from 60% to 75%
- Increase the percentage of RRH households without children prioritizing non-veteran individuals experiencing chronic homelessness from 11% to 100%
- Ensure \$1,000,000 in RRH funds are in place in 2016 (largely funded through existing grants)
- Increase RRH funding by \$500,000 to \$1,500,000 in 2017 (\$500,000 of additional funding will need to be raised)
- Ensure \$1,000,000 in RRH funds are in place in 2018 (See Figure 9)

FIGURE 8: Inputs—Additional Rapid Rehousing Resources

A	248	=	Non-veteran individuals experiencing chronic homelessness (local 2016 Point-In-Time Count and VI-SPDAT data)
B	30%	=	Annualization factor (inflow/undercount)
C	6	=	Average months served
D	75%	=	% of RRH serving households without children
E	100%	=	% of RRH households without children prioritizing non-veteran individuals experiencing chronic homelessness
F	\$1,000,000.00	=	2016 RRH funding
G	\$1,500,000.00	=	2017 RRH funding
H	\$1,000,000.00	=	2018 RRH funding
I	\$1,000,000.00	=	2019 RRH funding

Figure 8. Displaying the CASSIE Tool strategic inputs to expand current RRH capacity to house non-Veteran, chronically homeless persons that need rapid rehousing

FIGURE 9: Impacts—Additional Rapid Rehousing Resources

	2016	2017	2018	2019
1 Number of individuals experiencing chronic homelessness at beginning of year	248	174	4	0
2 Number newly entering or not counted in PIT	74	52	1	0
3 Annual need	322	226	5	0
4 Total available RRH funding	\$1,000,000	\$1,500,000	\$1,000,000	\$1,000,000
5 Average months served	6	6	6	6
6 Percentage of funding for households without children	75%	\$750,000	\$1,125,000	\$750,000
7 Percentage of funding for chronic homelessness	100%	\$750,000	\$1,125,000	\$750,000
8 Non-veteran chronic homelessness individuals housed	148	222	148	148
14 Number of non-veteran individuals experiencing chronic homelessness at year-end	174	4	0	0
15 Percent Change since 2016		-98%	-100%	-100%

Figure 9. Displaying the CASSIE Tool's impacts of Fresno's strategic plan to expand rapid rehousing funds to house non-Veteran, chronically homeless persons that need rapid rehousing

How can you help people who don't want to be helped?

Despite all the work in our community to create an effective, efficient, and comprehensive system to end chronic homelessness in Fresno, there is still a looming and obvious question that we must constantly be willing to face and discuss: "How can you help people who don't want to be helped?"

In April 2016, the U.S. Interagency Council on Homelessness (USICH) released a document outlining *10 Strategies to End Chronic Homelessness* (www.usich.gov/tools-for-action/10-strategies-to-end-chronic-homelessness).

These strategies include obtaining commitment from local leaders to coordinate efforts; increasing outreach efforts; implementing Housing First; and engaging public housing agencies. The Fresno community has employed all these strategies and more. As a community, we have come a long way in the last seven years since the 10-Year Plan was initially adopted. We continue to strengthen partnerships between public, private, nonprofit and faith based sectors and align resources accordingly. We have shown the political will to adjust strategies as necessary using data-driven results and national best practices as cornerstones.

Despite this work, we know there are individuals who are resistant to availing themselves of housing and support opportunities offered. It must be understood that homelessness is not a phenomenon that one wakes up to one day and decides to enter. Rather it is a process that happens over time, which means it takes time, plus trust in self and others, to eventually overcome. Being on the streets is stigmatizing and demoralizing. Those afflicted find themselves as part of a group—"the homeless"—instead of an individual with personal tragedies or personal decisions, which can erode self-worth and dignity. As such, often the assertion "I don't want housing" is a defense mechanism borne of an

attempt to assert dignity into one's life. The last seven years of experience in our community have proven that constant and continued engagement with homeless individuals ultimately does lead to getting people off the streets. The resources provided by the City of Fresno to increase our outreach teams will provide the staffing needed to make regular, consistent and persistent contact with people who remain on the streets to ensure they ultimately access available services. And, with some modest increases in funding commitments over the next 2 to 3 years, Fresno will have in place the housing and support services needed to end chronic homelessness in our city.

What can be done about homeless people who are involved in criminal behavior?

