

**STANISLAUS COUNTY**  
**2022-2023 CIVIL GRAND JURY**  
**FINAL REPORT**  
**JUNE 2023**







## Stanislaus County Civil Grand Jury

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Post Office Box 3387 • Modesto, California 95353 • (209) 525-4252 • Fax (209) 558-8170

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The Honorable Carrie M. Stephens  
Presiding Judge of the Superior Court of California  
800 11<sup>th</sup> Street  
Modesto, CA 95354

The Honorable Carrie M. Stephens,

In its role as the watch dog of local government the task before the 2022-2023 Stanislaus Civil Grand Jury requires honesty, integrity and commitment. This provides the citizens of Stanislaus County a transparent look at the departments and processes of the County as well as responding to citizen complaints about local government and special districts.

The 19-member Civil Grand Jury represents a wide variety of experience, education and expertise that ensures integrity to the taxpayers about the state of their government. The 12 month long process gives the Civil Grand Jury information to provide a year ending report.

The Civil Grand Jury found that many complaints were not in its jurisdiction or simply had no merit and were closed. The by-product of all this consideration and investigation can lead to an increased awareness of the Civil Grand Jury, and that an independent party is questioning processes.

This year's Civil Grand Jury investigated and conducted without prejudice, discretionary investigations and assessments of a citizen complaint about training of police officers at the Oakdale Police Department. Also, the Civil Grand Jury initiated an investigation of the Stanislaus Animal Services Agency. The Civil Grand Jury performed the required tours of the county jail and juvenile detention center. We observed the County election and ballot process. We provided detailed suggestions to improve access and information to the County Grand Jury page on the Stanislaus County website.

On behalf of the entire Civil Grand Jury panel I would like to thank you, the Court Executive Officer/Jury Commissioner, the Assistant Court Executive Officer, the Superior Court Research Attorney, Stanislaus County Council, and the Civil Grand Jury Administrative Assistant for their advice and guidance and support during this panels term.

Sincerely

Jarrold Fouts  
Foreperson  
2022-23 Civil Grand Jury

## GRAND JURY PANEL

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Richard Cato	Modesto	Tim Moran	Modesto
Jerry Fouts	Oakdale	Andrew Ogilvie	Modesto
Rochelle Gaines	Turlock	Jeffrey Olson	Riverbank
Mickey Johnson	Modesto	Daa-iyah Salahuddin	Ceres
Lynne Kellner	Modesto	Larry Sanders	Turlock
Calvin Kindred	Turlock	Leslie Shaw-Klinger	Modesto
Marlinda Martins	Turlock	Lee Shockey	Turlock

**Foreperson**.....Jerry Fouts

**Foreperson Pro Tem**.....Larry Sanders

**Recording Secretary**.....Marlinda Martins

**Sergeant-at-Arms**.....Leslie Shaw-Klinger



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**CITY OF OAKDALE POLICE DEPARTMENT  
PATROL OFFICERS OUT OF COMPLIANCE WITH  
MANDATED TRAINING**





# City of Oakdale Police Department Patrol Officers Out of Compliance with Mandated Training

2022-2023 Stanislaus County Civil Grand Jury

Case # 23-10C

## SUMMARY

The Stanislaus County Civil Grand Jury's (SCCGJ) decision to investigate the training of Oakdale Police Department (OPD) peace officers was prompted by a complaint submitted to SCCGJ by an Oakdale resident.

SCCGJ decided to also look at the training records of a few other Stanislaus County law enforcement agencies, to help determine if lack of training was systemic and possibly due in part to the many challenges facing these agencies during the state's Covid-19 lockdown and other restrictions.

SCCGJ put to rest a concern that the Covid-19 restrictions may have impacted our local law enforcement agencies' ability to remain compliant with mandated training. It was determined ample training was available at the Stanislaus County Sheriff's Regional Training Division (Training Center), even during 2020 when most of the Covid-19 restrictions were in place. OPD simply failed to schedule its peace officers for training at the Training Center, not for lack of staffing or budget.

SCCGJ recommends OPD forthwith schedule the training of its peace officers who are behind in their training. It is also recommended OPD update its Training Policy and Master Training Plan.

## GLOSSARY

<b>CCR:</b>	Refers to the specific section of Title 11, Division 2, of the California Code of Regulations, Commission on Peace Officer Standards and Training
<b>CPC:</b>	California Penal Code
<b>CPT:</b>	Continuing Professional Training (CCR §§ 1001(17) and 1005(d))
<b>DV:</b>	Domestic violence course of instruction as referenced in CPC § 13519(g)
<b>MPD:</b>	Modesto Police Department

<b>OPD:</b>	Oakdale Police Department
<b>Patrol Officer:</b>	Refers to OPD Field Services Police Officers
<b>Peace Officer:</b>	Refers to sworn law enforcement officers from the lowest level (i.e. below the rank of sergeant) to the highest level (i.e. the Chief of Police)
<b>POST:</b>	State of California Commission on Peace Officer Standards and Training
<b>PSP:</b>	Perishable Skills Program (CCR §§ 1001(50) and 1005(d)(4))
<b>SCCGJ:</b>	Stanislaus County Civil Grand Jury
<b>SO:</b>	Stanislaus County Sheriff's Department
<b>STOP:</b>	Sheriff's Tactical Operations Program
<b>Training Center:</b>	Stanislaus County Sheriff's Regional Training Division

## **BACKGROUND**

SCCGJ received a written complaint from an Oakdale resident (complainant) who claimed certain Oakdale patrol officers ineffectively handled a domestic violence call. Through public records requests, the resident subsequently learned that some of OPD's patrol officers had not taken a course on domestic violence training as required by law.

SCCGJ decided to investigate mandated training of OPD peace officers. In doing so, SCCGJ also wanted to compare OPD's record on training with Modesto Police Department (MPD) and the Stanislaus County Sheriff's Department (SO), keeping in mind that Covid restrictions may have impacted a law enforcement agency's ability to maintain compliance with mandated training.

During the investigation it was discovered many variations of mandatory training of peace officers exist depending on rank and assigned duties. With this in mind, the investigation was limited to the training of OPD patrol officers and similar officers from MPD and SO.



## **METHODOLOGY**

### **Documents**

SCCGJ reviewed over 3,000 documents produced via seventeen separate requests from the following sources.

#### **OPD:**

- *OPD Policy Manual, Domestic Violence Policy 310*
- *OPD Policy Manual, Training Policy 203*
- *OPD Master Training Plan*
- Various OPD job descriptions
- *OPD Confidential Profile Reports*
- List of OPD peace officers from 2019 to the present

#### **SO:**

- *SO Policy Manual, Domestic Violence Policy 320*
- Training Center records of peace officer attendance
- Training Center schedule of STOP course from 2016 to the present
- Training Center fliers sent to agencies from 2019 to the present
- Training Center Course Registration Forms
- OPD correspondence with the Training Center
- List of SO deputies from 2019 to the present

#### **MPD:**

- *MPD Policy Manual, Domestic Violence Policy 320*
- List of MPD peace officers completing mandated training from 2019 to 2022
- Training records of MPD peace officers from 2019 to 2022
- List of MPD peace officers from 2019 to the present

#### **POST:**

- OPD, MPD and SO's *Confidential Compliance Analysis Reports*
- POST Compliance Inspection correspondence with OPD, MPD and SO
- POST Bulletins and Regulations
- POST Training Managers Course
- POST *Domestic Violence Guidelines*, published October 2022

## **Interviews**

SCCGJ conducted ten interviews during this investigation. Those interviewed included the complainant and personnel from the State of California Commission on Peace Officer Standards and Training (POST), SO, MPD and OPD.

## **DISCUSSION**

### **Importance of Domestic Violence Training**

In October 2022, POST published the latest version of its domestic violence guidelines.<sup>1</sup> POST produced the first publication on this topic in 1988. Below is a summary of important points made in this latest publication.

More than one in three women and one in four men in the United States have experienced rape, physical violence, or stalking by an intimate partner in their lifetime. Children have historically been the invisible victims of domestic violence. They are frequently injured or emotionally scarred by living with and witnessing domestic violence.

Better education and resources can help prevent domestic violence from occurring. Victims may not report a crime for a variety of reasons, including their age at the time of abuse, ongoing trauma, threats from the perpetrator, or lack of evidence.

Domestic calls are potentially the most dangerous calls law enforcement handles. Peace officers must be prepared to manage these calls to ensure everyone's safety. Knowing more about domestic violence dynamics and effective strategies can provide for the best possible outcome for everyone involved.

For the calendar year 2022, OPD responded to 116 domestic calls. Patrol officers should be given every opportunity to enhance their training so they are prepared to handle these calls safely and effectively.

### **State Mandated Domestic Violence Training**

Since the 1990s peace officers in California assigned to patrol duties who would normally respond to domestic violence calls or incidents of domestic violence are required to complete an updated course of instruction on domestic violence (DV) every two years.<sup>2</sup>

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<sup>1</sup> [https://post.ca.gov/Portals/0/post\\_docs/publications/Domestic\\_Violence.pdf](https://post.ca.gov/Portals/0/post_docs/publications/Domestic_Violence.pdf)

<sup>2</sup> CPC § 13519(g)

Although POST was tasked by the legislature to develop a course of instruction on domestic violence, there is no requirement that POST monitor compliance of DV training.<sup>3</sup> It is left up to law enforcement agencies to monitor such compliance.

The two-hour course includes updates on changes in the law related to domestic violence and changes to POST guidelines for law enforcement response to domestic violence.<sup>4</sup>

### **Other State Mandated Training**

OPD, MPD and SO became voluntary members of POST in 1960. As participating law enforcement agencies, they agree to comply with and continue to adhere to minimum training standards and all POST regulations. POST monitors a participating agency's Continuing Professional Training (CPT) and Perishable Skills Program (PSP) training requirements.

Peace officers below the rank of supervisor are required to complete twenty-four hours of CPT training every two years. As part of those twenty-four hours, eighteen hours are dedicated to PSP training. The perishable skills content, testing and instructional methodology required are as follows:

- tactical firearms
- driver training/awareness
- arrest and control
- strategic communications
- use of force

The law requires this training be completed during specific two-year cycles. These cycles apply to each peace officer who is required to complete CPT and PSP training. The latest completed cycle began on January 1, 2021 and ended on December 31, 2022 (2021-2022 cycle).<sup>5</sup>

### **Consequences of Being Out of Compliance with State Mandated Training**

POST is not required to monitor DV mandated training. It is left to law enforcement agencies to monitor and comply with the law. POST is required to monitor CPT and PSP mandated training. POST maintains Compliance Analysis Reports on each law enforcement agency that is a member of POST. These reports track the two-year cycles of required training. Each report will list the names of peace officers who have not yet completed CPT/PSP training and specify the missed training. For example, a report generated on December 31, 2022, for the 2021-2022 cycle, would list the names of the officers who have not yet completed some or all of their CPT/PSP training during that cycle. On January 1, 2023 those officers would be out of compliance based on their missed training.

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<sup>3</sup> CPC § 13519

<sup>4</sup> CCR 1081

<sup>5</sup> CCR 1005, 1010

If POST determines that an agency has failed to adhere to POST regulations, POST shall notify the agency of its concern and of the agency's possible removal from POST programs.<sup>6</sup> POST does not become concerned regarding lack of training unless the same officers appear on multiple continuous cycles. POST has no record of a letter of concern sent to OPD.

California Senate Bill 2 (Bradford. Peace officers: certification: civil rights) became effective January 1, 2023. Prior to Senate Bill 2, POST was only authorized to cancel a POST certificate if awarded in error or obtained through misrepresentation or fraud. A POST certificate<sup>7</sup> is required in order to possess police powers.<sup>8</sup>

Senate Bill 2 declares POST certificates to be the property of POST and authorizes POST to suspend or revoke a certificate on specific grounds, including the use of excessive force, sexual assault, making a false arrest, or participating in a law enforcement gang.<sup>9</sup> Yet Senate Bill 2 does not give POST authority to suspend or revoke a certificate due to lack of mandated training.

There could be other possible consequences. For example, if an officer is out of compliance with training and the officer and the agency are sued, that lack of training could be introduced as evidence against the officer and the agency in the suit. Another consequence could be disciplinary proceedings against the officer by their employer if the officer refuses to complete mandated training.

Local law enforcement agencies are the primary gatekeeper of compliance with mandated training, with few consequences built into the law. Peace officers have little incentive to remain compliant when their employer fails to require such training, because an officer's POST certificate cannot be suspended or revoked for lack of training.

### **Training Available to OPD**

The Training Center, principally housed on Cornucopia Way in Modesto, offers basic and updated training to all interested city law enforcement agencies in Stanislaus County and beyond. Many other training providers throughout California offer a variety of training to peace officers as well.

The Training Center offers a Sheriff's Tactical Operations Program (STOP) course to its own deputies and other law enforcement agencies, including OPD. STOP is offered ten to eleven times each year, making it available nearly every month of the year. It is a four-day, forty-hour course. The course satisfies all of the required CPT and PSP training, as well as DV training.

Once an agency has contacted the Training Center to schedule training, the Training Center will add that agency to its list of interested agencies. Once on the list, those agencies will receive

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<sup>6</sup> CCR 1010(a)(9)

<sup>7</sup> or a Proof of Eligibility, serving in a probationary status while seeking eligibility for a Basic POST Certificate (CCR 1012)

<sup>8</sup> CCR 1012

<sup>9</sup> Govt. Code § 1029

fliers from the Training Center twice a year advertising the upcoming six months of available training.<sup>10</sup>

During the Covid-19 State of Emergency, law enforcement training was not curtailed. Although many providers throughout the State voluntarily shut down or curtailed their training, the Training Center only suspended training in April and May 2020. The April and May training dates were moved to available dates in October and December of 2020.<sup>11</sup> Training continued as usual in 2021 and 2022, with a STOP course available nearly every month of the year.

Each STOP course accommodates twenty participants. Ten are reserved for SO deputies. Of the ten remaining spots in any given STOP course, only a few spots are filled with any one agency's officers. If an agency has more than three or four officers it wants to schedule for the same course, the Training Center encourages the agency to spread those officers over a number of months. That way other agencies are given a better chance of filling spots in any given month.

If an agency contacts the Training Center toward the end of a two-year cycle seeking to enroll an officer on short notice so the officer will be compliant by the end of that cycle, the Training Center will make special accommodations if possible.

### **OPD'S Mandated Training Deficiencies Regarding DV Training**

So long as peace officers are assigned to patrol duties and respond to domestic violence calls, they must complete the two-hour course on domestic violence every two years. This two-year requirement does not have to follow the state-mandated CPT cycle.

Based on this premise, SCCGJ reviewed the training records of OPD's patrol officers. Training records are maintained in the POST Confidential Profile Reports for each officer. The profiles include all CPT, PSP and DV training. OPD currently has fourteen patrol officers. Of those fourteen as of December 31, 2022, two have not completed a DV course since 2019, and two others since 2018. One of these officers has since left OPD. The other three are scheduled to take the course at the Training Center in May or June 2023. Of concern is the fact that these three officers will have gone without any DV training for three to four years.

Another OPD patrol officer who completed a DV course in June 2022 had last completed such a course in 2014. That officer was out of compliance for more than seven years.

Of particular concern, seven OPD patrol officers were out of compliance with mandated DV training at the time of the domestic violence call which led to the SCCGJ complaint. At that time half of OPD's patrol officers lacked this mandated training.

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<sup>10</sup> See Appendix A – Training Services Flier for training January to May 2023

<sup>11</sup> See Appendix B – STOP courses offered in 2020

## **OPD'S Mandated Training Deficiencies Regarding CPT and PSP Training**

Three of OPD's patrol officers were lacking in mandated CPT and PSP training once the 2019-2020 cycle ended. One of the officers did not undergo any of this training during that cycle. Another missed eight of the twenty-four hours and the other sixteen of the twenty-four hours of required training.

Following the 2021-2022 cycle, five OPD patrol officers were listed as non-compliant on OPD's Compliance Analysis Report. All five officers failed to undergo any use of force training during this cycle. Four missed multiple segments of PSP training.

One officer was listed on both 2019-2020 and 2021-2022 Compliance Analysis Reports, which could be a matter of concern by POST.

## **OPD's Lack of Effort to Schedule Mandated Training and Maintain Records of Non-Compliance**

SCCGJ was told the reasons for OPD's patrol officers being out of compliance with mandated training over the last few years were primarily because of Covid-19, scheduling conflicts and class unavailability. Based upon facts gathered during SCCGJ's investigation, none of those reasons were found to have merit.

Little effort was made to schedule training over the past few years. The Training Center remained open before, during and beyond the Covid-19 lockdown. OPD was told just once by the Training Center that all spots were filled for the months requested. That request was made early in the year, yet there was no effort by OPD to try and schedule officers later that year.

When the Governor's Covid-19 State of Emergency Proclamation was signed in March 2020, POST issued official Bulletin No. 2020-14 directed to all POST members.<sup>12</sup> Post stated that it recognized the difficulties now facing law enforcement, primarily the unique challenges of balancing operational needs to support public safety and compliance with POST-mandated training. The bulletin stated,

“Therefore, should any agency find it is unable to comply with Post regulatory mandates due to COVID-19 concerns, it should maintain a detailed record of the reason(s) for non-compliance. Consistent with Regulation 1010 (8)(A), the agency should develop a plan to expeditiously return to compliance once the COVID-19 situation has subsided.”

OPD was unaware of this bulletin, did not keep a detailed record of its reasons for non-compliance, and did not expeditiously return to compliance once Covid-19 restrictions were eased.

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<sup>12</sup> [https://post.ca.gov/Portals/0/post\\_docs/bulletin/2020-14.pdf?ver=ELQbl5IE4Cvk5qTjW4q8lw==](https://post.ca.gov/Portals/0/post_docs/bulletin/2020-14.pdf?ver=ELQbl5IE4Cvk5qTjW4q8lw==)

OPD told SCCGJ that its patrol division is fully staffed and ample funds are available in OPD's training budget for all mandated training. This has been the case for the last few years.

### **Comparison Between OPD, MPD and the SO on Mandated Training**

Each of these agencies' compliance with mandated training in the categories of CPT, PSP and DV were examined for the last two cycles (2019-2020 and 2021-2022). If any patrol officer or deputy was out of compliance due to long-term medical leave or military leave, that was not counted.

As for MPD and SO, only one to three percent of the officers/deputies were out of compliance in any of these three categories following the end of either cycle on January 1<sup>st</sup>.<sup>13</sup> In most of the categories, the percentage was below one percent.

In contrast, OPD's percentages ranged from twenty-eight percent to thirty-six percent.

### **OPD's Training Policy and Master Training Plan**

OPD's current Training Policy No. 203 has been in effect since 2016.<sup>14</sup> As of March 2023, the policy was not scheduled for revision.

The policy states the OPD Training Manager establish a Training Committee that should convene on a regular basis. As of March 2023, the last meeting of the Training Committee occurred in May 2021 and was described as an informal introductory meeting.

The policy provides specific excused absences from scheduled training. OPD acknowledges that one such stated excuse, first choice vacation, should be removed from that list of excuses. OPD also acknowledges that two additional excuses should be added: (1) leave under the Family Medical Leave Act of 1993, and (2) military leave.

The policy also states that "it is the responsibility of the Training Manager to maintain, review, and update the training plan on an annual basis." The OPD Master Training Plan was last updated in 2019 and as of March 2023, the plan was not scheduled for review or revision.

OPD's Master Training Plan details various categories of training for each job classification. Some job classifications include a list of mandated training. Notably absent from the "Police Officer, Field Services" classification is DV training which has been required since the 1990s. OPD acknowledges that the DV training requirement should be included in that classification.

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<sup>13</sup> SCCGJ arrived at a percentage for each agency separately by placing the number of officers/deputies out of compliance in the numerator and the total number of officers/deputies required to undergo the training in the denominator.

<sup>14</sup> [https://www.oakdalegov.com/files/ugd/49e361\\_f5c0c510bfa041759e6eadb967c02781.pdf](https://www.oakdalegov.com/files/ugd/49e361_f5c0c510bfa041759e6eadb967c02781.pdf)

## **Training Available to OPD Personnel who Monitor Mandated Training**

POST offers a Training Managers Course and a more advanced Training Administrators Course to assist those responsible for coordinating and maintaining an agency's training.<sup>15</sup> POST also conducts a Training Managers Workshop held annually in most counties in the state. Such a workshop is expected to be held in Stanislaus County in 2023.

As of March 2023, OPD had no employees who completed any of this training. Both MPD and SO have Training Managers who have completed one or both of these courses within the past few years.

## **COMMENDATIONS**

OPD has invested in a web-based software program that is expected to go operational in March 2023 (LEFTA Systems, *Public Safety Software Applications*).<sup>16</sup> Unique to the program is the ability to interface with POST's electronic data interchange. The program will send email notifications and alerts to employees and managers as the deadline for mandated training approaches. Training plans can be created as well.

OPD has recently been in touch with an administrative assistant of the Training Center to address upcoming training needs. The Training Center has suggested that OPD schedule half of its officers for training in even years and the other half in odd years. That fits well in getting all mandated training completed in the two-year cycles. OPD is dedicated to one-hundred percent compliance with mandated training by the end of this current cycle (2023-2024).

## **FINDINGS**

- F1.** In the latter part of 2021, half of OPD patrol officers were out of compliance with mandated DV training pursuant to state law.<sup>17</sup>
- F2.** As of January 1, 2023, a minimum of four out of fourteen OPD patrol officers were out of compliance with mandated training (CPT, PSP, DV) pursuant to state law and POST regulations.<sup>18</sup>
- F3.** OPD did not maintain a detailed record of the reason(s) for non-compliance with POST regulatory mandates due to Covid-19 concerns, as recommended by POST Bulletin No. 2020-14.