There has been much concern over the last year about homeless people being involved in criminal behavior like vandalism, burglary, illegal drug sales, etc. When it comes to criminal behavior, our reaction as a community should be the same whether the person involved in the criminal act is homeless or whether they live in a nice home in North Fresno: we will not tolerate illegal activity from any citizen—regardless of housing status. Law enforcement is in place to serve and protect the community and will respond appropriately to all criminal behavior—vandalism, burglary, illegal drug sales, etc. However, it is important to remember that being homeless—the state of lacking a home—is not a crime. The service providers in our community are committed to continuing to work together to implement the strategies described in this plan to end chronic homelessness. And, the PD Homeless Task Force, along with all the resources of the Fresno Police Department, will continue to provide public safety services and ensure the safety of our community is always the first priority.

How can I help?

- **Donate to Fresno First Steps Home**—Our goal at Fresno First Steps Home is to raise \$750,000 a year to augment funding for outreach workers, transitional housing, and rapid rehousing. Instead of giving money at the street corner, which doesn't help get someone off the streets, donate to Fresno First Steps Home. If 20% of Fresnoans donated \$10 a year, we would raise \$1 million per year—well over our goal of \$750,000.
- **Report incidents of homeless individuals** by calling or emailing the Home Outreach Team **(559)512-6777**
connect@fresnomap.org
- Volunteer during the annual Point in Time count
Cassie Morgan
cmorgan@fresnohousing.org.
- Other volunteer opportunities:
WINGS Fresno
info@wingsfresno.org.

Current Funding Levels & Additional Funding Needed to End Chronic Homelessness									
Funders	Sources	Outreach	MAP Point	Emergency Shelter	Transitional Housing	Rapid Rehousing	Permanent Supportive Housing	Permanent Housing	Total
		This is the first step in engaging homeless persons.	Multi-agency Access Program (MAP) Point at the Pov links clients to services.	Temporary shelter for specific homeless populations (e.g. youth).	Short-term support to help persons attain and maintain permanent housing.	Minimal assistance for individuals or families experiencing homelessness.	Long-term services for people with disabilities experiencing homelessness.	Clients transition from current housing to permanent housing with less supports.	
FFSH	Private Donations	\$ -	\$ -	\$ 100,000.00	\$ -	\$ -	\$ -	\$ -	\$ 100,000.00
FMCoC	HUD CoC	\$ -	\$ -	\$ -	\$ 1,438,561.00	\$ 417,372.00	\$ 4,247,453.00	\$ -	\$ 6,103,391.00
Fresno City	Emergency Solutions Grant	\$ -	\$ -	\$ 195,000.00	\$ -	\$ 297,000.00	\$ -	\$ -	\$ 492,000.00
Fresno City	HOME TBRA	\$ -	\$ -	\$ -	\$ -	\$ 795,000.00	\$ -	\$ -	\$ 795,000.00
Fresno City	General Fund	\$ 525,000.00	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 525,000.00
Fresno County	Emergency Solutions Grant	\$ 50,000.00	\$ -	\$ 150,000.00	\$ -	\$ 340,000.00	\$ -	\$ -	\$ 540,000.00
Fresno County	CallWORKS	\$ 70,000.00	\$ -	\$ -	\$ -	\$ 655,942.00	\$ -	\$ -	\$ 725,942.00
Fresno County	Vouchers EITA	\$ -	\$ -	\$ 521,625.00	\$ -	\$ -	\$ -	\$ -	\$ 521,625.00
Fresno Housing Authority	Unrestricted	\$ -	\$ 21,300.00	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 21,300.00
Fresno Housing Authority	Limited Preference HCV	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 852,400.00	\$ 852,400.00
Fresno Rescue Mission	Fresno Rescue Mission	\$ -	\$ -	\$ 331,000.00	\$ -	\$ -	\$ -	\$ -	\$ 331,000.00
Marjaree Mason Center	COES, First 5, Private Donations, County of Fresno Marriage License Fees	\$ -	\$ -	\$ 2,044,074.00	\$ -	\$ -	\$ -	\$ -	\$ 2,044,074.00
Poverello House	Private Donations	\$ -	\$ 17,035.00	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 17,035.00
Veteran Affairs	Veteran Affairs	\$ -	\$ -	\$ 941,700.00	\$ 535,224.00	\$ -	\$ 223,636.00	\$ -	\$ 1,700,560.00
Current Funding Levels		\$ 645,000.00	\$ 38,335.00	\$ 4,283,399.00	\$ 1,973,785.00	\$ 2,495,314.00	\$ 4,471,094.00	\$ 852,400.00	\$ 14,759,327.00
Additional Funding Needs		\$ -	\$ -	\$ -	\$ -	\$ 500,000.00*	\$ 1,000,000.00**	\$ -	\$ 1,500,000.00
Total		\$ 645,000.00	\$ 38,335.00	\$ 4,283,399.00	\$ 1,973,785.00	\$ 2,995,314.00	\$ 5,471,094.00	\$ 852,400.00	\$ 16,259,327.00

* \$500,000 for Rapid Rehousing needs to be raised

** \$1,000,000 for Permanent Supportive Housing - expected HUD CoC funding in 2017

2016 Available Resources in the Community

Emergency Shelter and Resources

The strategy is meant to provide emergency housing and support to homeless individuals/families. Basic needs (food, clothing, hygiene) and case management are provided in addition to readiness for transitional or permanent housing.

- Fresno County Department of Social Services Emergency Hotel/Motel Vouchers**—Funded with State and Federal resources, this County department provides homeless assistance to CalWORKs eligible families to meet the reasonable costs of securing permanent housing, and for temporary shelter while seeking permanent housing. Families must meet the definition of homeless, and assistance is restricted to once in a lifetime with few exceptions. <http://www.co.fresno.ca.us/DepartmentPage.aspx?id=47207>
- Fresno Economic Opportunities Commission (EOC) Youth Sanctuary**—Funded by varying state and local resources, Fresno EOC Sanctuary Youth Shelter operates a 24-hour emergency shelter for runaway, homeless, exploited or otherwise displaced youth. Youth are provided a hot meal, clothing, crisis intervention, case management, counseling, and family re-unification (when appropriate). www.fresnoeoc.org/sanctuary-youth-shelter
- Fresno Rescue Mission Rescue the Children**—Funded by private donations, a community of faith, hope and love. Rescue the Children is a protected, secure environment providing long-term services (Transforming Life Community) to at-risk, abused, homeless or previously incarcerated women or women with children. All participants are assessed and helped through case management.

Transforming Life Community is a 12-18 month residential program for women and women with children. Similar to the Academy, the Transforming Life Community offers course study, literacy and GED curriculum, work therapy, etc. <http://fresnorm.org/>
- Fresno Rescue Mission Emergency Shelter**—Funded by private donations, the Mission offers services for single men, single women, women with children, men with children and families in need of emergency care. The program helps people in need identify the best next step they can take, whatever that might be: Community resources and referrals; reconnection with family; housing; financial aid; available community programs; health & human services; and/or connection to public mental health services among other referrals. <http://fresnorm.org/>
- Marjaree Mason Center**—Funded by federal, state, local sources and private donations, the Marjaree Mason Center is an emergency Safe House providing clients a safe environment and assistance 24 hours per day, seven days per week. Services at the emergency Safe House include basic necessities, case management, legal options classes and support groups. www.mmcenter.org/
- Naomi's House**—Funded by federal sources and private donations, Naomi's House is a 24-bed overnight shelter for single, homeless women located on the Poverello House campus. Services at Naomi's House include basic necessities such as showers, clothing and meals, case management and linkages to health care, housing programs, community supportive services and group classes. www.poverellohouse.org/

- **Poverello House—Michael McGarvin Jr. Village of Hope/Community of Hope**—Funded by private donations, The Village of Hope was established in 2004 in response to the increased number of homeless encampments in the City of Fresno. The Community of Hope was formed in 2007 to meet the growing demand for shelter for the homeless. The Villages can accommodate up to 124 clients per night. Services include basic necessities such as showers, clothing and meals, and linkages to health care and community supportive services. www.poverellohouse.org/
- **Poverello House Emergency Hotel Voucher program**—Funded by City of Fresno Emergency Solution Grant funds, The Emergency Program Voucher Program are hotel vouchers for homeless families, veterans, and youth aging out of the foster system. Families are referred to this program by agencies who can verify the families' homelessness status. www.poverellohouse.org
- **Turning Point of Central California BridgePoint**—Funded by federal and local sources, BridgePoint was conceived as a part of the Coordinated Entry System. BridgePoint offers thirty (30) beds of emergency shelter to those homeless individuals who are awaiting place in permanent housing. Services include basic necessities, case management and housing search. www.tpocc.org/
- **Grant and Per Diem Program (GPD)**—Funded by the Department of Veterans Affairs within the HCHV Program, GPD utilizes community agencies to provide services such as supportive housing (up to 24 months) and case management to homeless Veterans.
- **Supportive Services for Veteran Families (SSVF)**—Funded by the Department of Veteran Affairs, this program utilizes community-based agencies to provide rapid rehousing for homeless Veterans. Services include case management and linkage to VA benefits.
- **Veteran Affairs Supportive Housing (VASH)**—Funded by the Department of Veteran Affairs and Department of Housing and Urban Development, this program partners Fresno VA Medical Center with Fresno Housing Authority to provide permanent supportive housing for Veterans. The Fresno VA Medical Center provides case management services, while Fresno Housing administers rental assistance.