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<sup>15</sup> <https://post.ca.gov/Training-Managers>

<sup>16</sup> <https://leftasystems.org/products/fto-software-lefta/>

<sup>17</sup> CPC § 13519(g), CCR 1081

<sup>18</sup> CPC § 13519, CCR 1005, CCR 1081



- F4.** OPD’s continued failure to require its patrol officers to complete continuing professional training courses (CPT, PSP), as mandated by state law and POST regulations, could jeopardize OPD’s good standing with POST.
- F5.** The failure to keep OPD patrol officers in compliance with training as mandated by state law and POST regulations makes it possible that the citizens of Oakdale may, on occasion, suffer from less effective policing.
- F6.** OPD lacks internal enforcement by management of its Training Policy No. 203.
- F7.** OPD does not follow its Training Policy No. 203, as its Training Committee does not meet on a regular basis.
- F8.** OPD’s Training Policy No. 203, which includes a list of excused absences from mandatory training, is missing Family Medical Leave Act of 1993 and military leave.
- F9.** OPD’s Master Training Plan does not include domestic violence mandated training in its “Police Officer, Field Services” classification.

## **RECOMMENDATIONS**

- R1.** OPD peace officers be fully compliant with mandated training by December 31, 2024.
- R2.** OPD peace officers attend the forty-hour STOP course.
- R3.** OPD should encourage a representative of OPD to attend a POST Training Managers Course by December 31, 2023.
- R4.** OPD should encourage a representative of OPD to attend POST Training Managers Workshops when available in Stanislaus County.
- R5.** OPD should review and revise its Training Policy No. 203 to be consistent with the department’s stated goals and mandates of section 203.9 no later than December 31, 2023.
- R6.** OPD should review and revise its Master Training Plan no later than December 31, 2023.
- R7.** OPD should revise its Master Training Plan to include domestic violence mandated training where appropriate by December 31, 2023.

## **REQUIRED RESPONSES**

The following response is required pursuant to CPC §§ 933 and 933.05. The SCCGJ requests a response from the following governing body within ninety days:

- City of Oakdale City Council: **F1, F2, F3, F4, F5, F6, F7, F8, F9, R1, R2, R3, R4, R5, R6, R7**

## **INVITED RESPONSE**

SCCGJ invites the following individual to respond within sixty days:

- The City of Oakdale Chief of Police: **F1, F2, F3, F4, F5, F6, F7, F8, F9, R1, R2, R3, R4, R5, R6, R7**

Responses are to be submitted to:

Honorable Carrie M. Stephens

Presiding Judge, Superior Court of California, County of Stanislaus

P.O. Box 3488

Modesto, CA 95353

# Appendix A – Training Services Flier for training January to May 2023



## Sheriff's Regional Training Division Expands Training Services

Total tuition **\$ 846.00** for the whole week,

**S.T.O.P.** (Sheriff's Tactical Operations Program) is designed to be completed over a 4/10 (40 hour) training week and specifically geared toward completing ALL mandated POST Perishable Skills, Continued Professional Training, and State Mandated training.  
The course schedule is as follows: **Hourly schedule attached**

<p><b>Hazardous Material</b></p> <p>POST Plan: IV</p> <p>Tuition: \$50.00</p> <p><b>4hrs</b></p>	<p><b>First Aid /AED/CPR</b></p> <p>POST Plan: IV</p> <p>Tuition: \$55.00</p> <p><b>6hrs</b></p>
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**Major Incident Response:** Students will be involved in an active scenario involving ERG w/combat care techniques.

<p><b>PIT Update or STOP Sticks</b></p> <p>POST Plan: N/A</p> <p>Tuition: \$70.00</p> <p><b>2hrs</b></p>	<p><b>EVOC Update</b></p> <p>POST Plan: IV</p> <p>Tuition: \$230.00</p> <p><b>8hrs</b></p>
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Students discuss controversial pursuits and agency policy. Student will participate in five successful EVOC maneuvers along with two behind the wheel PIT maneuvers.

<p><b>Range</b></p> <p>POST Plan: IV</p> <p>Tuition: \$147.00</p> <p><b>We provide Ammo</b></p> <p><b>4hrs</b></p>	<p><b>Racial Profiling</b></p> <p>POST Plan: IV</p> <p>Tuition: \$25.00</p> <p><b>2hrs</b></p>	<p><b>Defensive Tactics</b></p> <p>POST Plan: IV</p> <p>Tuition: \$66.00</p> <p><b>4hrs</b></p>
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Students will be actively involved utilizing a broad base of instruction from instructors from throughout the region.

<p><b>Domestic Violence</b></p> <p>POST Plan: IV</p> <p>Tuition: \$20.00</p> <p><b>2hrs</b></p>	<p><b>Strategic Communications</b></p> <p>POST Plan: IV</p> <p>Tuition: \$20.00</p> <p><b>2hrs</b></p>	<p><b>Use of Force Update (Cost lowered)</b></p> <p>POST Plan: IV</p> <p>Tuition: \$143.00</p> <p><b>6hrs</b></p>
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Students will participate in live scenarios to sharpen their building entry skills, high risk traffic stop, quick response use of force, FOS, officer rescue, etc.

**\*\*County Charge of \$20.00 per person attending training\*\***

### 2023 AVAILABLE DATES:

January 10-13 / February 14-17 / March 13-16  
April 24-27 / May 8-11

**We will provide 9mm, 40 and 45 caliber ammunition with training**

**PIT UPDATE:** Officers are updated on implementing PIT maneuvers on duty with authorization of the Officers Department Policy.

\*\*\*OR\*\*\*

**STOP STICKS TRAINING:** Officers are trained on STOP STICKS deployment. This option is for officers that do not have the initial PIT Course and/or Department has not approved PIT maneuvers.



**Total tuition for the program is set at \$ 846.00.**

**STOP Schedule of Events**

**Day schedule may change. Please bring all your equipment for Range & Scenarios each day**

0800 Hours @ Academy/3805 Cornucopia Way, Modesto, Ca. 95358

**\*\*Firearms** 0800 Hours @ Range/Modesto Police Dept. (NEED Ballistic Vest)  
3000 West Main St. Crowslanding, Ca

**Scenario & Arrest and Control** (Duty Belts/Vest with NO functional weapons)

**Jan. 10-13, 2023, Tues-Fri**

- T.10 - First Aid / Hazmat /Scenario/Combat care
- W.11 - Arrest / Use of Force
- Th.12 - Firearms / RP/ DV / Strategic Comm
- F. 13- EVOG & PIT /Stop Stick Update

**Feb. 14-17, 2023, Tues-Fri**

- T. 14- First Aid / Hazmat /Scenario/Combat care
- W. 15- Firearms / RP/ DV / Strategic Comm
- Th. 16- Arrest / Use of Force
- F. 17- EVOG & PIT /Stop Stick Update

**March 13-16, 2023, Mon-Thurs**

- M.13 - First Aid / Hazmat/Scenario/Combat care
- T.14 - Firearms / RP/ DV / Strategic Comm
- W.15 - Use of Force / Arrest
- Th.16 - EVOG & PIT /Stop Stick Update

**April 24-27, 2023, Mon -Thurs**

- M.24 - First Aid / Hazmat/Scenario/Combat care
- T.25 - Firearms / RP/ DV / Strategic Comm
- W.26 - Use of Force / Arrest
- Th.27 - EVOG & PIT /Stop Stick Update

**May 8-11, 2023, Mon -Thurs**

- M. 8- First Aid / Hazmat/Scenario/Combat care
- T. 9- Firearms /RP/ DV / Strategic Comm
- W. 10- Arrest / Use of Force
- Th. 11- EVOG & PIT /Stop Stick Update

**Attire:** Suitable for Defensive Tactics, Range Activity and Officer Safety Scenarios. Mat shoes or tennis shoes for the Arrest (DeTac) portion.

**Equipment:** Duty Belt, Ballistic Vest, we provide 9mm, 40 and 45 cal ammunition. If you use any other caliber, you will need to bring 200 round of pistol ammunition)

**Registration contact:** Training Coordinator Joellene Schwandt at [jschwandt@stansheriff.com](mailto:jschwandt@stansheriff.com)  
CSO Training Coordinator Kayla Cahilig at [kcahiliq@stansheriff.com](mailto:kcahiliq@stansheriff.com)

**Course information contact:** Training Coordinator Dep David Lewellen at [dlewellen@stansheriff.com](mailto:dlewellen@stansheriff.com)



## STOP Course Registration Form

Course Dates: \_\_\_\_\_

Requesting Agency: \_\_\_\_\_ Date: \_\_\_\_\_

Training Coordinator  
Or Contact Person: \_\_\_\_\_ Phone: \_\_\_\_\_

Email: \_\_\_\_\_ Fax: \_\_\_\_\_

Student Names:    1. \_\_\_\_\_ 2. \_\_\_\_\_  
                           3. \_\_\_\_\_ 4. \_\_\_\_\_  
                           5. \_\_\_\_\_ 6. \_\_\_\_\_

\*\* PAYMENT MUST BE RECEIVED WITH REGISTRATION FORM \*\*

Payment Method:

Check     Visa     Mastercard     Invoice    Payment Amount: \$ 846.00/ea \_\_\_\_\_

Name of Card Holder or Agency Name: \_\_\_\_\_

Cardholder Address: \_\_\_\_\_

City: \_\_\_\_\_ Zip: \_\_\_\_\_

Card Number: \_\_\_\_\_ CVC Code: \_\_\_\_\_ Exp Date: \_\_\_\_\_

Agency Representative or Card Holder Signature: \_\_\_\_\_

\*\*\*PAYMENT AND CANCELLATION POLICY\*\*\*

Fees are subject to change with notification.  
 Please make checks payable to Stanislaus County Sheriff's Department.  
 No-Shows and those not canceling 14 days prior to first date of class will be charged full tuition fee.  
 Cancellations must be submitted in writing.  
 NOTE: Classes may be cancelled at any time if the minimum enrollment is not attained. You will be notified of any change. A full refund will be given if class is cancelled.

Registration: Please complete above form, save 3rd page and email to [jschwandt@stansheriff.com](mailto:jschwandt@stansheriff.com) or [kcahilig@stansheriff.com](mailto:kcahilig@stansheriff.com)

3805 Cornucopia Way Modesto, Ca. 95358 Office 209-567-4408

## Appendix B – 2020 STOP courses offered by the Training Center

**NOTE:** The training courses highlighted below in gray (April and May) were canceled following the March 2020 Covid-19 shutdown. However, those two training courses were rescheduled for October 12-15 and December 15-18, as indicated below.

### Jan. 28-31, 2020 Tues-Fri

Tues. 28 - DV / Hazmat / First Aid  
Wed. 29- Firearms / RP/ Arrest  
Thurs. 30- EVOC  
Fri. 31- Taccom / Off. Safety

### Feb. 11-14, 2020 Tues-Fri

Tues. 11- DV / Hazmat / First Aid  
Wed. 12 - EVOC  
Thurs. 13- Taccom / Off. Safety  
Fri. 14- Firearms / RP/ Arrest

### March 16-19, 2020 Mon-Thurs

Mon.16 - DV / Hazmat / First Aid  
Tues. 17- EVOC  
Wed. 18- Firearms / RP/ Arrest  
Thurs. 19- Taccom / Off. Safety

### April 13-16, 2020 Mon -Thurs

Mon. 13- DV / Hazmat / First Aid  
Tues. 14- Firearms / RP/ Arrest  
Wed. 15- Taccom / Off. Safety  
Thurs. 16- EVOC

### May 19-22, 2020 Tues-Fri

Tues. 19- DV / Hazmat / First Aid  
Wed. 20- Firearms / RP/ Arrest  
Thurs. 21- EVOC  
Fri. 22- Taccom / Off. Safety

### June 8-11, 2020 Mon -Thurs

Mon. 8- DV / Hazmat / First Aid  
Tues. 9- Firearms / RP/ Arrest  
Wed. 10- EVOC  
Thurs. 11- Taccom / Off. Safety

### Aug. 17-20, 2020 Mon -Thurs

Mon. 17- DV / Hazmat / First Aid  
Tues. 18- EVOC  
Wed. 19- Firearms / RP/ Arrest  
Thurs. 20- Taccom / Off. Safety

### Sept. 14-17, 2020 Mon - Thurs

Mon. 14 - DV / Hazmat / First Aid  
Tues. 15 - Firearms / RP/ Arrest  
Wed. 16 - Taccom / Off. Safety  
Thurs. 17- EVOC

### **MOVED MAY STUDENT TO:**

### Oct. 12-15, 2020 Mon -Thurs

Mon. 12- DV / Hazmat / First Aid  
Tues. 13- EVOC  
Wed. 14- Firearms / RP/ Arrest  
Thurs. 15- Taccom / Off. Safety

### Oct. 26-29, 2020 Mon -Thurs

Mon. 26- DV / Hazmat / First Aid  
Tues. 27- Firearms / RP/ Arrest  
Wed. 28 - EVOC  
Thurs. 29- Taccom / Off. Safety

### Dec. 7-10, 2020 Mon -Thurs

Mon. 7 - DV / Hazmat / First Aid  
Tues. 8- Firearms / RP/ Arrest  
Wed. 9-EVOC  
Thurs. 10- Taccom / Off. Safety

### **MOVED APRIL STUDENT TO:**

### Dec. 15-18, 2020 Tues -Fri

Tues. 15- DV / Hazmat / First Aid  
Wed. 16- Firearms / RP/ Arrest  
Thurs. 17- EVOC  
Fri. 18- Taccom / Off. Safety

## **Improving the Lives of Animals in Stanislaus County**







# **Improving the Lives of Animals in Stanislaus County**

## **2022-2023 Stanislaus County Civil Grand Jury**

### **Case #23-14GJ**

#### **SUMMARY**

California’s state budgets for 2020-2021 and 2021-2022 included a total of \$50 million as an investment for a statewide Animal Shelter Assistance Program. According to the government’s budget summary, one goal is to help local communities achieve “no kill shelter” status. This does not apply to animals that are dangerous or suffering with an untreatable illness or injury.

Stanislaus County Animal Shelter (SCAS) website shows a high of 4,123 animals were euthanized at the shelter in FY2017-2018 (See Appendix A). Stanislaus County Civil Grand Jury (SCCGJ) notes a drop in the number of animals euthanized at SCAS to a low of 592 in FY2021-2022 (See Appendix B).

SCAS operates from a budget approved by Stanislaus Animal Shelter Agency (SASA) through a Joint Powers Agreement (JPA). SCCGJ’s review of the SCAS operating budget found several areas where restricted funds identified by SASA were not spent but were returned to its JPA members. While SCCGJ’s focus was on funding of SCAS, SCCGJ’s investigation also addressed other observations.

SCCGJ believes community awareness of animal issues is vital, as is an understanding of how the agency and the community can work together to create a more humane and efficient way for the agency to-achieve “no kill shelter” status.

#### **GLOSSARY**

<b>JPA</b>	Joint Powers Agreement
<b>SASA</b>	Stanislaus Animal Services Agency
<b>SCAS</b>	Stanislaus County Animal Shelter
<b>SCCGJ</b>	Stanislaus County Civil Grand Jury
<b>True-Up</b>	An adjustment made post-closing to reconcile a balanced budget
<b>Canvassing</b>	The process of making door-to-door contact to verify registration and vaccinations status of dogs

## **BACKGROUND**

In 1973, the original Stanislaus County “dog pound” was constructed on Finch Road near the Modesto Airport. It was used until 2011 when a new facility, the Thomas W. Mayfield Animal Shelter Facility, opened with the help of Stanislaus County and its five city members under a JPA.

A JPA created SASA on October 27, 2009. SASA is composed of the cities of Ceres, Hughson, Modesto, Patterson, Waterford, and the County of Stanislaus. The governing board is made up of the city manager of each member agency (or its designated representative) and the Chief Executive Officer of Stanislaus County. Each JPA member contributes a percentage of cost based on the operating budget of SCAS. The JPA operates independently from the county and city agencies.

According to the American Society for the Prevention of Cruelty to Animals (ASPCA) forty-four percent of households in the United States includes at least one dog while thirty-five percent include at least one cat. Recognizing that companion animals play a significant role in the lives of many in our community, it is not surprising that more is being expected of animal services in Stanislaus County.

## **METHODOLOGY**

During its investigation SCCGJ:

- Conducted interviews of staff at SCAS
- Conducted interview of SASA board member
- Reviewed other counties’ organizational charts for animal services
- Toured SCAS
- Attended SASA board meeting on March 16, 2023
- Reviewed SCAS agendas from 2011 to 2023
- Reviewed SCAS board minutes from 2011 to 2023
- Reviewed SCAS budgets from 2011 to 2023

## **DISCUSSION**

The 33,360 square foot building that houses SCAS accommodates a variety of individual rooms. Some rooms are used for intake of animals including checking for microchips and gauging the temperament of newly arrived animals. In other areas a variety of medical procedures are performed including vaccinations, microchipping, spaying /neutering of animals, as well as treatment of injuries or other maladies. A smaller, quieter room exists to perform humane euthanasia when necessary. Large separate areas for viewing cats, kittens, dogs, and puppies can also be found. These areas are filled with small and large kennels for the animals needing to be adopted. In hopes of fostering animal adoptions, “get acquainted rooms” can also be found which allow individuals to bond with an animal before deciding to take a new pet home. Outdoor space has been created to allow more recreation for dogs. SCAS also has an outside area at the rear of the shelter for housing larger animals.

One aspect of SCAS services that requires community involvement is its fostering program. Information found on their social media sites indicates this program allows individuals to “foster” animals until they are old enough to be spayed/neutered and then made available for adoption. The fostering of animals allows SCAS to free up space and time to concentrate on additional animals in need of care.

Space at SCAS is also leased to Valley Pet Care, a for-profit independent clinic that provides low cost spay/neuter services to cats and dogs from Stanislaus County and surrounding counties.

SCCGJ review of SCAS revealed the growing number of cats and dogs that roam lost, unclaimed, unwanted, undisciplined, or injured in Stanislaus County. Growth in population of homeless animals and abandoned pets has become more prevalent as a result of Covid -19. According to the article “Results from a Large Survey of U.S. Pet Owners – The Concerns, Difficulties, and Stressors of Caring for Pets during Covid-19”, animals adopted as pets while individuals worked remotely from home were found to be more troublesome as people returned to the workplace. Costs of care including food, veterinarian expenses and the cost of spaying/neutering have also placed a burden on those who have made domestic pets a part of their lifestyle. Living in close proximity to neighbors brings complaints of barking dogs and roaming cats. Fox Grove Park in Hughson has become a primary dumping ground for many unfortunate cats. Although SCAS staff stated little can be done regarding Fox Grove and other pockets of community cat colonies, these issues created an increase in demand for services being asked of SCAS.

A review of the SCAS website mission statement revealed the following goals:

- Protect the public’s safety by enforcing animal codes, ordinances, and animal quarantines
- Prevent and investigate the inhumane treatment of animals
- Educate and inform the public in the area of animal codes, animal ordinances, and responsible pet ownership
- Respond to emergency service requests from the public or law enforcement as quickly as possible
- Respond to routine service requests from the public
- Impound (domestic and wild) stray animals
- Provide aid and services to help the public locate their lost animals
- Implement, maintain, and encourage adoption programs for impounded animals
- Provide veterinary supervision and/or assistance, medical attention for all impounded animals
- Manage unclaimed animals through adoption, rescue, or humane euthanasia

In reviewing the stated mission of SCAS, SCCGJ found several areas that could be improved to better serve the community. While interviewing some of those involved in SCAS and SASA, SCCGJ began to understand the problem in Stanislaus County as it relates to animal services. One of the most pressing problems is funding. SCCGJ came to understand how funding is accomplished under the JPA by a review of the SCAS budgets from 2011-2022.

The JPA was implemented in 2009; members include the cities of Ceres, Hughson, Modesto, Patterson, Waterford, and County of Stanislaus. Funding for SCAS comes from JPA members and each member contributes a percentage of the operating budget of SCAS. The percentage is based on the number of animal intake at the shelter from each member using data collected two years prior. The amount of money for the budget fluctuates annually. The total amount each member contributed and the percentage of the operating budget for FY 2020-2021 can be found in Appendix C.

At the end of each fiscal year a true-up is performed. This true-up is calculated by adding or subtracting how much money each member contributed to the operating budget of SCAS. If a member overpaid it would be credited for next year's operating expense of SCAS, or monies would be returned to the JPA member. According to information gathered from interviews, monies returned go into the members' general fund. If it underpaid, the amount owed would be added to next year's contribution.

According to SASA board notes of October 21, 2021, \$572,227 was returned to JPA members as part of the agency's true-up (See Appendix C). Savings were attributed to full-time vacancies including one veterinarian, two Animal Care Specialists, and a Rescue Coordinator. Impact from Covid-19 was also cited for the reduced costs due to closure of the shelter according to the above mentioned board notes.

During the fiscal years 2013 through 2022 monies that were sent back to the JPA members totaled \$3,133,521. Individuals with direct knowledge indicated this money went back into the general fund of each member and was not used in the operation of SCAS. The chart shown in Appendix D provides the breakdown on the budget true-up for the fiscal years 2013-2022. The current fiscal year 2022-2023 budget is not considered for the purposes of this report.

Unspent monies are returned to JPA members when SCAS conducts its fiscal year true-up as a way of reconciling to a balanced budget. SCAS indicated the lack of funds inhibited the hiring of additional staff including another full-time veterinarian or veterinarian technicians. Raising the profile of SCAS by hosting local events to increase community awareness, and low-cost availability of a spay/neuter program was also hampered by lack of funds.

Another issue SCCGJ observed was lack of adequate staffing at the shelter. Working conditions, salaries, and emotional toll in dealing with the decisions that must be made when space is unavailable for animals are some of the reasons why maintaining staffing levels is so difficult according to members of the staff who were interviewed.

The most common complaint SCCGJ gathered from guest speakers at board meetings and social media was its lack of response to returning phone calls and answering emails. Lack of funding to increase staffing has helped create a backlog of 400-2,000 calls or emails waiting for a response according to staff at the shelter. Other shelters in California with comparable numbers of animal intake employ roughly twice as many staff as SCAS (See Appendix E, F, G).

SCCGJ's review of board notes indicated considerable vacancies in staffing resulting in excessive turnover and the use of interim positions held by upper management. This void does not allow for long term planning or allow time to evaluate the needs and wants of the shelter. SCCGJ believes stability in upper management positions can create opportunities to build a strong work environment, identify problems within the shelter, and develop creative ways to align with the goals of its mission statement.

Of particular concern to SCCGJ is the difficulty in securing a full-time veterinarian. While a change in job title and salary allowed for full-time placement of one veterinarian position, SCAS is considering the use of outside contracts to provide needed medical care in lieu of hiring additional veterinary staff according to management.

As part of the state funded initiative Animal Assistance Program, a grant of \$238,000 was awarded to SCAS and will be administered by the Koret Shelter Medicine Program at the Center for Companion Animal Health at UC Davis. The grant will provide training and resources for the state's animal shelters for five years beginning in 2023. According to information gathered during our interview process, this grant is to be used for the spaying/neutering of dogs and cats that are brought into the shelter. With SCAS's start-up of the UC Davis grant for low cost spay/neuter, additional staffing will be needed to complete these operations in a timely manner.

Tentatively, \$67,000 of the grant will be allocated to the Dogwood Animal Rescue Project – a non-profit animal rescue organization operated out of Santa Rosa, California, providing rescue, rehoming, and spay/neuter services. Through the grant Dogwood will be offering low cost spay/neuter at Valley Pet Care, a for-profit independent clinic, located within SCAS (See Appendix H).

SCCGJ reviewed the canvassing policies of SCAS to determine whether such practice was a cost-effective undertaking due to the time it takes away from the duties of animal control officers. Canvassing policy includes door-to-door visits to ensure dog licenses are current and to check for rabies vaccinations compliance. Regular duties of animal control officers also include answering complaints and retrieving injured or deceased animals in addition to assisting law enforcement (See Appendix I, Calls for Field Service). According to information provided at the March 16<sup>th</sup> SASA board meeting, SCAS has purchased two new vehicles for use by animal control officers to expand their canvassing policy. Options other than canvassing were also discussed during the interview of SCAS staff including the use of computer software that could alert pet owners who were non-compliant with licensing and/or rabies vaccinations.

SCCGJ noted canvassing expenses varied greatly from year to year. In FY2016-2017 the expense was \$110,593. In FY2017-2018 the expense was \$34,962. SCCGJ compared those amounts to FY2018-2019 when the expense was \$1,360. SCCGJ was unable to determine why such fluctuation occurred.

SCCGJ's research of board notes from 2011-2023 indicated community outreach and involvement at venues outside of the shelter has dropped when compared to prior years. Events held in previous years included:

- Santa Paws (2018)
- Adopt Me Now vests worn at the Christmas parade (2015)
- Paws for Patriots (2014)
- Cats/dogs attending board meetings (2014)
- Macy's Shop for a Cause (2013)

According to shelter staff, SCAS has recently hired a part-time media specialist to increase social media exposure. Both SCAS and SASA can be found online on Twitter, Instagram, and Facebook. Confusion has been created by having two different names for the agency (SASA and SCAS) used on social media. A review by SCCGJ indicated some of these sites have not been updated.

Confusion exists in the public's perception of which services are provided by the animal shelter. A review of SCAS website offers an option for scheduling an appointment for services. However, a glance at the drop-down menu in March 2023 notes that:

- stray cat intake is currently unavailable
- owner surrender is not currently being accepted
- stray dog intake is limited to one dog
- no vaccination clinics are scheduled
- appointments, when available, are often weeks out

A review of SASA board notes by SCCGJ found that many past scheduled board meetings were cancelled for various reasons, among them a failure to reach a quorum necessary to vote on issues before the board. SASA board meetings are held in the mornings which may be inconvenient for citizens' involvement.

During SCCGJ's tour of SCAS we learned many animals are being placed in out of state rescue groups without first being made available to residents of Stanislaus County. SCCGJ was unable to determine why this has occurred. Animals on the website identified with red or yellow status are not available for adoption by the public but are made available for 501c rescue organizations. These animals are identified as having medical and/or behavior conditions.

According to the November 7<sup>th</sup>, 2019 board notes SASA's Advisory Committee last met in January 2020. Currently it is not functional as all five positions on the committee are unfilled. The application currently posted on SCAS website indicates committee members are necessary to represent the public sector on policy development.

During our interview process we learned the SASA Budget Subcommittee is another currently non-functioning advisory group and an effort is currently being made to fill vacancies on the committee. A budget subcommittee is needed to advise the board on prioritizing items in the budget.

## **FINDINGS**

- F1.** The return of monies to JPA members during fiscal year true-ups reduces SCAS resources to meet its mission statement.
- F2.** In FY2020-2021, as part of their true-up, SASA returned \$572,227 to JPA members.
- F3.** SASA budget summary for FY2013-FY2022 indicates an unspent amount of \$3,133,521 of restricted funds to be used for spay/neuter programs.
- F4.** SASA has insufficient staff to perform its operational needs.
- F5.** SCAS online appointment option does not provide a reasonable time frame for spay/neuter of pets.
- F6.** The foster program and the volunteer program are not prominently advertised to the public outside of their social media sites.
- F7.** SASA and SCAS social media presence is confusing and outdated.
- F8.** SASA holds its board meetings in the mornings limiting public participation.
- F9.** SASA board meetings were cancelled for lack of a quorum.
- F10.** SCAS has a poor response time to phone calls and emails.
- F11.** SASA Advisory Committee is currently not functioning.
- F12.** SASA lacks a current budget subcommittee.
- F13.** SCAS has no long-term plan for meeting the increasing demands of the shelter.

## **RECOMMENDATIONS**

- R1.** Unused restricted funds should stay with SCAS instead of being returned to JPA members.
- R2.** SASA should allocate monies in the budget to increase staffing.
- R3.** SCAS should work to implement an active budget subcommittee.
- R4.** SASA's budget subcommittee should include some members of the public to help provide community input of shelter needs, budget processes, and goals.
- R5.** SCAS should seek ways to increase its profile by hosting promotional and fundraising events at venues outside of the shelter working in cooperation with other local animal rescue groups.
- R6.** SCAS should update and unify its social media presence.
- R7.** SCAS should shorten wait times for available online appointments.
- R8.** SASA should hold its board meetings in the evenings to increase public participation.
- R9.** SCAS should improve communication with the public by promptly returning phone calls and emails.
- R10.** SASA should implement its Advisory Committee.
- R11.** SCAS should conduct a survey of animal shelters within California with similar animal intake numbers and compare staffing levels.
- R12.** SCAS should work with SASA to create a long-term plan that provides a clear understanding of the future of SCAS.

## REQUEST FOR RESPONSES

The following responses are required pursuant to Penal Code sections §933 and §933.05. The SCCGJ requests responses from the following governing body within 90 days of the receipt of the report.

Stanislaus Animal Services Agency: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, R1, R2, R3, R4, R5, R6, R7, R8, R9, R10, R11, R12.**

**These responses shall be submitted to:**

**Honorable Carrie Stephens  
Presiding Judge, Superior Court of California  
County of Stanislaus  
P.O. BOX 3488  
Modesto, CA 95353**

## BIBLIOGRAPHY

<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC7602525/>  
<http://www.stanislausanimalservices.com>  
<https://sgf.senate.ca.gov/sites/sgf.senate.ca.gov/files/GWTFinalversion2.pdf>  
<https://www.cerescourier.com/news/local/county-to-buy-out-modestos-share-of-former-countydog-pound-for-new-use/>  
<https://www.oah.org/tah/issues/2015/november/the-history-of-animal-protection-in-the-unitedstates/> <https://www.asPCA.org/helping-people-pets/shelter-intake-and-surrender/petstatistics>

## APPENDIX

Appendix A – SCAS’s Euthanasia Rates FY2017/2018  
Appendix B – SCAS’s Euthanasia Rates FY2021/2022  
Appendix C – SCAS’s True-Up FY2020-2021  
Appendix D – Budget True-Up FY2013-2022  
Appendix E – SASA Organization Chart  
Appendix F – Contra Costa County Animal Services Organization Chart  
Appendix G – City of Sacramento – Animal Care Services Organization Chart  
Appendix H – Dogwood Alter Project  
Appendix I – SCAS Additional Shelter Statistics



## Appendix A

Stanislaus Animal Services Agency						
LIVE PET ADMISSIONS	Fiscal Year 2017/2018					
	DOG	PUPPY	CAT	KITTEN	OTHER	TOTAL
Incoming Stray	4475	1251	2510	4490	163	12889
Surrendered by Owner	266	48	246	83	0	643
Foster	41	40	26	463	1	571
Owner Requested Euthanasia	210	6	84	2	2	304
Confiscate	194	22	3	1	14	234
Adoption Return	16	2	1	5	0	24
<b>LIVE PET ADMISSIONS</b>	<b>5202</b>	<b>1369</b>	<b>2870</b>	<b>5044</b>	<b>180</b>	<b>14665</b>
<b>ADOPTIONS</b>	<b>1456</b>	<b>603</b>	<b>480</b>	<b>1008</b>	<b>20</b>	<b>3567</b>
<b>SENT TO, RESCUES</b>	<b>1887</b>	<b>596</b>	<b>1500</b>	<b>781</b>	<b>79</b>	<b>4843</b>
<b>RETURNED TO OWNER</b>	<b>1034</b>	<b>50</b>	<b>45</b>	<b>5</b>	<b>11</b>	<b>1145</b>
<b>FOSTER</b>	<b>36</b>	<b>32</b>	<b>30</b>	<b>546</b>	<b>1</b>	<b>645</b>
<b>DIED</b>	<b>20</b>	<b>24</b>	<b>41</b>	<b>160</b>	<b>7</b>	<b>252</b>
<b>TRANSFERRED TO ANOTHER AGENCY</b>	<b>41</b>	<b>9</b>	<b>6</b>	<b>7</b>	<b>30</b>	<b>93</b>
<b>MISSING</b>	<b>12</b>	<b>5</b>	<b>39</b>	<b>48</b>	<b>3</b>	<b>107</b>
<b>EUTHANASIA</b>	<b>692</b>	<b>69</b>	<b>792</b>	<b>2541</b>	<b>29</b>	<b>4123</b>

On Hand June 30, 2018 : 429

Cat Live Release Rate had a slight increase from previous year from 54% to 56% The deep root cause of euthanasia is preweaned kittens. Over 30% of cat/kitten euthanasia is attributed to pre wean kittens. A new program was recently

introduced to the community to encourage fostering pre wean kittens. The program was modeled after Front Street Shelter. Best Friends Animal Society three year grant for adult cats commenced late in the year, positive results are anticipated to continue to increase with the life release rate for cats/kittens.

Dog Live Release Rate was 87% for Fiscal Year 2017-2018. The 13% includes everything from medical euthanasia, missing pets, stolen animals, and shelter euthanasia. This past fiscal year yielded the highest number of adoptions and animals sent to rescue organizations for the agency. If we used Asilomar data to report the live release rate would be higher than 87%.

## Appendix B

Stanislaus Animal Services Agency						
LIVE PET ADMISSIONS	Fiscal Year 2021/2022					
	DOG	PUPPY	CAT	KITTEN	OTHER	TOTAL
Incoming Stray	2957	742	935	1196	91	5921
Surrendered by Owner	104	10	23	10	1	148
Other Intakes	8	2	1	4	0	15
Seized	316	119	20	12	117	584
Transferred In	1	1	0	0	3	5
Owner Requested Euthanasia	43	3	14	2	2	64
<b>LIVE PET ADMISSIONS</b>	<b>3429</b>	<b>877</b>	<b>993</b>	<b>1224</b>	<b>214</b>	<b>6737</b>
<b>ADOPTIONS</b>	<b>1317</b>	<b>385</b>	<b>220</b>	<b>847</b>	<b>58</b>	<b>2827</b>
<b>TRANSFERRED OUT</b>	<b>867</b>	<b>302</b>	<b>29</b>	<b>23</b>	<b>113</b>	<b>1334</b>
<b>RETURNED TO OWNER</b>	<b>808</b>	<b>45</b>	<b>13</b>	<b>4</b>	<b>26</b>	<b>896</b>
<b>RTH (RETURNED TO HOME)</b>	<b>0</b>	<b>0</b>	<b>562</b>	<b>161</b>	<b>0</b>	<b>723</b>
<b>LIVE PET OUTCOMES</b>	<b>2992</b>	<b>732</b>	<b>824</b>	<b>1035</b>	<b>197</b>	<b>5780</b>
<b>Died in Care</b>	<b>14</b>	<b>47</b>	<b>11</b>	<b>66</b>	<b>5</b>	<b>143</b>
<b>Lost in Care</b>	<b>28</b>	<b>7</b>	<b>4</b>	<b>1</b>	<b>0</b>	<b>40</b>
<b>Shelter Euthanasia</b>	<b>155</b>	<b>30</b>	<b>157</b>	<b>240</b>	<b>10</b>	<b>592</b>
<b>Owner Requested Euthanasia</b>	<b>43</b>	<b>1</b>	<b>15</b>	<b>0</b>	<b>2</b>	<b>61</b>
<b>Other PET outcomes</b>	<b>240</b>	<b>85</b>	<b>187</b>	<b>307</b>	<b>17</b>	<b>836</b>

Pets on Hand June 30, 2022: 265

Dog Live Release Rate: 90%

Cat Live Release Rate: 84%

Live Release Rate: 86%

## Appendix C

Stanislaus Animal Services Agency  
FY 2020-2021 True-Up

Agency	FY 2020-21 Final Budget			
	Expense	Revenue	Contribution	Intake %
City of Modesto	1,435,782	679,262	756,520	38.3%
City of Ceres	742,455	204,776	537,679	12.5%
City of Patterson	219,767	101,753	118,014	3.7%
City of Waterford	89,095	53,257	35,838	1.5%
City of Hughson	83,155	39,541	43,614	1.4%
Stanislaus County	2,530,285	489,775	2,040,510	42.6%
<b>Grand Total</b>	<b>5,100,539</b>	<b>1,568,364</b>	<b>3,532,174</b>	<b>100%</b>

Agency	FY 2020-21 Actual Budget			
	Expense	Revenue	Contribution	Intake %
City of Modesto	1,187,264	640,629	546,635	38.3%
City of Ceres	649,199	181,517	467,682	12.5%
City of Patterson	192,249	79,614	112,635	3.7%
City of Waterford	77,473	41,510	35,964	1.5%
City of Hughson	72,093	31,396	40,697	1.4%
Stanislaus County	2,212,657	456,070	1,756,587	42.6%
<b>Grand Total</b>	<b>4,390,935</b>	<b>1,430,736</b>	<b>2,960,199</b>	<b>100%</b>

Agency	Variance			
	Expense Increase/(Decrease)	Revenue (Increase)/Decrease	Contribution Increase/(Decrease)	Intake %
City of Modesto	(248,518)	38,633	(209,885)	0.0%
City of Ceres	(93,256)	23,259	(69,997)	0.0%
City of Patterson	(27,518)	22,139	(5,379)	0.0%
City of Waterford	(11,622)	11,747	126	0.0%
City of Hughson	(11,062)	8,145	(2,917)	0.0%
Stanislaus County	(317,628)	33,705	(283,923)	0.0%
<b>Grand Total</b>	<b>(709,604)</b>	<b>137,628</b>	<b>(572,227)</b>	<b>0%</b>

## Appendix D

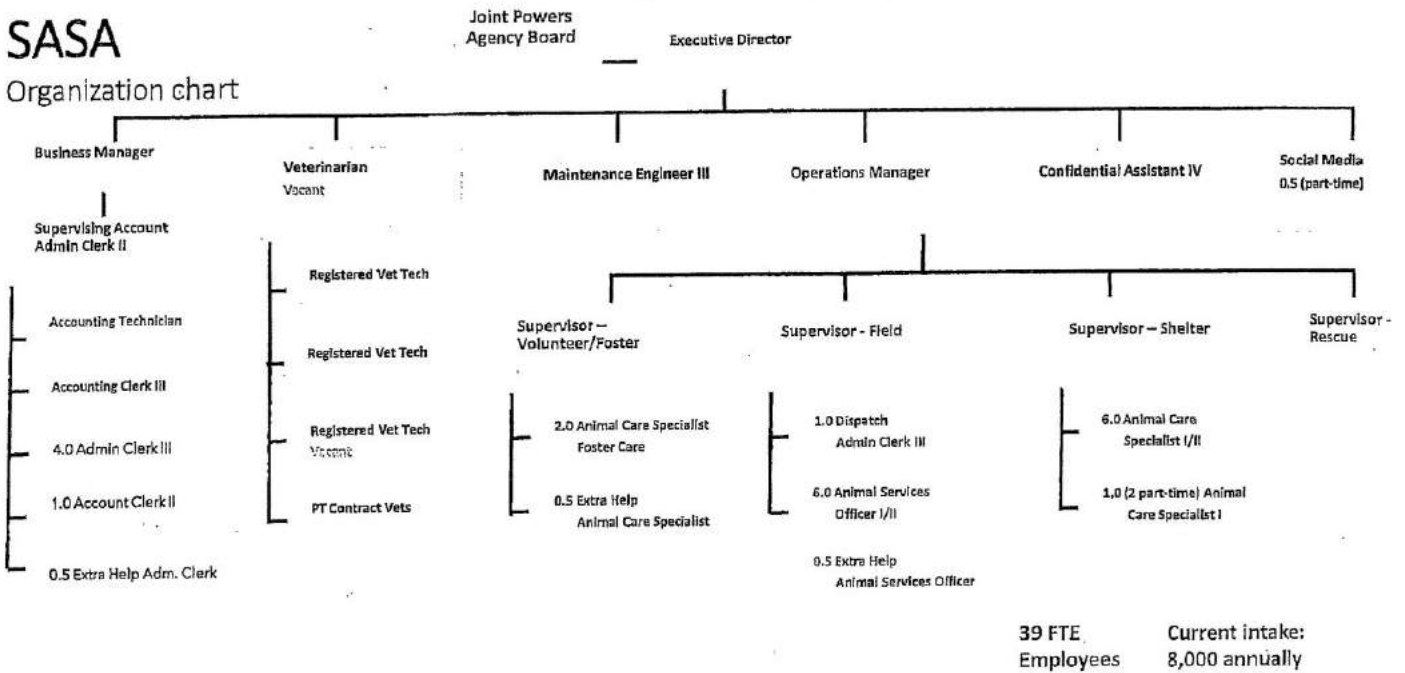
	License Differential <u>Income</u>	License Fines <u>Income</u>	Spay/Neuter <u>Vouchers Paid</u>	Canvassing Expense <u>31% of total</u>	Unspent Spay/Neuter <u>Restricted Funds</u>
FY2022/2023*	\$ 157,812	\$ 343,488	\$ -	\$ -	\$ 501,300
FY2021/2022	\$ 197,630	\$ 548,284	\$ (40,641)	\$ -	\$ 705,273
FY2020/2021	\$ 186,472	\$ 374,706	\$ (38,435)	\$ -	\$ 522,743
FY2019/2020	\$ 224,628	\$ 274,808	\$ (54,245)	\$ (28,146)	\$ 417,045
FY2018/2019	\$ 173,637	\$ 185,865	\$ (48,678)	\$ (1,360)	\$ 309,464
FY2017/2018	\$ 212,415	\$ 135,181	\$ (161,085)	\$ (34,962)	\$ 151,549
FY2016/2017	\$ 212,173	\$ 334,867	\$ (108,075)	\$ (110,593)	\$ 328,372
FY2015/2016	\$ 197,640	\$ 222,202	\$ (54,560)	\$ (80,888)	\$ 284,394
FY2014/2015	\$ 181,376	\$ 132,660	\$ (75,475)	\$ -	\$ 238,561
FY2013/2014	\$ 185,477	\$ 65,603	\$ (74,960)	\$ -	\$ 176,120
				Total Unspent	\$ 3,634,821