Transitional Housing

The strategy provides housing for up to 24 months and includes supportive services. It serves to provide stability through case management to facilitate self-sufficiency.

Veterans Housing Units and Vouchers

Providing services to Veterans, these programs are designed to assist with self-sufficiency through housing and supportive services.

- **Health Care for Homeless Veterans Residential (HCHV) Program**—Funded by the Department of Veteran Affairs, this program utilizes community-based agencies to provide emergency shelter or substance abuse treatment beds for homeless Veterans. Services include shelter for up to 120 days, case management and VA medical care.
- **Fresno Economic Opportunities Commission (EOC) Transitional Living Centers**—Funded by federal, state and local sources, Transitional Living Center (TLC) offers homeless young adults and families (with up to two children), up to 24-months of residential and supportive services that promote independent living. www.fresnoeoc.org/tlc
- **Marjaree Mason Center**—Funded by federal, state, local sources and private donations, the Marjaree Mason Center operates three confidentially located Safe Houses, with a total of more than 200 beds, in the urban, suburban, and rural

areas of Fresno County. Services at the Safe Houses include case management, assistance with income generation and support groups. www.mmcenter.org/

- **Valley Teen Ranch**—Funded through a federal grant and private donations, Valley Teen Ranch operates a transitional house for homeless young men 18-24 who have aged out of the foster care system. Services include case management and employment assistance. <http://valleyteenranch.org/>

Permanent Housing

The housing strategy has two (2) main components—Rapid Rehousing (RRH) and Permanent Supportive Housing (PSH). RRH is targeted to individuals/families in need of rental assistance for up to 24 months with moderate supportive services. PSH is targeted to those individuals/families in need of more intensive supportive services and lifetime rental assistance housing supports, if needed.

- **Fresno County Department of Social Services CalWORKs Housing Support Program**—Funded by the State of California through the Fresno County Department of Social Services, the Housing Support Program is targeted to those CalWORKs families experiencing homelessness. Rapid rehousing along with supportive services is available to these families for a period of up to one (1) year. To date, 166 families have been housed and received case management. <http://www.co.fresno.ca.us/DepartmentPage.aspx?id=47207>
- **Fresno Economic Opportunities Commission (EOC) Project PHoenix**—Funded by a U.S. Department of Housing and Urban Development (HUD) Continuum of Care grant in 2012, Project PHoenix is designed to provide permanent supportive housing, with rental assistance and supportive services to sixteen (16) homeless individuals/families. www.fresnoeoc.org
- **Fresno Housing Authority (FH) Renaissance Programs**—Since 2009, FH conceived and developed 118 units of permanent supportive housing for homeless individuals with mental health issues at three (3) sites—Trinity, Alta Monte and Santa Clara. Partnering with the Fresno County Department of Behavioral Health to provide supportive services, the programs are funded through resources from FHA project based vouchers, U.S. Department of Housing and Urban Development, Mental Health Services Act, Low Income Tax Credits, City of Fresno HOME funds and private investment. www.fresnohousing.org
- **Fresno Housing Authority (FH) Shelter Plus Care (SPC)**—Funded by U.S Department of Housing and Urban Development Continuum of Care funds, SPC has 158 units of permanent supportive housing. The program is designed to partner FH rental assistance with supportive services from community partners such as Fresno County Department of Behavioral Health, Department of Veteran Affairs and Community Regional Medical Center. www.fresnohousing.org
- **Turning Point of Central California Family Villa**—Funded by a U.S. Department of Housing and Urban Development (HUD) Continuum of Care grant, Family Villa offers twenty-six (26) units of permanent supportive housing to homeless families with at least one disabled household member. www.tpocc.org/
- **Turning Point of Central California STASIS Center**—Funded by a U.S. Department of Housing and Urban Development (HUD) Continuum of Care grant, STASIS offers fourteen (14) units of permanent supportive housing to homeless individuals with mental health issues. www.tpocc.org/
- **WestCare California Project Liftoff**—Funded by a U.S. Department of Housing and Urban Development (HUD) Continuum of Care grant, Project Liftoff offers fourteen (14) units of permanent supportive

housing to homeless individuals/families with disabilities. www.westcare.com/california

- **Marjaree Mason Center Welcome Home**—In partnership with Housing Authority City of Fresno (HACF), the Marjaree Mason Center Welcome Home program operates five (5) units of Rapid Rehousing Tenant-Based Rental Assistance to serve individuals who are homeless due to domestic violence (DV). Support services focus on stabilization of the family, community and mainstream linkages, earned income opportunities, and the attainment of resources to promote the long-term well-being and Permanent Housing. www.mmcenter.org/

Additional Housing Support

- **Fresno Madera Continuum of Care (FMCoC)**—The FMCoC is a consortium of homeless service, city/county government agencies, education, Veteran services and public housing agency providers. This body uses data-driven decisions to apply for and manage \$7.5 million of Department of Housing and Urban Development (HUD) funding yearly. From 2013 to 2015, the FMCoC added 307 beds of permanent supportive housing (666 in 2013—973 in 2016). Utilizing best practices, member agencies seek strategic partnerships in funding and servicing new projects to house varying homeless populations.
- **City of Fresno Federal Entitlement Funds**—The City of Fresno receives annual entitlement funding from HUD for programs like the Emergency Solutions Grant and Housing Opportunities for Persons with AIDS. Collaborating with the FMCoC, the City uses data driven decisions and strategic partnerships to allocate these funds to the varying populations intended. The City of Fresno also receives HUD entitlement funds for HOME Tenant Based Rental Assistance, which has been used to obtain permanent housing for 98 households to date.

- **Fresno Housing Authority Housing Choice Voucher—Limited Preference**—Fresno Housing has committed to using 200 of its Housing Choice Vouchers in a Limited Preference as a safety net for Fresno Madera Continuum of Care permanent housing programs. These vouchers are utilized for those individuals who have either timed out or graduated from permanent housing programs, and while they no longer need intensive case management, they do need continued rental subsidy. These vouchers have also been used to assist FMCoC member agencies in reallocating transitional housing funding to permanent housing funding; providing a housing solution for the affected clients thus making beds available for chronically homeless individuals.

- **Fresno First Steps Home (FFSH)**—Launched in 2009 by Mayor Swearengin, Fresno First Steps Home has raised money from private donations to fund community partners to provide outreach, engagement, housing and supportive services to community organizations. FFSH has raised nearly \$1 million from private corporations and individual donors including St. Agnes Medical Center, Kaiser Permanente, Community Regional Medical Center, PG&E, Walmart, and hundreds of small-dollar donors. Since its inception, FFSH has funded efforts that have resulted in 108 households obtaining permanent housing—80% of those are still housed. In addition, FFSH has provided matching funding for the Coordinated Entry System described below.

County of Fresno Board of Supervisors Agenda Item June 4, 2019
Homelessness Priorities 2019



Board Agenda Item 8

DATE: June 4, 2019
TO: Board of Supervisors
SUBMITTED BY: Jean M. Rousseau, County Administrative Officer
SUBJECT: Homelessness Priorities 2019

RECOMMENDED ACTION(S):

Adopt Resolution establishing the Homelessness Priorities for Calendar Year 2019, which will serve as the basis to address homelessness countywide.

Approval of the recommended action will adopt priorities to reduce homelessness in the County. This item is countywide.

ALTERNATIVE ACTION(S):

Your Board may amend the list; however, the 15 incorporated cities and the Directors of the Departments of Behavioral Health, Public Health, and Social Services compiled the priorities.

FISCAL IMPACT:

There is no Net County Cost associated with the recommended action. County services are provided to homeless individuals through various resources. Since FY 2016-17, the Board has allocated \$100,000 annually to offset the costs associated with homeless cleanup activities.

DISCUSSION:

On November 6, 2018, the Board received a presentation from the Fresno Housing Authority regarding a report entitled *A Framework for Action* authored by Barbara Poppe and Associates, which provided strategic recommendations to end homelessness in Fresno County; however, the report lacked input from the County's rural communities. The Board also directed the County Administrative Officer and designated Supervisor Nathan Magsig to participate as members of the Street2Home (S2H) Fresno County Planning Committee toward the development of a comprehensive plan to address homelessness, with input from the Directors of the Departments of Behavioral Health, Public Health, and Social Services.

On December 4, 2018, the Board adopted Resolution No. 18-0421 declaring a shelter crisis pursuant to Senate Bill 850 (Chapter 48, Statutes of 2018) and Government Code, section 8698.2 as required by the California Homeless Coordinating and Financing Council for the Homeless Emergency Aid Program grant funding distributed to the Fresno Madera Continuum of Care. The related agreements are pending Department of Social Services review, as the Administrative Entity, and are expected to be brought before the Board in June 2019. The shelter crisis resolution noted that the County had taken multiple efforts at the local level to combat homelessness and was developing a homeless plan.