\*FY22/23 is budgeted

# Appendix E

## SASA

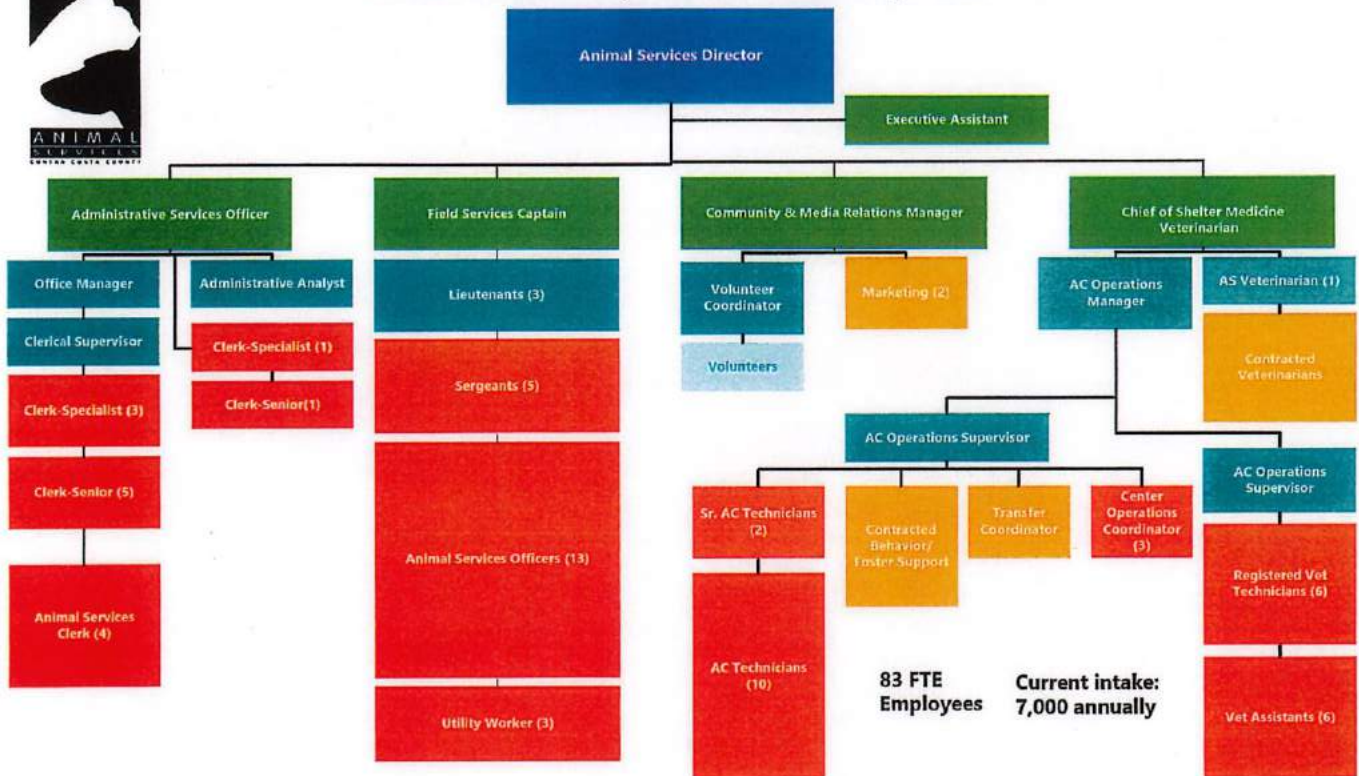
### Organization chart



# Appendix F



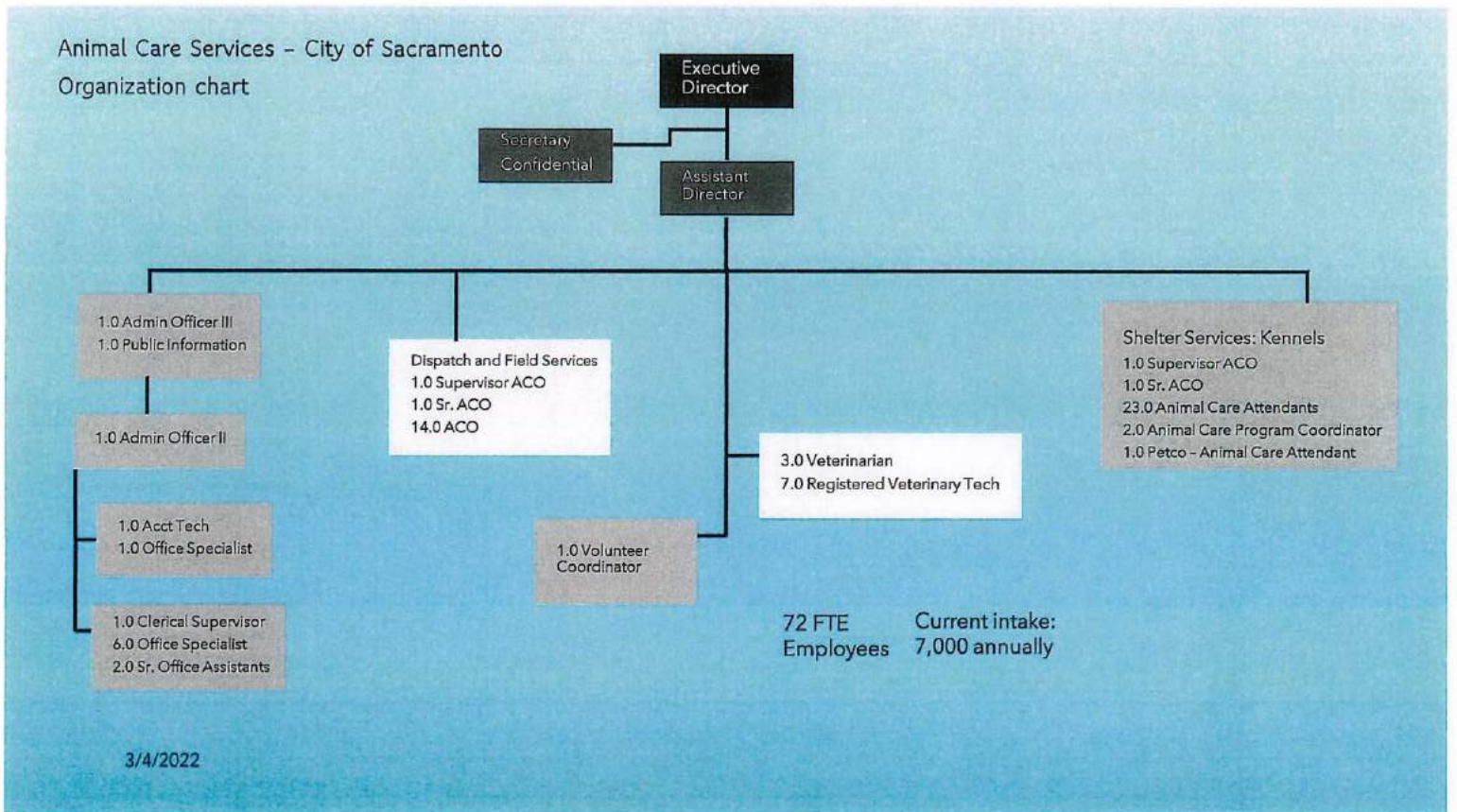
## Contra Costa County Animal Services Org. Chart



**83 FTE Employees**      **Current intake: 7,000 annually**

Revised: 7.27.22

## Appendix G





Appendix H1



Well, don't be a scallywag, have we got an opportunity for ye!

Thanks to our friends at the Dogwood Animal Rescue Project for funding this program and to Valley Pet Care for providing the spay/neuter surgeries with discount pricing. Now it is so easy to check spay/neuter off of your list of things to do, all at no cost to you through the

## *Dogwood Alter Project*

If you have a Community Cat in need of alteration and ear tip, or you are a cat owner who hasn't been able to spay or neuter your furry landlubber, check out the qualified residential areas below and head over to Stanislaus Animal Services Agency:

- Proof of Residency: You must reside in Modesto, Ceres, Patterson, Waterford, Hughson, or an unincorporated area of Stanislaus County

Book your appointment with Valley Pet Care

\*Rescue organizations are not eligible

[www.stanislausanimalservices.com](http://www.stanislausanimalservices.com)

[dogwoodanimalrescue.org](http://dogwoodanimalrescue.org)

[valleypetcare.com](http://valleypetcare.com)





# Feb. 23

## Monthly Report




**Total Animals Admitted to SASA**



**585**

About 21 Per Day

**Incoming Animals**




350 Dogs and 154 Puppies


45 Cats and 24 Kittens

5 Other


**Outgoing Animals**




**204**  
Adoptions




**144**  
Transferred To A Partner Agency (501c3)




**126**  
Foster



**44**  
Reunions



**6**  
Trap/Neuter/Return\* & Working Whiskers



**55** 35 15 0  
Humane Euthanasia\*

**Additional Shelter Statistics**

**799 Calls For Field Service**


Assist Law Enforcement: 16    Wild: 0

Deceased Animal Pick Up: 123    Stray: 219

Investigation: 76    Transport: 32

Trap: 2    Extra Service: 0

Rescue: 0    Patrol: 103



**820.68**  
Volunteer Hours Donated

**5**  
Pets Diverted\* From Shelter

**No Clinics**  
Dogs Vaccinated at Clinic

\*Diverted-Animals who we were able to keep out of the shelter by returning them home in the field

\*Humane Euthanasia-A SASA Veterinarian authorizes all medical euthanasia decisions. Humane Euthanasia for behavior is authorized by no less than four individuals, including the Executive Director and Supervisors. All euthanasia decisions are made on a case-by-case basis.

\*TNR (Trap Neuter Return)-This programs allows community and feral cats to continue to live their lives outdoors. These cats are vaccinated, ear-tipped, altered and released.

[www.stanislausanimalservices.com](http://www.stanislausanimalservices.com)  
[SASAINfo@stancounty.com](mailto:SASAINfo@stancounty.com)  
 (209)558-7387



**2022 – 2023 Stanislaus County Civil Grand Jury  
Detention Facilities Report**



**2022-2023 Stanislaus County Civil Grand Jury  
Detention Facilities Report  
Case # 23-29GJ**

**Summary**

Pursuant to California Penal Code (CPC) section 919(b): “The grand jury shall inquire into the condition and management of the prisons within the County”.

**Background**

The Criminal Justice Committee of the Stanislaus County Civil Grand Jury conducted onsite inspections of the following detention facilities:

Stanislaus County Safety Center  
Stanislaus County REACT Facility  
Stanislaus County Juvenile Detention Facility

The tours of these facilities began in October 2022 and were completed by December 2022.



**SUMMARY OF THE RESPONSES TO THE  
2021-2022 STANISLAUS COUNTY CIVIL GRAND  
JURY**





**SUMMARY OF THE RESPONSES TO THE 2021-2022  
STANISLAUS COUNTY CIVIL GRAND JURY**  
*Case # 23-12GJ*

**SUMMARY**

Each year the Stanislaus County Civil Grand Jury (SCCGJ) issues a report with findings and recommendations directed to Stanislaus County officials, agencies, municipal and other public entities. The continuity process is to monitor the filing of responses to the previous year's grand jury report and advise the current grand jury if those responses are complete and legally sufficient, or if additional follow-up is necessary. If the recommendations of the SCCGJ are not verifiably implemented, or at least seriously considered, this function is undermined.

The golden rule of continuity is to: *Do for last year's grand jury what you would like next year's grand jury to do for you; do for future grand juries what you would like previous grand juries to have done for you.*

**BACKGROUND**

Penal Code §933(a) requires the civil grand jury to “submit to the presiding judge of Superior Court a final report of its finding and recommendations that pertain to county government matters during the fiscal or calendar year.” Penal Code §933(c) requires comments from the governing body, elected county officers, or agency heads to the presiding judge of the Superior Court on the findings and recommendations within a required time period. Governing bodies of public agencies are required to respond no later than ninety days after the civil grand jury submits a final report; elected county officers and agency heads are required to respond no later than sixty days after the civil grand jury submits a final report.

All SCCGJ reports and the responses can be viewed on the following website:  
<http://www.stanct.org/final-reports>

**METHODOLOGY**

The responses and comments submitted concerning reports issued by the 2021-2022 SCCGJ were evaluated by the 2022-2023 SCCGJ. Penal Code §933.05(a) requires responses to findings. Responses to findings include one of the following:

1. Agrees with finding
2. Agrees partially
3. Disagrees wholly

Per PC §933.05(b) Responses to recommendations require one of the following:

1. Implemented – with a summary
2. Will implement – with a timeframe for implementing

3. Further analysis needed – with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter. The study should be concluded within six months from the date of the publication of the Civil Grand Jury report.
4. Will not implement – because it is not warranted or is not reasonable, with an explanation thereof.

## **GLOSSARY**

<b>CAFÉ</b>	- Comprehensive Annual Financial Report
<b>ESMAD</b>	- East Side Mosquito Abatement District
<b>GPCD</b>	- Gallons per capita daily
<b>MFA</b>	- Master Funding Agreement
<b>RLA</b>	- Riverbank Language Academy
<b>RUSD</b>	- Riverbank Unified School District
<b>SCCGJ</b>	- Stanislaus County Civil Grand Jury
<b>StanCOG</b>	- Stanislaus Council of Governments

**Homelessness: The Elusive Definition of “Success”  
Case #22-05GJ**

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**Reason for Investigation**

---

Homelessness is a growing problem around the country. Stanislaus County is no exception. Homeless is defined as an individual or family lacking a fixed, regular, and adequate nighttime residence.

The Stanislaus County Civil Grand Jury (SCCGJ) identified dozens of public agencies, private organizations, and non-profits working in this arena. It is hard to evaluate coordination, effectiveness, and accountability when efforts are so fragmented.

The SCCGJ found that while efforts to coordinate all these agencies and their activities are being pursued, accountability is lacking. Given the significant dollars spent to address homelessness, this lack of accountability is problematic and can undermine the public’s confidence in our public agencies.

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**Agencies Asked to Respond**

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- ❖ Director of the Stanislaus County Community Services Agency: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Chairperson, Community System of Care: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Chair, Stanislaus Homeless Alliance: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Ceres City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Hughson City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Modesto City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Newman City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Oakdale City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Patterson City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Riverbank City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Turlock City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**
- ❖ Waterford City Council: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4**

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Director of the Stanislaus County Community Services Agency								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.	X			<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.	X			
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.		X		
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.		X		<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.				X

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>				<p><b>X</b></p>
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>		<p><b>X</b></p>	<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>		<p><b>X</b></p>					

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied that the Stanislaus County Community Services Agency submitted a response; however, the response was not received within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable



Christine Huber, MSW  
DIRECTOR

RECEIVED

SEP 06 2022

BY: \_\_\_\_\_

August 24, 2022

The Honorable Robert B. Westbrook, Presiding Judge  
Superior Court of California, County of Stanislaus  
PO Box 3488  
Modesto, CA 95353

SUBJECT: Director of the Stanislaus Community Services Agency’s Response to Fiscal Year 2021-2022  
Stanislaus County Civil Grand Jury Report

This letter will serve as the Community Services Agency Director’s required response to the Homelessness: The Elusive Definition of “Success” Stanislaus County Civil Grand Jury Case #22-05GJ Findings 1 – 6 and Recommendations 1 -4.

Community Services Agency (CSA) agrees that it takes a coordinated effort with other government partners, community-based organizations and community members to prevent and end homelessness.

The Stanislaus 2021 Regional Strategic Plan to Address Homelessness is an example of community work necessary to be data informed and set goals to reduce homelessness within the next five years. CSA is just one of several County departments that works to end homelessness. As mentioned in the Grand Jury Report in the section labeled “Plans”, the County partners addressing homelessness include CSA, Behavioral Health and Recovery Services, Health Services Agency, Planning and Community Development, and Chief Executive Office. Specifically, CSA is compiled of five divisions, including the Housing and Homeless Division.

CSA is currently responsible for the administration of several housing and homeless programs associated with Adult Protective Services, CalWORKs, Child Welfare, General Assistance and Welfare to Work. CSA also serves as the Collaborative Applicant and Homeless Management Information System (HMIS) Administrator for the Stanislaus County Community System of Care. Lastly, CSA supports the Stanislaus County Community System of Care and the Stanislaus Homeless Alliance. Since only the Director of CSA is required to respond, we will be addressing the Findings and Recommendations from our perspective, not the entire County, and we will be acknowledging in the information below when the request is outside of our scope of work.

We have outlined the Stanislaus County Civil Grand Jury findings and recommendations followed by our response.

**Finding 1: The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.**

Response: The respondent agrees with this finding.

Leading up to 2022, the nation was plagued with the COVID-19 pandemic, which resulted in numerous businesses closures, and unfortunately a reduction in Community Services Agency staffing levels during a time in which the community was in desperate need of critical Housing and Homeless services. There were also



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csa-stanislaus.com



positive influences including a moratorium on evictions which allowed people to stay in their homes if they had a loss of income due to COVID-19.

In addition to the eviction moratorium, there were rental and utility subsidies that helped prevent homelessness. Other possible reasons for the fluctuations in the homeless population are the following: Changes in law enforcement regulations that allowed the release of non-violent individuals early to reduce the number of prisoners in jails for COVID-19 safety measures; lack of accessible affordable housing, and lack of affordable ADA housing.

In September 2019, the 9<sup>th</sup> Circuit Court of Appeals rejected an en banc petition by the city of Boise in *Martin v. Boise* leaving the ruling that homeless persons cannot be punished for sleeping outside on public property in the absence of adequate alternatives. This ruling allowed the homeless to no longer feel like they had to hide or be fearful being arrested for sleeping in public places.

CSA is committed to continue to make improvements in our homeless outreach and engagement services to reduce our homeless population.

**Finding 2: The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.**

Response: The respondent agrees with this finding.

The Stanislaus 2021 Regional Strategic Plan to Address Homelessness identifies the increased risk factors for people experiencing homelessness as adults with mental illness, substance use disorders, and domestic violence. The report also identified that the median gross rent for Stanislaus County had increased by 13.5% over the past three years. For extremely low and low-income households, there is limited supply of affordable and available housing in Stanislaus County.

What CSA will continue to do as the convener of resources and services:

- Connecting the homeless community to a network of providers;
- Prevention – Health care services, which include mental health, substance abuse treatment, and public health (infectious disease control); public assistance programs such as: Cal Fresh (EBT, food assistance), CalWORKs (cash assistance and job training), Cash Assistance Program for Immigrants, Medi-Cal, and General Relief (cash assistance);
- Outreach – Link to Services, Housing, Treatment, Basic Skills, and Job Training;
- Shelter – Funding and referrals to emergency and transitional shelters; and
- Housing – Housing Choice Vouchers, and Supportive Housing.

**Finding 3: Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.**

Response: The respondent partially disagrees with this finding.

CSA partially disagrees with this finding because missing from this finding is the Stanislaus Continuum of Care (CoC). The CoC oversees funding from the federal level through the Housing and Urban Development Department (HUD). The CoC also consists of service providers to the homeless, cities, and people with lived experience who coordinate activities across the county. I would define this as the "operational level". The purpose of the Stanislaus Homeless Alliance (SHA) is to promote alignment of homelessness services, planning and funding among stakeholders in Stanislaus County. The SHA consists of city and county leaders along with leaders in the housing field working to end homelessness. They operate in an advisory capacity with no oversight of funding.



The Department of Housing and Urban Development mandated that each continuum of care operating in the United States should implement and maintain an HMIS that met its specific qualifications.

Homeless Management Information Systems is the software that helps collect, organize, and utilize private, sensitive, and confidential information of local homeless populations. The information that is collected by an HMIS helps to provide an accurate count of the homeless population, track the patterns of services used, as well as the locations of populations and services. This data is used to evaluate the effectiveness of services and to analyze where funding would be most appropriate. This data is also very useful for HUD's reporting to Congress.

A project that has been developed in the past year is Geographic Information System (GIS) technology to collect real-time information for people experiencing homelessness. This will track locations, and showcases the data on a user-friendly dashboard in real-time. This will allow outreach workers to collect data required by the federal funding sources on smartphones, iPads, and laptops.

**Finding 4: Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.**

Response: The respondent agrees with the finding.

CSA can prioritize preventive funding, such as Housing Support Program, that needs to be implemented by the year 2024; however, preventive funding is limited and restrictive. More data analysis around prevention strategies needs to be completed as well.

**Finding 5: Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.**

Response: The respondent partially disagrees.

As stated earlier, this is challenging and perplexing work as we continue to work on finding solutions to homelessness. CSA partially disagrees with this finding as housing options and services have increased over the past three years due to County Departments and Cities investing in these areas. At the same time, home rental and purchase prices have drastically increased along with other impacts beyond our control. In addition, there are different data tools that measure the number of homeless people in the community. Depending on the varied tool that is cited, it can give a different picture. For example, the Point-In-Time Count showed a drastic decrease if 2022 was compared to 2021. If that was the only tool used then one would think that homeless is decreasing, but if another tool was used, it could show an increase.

Overall, the system would be worse off had CSA, CSOC, SHA and other partners not provided emergency relief and housing to those most vulnerable. During the past two years, CSA has been instrumental with motel placements for those that are homeless and ill. During the last several years, the addition of the low barrier shelter, Empire Winter Shelter, the Family Housing Facility and the Kansas House were a life saver to many homeless individuals and families. The housing market for those that can afford a home is in short supply, let alone for the homeless population. Fair Market Rent (FMR) for Modesto, which applies to almost the entire Stanislaus County region, including Turlock is considered to be very high. More expensive than 93% of other FMR areas nationally. It is higher than 50% of the FMR regions in the State. This is according to the last Census and RentData.Org.

In addition, consistent data collection and reporting would provide a better measurement of how Stanislaus community is doing. There are also other strategies, such as CalAIM, that are being implemented in the very new future that can affect in a positive way the unhoused population.



**Finding 6: There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.**

Response: The respondent partially disagrees with insufficient accountability.

CSA partially disagrees with this statement because we can only be accountable for the programs and funds we oversee. CSA does not have authority over other county departments, cities, COC, or SHA to determine how they spend their funds and what accountability measures they put in place. CSA is also responsible to the State of California and Federal Government in implemented rules and regulations within funding sources, which does include outcome measures. For example, the most recent round of Homeless Housing, Assistance and Prevention (HHAP) funding required regular reporting on outcome measures in seven areas to evaluate if circumstances are improving for homeless recipients in Stanislaus County.

CSA collects the data in HMIS and relies on the homeless service providers to input information. Not all service providers are mandated to input data unless they receive federal funding from HUD or the State of California. CSA has future plans to share data, primarily through data dashboards, to improve transparency and communication with the public. CSA also collects performance data from their contractors and evaluates the outcomes.

### **Response to Recommendations**

**Recommendation 1: More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance and the Community Services Agency should take the lead, demand verifiable performance and focus funding and other resources on those agencies and organizations with demonstrable success.**

Response: The respondent partially disagrees.

CSA partially disagrees with this recommendation because currently CSA does track outcomes through the use of outcome based scorecards to evaluate the performance of a contractor. Also funds are usually distributed through a competitive Request For Proposal process which assesses for performance. CSA, as the Collaborative Applicant, also hosts the HIMS database. The HMIS Administrator provides reports on performance measures as well.

CSA along with other partners have been working on ways to share data with the public that is easy to understand. For example, we are working on a performance data dashboard as mentioned with the GSI tool. Using Results Based Accountability as a model, CSA plans to have outcomes that can measure if people are better off after our intervention.

CSOC, SHA and CSA have success working together. CSA will continue to support the needs and requests from CSOC and SHA. CSA also collaborates with CSOC and SHA regularly to ensure spending plans and program ideas are in alignment with the needs and direction of the Stanislaus community. The CSOC and SHA meetings are open to the public with minutes disbursed on a monthly basis. At the CSOC meetings, we distribute financial information and is discussed in detail.

**Recommendation 2: More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes in the budgeting process of each jurisdiction, priority should be given to allocating funds for affordable housing, substance abuse treatment and mental health services.**

Response: Respondent partially disagrees.