As the S2H Fresno County Planning Committee works toward the establishment of the S2H Board, the

County has met with cities and used the input provided by city representatives and the County's Departments, to create a list of priorities to strategically address homelessness countywide.

Approval of the recommended action will adopt the County's Homelessness Priorities for Calendar Year 2019, which address jurisdictional boundaries, transportation, outreach, housing, data, direct services, and the preservation of public health and public safety. The recommended priorities, as outlined below, are intended to be a comprehensive list (County and 15 incorporated cities), which is a living document, updated as necessary based on data-driven outcomes or at least once a calendar year. The 15 cities are Clovis, Coalinga, Firebaugh, Fowler, Fresno, Huron, Kerman, Kingsburg, Mendota, Orange Cove, Parlier, Reedley, San Joaquin, Sanger, and Selma.

1. Address jurisdictional overlaps (local, State, Federal, and private) collaboratively.
2. Increase transportation to outpatient programs and regular prenatal/medical care for pregnant and parenting women and children who are homeless.
3. Roving formalized coordinated community outreach and in conjunction with law enforcement, through Fresno Madera Continuum of Care or otherwise, to ensure that efforts are aligned and data is tracked.
4. Assistance to build housing stock, increasing safe overnight housing (24-48 hours), and a centralized approach to single room occupancy units.
5. Priority access to emergency housing for pregnant and parenting women and their children also families with children with significant medical issues as it is difficult to manage the continuum of care when the family is homeless.
6. Real time accurate number of shelter beds available and increase the number of non-faith based shelters.
7. Additional "wet" shelters that do not require the person to participate in a program, person can be high or drunk to use the facility and not be turned away.
8. Education regarding available services and shareable system to track linkages
9. Improved data on the homeless such as length of homelessness (acute vs chronic), cause of the homelessness, is it a family, individual, minor without family support.
10. A formalized assessment of housing and shelter needs in rural communities.
11. Strong centralized structure for homeless funding and service decisions and expanded distribution of funding opportunities.
12. Comprehensive case management for homeless clients and improved access to primary healthcare and medication for chronic diseases; perhaps partnering with Federally Qualified Health Clinic or UC San Francisco.
13. Increased substance use disorder services and mental health services throughout county.
14. Enforce ordinances that address hazardous or unsanitary conditions, which constitute fire, health, and/or safety risks.

OTHER REVIEWING AGENCIES:

The priorities were shared and reviewed by representatives of the 15 incorporated cities; it is anticipated the cities will adopt the priorities through city council action.

REFERENCE MATERIAL:

BAI #8, December 4, 2018

BAI #5, November 6, 2018

ATTACHMENTS INCLUDED AND/OR ON FILE:

Resolution

CAO ANALYST:

Sonia M. De La Rosa

***Solving Homelessness
Challenges Threatened
By Too Many 'Helping Hands'***



January 4, 2021

The Honorable Arlan L. Harrell, Presiding Judge
Fresno County Superior Court
1100 Van Ness Avenue
Fresno, CA 93724-0002

RE: Response to Fresno County Grand Jury Report No. 4: Solving Homelessness Challenges Threatened By Too Many "Helping Hands"

Dear Judge Harrell:

The Grand Jury's report reflects findings and recommendations regarding Homelessness and the Challenge of coordinating services across jurisdictions. The Fresno County Department of Social Services (DSS) thanks the Grand Jury for its investment in this issue. Below are the responses to the findings and recommendations:

FINDINGS:

The Department agrees with Finding #4.

Finding #1: There is a lack of robust central coordination in providing homeless services in Fresno County.

Response #1: The Department disagrees with Finding 2. There is no overarching legislative mandate which supports central coordination of homeless services. There are a variety of sources that fund homeless services with each having their own requirements. The Department follows all guidelines and requirements mandated by the funding source.

RECOMMENDATIONS:

Recommendation #5: The City of Fresno and the County of Fresno should perform and publish quarterly audits of all homeless grants to ensure that funds are being spent appropriately, services are being provided, and goals are being met. This should be ongoing beginning with Fiscal Year 2020-21 and findings should be posted on their website as well as the CoC website.