CSA partially disagrees with this recommendation because we can identify in their current funding where prevention services can be provided, but do not have the ability to do that in other jurisdictions or county departments. This includes for substance abuse treatment and mental health services. When homeless people/families come to our attention, they are often in a crisis, regardless of what treatment or mental health services is received. The main component needed is paying rent and life skills for families and individuals to have sustainability in their homes. Preventing homelessness is also a goal in our Stanislaus 2021 Regional Homelessness Strategic Plan as our community has identified this as a need.

CSA agrees that more focus on prevention of homelessness is key and will continue to assess other funding opportunities that are focused on prevention services. Funding sources are often restrictive to the percentage of the awards that can be used for prevention. The focus of services in the majority of State and Federal funds are designated to serve and restricted to the services of individuals and families who meet the Federal definition of "Chronically Homeless". Chronically Homeless is defined as an individual or head of household who has experienced homelessness for at least one year or episodic homelessness three or more instances of homelessness in a year. This does not allow for the service of those who are currently housed, unless there is a provision for funding use in that capacity which is often greatly limited or given low priority by the funding source.

**Recommendation 3: All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.**

Response: The recommendation will not be implemented because it is unwarranted or unreasonable. As this recommendation is directed to the cities, CSA, as a county department, will not take a position on matters that are within a city's decision making responsibility.

**Recommendation 4: All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.**

Response: The recommendation will not be implemented because it is unwarranted or unreasonable.

As this recommendation is directed to the cities, CSA, as a county department, will not take a position on matters that are within a city's decision making responsibility.

I would like to thank the Stanislaus Grand Jury for your recognition that public agencies and private organizations are working to alleviate homelessness. I am looking forward to the years ahead as we will be focusing on sharing data, Results Based Accountability, and communication. Please feel free to contact me if you have any questions.

Sincerely,



Christine Huber, MSW  
Director



Findings	Agrees w/ Finding	Agrees Partially	Disagrees Wholly	Recommendations	Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Chairperson, Community System of Care								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.	X			<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.			X	
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.		X		
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.	X			<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.		X		

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>				
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>	<p><b>X</b></p>		<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>		<p><b>X</b></p>					

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Community of Care submitted a detailed response within the timeframe stipulated by California Penal Code §955(c); however, the SCCGJ did not receive a response to **R4**.

\* - not applicable



MODESTO/TURLOCK/STANISLAUS  
COUNTY CONTINUUM OF CARE  
RESPONSE TO STANISLAUS COUNTY  
CIVIL GRAND JURY

FY 2021-2022

*Homelessness: The Elusive Definition of "Success" Case #22-05GJ*

## CONTINUUM OF CARE RESPONSE

### Responses to Findings

**Finding 1: The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the Covid-19 pandemic**

The Continuum of Care generally agrees. Since the formation of the Continuum of Care in 1998, HUD initially did not require a Point in Time Count, then required a count every other year. HUD did not dictate the methodology of the count only that it had to be done and occur at the end of January (coldest month) and at the end of the month when those on assistance have run out of funds. For many years, the count in Stanislaus County was done solely by volunteers and without a formal plan or methodology. It wasn't until 2019, that the CoC, in collaboration and assistance from County Office of Emergency Services assisted the CoC in the development and implementation of an Incident Action Plan to better plan, organize and implement the Point in Time Count year over year.

It's difficult to ascertain if there is a trend with a specific cause. While Covid certainly had an impact, so has the Boise 9<sup>th</sup> circuit court decision which says you cannot enforce camping ordinances if you do not have adequate shelter beds. The people experiencing homelessness used to have to hide, now they don't. The ICP (incident control point) for the Point in Time Count also provides consistency in how the count is performed. Are we getting better at finding people experiencing homelessness? There does not appear to be sufficient data to determine whether the trend indicated does exist or that the established methodology in how the count is performed coupled with homeless individuals being less inclined to hide is providing a more accurate count of roughly the same number of individuals.

**Finding 2: The most significant causes of homelessness are lack of affordable housing, substance abuse and mental health.**

The Continuum of Care agrees with this finding. The lack of affordable housing makes rehousing individuals and families experiencing homelessness very difficult. The Continuum also has come to understand in community-based data that other factors such being a product of the foster care system, or a family history of incarceration are also significant predictors as to whether or not someone will become homeless as an adult.

## CONTINUUM OF CARE RESPONSE

**Finding 3: Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level and the Homeless Management Information System at the operational level.**

The Stanislaus Homeless Alliance (SHA) has served an important role in educating and informing elected local government officials in the conversation of resources and strategies to address homelessness. The information sharing and communication has been helpful, however, the SHA has no statutory or legal authority for decision making relative to the Continuum of Care or any of the related funding. The CoC sees the Stanislaus Homeless Alliance's greatest contribution to the solution of homelessness is to work in their respective jurisdictions in the community to add new and additional affordable housing units to the inventory of housing.

To clarify, the HMIS system has been in place for almost twenty years. HMIS is a function of the Continuum of Care currently contracts with CSA to employ an individual to manage the system. The most significant changes in HMIS are two factors. First, the system has become more robust in the last few years in tracking who is in the system and the sharing of profiles between service providers. Second, entering data was never required and only voluntary. However, mandatory participation has become required in the last three years for almost all the new and existing funding streams on both the Federal and State levels.

**Finding 4: Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.**

The CoC agrees that more resources should be focused on homeless prevention. The CoC would caution about the assumption of the data. Specifically, often times it not clear or not indicated as to how individuals becoming homeless for the first time in the system of care was entered into the HMIS system. The CoC recognizes that further training and coaching is needed to those providers who enter data into the system. Several individuals and families who are experiencing homelessness may appear as if they are receiving homeless services for the first time. However, current data collection variances do not distinguish or require them to verify that they are becoming homeless for the first time. The CoC also believes we need to do better data collection around communities of color and special populations as there may be different obstacles and challenges in addressing the housing needs. For example, we need to understand

## CONTINUUM OF CARE RESPONSE

why people experiencing homelessness have a breakdown of 45% Hispanic and 75% white, when that is not reflective of the breakdown by ethnicity in the County with Hispanics comprising almost half of the Stanislaus County population.

There is agreement that prevention is important in catching individuals before they enter the system of care and this would help reduce homelessness, however, this would be just one of the metrics in the reduction.

**Finding 5: Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall, the system to date has not reduced homelessness.**

As stated in an earlier section of this response, there are many specific homeless program successes in Stanislaus County that have prevented and aided individuals and families in providing emergency relief, housing, and support services to those most vulnerable. Specifically, during these last several years, Modesto has added a low barrier shelter with more than 300 beds, an access center, and several joint projects with the Stanislaus Regional County Housing Authority such as Kansas House which has moved people off the street. Both Turlock and Modesto have added through new construction more than 200 units of low-income housing units at Avena Bella and Archway Commons. The City of Patterson has added a women's shelter in Naomi's House with approximately 30 beds. The Center for Human Services has built out a specific youth continuum of care and added both youth shelter beds as well as transitional housing for youth up to age 23 that are now available. Other nonprofit agencies such as the Community Housing and Shelter Services and Community Impact Central Valley have used the housing units that they control to house chronically homeless individuals, which is among the hardest populations to keep housed. These groups along with many other nonprofit agencies have stepped up to relieve this community of homelessness. Currently, Stanislaus County has six shelters that are addressing homelessness in adults and youth in Modesto, Turlock, Patterson, and unincorporated Stanislaus County.

Homelessness is extremely complicated and there is not a single solution that will eliminate homelessness in our community. We will continue to work on the implementation of the Plan to Address Homelessness and implement better processes to enhance coordination in serving all of Stanislaus County, not just Modesto and Turlock.



## CONTINUUM OF CARE RESPONSE

The cause of homelessness is derived from addiction, mental health, foster care, availability / affordability of housing, to which is an ever-increasing pandemic in our community that money cannot simply solve. Though systems can always be improved, and we as the Continuum of Care are striving and open to better improve our systems and accountability, homelessness will always be a challenge needing to be addressed with multiple solutions and care. The economic effects of the virus that we have faced not just as a county but as a nation has increased and caused people to move from county to county and state to state because of the cost of living and job security needs.

There is so much that can be said about the most recent rounds of homeless funding. But even with a vast amount of funding, some of it was plagued with operational challenges. For example, the CoC received \$22 million in funding from the State of California. It had strings of things that the funding could and could not be spent on. The largest challenge is that the funding was provided on a reimbursement basis from the State. The State is notoriously slow in reimbursing entities for housing grants. Most nonprofits cannot wait more than 180 days to get reimbursed for more than \$100,000. It was the CoC working with the County Board of Supervisors and County staff to get the County to act as the “bank” to help the nonprofits succeed in the programs and initiatives of the grant. This example is another instance of an earnest effort by everyone – whether you’re a city, county, nonprofit providers, SHA or CoC in Stanislaus County, to align and work more collaboratively to achieve further successes in building out a more robust coordinated systems approach to address the needs of our homeless population and reduce the homeless population in a visible and meaningful way.

**Finding 6: There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care and the Stanislaus Homeless Alliance.**

The Continuum partially agrees. Each of the above-mentioned groups serves a different role. While CSA administers some of its own funds relative to homeless and housing programs, they also serve as the Collaborative Applicant to the Continuum of Care. The Collaborative Applicant is an administrative function to support the work of the CoC. CSA was put into that role a few years ago and has had significant turnover in personnel which has been felt by many. The CoC is now tasked to exercise more leadership in how the Collaborative Applicant supports the

## CONTINUUM OF CARE RESPONSE

work. The County has had CSA, CSA and even Behavioral Health have stepped in as the Administrative Entity, without experience in administering funds from the State. This is an issue that needs to be addressed and the CoC needs a more formal agreement (MOU) with CSA outlining its role, responsibilities, and functions. Stanislaus County and the CoC have greatly improved in their progress, collaboration, and accomplishments.

The Stanislaus Homeless Alliance (SHA) is comprised of elected officials with varying knowledge and interests in homeless issues. The Continuum utilizes them in an advisory capacity as they have no direct statutory, legal, or financial responsibility or authority. The CoC would like to see the SHA members with their individual cities to champion the development of affordable housing and other housing types that can be used to increase transitional or permanent supported housing. There is a shortage of housing which has impacted all members of the community. There is a shortage of funds to pay for housing costs once homeless individuals are housed because, in most instances, they have no income.

## CONTINUUM OF CARE RESPONSE

### Response to Recommendations

**Recommendation 1: More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance and the Community Services Agency should take the lead, demand verifiable performance and focus funding and other resources on those agencies and organizations with demonstrable success.**

The Continuum of Care does not agree. We, as the Continuum of Care, strive to be as transparent and accountable to the community of Stanislaus County as possible. Each of our meetings are duly noticed and open to the public to participate in matters of homelessness. We highly desire for more participation to happen with the greater community and agencies in the County. Overseeing federal and state funding we as a continuum do have processes and evaluations in place that allocates these federal and state dollars into the hands of the most competent nonprofits in the County through a rank and review panel. For COC funds there are annual scoring metrics, to which, performance measures are accounted for. These monies have conditions that must be met for the Continuum of Care to be compliance to HUD (Housing and Urban development) and we as an agency must follow these conditions. For non-COC funded projects, the COC can begin asking for the agency to provide voluntarily their funding entity's APRs to show progress. The Community System of Care needs to take more of a leadership role in this matter of homelessness in Stanislaus County and be visible with giving direction to SHA and CSA.

**Recommendation 2: More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes in the budgeting process of each jurisdiction, priority should be given to allocating funds for affordable housing, substance abuse treatment and mental health services.**

The Continuum of Care agrees. As we move forward as the Continuum of Care, we will place a top priority in utilizing funds for the prevention of homelessness in Stanislaus County. Cities used to have a funding source; Redevelopment Agency Housing set aside funds which were very effective in the construction of all types of affordable housing. Those funds were taken away by the state legislature in 2012 and currently the largest source of funds for affordable housing are not HUD funds, which come with more restrictions and less flexibility. The State of

## CONTINUUM OF CARE RESPONSE

California and to the extent CSA must assess and understand why being a product of the foster care system significantly increases your chances of becoming a homeless adult.

**Recommendation 3: All cities in the county should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures and requirements with the goal of balancing community goals, standards and with the need for affordable housing.**

The Continuum agrees partially with this recommendation. The Continuum agrees that there is dire aspirations need for many housing types which are affordable. However, it is typically not the cities who put up obstacles to get new construction of affordable housing completed, rather it is the financing component. Traditionally the Federal Low Income Housing Tax Credit (FLIHTC) was used to fund about 70% of new construction projects and cities had access to Redevelopment Agency funds and other housing funds to get new affordable housing projects financed. During different Administrations and the changes to the tax code, those FLIHTC funding was severely diminished turning that option for financing a new project from competitive to cutthroat. In a recent project constructed in Turlock, it took six different funding sources to finance the construction of 61 new units.

Additionally, in 2022 CSOC and the SHA adopted a Homelessness Strategic Plan that outlines 8 priority areas for our community. This strategic plan helps our community move together in response to the local issues and priority areas reflected in the Strategic Plan. The Homelessness Strategic Plan Implementation Committee, which is comprised of members of SHA, CSOC, and CSA, have highlighted the area of increasing housing as a priority measure within the strategic plan. This group has been working to create a coordinated response to housing through a workgroup to increase the individual jurisdictions abilities to seek out and utilize new funding sources for affordable housing projects. One example of this coordination is the City of Modesto, as a part of this workgroup, agreeing to provide some consultation to other jurisdictions regarding Project Homekey funding opportunities. This funding can be complicated to apply for, and City of Modesto has had success in being awarded these funds. Their willingness to share knowledge with other jurisdictions supports collaboration and benefits our entire county.

Findings	Agrees w/ Finding	Agrees Partially	Disagrees Wholly	Recommendations	Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Chair, Stanislaus Homeless Alliance								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.		X		<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.		X		
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.		X		<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.			X	
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.		X		<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.		X		

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>		<p><b>X</b></p>	<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>		<p><b>X</b></p>					

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Stanislaus Homeless Alliance submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable

RECEIVED

AUG 25 2022

BY: 

Honorable Robert Westbrook

Case #22-05GJ

This document is based on the 2021-2022 Civil Grand Jury hand delivered to me on July 27, 2022. As the chairperson of the Stanislaus Homeless Alliance (SHA) I am requested to respond to the findings and questions.

Note: The SHA is not a legal public entity but a group of interested parties representing cities and the county and other interested parties in an effort to have a positive impact on the homeless environment in our county. We are however glad to respond to the Grand Jury's questions and concerns.

The County CEO office and CSA Homeless and Housing Department are not signatory to this document nor did they in any way provide input or assistance in the formation of this response. Furthermore, the participants of the SHA and SCOC may, or may not, subscribe to some, or all, of the ideas and suggestions put forth in this document.

I hereby submit the following information:

#### Background

Homeless Action Plan (see CSOC website) was accepted and adopted by the CSOC and SHA in their respective meetings in November 2021. Subsequent to that action, a work group was formed by the SCOC and CSA to implement the recommendations of the plan. Further, the goals and subsequent action steps will be the road map moving forward. The Office of Emergency Services Incident Command System (ICS) has been adopted for the building of a comprehensive homeless system for Stanislaus County. The workgroup has begun to meet to address the prioritized goals beginning with #1 Affordable Housing, #2 Equity for Participants, and #6 Involve those with lived experience. The other 5 goals will be implemented over the next several years. Annual reports will be developed as we move forward.

The information, conclusions and strategies are assumed to be an effort between CSOC, CSA, BHRS, county, cities, nonprofits, etc.

Specific responses:

F1. The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated the COVID-19 pandemic.

Partially agree

Point-in-Time (PIT) "data" is the metric use for your statement. While the PIT is more than likely accurate as to the trends in homelessness it does not represent verifiable data. The HMIS system, when fully implemented, will provide verifiable data that can be tracked over time to quantify the actual success or failure of the system.

F2. The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.

Partially agree

Individual's support/accountability systems degrading due to a myriad of reasons inside and outside the individuals span of control leads to homelessness, coupled with lack of housing, substance abuse and mental health issues. Each individual's story is different and must be served according to their needs

F3. Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.

Partially agree

CSOC is the legal entity that provides oversight of state and federal funds (these funds come with strict parameters for their use) in the homeless system. SHA endeavors to assist with the implementing of the the CSOC priorities.

F4. Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.

Wholly agree

As CSOC, CHA and CSA work the ICS structure as outlined in this document, we will begin to see results from the efforts to prevent homelessness. Note that the implementation is over 5 years.

F5. Despite enormous funding for homeless programs and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.



Partially agree

Great strides have taken place in housing for homeless—low barrier shelters, additions to traditional shelters, Kansas House, Housing Authority efforts, HomeKey, etc. projects have provided additional housing and thus a reduction in those who would have been homeless. The Covid issues (which constitutes much of the funding received over the last 3 years) and other economic issues have continued to add to the base numbers of homelessness.

F6. There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.

Partially agree

Accountable measures are in place for all funding as required by the State and Federal funding. As we implement the ICS system, we will endeavor to place community level accountability that relates to Jobs/Housing placement, case work, etc.

R1. More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Series Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.

Partially agree

See F6 above. Also, inclusion of the 8 goals in the Homeless Action Plan will be included, as they are addressed, in an annual report to the community which will include performance metrics including outcomes related to the funding.

R2. More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.

Partially agree

The funds that CSOC administrates, have specific uses as deemed by the funding agency. They do not have latitude to use funds outside those guidelines. My hope is that as we develop the system, we will be able to secure funding (public and private) that can be used for programs suited for our county homeless needs not allowed by state and federal funding.

R3. All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing countywide.

Agree

We are in the process, with the joint CSOC and SHA efforts, to assist the cities as it relates to the creation of affordable housing. A work group has been formed with a member from each city manager (or designated staff) to work together on providing more affordable housing in the countywide.

R4. All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.

Wholly agree

Stated above in R3

A handwritten signature in black ink, appearing to read 'Brad Hawn', with a long horizontal stroke extending to the right.

Dated August 22, 2022

Brad Hawn, Chairperson Stanislaus Homeless Alliance

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Ceres City Council									
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.	X			<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.				X	
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.				X	
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.	X			<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.			X		

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>			<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>	<p><b>X</b></p>			
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>			<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>							

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Ceres City Council submitted its response within the timeframe stipulated by California Penal Code §955(c); however, the responses were not specific and were unsatisfactory in detail to findings **F4**, **F5**, and **F6**.

\* - not applicable



RECEIVED

AUG 31 2022

BY: 

**Office of the Mayor**

2220 Magnolia Street  
Ceres, CA 95307  
O: (209) 538-5731  
F: (209) 538-5650

**CITY COUNCIL**

Javier Lopez, Mayor

James Casey

Vacant

Bret Silveira

Mike Kline

August 22, 2022

Honorable Robert B. Westbrook  
Presiding Judge  
Superior Court of California  
County of Stanislaus  
P.O. Box 3488  
Modesto, CA 95353

**Subject: City of Ceres Response to 2021-2022 Stanislaus County Civil Grand Jury – Homelessness: The Elusive Definition of “Success” – Case #22-05GJ**

The City of Ceres has reviewed the findings and recommendations of the 2021-2022 Stanislaus County Civil Grand Jury – Homelessness: The Elusive Definition of “Success” – Case #22-05GJ

**RESPONSE TO FINDINGS:**

F1. The number of homeless in Stanislaus County fluctuates from year to year but it is increasing over time. This trend was exacerbated by the COVID-19 pandemic.

*The City agrees with this finding.*

F2. The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.

*The City agrees with this finding.*

F3. Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.

*The City agrees with this finding.*

F4. Since over half of the homeless each year are in the care system for the first time,

efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.

*The City is not familiar with that particular statistic.*

- F5. Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.

*The City does not possess sufficient information to agree with this finding.*

- F6. There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community Care System of Care, and the Stanislaus Homeless Alliance.

*The City does not possess sufficient information to agree with this finding.*

**RESPONSE TO RECOMMENDATIONS:**

- R1. More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to the allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.

*The City believes there is always room for improvement. However, we do not possess information to specifically respond to the recommendation.*

- R2. More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating those funds for affordable housing, substance abuse treatment, and mental health services.

*The City agrees with this recommendation but funding decisions should be left to individual jurisdictions and their governing bodies.*

- R3. All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations for the need for affordable housing.

*The City is in the process of updating the General Plan Housing Element and will*

*work to meet the goals and policies contained in the Housing Element.*

- R4. All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.

*The City agrees with this finding. The City provides annual reports to the State of California Department of Housing and Community Development (HCD) regarding the City's efforts to implement the Housing Element and if requested will provide this report to the Community System of Care and the Stanislaus Homeless Alliance.*

- R5. Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.

*The City will cooperate with subsequent grand juries and provide additional information as appropriate.*

If you have any further questions, please contact City Manager Alex Terrazas at (209) 538-5751.

Sincerely,



Javier Lopez  
Mayor

cc:

Tom Hallinan, City Attorney  
Alex Terrazas, City Manager

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Hughson City Council								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.		X		<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.	X			
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.		X		<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.	X			
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.		X		<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.		X		



<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>	<p><b>X</b></p>			
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>	<p><b>X</b></p>		<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>	<p><b>X</b></p>						

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Hughson City Council submitted a response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable



RECEIVED

SEP 08 2022

BY: 

August 23, 2022

Presiding Judge of the Superior Court  
Honorable Robert B. Westbrook  
PO Box 3488  
Modesto, CA 95353

RE: Response to the Stanislaus County Civil Grand Jury Report Case # 22-05GJ

Honorable Robert B. Westbrook:

The City of Hughson is sending this letter in response to the Civil Grand Jury report named, *Homelessness: The Elusive Definition of "Success"* received by the City on August 17, 2022.

City staff has reviewed the sections of the Civil Grand Jury report and presented its findings and recommendations to the Hughson City Council at a regular meeting on August 22, 2022. The following is the Hughson City Council's response based on this analysis and submitted as required to the Civil Grand Jury's Findings (F1 through F6) and Recommendations (R1 through R5).