Office Location: 205 West Pontiac Way, Clovis, California 93612

Phone: (559) 600-2300 ≈ FAX: (559) 600-2310

Mailing Address: P.O. Box 1912, Fresno, California 93718-1912

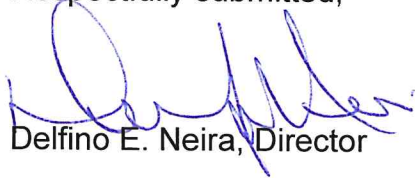
www.co.fresno.ca.us

The County of Fresno is an Equal Employment Opportunity Employer

Response 5: The recommendation has not yet been implemented but will be partially implemented by July 1, 2021. The Department audits monthly invoices and activity reports including outcomes. A more complete audit and site visit are completed annually, and those annual reports will be published.

This concludes the Fresno County Department of Social Services comments on the findings and recommendations of the Fresno Grand Jury Report No. 4, October 2020.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read "Delfino E. Neira". The signature is fluid and cursive, with a large initial "D".

Delfino E. Neira, Director

C: Elizabeth Vecchio, County Administrative Office



FRESNO MADERA CONTINUUM OF CARE

February 12, 2021

The Honorable Arlan L. Harrell, Presiding Judge
Fresno County Superior Court
1100 Van Ness Avenue
Fresno, CA 93724-0002

RE: Response to Fresno County Grand Jury Report No. 4: Solving Homelessness Challenges Threatened By Too Many “Helping Hands”

Dear Judge Harrell:

The Grand Jury’s report reflects findings and recommendations regarding homelessness and the challenge of coordinating services across jurisdictions. The Fresno Madera Continuum of Care (FMCoC) thanks the Grand Jury for its investment in this issue. Below are the responses to the findings and recommendations:

FINDINGS:

Finding #1: There is a lack of robust central coordination in providing homeless services in Fresno County.

Response #1: The FMCoC disagrees with Finding 1. There is no overarching legislative mandate which supports central coordination of homeless services. There are a variety of sources that fund homeless services with each having their own requirements. The FMCoC follows all guidelines and requirements mandated by the funding source.

The FMCoC agrees with Finding #3.

The FMCoC agrees with Finding #4.

RECOMMENDATIONS:

Recommendation #4: The Fresno Madera Continuum of Care should update its website with current member information; meeting agendas and minutes; and current funding opportunities and awards no later than March 31, 2021.

Response 4: The recommendation has been implemented. The FMCoC website is functional and contains the above-mentioned information.

Recommendation #6: The Fresno Madera Continuum of Care ought to consider complying with the Brown Act guidelines for posting meeting notices, and also inform the members and the public about the application and ranking process for organizations that apply for HUD awards. This should be ongoing and begin no later than 90 days after the publication of this report.

Response 6: The recommendation has not yet been implemented but will be partially implemented by July 1, 2021. The FMCoC will consider complying with the Brown Act guidelines. Additionally, the FMCoC will post the application and ranking process for the HUD awards on its website during the next cycle of funding.

This concludes the Fresno Madera Continuum of Care comments on the findings and recommendations of the Fresno Grand Jury Report No. 4, October 2020.

Respectfully submitted,



Laura Moreno, Chair

C: Elizabeth Vecchio, County Administrative



THOMAS ESQUEDA
CITY MANAGER

July 30, 2021

The Honorable Arian L. Harrell, Presiding Judge
Fresno County Superior Court
1100 Van Ness Avenue
Fresno, CA 93724-0002

RE: Response to Fresno County Grand Jury Report No. 4: Solving Homelessness Challenges Threatened By Too Many "Helping Hands," October 2020

Dear Judge Harrell:

The City of Fresno thanks the Grand Jury for its investigation related to the critical issue of homelessness in our community. The Grand Jury's report reflects findings and recommendations regarding the challenge of coordinating services addressing homelessness across jurisdictions.

My apologies for not forwarding to you the City's response to the Grand Jury's request sooner. Our delay is due primarily to the joint challenges associated with preventing the spread of COVID 19 among our homeless population during the pandemic and the turnover in Mayoral administrations here at the City of Fresno at the end of 2020. Nevertheless, we are grateful for the Grand Jury's attention to this most critical issue.

The Fresno Grand Jury requested responses to the following findings and recommendations: F1, F2, F4; R1, R2, R3, R7, R8. The following are responses to those items:

FINDINGS

F1. There is a lack of robust central coordination in providing homeless services in Fresno County.

The City of Fresno agrees in part with this assessment.

First, there is no overarching legislative mandate which supports central coordination of homeless services. In fact, recent legislative acts at both the State and Federal levels continue to support cities, counties and continuums of care in their separate but coordinated efforts to address

July 30, 2021
Page 2 of 4

homelessness in municipalities across the country, including here in Fresno.