**F1 – The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.**

Partially Agree - The City of Hughson assists in the Point in Time counts and while the City has not seen an increase within the City, it is acknowledged that most resources are closer to emergency shelters and transitional housing.

**F2 – The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.**

Partially Agree - The City of Hughson has limited knowledge on the most significant causes of homelessness, but can agree that lack of affordable housing, substance abuse, and mental health are likely contributing factors.

**F3 – Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level and the Homeless Management Information System at the operational level.**

Partially Agree - The Homeless Management Information System is a tool used by the Continuum of Care which is an entity contracted through the County Community Services Agency. CSOC is the legal entity that provides oversight of state and federal funds (funds that come with strict parameters for the use of funds) in the County.

**F4 – Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.**

Partially agree – The City of Hughson does not have data to verify the above statement.

**F5 – Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall, the system to date has not reduced homelessness.**

Partially Agree – Much work has been taken to place individuals and families experiencing homelessness in housing such as low barrier shelters and transitional shelters.

**F6 – There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care (CSOC), and the Stanislaus Homeless Alliance.**

Partially agree – While the City of Hughson does not receive State funding for homelessness and therefore has no knowledge of the reporting requirements, it is the City's experience that with State and Federal funding comes much accountability and data collection.

**R1 – More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to the allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.**

Partially Agree - Overseeing Federal and State funding requires a great deal of accountability. The City of Hughson participates annually on a reviewing and ranking panel to move Federal and State funds into the hands of competent nonprofits in the County.



**R2 – More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating funds for affordable housing, substance abuse treatment and mental health services.**

Partially Agree – In the past, cities had a funding source called Redevelopment Agency Housing that was set aside specifically for affordable housing. These funds were taken away in 2012 by the State of California Legislature. Currently, the largest source of funds for affordable housing is HUD funds. The City of Hughson currently participates in a consortium with Stanislaus County and other cities to ensure all affordable housing funds available are used within the region. These include Community Development Block Grants; HOME Grants-funds for rehabilitation of low-income homes, and Emergency Shelter/Solutions Grants.

Prevention programs within the City of Hughson include a strong city-school (Hughson Unified School District) partnership that helps to identify communal issues as they arise in addition to preventing issues from arising. The Hughson Unified School District supports many programs for youth. Examples include Future Farmers of America (FFA), 4-H, band, mentoring, art, drama, choir, and school sports programs, just to name a few. In addition, the Family Resource Center, located in Hughson administers prevention programs by providing support to families by linking them to resources in the community, providing parent education programs, health education and outreach, family literacy and school readiness, healthy birth outcomes classes, mental health services, family time events, a Promotoras program, and by providing assistance to families who tested positive for COVID-19 with financial assistance, food, cleaning supplies and hygiene supplies.

Additionally, the City of Hughson has placed a high priority on developing parks for recreation and supporting the school and sports programs. Baseball and football are a large part of the Hughson community with associations that provide fundraisers and use the funds to purchase equipment for the teams and assist children to participate who may not otherwise be able to participate due to funding. These programs through the school district and various associations in the Hughson community promote positive youth development that engages youth in intentional, productive, and constructive behaviors that work to prevent a variety of risky behaviors among young people.

**R3 – All cities in the county should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.**

Agree - The City of Hughson is in the process of updating the 2005 General Plan. Through this process, the State of California specifically requires cities to provide land for different levels of housing density. In addition, infill development is an example of developments that by their very nature, small one-bedroom units, are more affordable. In Hughson, the Walker Place Apartments (20 units) are one example of an infill project that will rent at a lower cost than residential homes that are larger and have greater square footage of property.

The City of Hughson is in the process of reviewing Ordinances and processes to ensure the City does not have unreasonable standards that would restrict low-income housing should a developer wish to pursue this option, as well as allowing for accessory dwelling units (ADUs) as permitted by the State.

**R4 – All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.**

Partially Agree – Adding additional reporting requirements on cities is not going to help produce results in preventing homelessness. Cities report to the State and the Stanislaus County Consortium (HUD funding) on the use of funding for low-income housing and if this information would be of assistance to agencies, such as the CSOC and SHA, the reports could be copied to them.

Respectfully submitted,



Merry Mayhew  
City Manager

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Modesto City Council								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.	X			<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.	X			
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.		X		
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.		X		<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.	X			

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>	<p><b>X</b></p>			
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>		<p><b>X</b></p>	<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>		<p><b>X</b></p>					

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Modesto City Council submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable

Honorable Robert B. Westbrook  
 Presiding Judge  
 Stanislaus County Superior Court  
 PO Box 3488  
 Modesto, California 95353

Dear Judge Westbrook,

The City of Modesto appreciates the opportunity to respond to the findings and recommendations of the Civil Grand Jury's final report Homelessness: The Elusive Definition of "Success", Case #22-05GJ. The City Council reviewed and approved the responses below at their September 13, 2022 meeting.

**Civil Grand Jury Findings and Recommendations:**

**Finding 1: The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the Covid-19 pandemic.**

Response: The City agrees with this finding.

The Stanislaus Grand Jury Report has reviewed and reported the growth of the number of homeless based on the Annual Point in Time Count. HUD, the Federal funding agency, requires this count to be completed by communities on the third week of January. In 2019 Stanislaus County formalized the process for the count by utilizing the Incident Command System Method (ICS) to better plan, organize and implement the Point-in-Time Count. That year, and the years following you can see a visible increase of the homeless counted county-wide.

The COVID-19 pandemic had an impact and created a hardship on many individuals in the community. In addition, and previous to COVID-19, the Ninth Circuit Federal Court ruling on Martin v. City of Boise, which allowed all individuals the right to sleep if there were no shelter beds available. Following this ruling, Modesto saw an increase of the visibility of those that were homeless, because the homeless were allowed to camp throughout the City, where they previously needed to hide.

**Finding 2: The most significant causes of homelessness are lack of affordable housing, substance abuse and mental health.**

Response: The City agrees with this finding.

The City agrees with this statement, and the data collected from the Community Health and Assistance Team (CHAT) supports this statement as well.

The CHAT team engage and build relationships with unsheltered individuals and provide immediate support, intervention, and connections with mainstream social services, shelters, and housing programs. CHAT works closely with sworn police officers to respond to non-violent calls. The CHAT team collects data on the unsheltered individuals and the services provided.

As part of the approach, the city implemented a data collection tool utilizing GIS technology through ArcGIS Survey123 application. A planning group of service providers, shelters, behavioral health and



mental health providers, as well as the Sherriff and Probation departments, developed the survey. The application allows a fully customizable data collection tool which not only collects federally mandated data, but additional data that assists the city to make strategic decisions to address homelessness. The data shows that a significant portion of the homeless community experience substance abuse and mental health challenges. The data collected is visualized though a user-friendly dashboard and interactive map. The dashboard provides city officials and policy makers information about of outreach contacts, services provided, reasons why services were not rendered, demographics, and location of outreach efforts. This information is available on a dashboard on the City website.

<https://www.modestogov.com/2785/Street-Outreach>

In additional the Stanislaus 2021 Regional Strategic Plan to Address Homelessness identified that the median gross rent for Stanislaus County had increase by 13.% over the past three years. Furthermore, there is a limited supply of housing units affordable to low income households or households otherwise at risk of homelessness.

**Finding 3: Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level and the Homeless Management Information System at the operational level.**

Response: The City partially agrees with this finding.

The Stanislaus Homeless Alliance (SHA) is the name of the collaborative entity formed to align homelessness services, planning, and funding among stakeholders in Stanislaus County, and consists of community leaders working to end homelessness. In addition to the SHA (and not mentioned in Finding #3), Stanislaus County has a Continuum of Care (CSOC) which is an integrated system of care that guides and tracks homeless individuals and families through a comprehensive array of housing and services designed to prevent and end homelessness. This entity is the legal entity that receives and provides oversight of most state and federal funds received county-wide to address homelessness.

The Homeless Management Information System (HMIS) is the database that all Federal and State funded homeless programs are required to enter their data of the individuals that are served. Data from the HMIS system is provided to the State and Federal Government annually to report on the individuals served with the funding that was received. The HMIS Data is the data utilized to reports the System Performance Measures each year which is a HUD report designed to report on a CoC's progress in meeting the needs of people experiencing homelessness. This report measures the following:

- Length of Time Persons Remain Homeless
- The Extent to which Persons who Exit Homelessness to Permanent Housing Destinations Return to Homelessness within 6, 12, and 24 months
- Number of Homeless Persons
- Employment and Income Growth for Homeless Persons in CoC Program-Funded Projects
- Number of Persons who Become Homeless for the First Time
- Successful Placement from Street Outreach and Successful Placement in or Retention of Permanent Housing

**Finding 4: Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.**

Response: The City agrees with this finding.

The City agrees that the community needs to focus on Homeless Prevention to ensure the reduction in homelessness. Through the Emergency Rental Assistance Program (ERAP), 2,500 households of the City were provided with over \$22,000,000 in rental assistance funding. In addition, the City funds many local agencies annually to assist with Homeless Prevention. The City is committed to supporting this effort into the future, but funding for prevention may be limited.

**Finding 5: Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall, the system to date has not reduced homelessness.**

Response: The City partially agrees with this Finding.

The City agrees that homelessness has not been reduced. However, homelessness would be even greater if not for the efforts of the City and its partners. The City of Modesto has continued to strive to develop new programs and partner to develop new housing units to assist those homeless individuals in the community.

Since 2019, the City has partnered to add 269 new shelter beds, and 175 new units of affordable housing to support our homeless population. Some of the projects are highlighted below:

**Access Center Emergency Shelter (ACES) (182 beds)**

Low-barrier shelter focused on providing shelter to the most vulnerable unsheltered population by decreasing common barriers to individuals accepting shelter service, such as, pets, partners, and possessions.

**Salvation Army (50 beds)**

The Salvation Army increased their capacity to serve fifty additional unsheltered individuals in their Berberian Shelter.

**Youth Navigation Center (YNC) (32 beds and 16 transitional housing units)**

The YNC opened in 2021 and serves unsheltered youth ages 13-24. There are 24 low barrier shelter beds to support youth ages 18-24, 16 transitional housing units to support youth ages 18-24 and 8 shelter beds to serve those 13-17.

**Kansas House (103 units)**

The Stanislaus Regional Housing Authority, in partnership with the County and the City of Modesto, converted a local motel into 103 units of second stop housing. Onsite collaboration includes ongoing case management and a drop-in center for law enforcement.

In addition to the 444 new beds/units there are an additional 423 affordable housing units in various stages of construction. Some of the projects are highlighted below:

**Project Homekey (21 units)**



The City of Modesto applied for and was awarded two Project Homekey grants leveraging over \$5.7M in State funding to support an additional 21 units in Modesto. 112 James Street was partnership with Stanislaus Equity Partners and is seven units currently occupied and serving BHRS clients, and 1208 9<sup>th</sup> Street was a partnership with Center for Human Services to develop 14 units for youth ages 18-24.

Vine Street- (34 units)

The City is partnering with the Stanislaus Regional Housing Authority to build 11 units for Seniors and 23 units for Veterans

1612 (150 units)

The Stanislaus Regional Housing Authority is currently building 150 units of workforce housing.

The City continues to look for affordable housing developers, sites and outside funding to assist with the production of additional affordable housing units.

The City of Modesto has also launched the Camp2Home Program in Modesto to offer a path to self sufficiency for those individuals experiencing homelessness through outreach, shelter, job training, permanent employment and permanent housing.

Through the Street Outreach component, the Community Health and Assistance (CHAT) formerly known as Homeless Engagement and Response Team (HEART), was expanded to engage and build relationships with unsheltered individuals and provide immediate support, intervention, and connections with mainstream social services, shelters, and housing programs. CHAT works closely with sworn police officers to respond to quality of life calls. This alternative response allows sworn officers to focus more on higher priority calls. During the program year 2021-2022, the CHAT Team served 820 unduplicated individuals and made 2,417 contacts with individuals experiencing unsheltered homelessness.

Emergency shelter was prioritized within the Camp2Home initiative to create a pipeline for unsheltered individuals to connect to shelter services. The City provided funding to support and bolster operations of the community's largest shelter which also includes a low barrier shelter wing. The shelter was able to serve the maximum number of individuals while still adhering to public health guidelines and maintaining social distancing requirements. During the program year of 2021-2022 the shelter served 1031 individuals.

Job Training is a key component of the Camp2Home program in helping individuals to secure permanent employment and permanent housing. The City partners with the Downtown Streets Team (DST) program which aims to end homelessness through workforce training, employment, and employer pipelines.

Over the last three years, the City of Modesto in partnership with the Downtown Streets Team has served 204 homeless individuals. Of those team members, 61 were connected with employment, and 79 were housed.

**Finding 6: There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.**

Response: The City partially disagrees with this finding.

The City of Modesto is committed to effectively utilizing the homeless funds it oversees. Annually the City presents its Consolidated Annual Performance Evaluation Report to the Community System of Care, Stanislaus Homeless Alliance, and Modesto City Council. This report outlines the projects that were funded, the outcomes of the projects and individuals served, as well as the funding leveraged through other funding sources. The City is also responsible for using its homeless funds in accordance with rules and regulations from State and Federal Funding sources, including reporting requirements. The City is continually looking for ways to improve the accountability and effectiveness of the funding utilized in Modesto and find ways to present this to the community.

**Recommendation 1: More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance and the Community Services Agency should take the lead, demand verifiable performance and focus funding and other resources on those agencies and organizations with demonstrable success.**

Response: The City partially disagrees with this recommendation.

The City of Modesto offers a competitive grant process to local homeless service agencies each year to award funding in the community. Once the funding is awarded, the City holds the agency to their performance goals and ensures they meet Federal and State funding requirements. This information is incorporated to an annual report prepared by the City. The annual report is reported to the Stanislaus Homeless Alliance, Community System of Care and Modesto City Council on an annual basis.

**Recommendation 2: More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes in the budgeting process of each jurisdiction, priority should be given to allocating funds for affordable housing, substance abuse treatment and mental health services.**

Response: The City partially disagrees with this finding.

The City of Modesto agrees that more focus on homeless prevention is key and annually funds agencies who administer homeless prevention funding for individuals within the City of Modesto. However, the City receives funding from various funding sources, each of which has different restrictions, some of which prevent the funding from being used for certain activities related to homelessness prevention. For example, some funding is restricted to serving homeless individuals and cannot be used on services or assistance for individuals that are currently house. The City currently allocates a majority of the funding it receives for the development of new affordable housing units and continuously seek additional Federal and State funding sources to leverage these efforts.

**Recommendation 3: All cities in the county should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards and aspirations with the need for affordable housing.**

Response: The City agrees with this recommendation.



The City of Modesto agrees with this and continues to look for opportunities to encourage the construction of new and affordable housing units. In order to encourage the construction of affordable housing, the City has taken the following actions:

1. **Surplus Properties:** In compliance with the Surplus Lands Act, the City is currently compiling an inventory of all city owned surplus properties. Staff has begun reviewing the inventory of city owned surplus property. Currently, six properties were identified as surplus for affordable housing projects. Staff is working closely with the Housing Authority and local affordable housing developers to complete the scope of work and move forward with these projects.
  - a. The City of Modesto is facilitating the Housing Authority's property acquisition efforts of a portion of a property located at 1500 Robertson Road Modesto CA, which is currently owned by the Tuolumne River Regional Park Joint Powers Authority (composed of the Cities of Ceres, Modesto, and County of Stanislaus). The Housing Authority plans to build 92 affordable housing units and related improvements on approximately 4 acres of land. The project, by the name of Parque Rio, will provide much needed housing for low-income families (70 units) and seniors (22 units).
  - b. The City partnered with EAH Housing for the planning and development of Archway Commons Phase II, a 74-unit multi-family affordable housing project. This site was previously owned by the City and has been transferred to EAH Housing for this housing development. In PY 2019, the City and EAH Housing were successfully awarded a \$14,276,157 Affordable Housing and Sustainable Communities grant from the State of California for this project and successfully closed during the PY 2020. The total project cost is \$32,842,807 with a leverage amount of \$31,442,807. This project has estimated completion date of first quarter 2023.
2. **CFF Exemptions:** The current CFF Policies and Procedures provide, with respect to very low- and low-income housing exemptions, the total number of housing exemptions granted are not to exceed two percent (2%) of the cumulative total CFF program housing units. The CFF Policies and Procedures also allow a Community Housing and Development Organization (CHDO) to submit an application and request CFF be waived on new affordable units for households earning sixty (60%) or less of the Area Median Income. Since 1989, a total of 15,689 residential building permits have been issued, of which 811 were granted CFF exemptions.
3. **Accessory Dwelling Unit Ordinance:** In 2020, the City has made amendments to its Municipal Code regarding accessory dwelling units, accessory buildings, and second story units. These amendments allowed the City to align with the state law. This will allow individuals to generate income or house family members that should increase affordable units, decrease the number of unhoused or underhoused individuals, and allow homeowners to increase personal revenue. The City is also partnering with other jurisdictions to develop preapproved plans that can be used by individuals looking to building accessory dwelling units, which will make development of such units cheaper and quicker.
4. **SB2 Housing Plan:** In 2019 the City of Modesto applied for and was awarded \$625,000 in State of California SB2 Planning Grants Program (PGP). The PGP is intended for the preparation, adoption, and implementation of plans that streamline housing approvals and accelerate housing production. Grant Funds will be partially used for the development of a Housing Plan to establish a vision for the future of Modesto's residential neighborhoods and development

activity and to identify ways to realize that vision. Throughout 2021 Opticos and City Planning conducted a series of education and stakeholder sessions to develop the Housing Plan. This Housing Plan will cover the following areas and is proposed to be adopted by Council in October 2022:

- a. **Locate and Analyze Opportunity Sites:** Conduct an extensive feasibility analysis of opportunity sites feasible for housing development.
- b. **Review and Analyze Infrastructure and Services:** For select opportunity sites, conduct an assessment current street, utilities, water, sanitation, gas, electric, telecommunications, transit, and stormwater to identify appropriate growth and potential expansion to facilitate housing.
- c. **Performance Standards and Density Considerations:** Analyze the current regulatory structure and zoning standards to identify opportunities for improvement and streamlining the production and delivery of housing at all scales.
- d. **Pro-housing Policies:** Assess the City's existing housing policies as well as the State of California's pro-housing policy goals, including new and foreseeable legislation, for applicability to Modesto and recommend policies and programs that can be including in the Housing Plan and Housing Element.
- e. **Barriers to Affordable Housing:** Analyze barriers to affordable housing in Modesto including governmental constraints, non-governmental constraints, and environmental constraints to inform the most effective and appropriate policies to reduce constraints and facilitate housing production.
- f. **Facilitate Housing Development:** Address barriers identified in the City's entitlement procedures and recommend improvements in workflow and the application process. This component of the plan will develop easy to use, graphically attractive application packets.

**Recommendation 4: All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.**

Response: The City agrees with this recommendation.

To align efforts and initiatives between all stakeholders involved in addressing homelessness the Stanislaus Homeless Alliance (SHA) and Stanislaus Community System of Care (CSOC) created a strategic plan workgroup that began meeting to discuss the creation of a communitywide plan to address homelessness. The result of this workgroup's efforts is the 2021 Stanislaus Regional Homeless Strategic Plan (plan) that includes regional initiatives and is intended align efforts from the public, private, and faith-based communities. The City has been highly involved in the plan and the implementation, and on July 12, 2022, adopted the plan and its approach for implementation.

The City of Modesto currently reports to the Community System of Care and the Stanislaus Homeless Alliance twice a year regarding the projects that are budgeted for funding, and for the projects that are completed during the year. Additionally, the City reports to both entities on special projects that have launched to share knowledge and experience to the entities countywide. The City is committed to continuing to report to these entities regarding the steps taken to help produce more affordable housing in future years as well.

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Newman City Council								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.	X			<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.		X		
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.			X	
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.		X		<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.	X			

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>				<p><b>X</b></p>
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>	<p><b>X</b></p>		<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>		<p><b>X</b></p>					

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Newman City Council submitted a response within the timeframe stipulated by the California Penal Code §955(c).

\* - not applicable





August 24, 2022

Stanislaus Civil Grand Jury  
Honorable Robert B. Westbrook  
Post Office Box 3488  
Modesto, CA 95353

RECEIVED

AUG 30 2022  
BY: [Signature]

Honorable Robert B. Westbrook \_

The City of Newman acknowledges receipt of the summary report from the Stanislaus County Grand Jury Case #22-05GJ – Homelessness: The Elusive Definition of “Success.” On August 23<sup>rd</sup>, 2022, the Newman City Council reviewed and approved the attached responses to the findings and recommendations contained in the report.

Findings:

**F1.** The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID -19 pandemic.

*Response:* Respondent agrees with this finding.

**F2.** The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.

*Response:* Respondent agrees with this finding.

**F3.** Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance (SHA) at the policy level, and the Homeless Management Information System (HMIS) at the operational level.

*Response:* Respondent partially agrees with this finding. Stanislaus County Community System of Care is the legal entity that provides oversight of state and federal funds in the County. SHA endeavors to assist with the implementing of the recommendations of the CSOC priorities.

**F4.** Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.

*Response:* Respondent agrees with this finding.

**F5.** Despite enormous funding for homeless programs and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.

*Response:* Respondent agrees with this finding.

**F6.** There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.

*Response:* Respondent partially agrees. Accountability measures are in place for the use of all homeless funds; as required by the State and Federal funding sources. With that stated, the City agrees there should be improved metrics developed to better determine which operators and programs are meeting the goals identified in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness; provided they are consistent with the guidelines set forth by the funding source.

Recommendations:

**R1.** More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.

*Response:* Respondent agrees with this recommendation.

**R2.** More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.

*Response:* Respondent partially agrees with this recommendation. While the City agrees that preventing homelessness is a priority, State and Federal funding is pretty specific regarding the use of funds. To the extent that the Grand Jury may be suggesting cities use General Fund funds towards these endeavors, most Stanislaus County municipalities fully utilize their funds and rarely have excess funding available. Most funding not spent on public safety are allocated towards funding community related services.

**R3.** All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.

*Response:* This recommendation has already been implemented. Per State law, cities are required to adopt a Housing Element as part of their General Plan. A Housing Element provides an analysis of a community's housing needs for all income levels (including Extremely Low Income, Very Low Income and Low Income) and strategies to provide for those housing needs. State Law establishes that each city must accommodate its fair share of affordable housing as an approach to distributing housing needs throughout the state. The housing element must document in detail existing conditions and projected needs. It must also contain goals, policies, programs, and quantified objectives that address housing needs over the planning period. The City has a certified Housing Element and is in full compliance with State law.

**R4.** All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.

*Response:* This recommendation will not be implemented because it is unreasonable. The City Council is accountable to its constituents; not unelected Boards where a majority of the members do not live within City. It is unreasonable to expect the City to expend time and resources generating reports to these groups. In situations where the City receives monies to address homelessness and/or the root causes of homelessness, the City will comply with the parameters and reporting requirements attached to the funding source.

**R5.** Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.

*Response:* As mentioned within this report, and countless other reports, homelessness is a “growing problem” across the country. The issue has been studied by professionals, academics, governmental organizations, and non-governmental organizations and the matter continues to escalate. These same groups have also generated multiple reports on the production of affordable housing and the challenge still exists. It would seem that another report or a “more in-depth investigation” in efforts to produce affordable housing would be repetitive and inconsequential.

Per the Stanislaus County Grand Jury website, Civil Grand Juries are formed to study citizen complaints. If future committees receive complaints regarding the Stanislaus County Community System of Care and Stanislaus Homeless Alliance and/or the operation thereof, they should consider examining the complaint for validity and work with those groups to assure honest and efficient governance.

Thank you for the opportunity to respond to these findings and recommendations. If you have any questions, please feel free to contact me.

Regards,



Michael E. Holland  
City Manager

cc: Newman City Council  
N. Goldstein, City Attorney

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Oakdale City Council								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.	X			<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.		X		
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.		X		
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.	X			<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.		X		

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>			<p><b>X</b></p>	
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>	<p><b>X</b></p>		<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>	<p><b>X</b></p>						

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Oakdale City Council submitted a response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable





## Office of the City Attorney

RECEIVED  
AUG 25 2022  
BY: [Signature]

280 North Third Avenue • Oakdale, CA 95361 • Ph: (209) 845-3571 • Fax: (209) 847-6834

### FINANCE DEPARTMENT

280 N. Third Ave.  
Oakdale, CA 95361  
(209) 845-3571  
(209) 847-6834 Fax

COMMUNITY  
DEVELOPMENT &  
455 S. Fifth Ave.  
Oakdale, CA 95361  
(209) 845-3625

### FIRE DEPARTMENT

Station No. 28:  
325 East "G" St.  
Station No. 27:  
450 S. Willowood Dr.  
Oakdale, CA 95361  
(209) 847-5904  
(209) 847-5907 Fax

### RECREATION DEPARTMENT

280 N. Third Ave.  
Oakdale, CA 95361  
(209) 845-3625

### PUBLIC SERVICES DEPARTMENT

455 S. Fifth Ave.  
Oakdale, CA 95361  
(209) 845-3600  
(209) 848-4344

### POLICE DEPARTMENT

245 N. Second Ave.  
Oakdale, CA 95361  
(209) 847-2231  
(209) 847-3790 Fax

### CITY OF OAKDALE WEBSITE

[www.ci.oakdale.ca.us](http://www.ci.oakdale.ca.us)

### E-MAIL

information  
@ci.oakdale.ca.us

August 15, 2022

The Honorable Robert B. Westbrook  
Presiding Judge  
Stanislaus County Superior Court  
P.O. Box 3488  
Modesto, California 95353

Dear Judge Westbrook,

The City of Oakdale appreciates the opportunity to respond to the findings and recommendations of the Civil Grand Jury's final report Homelessness: The Elusive Definition of "Success", Case #22-05GJ. The City Council reviewed and approved the responses below at their August 15, 2022 City Council meeting.

### CIVIL GRAND JURY FINDINGS AND RECOMMENDATIONS

#### FINDINGS:

**F1.** – The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.

**F1. RESPONSE:** The City agrees and also recognizes a 2022 PIT report that shows a county decrease in homelessness that states possible reasons for that decrease (i.e. *2022 Stanislaus County Homeless Point-in-Time Count Data Summary*). The City agrees there were continual annual increases in prior years.

**F2.** – The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.

**F2. RESPONSE:** The City agrees, and ORM's lived experience concurs substance abuse, mental health and affordable housing are the most significant causes of homelessness.

**F3.** – Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operation level.

**F3. RESPONSE:** The City agrees that efforts to better coordinate the system of care are underway.

**F4.** – Since over half of the homeless each year are in the care system for the first time. Efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.

**F4. RESPONSE:** The City of Oakdale believes that it is extremely important to bring behavioral health and addiction recovery services to the eastside of the County (Oakdale/Riverbank). The City has started conversations with the Stanislaus County CEO's Office and Behavioral Health and Recovery Services to find ways to make this possible.

**F5.** – Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.

**F5. RESPONSE:** The City agrees enormous funding to CSOC, CSA, Housing Authority programs has not reduced homelessness to date.

**F6.** – There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services, Agency, the Community System of Care, and the Stanislaus Homeless Alliance.

**F6. RESPONSE:** The City of Oakdale agrees that greater accountability and communication from the Community Services Agency and the Community System of Care would help improve the efforts to reduce the number of individuals experiencing homelessness in Stanislaus County.

#### **RECOMMENDATIONS:**

**R1.** – More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organization with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.

**R1 RESPONSE:** The City agrees in the basic concept of accountability and that the Community System of Care, the Stanislaus Homeless Alliance and the Community Services Agency would serve the community well by leading that effort.

**R2.** – More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should

be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.

**R2. RESPONSE:** The City agrees that efforts to prevent homeless should be a top priority. The City also believes that bringing addiction recovery and mental health services into all Stanislaus County communities is critically important to the effort to reduce the number of individuals experiencing homelessness. The City has started conversations with the Stanislaus County CEO's office and BHRS in hopes that the County or non-profit organizations will be able to provide those services in Oakdale.

**R3.** – All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.

**R3 RESPONSE:** The City agrees that it appears that more affordable housing is needed. In 2021 the City was able to partner with Stanislaus County, the Stanislaus Housing Authority and Visionary Home Builders to construct 56 affordable housing units in Oakdale. Additionally, the current General Plan for the City includes land zoned for new residential units. The City will continue to work with organizations like Stanislaus County, the Stanislaus Housing Authority, developers and other non-profit organizations to build more affordable units.

**R4.** – All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.

**R4. RESPONSE:** Additional information is needed before the City can agree with this recommendation. What will this annual report look like? Is it a physical document or a presentation to the boards of these organizations? How will providing a report to the CSOC and SHA help move us closer to accomplishing the goal of eliminating homelessness in Stanislaus County. The City welcomes the opportunity to explore this further.

Sincerely,



Bryan Whitemyer  
City Manager



Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Patterson City Council								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.	X			<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.		X		
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.		X		
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.		X		<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.	X			

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>		<p><b>X</b></p>		
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>	<p><b>X</b></p>		<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>		<p><b>X</b></p>					

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Patterson City Council submitted a response; however, the response was not received within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable



# City of Patterson

Administration Department  
1 Plaza | P.O. Box 667  
Patterson, California 95363  
209.895.8010  
[www.ci.patterson.ca.us](http://www.ci.patterson.ca.us)

RECEIVED  
OCT 19 2022  
BY:

October 4, 2022

Stanislaus Civil Grand Jury  
Honorable Robert B. Westbrook  
Post Office Box 3488  
Modesto, CA 95353

Honorable Robert B. Westbrook,

The City of Patterson acknowledges receipt of the summary report from the Stanislaus Grand Jury Case #22-05GJ – Homelessness: The Elusive Definition of “Success.” On October 4, 2022, the Patterson City Council reviewed and approved the attached responses to the findings and recommendations contained in the report.

## Findings:

**F1.** The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID -19 pandemic.

*Response:* Respondent agrees with this finding.

**F2.** The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.

*Response:* Respondent agrees with this finding.

**F3.** Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance (SHA) at the policy level, and the Homeless Management Information System (HMIS) at the operational level.

*Response:* Respondent partially agrees with this finding. Stanislaus County Community System of Care (CSOC) is the legal entity that provides oversight of state and federal funds in the County. SHA implements CSOC’s recommendations and priorities.

**F4.** Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.

*Response:* Respondent agrees with this finding.

**F5.** Despite enormous funding for homeless programs and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.

*Response:* Respondent agrees with this finding.

**F6.** There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.

*Response:* Respondent partially agrees with this finding. Accountability measures are in place for the use of all homeless funds, as required by the State and Federal funding sources. With that stated, the City agrees there should be improved metrics developed to better determine which operators and programs are meeting the goals identified in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness—provided they are consistent with the guidelines set forth by the funding source.

Recommendations:

**R1.** More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Series Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.

*Response:* Respondent agrees with this recommendation.

**R2.** More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.

*Response:* Respondent partially agrees with this recommendation. While the City agrees that preventing homelessness is a priority, State and Federal funding is highly specific regarding the use of funds. To the extent that the Grand Jury may be suggesting cities use General Fund funds towards these endeavors, most Stanislaus County municipalities fully utilize their funds and rarely have excess funding available. Most funding not spent on public safety are allocated towards funding community related services.

**R3.** All cities in the Country should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.

*Response:* This recommendation has already been implemented. Per State law, cities are required to adopt a Housing Element as part of their General Plan. A Housing Element provides an analysis of a community's housing needs for all income levels (including Extremely Low Income, Very Low Income and Low Income) and strategies to provide for those housing needs. State Law establishes that each city must accommodate its fair share of affordable housing as an approach to distributing housing needs throughout the state. The housing element must document in detail existing conditions and projected needs. It must also contain goals, policies, programs, and quantified objectives that address housing needs over the planning period. The City has a certified Housing Element and is in full compliance with State law.

**R4.** All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.

*Response:* Respondent agrees with this recommendation. The City provides annual reports to the State of California Department of Housing and Community Development (HCD) regarding the City's efforts to implement the Housing Element and if requested will provide this report to the Community System of Care and the Stanislaus Homeless Alliance.

**R5.** Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.

*Response:* Respondent will cooperate with subsequent grand juries and provide additional information as appropriate.

Thank you for the opportunity to respond to the Civil Grand Jury's findings and recommendations. If you have any questions, please feel free to contact me.

Regards,



Dennis McCord  
Mayor

cc: Ken Irwin, City Manger  
Nubia Goldstein, City Attorney

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Riverbank City Council									
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.		X		<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.				X	
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.	X			<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.			X		
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.	X			<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.	X				

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>	<p><b>X</b></p>			
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>	<p><b>X</b></p>		<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>	<p><b>X</b></p>						

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Riverbank City Council submitted a response within the timeframe stipulated by the California Penal Code §955(c).

\* - not applicable





**CITY OF RIVERBANK**

**Administration Department**  
6707 Third Street, Riverbank, CA 95367  
Phone: 209.863.7122 - Fax: 209.869.7100



August 23, 2022

Honorable Robert B. Westbrook  
Presiding Judge, Superior Court of California, County of Stanislaus  
P.O. Box 3488  
Modesto, CA 95353

Honorable Judge Westbrook,

This letter is in response to the 2021-2022 Stanislaus County Civil Grand Jury Report for Case #22-05GJ which was provided to the City of Riverbank on June 16, 2022. The report, entitled *Homelessness: The Elusive Definition of "Success"* discusses the issue of Homelessness in our community, which is a County-wide concern and not limited to the City of Riverbank. We thank the Civil Grand Jury for their efforts to raise awareness on this issue and for providing our city with the opportunity to respond.

The City of Riverbank ("City") has reviewed the Findings and Recommendations of the report and is providing our responses below:

**RESPONSE TO FINDINGS**

***F1. The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.***

The City agrees partially with this finding.

The Department of Housing and Urban Development (HUD) requires that the Continuums of Care conduct an annual count of people experiencing homelessness who are sheltered and unsheltered. This count is known as the Point in Time (PIT) Count which only provides a count as of a specific day and as of a specific time frame as determined by HUD. The count is conducted by volunteers as is solely dependent upon a visual count that may or may not produce verifiable and/or consistent data from year to year therefore not providing an accurate representation of the individuals experiencing homelessness.

***F2. The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.***

The City agrees with this finding.





## CITY OF RIVERBANK

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While lack of affordable housing, substance abuse, and mental health can be leading contributors to homelessness we also understand that this list is not inclusive of many other factors, including the lack of living wage jobs in our community.

*F3. Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.*

The City agrees with the finding.

Riverbank participates as members of the Continuum System of Care (CSOC) and the Stanislaus Homeless Alliance (SHA) in an effort to work collaboratively with agencies throughout Stanislaus County.

*F4. Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.*

The City does not have sufficient data to agree or disagree with this finding.

*F5. Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.*

The City agrees partially with this finding.

Over the past several years, the County has experienced an increase in funding to aid in mitigating the spread of COVID-19, some of which was specifically dedicated to homeless individuals and individuals at risk of homelessness. Funding was spent in an effort to ensure that those individuals had a safe place to quarantine, and access to supplies, including food and personal protective equipment. In addition, funding was provided to residents who needed rental and utility assistance due to the loss of their employment due to COVID-related business closures. Often funding such as this comes through with many requirements that hinder our ability to use the funds expeditiously.

The City, via funding from the CARES Act, provided assistance to non-profits who provided aid to Riverbank residents in need of rental and utility assistance. In addition, the City applied for, and was awarded, a CDBG CV-3 Grant from Stanislaus County to provide Street Outreach and Emergency Shelter Services to our homeless residents. Via a contract with Cambridge Academies, Riverbank has been providing street outreach services, which include assistance with obtaining necessary services (mental health, substance abuse, and medical) as well as applying for financial assistance and obtaining



## CITY OF RIVERBANK

### Administration Department

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identifying documents (birth certificates and identification cards). American Rescue Plan Funds were used by the City to purchase our first overnight emergency shelter and funding via the County have been awarded to upgrade the shelter to provide for an Enterprise RESTART program to aid our homeless residents in transitioning away from homelessness. Recently, Mayor O'Brien was successful in obtaining the assistance and support of Senator Susan Eggman for a \$2 million grant via a direct allocation from the State of California to aid in our homelessness efforts.

*F6. There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.*

The City partially agrees with this finding.

Grant funding in itself comes with a variety of reporting requirements, whether they be quarterly or annually based on the funding source. We are required to submit information on number of individuals or homes served in order for the granting agency to document the use of funds. What may need further evaluation is how consistent the reportable data is between agencies.

### RESPONSE TO RECOMMENDATIONS

*R1. More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.*

The City partially agrees with this recommendation. Please see response to Finding 6.

*R2. More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.*

The City partially agrees. The Continuum System of Care, along with other State and County organizations, receive and/or provide funding on an annual basis that can be



## CITY OF RIVERBANK

### Administration Department

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allocated towards homelessness prevention. These funds are available to all residents in the County and such organizations are better equipped to assist our residents in need.

***R3.** All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.*

The City agrees with this recommendation.

As required, the City encourages housing at all income levels.

***R4.** All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.*

The City agrees with this recommendation.

Annually, the City is required to prepare an Annual Progress Report on the implementation of the Housing Element. The Report addresses the progress of the City in meeting the Regional Housing Needs Assessment housing goal. The report is submitted annually to the State and can easily be shared with the CSOC and SHA.

Once again we thank the Civil Grand Jury for their efforts to raise awareness on this issue. Should you have any questions, please feel free to contact me at (209) 863-7110. Thank you.

Sincerely,

Marisela H. Garcia  
City Manager

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Turlock City Council								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.				<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.			X	
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.				<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.	X			
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.				<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.			X	

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>			<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>	<p><b>X</b></p>			
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>			<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>							

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**Conclusion**

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The Turlock City Council submitted its response within the timeframe stipulated by California Penal Code §955(c). However, the 2022-2023 SCCGJ is not satisfied with the response received by the Turlock City Council. Its response did not address findings **F1, F2, F3, F4, F5, and F6**. The Turlock City Council failed to follow California Penal Code §933.05 which outlines the process when responding.

\* - not applicable



# City Council Staff Report

Date: August 23, 2022



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From: Reagan M. Wilson, City Manager

Prepared by: Reagan M. Wilson, City Manager

Agendized by: Reagan M. Wilson, City Manager

## 1. ACTION RECOMMENDED:

Resolution: Accepting the City of Turlock Response to the 2021-2022 Stanislaus County Grand Jury Report.

## 2. SYNOPSIS:

Turlock, along with the other eight (8) Cities in the County was evaluated by the 20-21 Civil Grand Jury in regards to Homeless Programs. The report contained six (6) findings and four (4) recommendations that pertain to the City of Turlock.

### DISCUSSION OF ISSUE:

The City has not later than 90 days after the Grand Jury to submit a final report. This report must be placed on file with the City Clerk and the Office of the County Clerk. Additionally, a copy should be placed on file with the applicable Civil Grand Jury and in the control of the county impaneled Grand Jury. One other copy is submitted to the Honorable Robert B. Westbrook, Presiding Judge of the Stanislaus County Superior Court. Presented herein are the four (4) recommendations that pertain to Turlock and are as follows:

- F1. More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.

- F2. More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.
- F3. All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.
- F4. All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.

**The responses are as follows:**

- R1. The City Council receives periodic reports on the progress made to implement the Council Ad Hoc Committee's recommendations. The City would be willing to participate in jointly developing a performance evaluation system.
- R2. The City has established homelessness as a priority program including working with the County's Care Team, and not for profits serving the homeless population. The current estimate as of 2020 is 232, the most recent estimate for 2021 is 211 in the City of Turlock.
- R3. The City's General Plan Housing Element provides for affordable housing. (However, current housing costs in Turlock make affordable housing out of reach for many of the City's residents, much less the homeless.) In the fall of this year, the City will be conducting a General Plan update that will include a new housing element.
- R4. We will forward periodic Council Reports to the Community System of Care and the Stanislaus Homeless Alliance.

**4. BASIS FOR RECOMMENDATION:**

See attached City Council Staff Report dated February 22, 2022 and City Council Staff Report dated May 10, 2022.



**5. FISCAL IMPACT / BUDGET AMENDMENT:**

**Fiscal Impact**

No fiscal impact can be calculated until the General Plan update has been completed.

**6. CITY MANAGER'S COMMENTS:**

Recommend Approval.

**7. ENVIRONMENTAL DETERMINATION:**

N/A

**8. ALTERNATIVES:**

Not approve the response.

**9. ATTACHMENTS:**

- A. Resolution
- B. City of Turlock Staff Report dated February 22, 2022
- C. City of Turlock Staff Report dated May 10, 2022

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Waterford City Council								
<b>F1.</b> The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated by the COVID-19 pandemic.		X		<b>R1.</b> More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Services Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Plan to Address Homelessness should be included in performance evaluations.		X		
<b>F2.</b> The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.		X		<b>R2.</b> More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.			X	
<b>F3.</b> Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.		X		<b>R3.</b> All cities in the County should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.	X			

<p><b>F4.</b> Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.</p>	<p><b>X</b></p>		<p><b>R4.</b> All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.</p>	<p><b>X</b></p>			
<p><b>F5.</b> Despite enormous funding for homeless programs, and despite the fact that there are many individual successes, overall the system to date has not reduced homelessness.</p>	<p><b>X</b></p>		<p><b>R5.</b> Subsequent civil grand juries are encouraged to monitor progress on these recommendations and consider a more in-depth investigation into efforts to produce affordable housing.</p>	<p>*</p>	<p>*</p>	<p>*</p>	<p>*</p>
<p><b>F6.</b> There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.</p>		<p><b>X</b></p>					

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Waterford City Council submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable



Michael G. Pitcock P.E., City Manager  
101 E. Street Waterford, CA 95386  
(209) 874-2328 Ext. 103 Fax (209) 874-9656  
mpitcock@cityofwaterford.org

August 18, 2022

RECEIVED  
AUG 26 2022  
BY: [Signature]

Honorable Robert B. Westbrook  
Presiding Judge, Superior Court of California, County of Stanislaus  
P.O. Box 3488  
Modesto, Ca 95353

Honorable Robert B. Westbrook,

The City of Waterford has received the Stanislaus County Civil Grand Jury report dated June 16, 2022 and is providing the following response on behalf of Mayor Jose Aldaco and the Waterford City Council to the findings and recommendations as required per Penal Code §933 and §933.05.

F1. The number of homeless in Stanislaus County fluctuates from year to year but is increasing over time. This trend was exacerbated the COVID-19 pandemic.

Partially agree

Point-in-Time (PIT) data is the metric use for your statement. While the PIT is fairly accurate as to the trends in homelessness, it does not represent verifiable data. Waterford's PIT has fluctuated from zero to six over the years but it is safe to say we have never had zero homeless. During PIT counts, there are times when homeless are not found by the survey crew but do exist. As to the statement that the COVID-19 pandemic has exacerbated the number of homelessness, we have no verifiable data to suggest such but it is likely some have entered homelessness due to the COVID-19 pandemic.

F2. The most significant causes of homelessness are lack of affordable housing, substance abuse, and mental health.

Partially agree

Homelessness is due to a myriad of reasons inside and outside the individuals span of control. Lack of affordable housing, substance abuse and mental health issues are contributing factors

but there are other reasons. Each individual's story is different and must be served according to their needs.

F3. Efforts to better coordinate the system of care are underway. These include the Stanislaus Homeless Alliance at the policy level, and the Homeless Management Information System at the operational level.

Partially agree

CSOC is the legal entity that provides oversight of state and federal funds used in the County. These funds come with strict parameters for the use. The SHA endeavors to assist with the implementing of the recommendations of the CSOC priorities.