There are a variety of sources that fund homeless services with each having their own requirements. The City follows all guidelines and requirements mandated by the funding source, including the requirement for coordination with other institutions and agencies making up our communitywide homeless service delivery system.

Secondly, we appreciate the historic coordinating role that the Fresno-Madera Continuum of Care has played in our community. The City has a seat on its Executive Committee. More recently, we also appreciate the "robust central coordination" involved in planning and deploying services addressing homelessness during the pandemic led by Dawan Utecht, Director of Fresno County Behavioral Health, and Sonia De La Rosa, Principal Analyst with the County of Fresno, which was nothing short of spectacular.

Thirdly, there is still a need for an ongoing, "robust central coordination" described in the Street2Home Fresno County: A Framework for Action (www.street2homefresno.org). For more details, please see our response to Recommendations 1-3 below.

F2. Although funding is available, the three positions recommended in the Street2Home report for the "backbone organization" remain unfilled.

The City of Fresno agrees in part with this assessment.

Although the three positions recommended in the Street2Home report remain unfilled, there was a conscious commitment of significant staff time to fill that gap temporarily from both the Mayor's Office in the City of Fresno and the County Administrator's Office at the County of Fresno amounting to a substantial investment in staffing the collective impact activities outlined in Street2Home.

That being said, we believe now that the crisis of the pandemic is subsiding, it is imperative for us to establish a backbone organization as outlined in the Street2Home Report in order to advance communitywide efforts to address homelessness.

July 30, 2021
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Please see our response to Recommendations R1-R3 below.

F4. There is a lack of communication with the public at-large regarding services provided for the homeless and the success of efforts to reduce the homeless population.

Please see our response to Recommendations R1-R3 below.

RECOMMENDATIONS

R1. The Street2Home organization should fill all board vacancies by December 31, 2020. (F1)

Please see joint response to R1, R2 and R3 below.

R2. The Street2Home organization should operate openly and transparently with community involvement by inviting the public to participate in widely noticed meetings and by allowing time for public comment during board meetings. (F1)

Please see joint response to R1, R2 and R3 below.

R3. The Street2Home organization positions of executive director, facilitator, and data manager should be filled by no later than March 31, 2021. (F2)

The following is our joint response to Recommendations 1-3 (R1, R2, and R3):

In the report which the City of Fresno co-commissioned in 2018, Street2 Home Fresno County, A Framework for Action (www.street2homefresno.org), it was recommended that the City of Fresno join with the County of Fresno to organize and convene a collective impact initiative of influential community leaders who can deploy human or financial resources and keep track of the big picture.

Prior to the COVID-19 crisis, an initial board of directors of a backbone organization was assembled and met, including multi-sector representatives as recommended in the report. With the COVID 19 emergency homeless response, this work was put on hiatus.

We anticipate that the board of the backbone organization will become fully operational in FY 21/22 and will develop a flexible and dynamic structure with clear delineation of

July 30, 2021

Page 4 of 4

leadership and decision-making roles, as well as opportunities for extensive community engagement and participation with the first task to implement a dynamic staffing structure to support the collective impact structure.

Though in favor of a functional collective impact structure with a board of directors, we are not in favor of calling this backbone organization "Street2Home," as there are some factors that have called this particular name into question.

R7. Street2Home should develop a plan for regular dialogue with the Fresno County community to educate and inform the public about what is being done to resolve homelessness in the community. (F4)

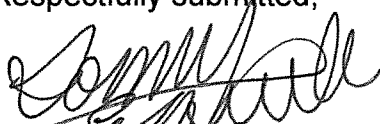
We anticipate that the collective impact structure's board and staff, once operational, will engage the entire community in solutions to addressing homelessness. Working with our robust network of agencies to address homelessness, the collective impact structure will be committed to full community engagement, with all partners, elected officials, and community leaders.

R8. Street2Home meetings should be held at easily accessible venues and at times that encourage public participation, beginning no later than March 31, 2021, or as allowed by restrictions imposed due to the COVID-19 pandemic. (F4)

The City of Fresno fully agrees with this recommendation.

This concludes the City of Fresno's comments on the findings and recommendations of the Fresno Grand Jury Report No. 4, October 2020. H. Spees will be glad to discuss these in depth with you should you have questions. He appreciated the opportunity to provide you with an update to the City of Fresno's homeless initiatives during the Grand Jury's recent meeting with him on Wednesday, July 21, 2021.

Respectfully submitted,



THOMAS C. ESQUEDA, City Manager



H. SPEES, Director
Housing and Homeless Initiatives



THE COUNTY
OF FRESNO

GRAND JURY
REPORT

2019-20