F4. Since over half of the homeless each year are in the care system for the first time, efforts to prevent homelessness have not been successful enough. Without greater prevention success, homelessness cannot be reduced.

Agree

Stronger efforts should be made to support individuals at risk of homelessness and serve them before they become homeless.

F5. Despite enormous funding for homeless programs and despite the fact that there are many individual successes, overall, the system to date has not reduced homelessness.

Agree

Great strides have been taken to place individual and families experiencing homelessness in housing for homeless, low barrier shelters and traditional shelters serving larger cities. Unfortunately, smaller cities have not seen improvements in housing homeless as our numbers do not raise to the point of financing major shelter improvements.

F6. There is insufficient accountability for the effective use of homeless funds. While many agencies are accountable to their funding sources, primary responsibility for measuring accountability and effectiveness rests with the Community Services Agency, the Community System of Care, and the Stanislaus Homeless Alliance.

Partially agree

Accountable measures are in place for all funding as required by the State and Federal funding. Our understanding is that through the implementation the ICS system, we will see improvements in community level accountability that relates to Jobs/Housing placement, case work, etc.

R1. More accountability needs to be introduced into the system. The Community System of Care, the Stanislaus Homeless Alliance, and the Community Series Agency should take the lead, demand verifiable performance, and focus funding and other resources on those agencies and organizations with demonstrable success. This should be done by jointly adopting a performance evaluation system prior to allocation of the next round of federal homeless funding. Progress on achieving the eight goals set forth in the Stanislaus 2021 Regional Strategic Plan to Address Homelessness should be included in performance evaluations.

Partially agree

See F6 above. Also, inclusion of the 8 goals in the Homeless Action Plan should be included in an annual report to the community which will include performance metrics including outcomes related to the funding.

R2. More focus should be given to preventing homelessness. To the extent there are funds not earmarked for other purposes, in the budgeting process of each jurisdiction, priority should be given to allocating these funds for affordable housing, substance abuse treatment, and mental health services.

Partially agree

The funds that CSOC administrates, have specific uses as deemed by the State and Federal funding agencies. CSOC does not have latitude to use funds outside those guidelines. Further discussion should occur to enhance the funding guidelines that allow more suitable use of funding for our county's needs.

R3. All cities in the Country should continually be encouraging the construction of significantly more affordable housing. They should evaluate their plans, procedures, and requirements with the goal of balancing community goals, standards, and aspirations with the need for affordable housing.

Agree

We always encourage development of affordable housing but we are unable to mandate said price point. The development community outside those that specialize in affordable housing development, tend to follow market pricing. Market pricing development itself is beneficial as increasing the supply of housing will eventually make rents more affordable. Those that specialize in the development of affordable housing typically need significant government partnership in the area of funding and tax breaks for which we can mandate affordable covenance. Unfortunately, we have not had success getting affordable housing developers interested in Waterford for quite some time.

R4. All cities should report annually to the Community System of Care and Stanislaus Homeless Alliance on the steps they have taken to help produce more affordable housing.

Agree

Please don't hesitate to reach out to me at (209) 874-2328 ext. 103 should you have questions.

Sincerely,



Michael Pitcock  
City Manager  
City of Waterford

Cc:



**Measure L Transparency  
Case #22-06GJ**

**Reason for Investigation**

The intent of the Stanislaus County Civil Grand Jury’s (SCCGJ) inquiry into Measure L, the local transportation sales tax, was to gauge the transparency between the cities/County and the public regarding the use of public funds. In addition, SCCGJ examined whether the public information requirements of the Master Funding Agreements (MFA) were being followed. The cities of Hughson, Newman, and Oakdale were evaluated, as well as the Stanislaus Council of Governments (StanCOG), which is the administrator of the MFAs.

**Agencies Asked to Respond**

- ❖ StanCOG Executive Director: **F1, F2, F3, F4, R1, R2, R3, R4**
- ❖ City of Hughson City Council: **F5, F6, R5, R6**
- ❖ City of Newman City Council: **F7, F8, F9, R7, R8, R9**
- ❖ City of Oakdale City Council: **F10, F11, F12, R10, R11, R12**

Findings	Agencies Asked to Respond			Recommendations	Implementation Status				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*	
<b>StanCOG Executive Director</b>									
<b>F1.</b> The local website requirements of the MFAs are very general and don’t provide adequate guidance to the cities and County regarding website content.	<b>X</b>			<b>R1.</b> StanCOG should develop a minimum standard for the local websites by December 31, 2022, including a requirement that the information be updated bi-annually. Minimum requirements for local websites would include: <ul style="list-style-type: none"> <li>• A description of Measure L and the city’s plan for these funds</li> <li>• Total revenues and expenditures over the life of the program</li> <li>• A list of past, current, and future projects with enough detail for the public to understand how the cities prioritize their projects</li> <li>• A contact number for additional information</li> <li>• A link to StanCOG for detailed information</li> </ul>		<b>X</b>			

<p><b>F2.</b> Despite information that was outdated or missing entirely from the Newman and Hughson websites, StanCOG did not enforce the MFA website posting requirements nor withhold funds from these jurisdictions.</p>	<p><b>X</b></p>		<p><b>R2.</b> StanCOG should develop procedures to verify and enforce compliance with MFA requirements prior to disbursement of funds by December 31, 2022.</p>	<p><b>X</b></p>		
<p><b>F3.</b> While it is impractical to enforce the percentage allocations between streets/roads, traffic management, and bike/pedestrian projects on an annual basis, StanCOG does not have a procedure in place to enforce these percentage allocations over the long term.</p>		<p><b>X</b></p>	<p><b>R3.</b> StanCOG should discuss how the percentage allocations will be enforced over the long term with the agencies by December 31, 2022, so that enforcement does not become impossible later in the program.</p>			<p><b>X</b></p>
<p><b>F4.</b> StanCOG has not adopted a public awareness program with the cities/County as required in the MFAs.</p>	<p><b>X</b></p>		<p><b>R4.</b> StanCOG should adopt the public awareness program as required by the MFAs by March 31, 2023.</p>	<p><b>X</b></p>		

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied that StanCOG submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).



July 8, 2022

**Member Agencies**

*City of Ceres*

*City of Hughson*

*City of Modesto*

*City of Newman*

*City of Oakdale*

*City of Patterson*

*City of Riverbank*

*City of Turlock*

*City of Waterford*

*Stanislaus County*

**Policy Board Chair**  
Terrance P. Withrow

**Policy Board Vice-Chair**  
Richard D. O'Brien

**Executive Director**  
Rosa De León Park

The Honorable Robert B. Westbrook  
Presiding Judge of the Superior Court, Stanislaus County  
P.O. Box 3488  
Modesto, CA 95353

Re: 2022-2023 Stanislaus County Civil Grand Jury Report – Measure L  
Transparency (Case #22-06GJ)

Dear Judge Westbrook:

The Stanislaus Council of Governments (StanCOG) is providing the request for responses to findings and recommendations in Case #22-06GJ pursuant to California Penal Codes § 933 and § 933.05.

**Findings:**

**F1. The local website requirements of the MFAs are very general and don't provide adequate guidance to the cities and County regarding website content.**

Response: StanCOG agrees with the finding and will develop minimum requirements for the local agency websites by December 31, 2022. The minimum requirements will include the recommendations contained in R1.

**F2. Despite information that was outdated or missing entirely from the Newman and Hughson websites, StanCOG did not enforce the MFA website posting requirements nor withhold funds from these jurisdictions.**

Response: Due to the subjective nature of evaluating website content, StanCOG has not withheld funds based on the local agencies' website content. StanCOG will include objective enforcement mechanisms as part of the minimum website requirements. StanCOG encourages the agencies to utilize their Measure L funds and provide information to the public on how Measure L funds are spent. Information can also be found on [stanislausmeasurel.com](http://stanislausmeasurel.com).

**F3. While it is impractical to enforce the percentage allocations between streets/roads, traffic management, and bike/pedestrian projects on an annual basis, StanCOG does not have a procedure in place to enforce these percentages over the long term.**

Response: StanCOG appreciates the comment regarding percentage allocations for the Measure L - Local Control funds. StanCOG does have procedures in place to

The Honorable Robert B. Westbrook  
Presiding Judge of the Superior Court, Stanislaus County  
July 8, 2022  
Page Two

allocate funds between the local streets and roads, traffic management, and bike and pedestrian categories. Local Control funds are allocated to each jurisdiction in accordance with the allocation percentages identified on pages 3-4 of the voter approved Expenditure Plan, which is attached to the Measure L Ordinance as Exhibit "A." This allocation methodology was approved by each of the jurisdictions and the StanCOG Policy Board prior to being placed on the November 2016 ballot.

**F4. StanCOG has not adopted a public awareness program with the cities/County as required in the MFAs.**

Response: The "Public Awareness Program" in the MFA's is a reference to informational sharing and includes things such as the recipient's website, the Measure L website – stanislausmeasurel.com, the Measure L Annual Report, signage on Measure L projects or programs, and general updates provided by recipient agencies and StanCOG. StanCOG will develop and adopt a formal Public Awareness Program by March 31, 2023.

**Recommendations:**

**R1. StanCOG should develop a minimum standard for the local websites by December 31, 2022, including a requirement that the information be updated bi-annually. Minimum requirements for local websites would include: a description of Measure L and the city's plan for these funds, total revenues and expenditures over the life of the program, a list of past, current, and future projects with enough detail for the public to understand how the cities prioritize their projects, a contact number for additional information, a link to StanCOG for detailed information.**

Response: StanCOG agrees with the recommendation and will develop minimum requirements for the local agency websites by December 31, 2022. The minimum requirements will include the recommendations contained in R1.

**R2. StanCOG should develop procedures to verify and enforce compliance with MFA requirements prior to disbursement of funds by December 31, 2022.**

Response: The Measure L funds distributed to the jurisdictions are "local control" funds which means each recipient agency establishes its local priorities and local projects to be funded with Measure L. StanCOG does not approve local control projects, rather StanCOG examines the required reports submitted by each agency for compliance. This method of distribution received overwhelming support by the Stanislaus community and by the voters when Measure L was approved in November 2016. In 2018/19, the Civil Grand Jury issued Report #19-07GJ which commended StanCOG for the development of Measure L and found StanCOG and the local jurisdictions are implementing Measure L as promised to Stanislaus County residents.

StanCOG does have procedures in place to enforce compliance with the MFA requirements. The MFAs contain several reporting requirements which must be complied with in order to receive



The Honorable Robert B. Westbrook  
Presiding Judge of the Superior Court, Stanislaus County  
July 8, 2022  
Page Three

Measure L funding. In addition, the Local Control Funds Policies and Procedures, adopted by the StanCOG Policy Board, are incorporated into the MFA's and contain additional requirements a jurisdiction must comply with. If a jurisdiction does not comply, Measure L Funding is withheld until compliance is achieved. The City Manager, Finance Director, or Public Works Director, as applicable, are notified when an agency's funds are withheld due to noncompliance.

In an effort to further encourage compliance, StanCOG will add a "Compliance" section to the monthly "Measure L Funds Received and Investment Recap Report" which is presented to the StanCOG Executive Committee and Policy Board. The "Compliance" section will identify any agency not in compliance with the Measure L Local Control Requirements and will also identify any agency which has regained compliance.

The Measure L Policies and Procedures are available online at [stanislausmeasurel.com/policies/](http://stanislausmeasurel.com/policies/)

**R3. StanCOG should discuss how the percentage allocations will be enforced over the long term with the local agencies by December 31, 2022, so that enforcement doesn't become impossible later in the program.**

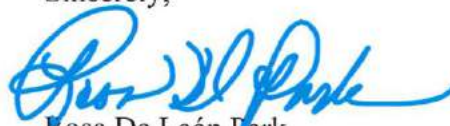
Response: Local Control funds are allocated to each jurisdiction in accordance with the allocation percentages identified on pages 3-4 of the voter approved Expenditure Plan, which is attached to the Measure L Ordinance as Exhibit "A." This allocation methodology was approved by each of the jurisdictions and the StanCOG Policy Board prior to being placed on the November 2016 ballot. Once Measure L funds are received, each recipient agency is required to comply with the provisions of the MFAs. Each compliant agency receives Measure L funding monthly in accordance with the approved allocation methodology. Noncompliant agencies have funds withheld until compliance is achieved.

**R4. StanCOG should adopt the public awareness program as required by the MFAs by March 31, 2023.**

Response: StanCOG will develop and adopt a formal Public Awareness Program by March 31, 2023.

If you require additional information or have any questions, please contact me at 209.525.4600 or email at [rpark@stancog.org](mailto:rpark@stancog.org).

Sincerely,



Rosa De León Park  
Executive Director  
Stanislaus Council of Governments

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*
<b>City of Hughson City Council</b>								
<b>F5.</b> The information currently on Hughson’s website does not give the public a clear understanding of the program, how Measure L funds have been used, and future city plans for these funds.		X		<b>R5.</b> Within three months after adoption by StanCOG of a standard for local websites, Hughson should update its website to be in compliance.		X		
<b>F6.</b> Hughson does not have a public awareness program as required by its MFA.		X		<b>R6.</b> Three months after adoption of a public awareness program by StanCOG, Hughson should implement the program.		X		

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Hughson City Council submitted a response within the timeframe stipulated by California Penal Code §955(c).



OFFICE OF THE CITY MANAGER  
7018 Pine Street, P.O. Box 9  
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[www.hughson.org](http://www.hughson.org)



RECEIVED  
JUN 20 2022  
BY:   
Merry Mayhew  
City Manager  
[mmayhew@hughson.org](mailto:mmayhew@hughson.org)

June 14, 2022

Presiding Judge of the Superior Court  
Honorable Robert B. Westbrook  
PO Box 3488  
Modesto, CA 95353

RECEIVED  
JUN 23 2022  
BY: 

RE: Response to the Stanislaus County Civil Grand Jury Report Case # 22-06GJ

Honorable Robert B. Westbrook:

This letter is in response to the correspondence received on May 14, 2022.

City staff has reviewed the sections of the Civil Grand Jury report and presented its findings and recommendations to the Hughson City Council on June 13, 2022, regarding the inquiry into Measure L transparency. The following is the Hughson City Council's response based on this analysis and submitted as required to the Civil Grand Jury's Findings (F5 and F6) and Recommendations (R5 and R6).

The City of Hughson disagrees partially with the findings, F5 and F6.

**Civil Grand Jury Finding F5:**

The information currently on Hughson's website does not give the public a clear understanding of the program, how Measure L funds have been used, and future City plans for these funds.

**Response:**

The City of Hughson continuously updates the Measure L website with information as it is received. On the date of receipt of the Grand Jury Report, the website was reviewed ([Measure L – Local Roads First – City of Hughson](#)) and the following information was found to be listed on the website:

- General Information regarding Measure L including when the measure was passed.
- A Roadway Maintenance Project Map.
- An Expenditure List that included the first five years of Measure L (2016-2021).
- A list of three projects that had been completed with Measure L funds and a picture.
- Measure L Annual Reports for FY17/18; 18/19; and 19/20.  
The Annual Report for FY20/21 was posted as soon as the Final Report was received by the City.
- Annual Financial Reports for FY19/20 and FY20/21.

Consultants are currently assessing the streets in Hughson through a Pavement Condition Index and from the results of this assessment, a project list for FY22/23 will be taken to the City Council for approval and the annual project list will be placed on the Measure L website.

During the review of the City's website, a separate page was located on the website that had little to no Measure L information listed. It is possible that this is the page that led the Grand Jury to the conclusion that the City of Hughson did not have adequate Measure L information listed. That page has been removed to ensure that the public access the correct page.

**Civil Grand Jury Finding F6:**

Hughson does not have a public awareness program as required by its MFA.

**Response:**

As mentioned under Finding 5, current and accurate information is listed on Hughson's website regarding the expenditure of Measure L funds. Signage was posted at each project in excess of \$250,000 identifying it as funded in whole or part by Measure L, and the City does participate in a "public awareness program" in partnership with StanCOG to provide public information on Measure L activities by submitting revenue and expenditure reports as well as quarterly milestone reports showing progress on projects, and any other compliance reports requested by StanCOG. StanCOG creates Annual Reports which are then placed on the City's website for public view.

In addition, the City of Hughson submits all requested information to the independent auditors for the annual audited financial statements and when the audits are completed the audited reports are also placed on the website for public view.

In the future, should additional information be available to add to the website, the City will comply with posting the information for public view.

**Civil Grand Jury Recommendations R5 and R6:**

R5. Within three months after adoption by StanCOG of a standard for local websites, Hughson should update its website to be in compliance.

R6. Three months after adoption of a public awareness program by StanCOG, Hughson should implement the program.

**Response:**

The City of Hughson agrees with the above recommendations and shall implement any standard for local websites and any public awareness program adopted by StanCOG.

Respectfully submitted,



Merry Mayhew  
City Manager  
City of Hughson  
209-883-4054

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

City of Newman City Council								
<b>F7.</b> The information currently on Newman’s website does not give the public a clear understanding of the program, how the Measure L funds have been used, and future city plans for these funds.	X			<b>R7.</b> Within three months after adoption by StanCOG of a standard for local websites, Newman should update its website to be in compliance.		X		
<b>F8.</b> Newman does not have a public awareness program as required by its MFA.	X			<b>R8.</b> Three months after of a public awareness program by StanCOG, Newman should implement the program.		X		
<b>F9.</b> Newman currently has no representative on the MLOC.	X			<b>R9.</b> Newman should appoint a representative to MLOC by October 31, 2022.		X		

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied that the Newman City Council submitted a response within the timeframe stipulated by California Penal Code §955(c).



June 20, 2022

Stanislaus Civil Grand Jury  
Honorable Robert B. Westbrook  
Post Office Box 3488  
Modesto, CA 95353

Honorable Robert B. Westbrook

The City of Newman acknowledges receipt of the summary report from the Stanislaus County Grand Jury Case #22-06GJ – Measure L Transparency. On June 20, 2022, the Newman City Council reviewed and approved the attached responses to the findings and recommendations contained in the report.

Findings:

**F7.** The information currently on Newman’s website does not give the public a clear understanding of the program, how the Measure L funds have been used, and future City plans for these funds.

*Response:* The City agrees with this finding.

**F8.** Newman does not have a public awareness program required by its MFA.

*Response:* The City agrees with this finding.

**F9.** Newman currently has no representative on the MLOC.

*Response:* The City agrees with this finding. The original member of the Committee resigned and it has been difficult to find a citizen to voluntarily drive to Modesto to sit on this committee.

Recommendations:

**R7.** Within three months after adoption by StanCOG of a standard for local websites, Newman should update its website to be in compliance.

*Response:* The City agrees with this recommendation.



**R8.** Three months after adoption of a public awareness program by StanCOG, Newman should implement this program.

*Response:* The City agrees with this recommendation.

**R9.** Newman should appoint a representative to MLOC by October 31, 2022.

*Response:* The City agrees to make a concerted effort to advertise the vacancy on MLOC and to appoint a representative prior to October 31, 2022.

Thank you for the opportunity to respond to these findings and recommendations. If you have any questions, please feel free to contact me.

Regards,



Michael E. Holland  
City Manager

cc: Newman City Council  
N. Goldstein, City Attorney

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

City of Oakdale City Council								
<b>F10.</b> Oakdale’s website has general information on Measure L overall, and limited information on current, completed, or future projects.	X			<b>R10.</b> Within three months after adoption by StanCOG of a standard for local websites, Oakdale should update its website to be in compliance.	X			
<b>F11.</b> Oakdale does not have a public awareness program as required by its MFA.	X			<b>R11.</b> Three months after of a public awareness program by StanCOG, Oakdale should implement the program.	X			
<b>F12.</b> Oakdale’s website has a link to StanCOG which is non-operational.	X			<b>R12.</b> Oakdale’s website link to StanCOG should be connected by December 31, 2022.	X			

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied that the Oakdale City Council submitted a response within the timeframe stipulated by California Penal Code §955(c).





Office of the City Attorney



280 North Third Avenue • Oakdale, CA 95361 • Ph: (209) 845-3571 • Fax: (209) 847-6834

FINANCE DEPARTMENT

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COMMUNITY  
DEVELOPMENT &  
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Oakdale, CA 95361  
(209) 845-3625

FIRE DEPARTMENT  
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Station No. 27:  
450 S. Willowood Dr.  
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DEPARTMENT  
280 N. Third Ave.  
Oakdale, CA 95361  
(209) 845-3625

PUBLIC SERVICES  
DEPARTMENT  
455 S. Fifth Ave.  
Oakdale, CA 95361  
(209) 845-3600  
(209) 848-4344

POLICE DEPARTMENT  
245 N. Second Ave.  
Oakdale, CA 95361  
(209) 847-2231  
(209) 847-3790 Fax

CITY OF OAKDALE  
WEBSITE  
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June 7, 2022

The Honorable Robert B. Westbrook  
Presiding Judge  
Stanislaus County Superior Court  
P.O. Box 3488  
Modesto, California 95353

Dear Judge Westbrook,

Attached please find the City of Oakdale's response to the findings and recommendations of the Civil Grand Jury's final report relating to Measure L Transparency, Case #22-06GJ. The City Council reviewed and approved the responses at their June 6, 2022 City Council meeting.

In this response, I have included the Civil Grand Jury's original findings and recommendations followed by a specific response.

**F10. – Oakdale's website has general information on Measure L overall, and limited information on current, completed, or future projects.**

Respondent agrees with this finding.

**F11. – Oakdale does not have a public awareness program as required by its MFA.**

Respondent agrees with this finding.

**F12. – Oakdale's website has a link to StanCOG which is non-operational.**

Respondent agrees with this finding.

**R10. – Within three months after adoption by StanCOG of a standard for local websites, Oakdale should update its website to be in compliance.**

Respondent agrees with this recommendation.

**R11. – Three months after adoption of a public awareness program by StanCOG, Oakdale should implement the program.**

Respondent agrees with this recommendation.

Honorable Robert B. Westbrook  
June 7, 2022  
Page Two

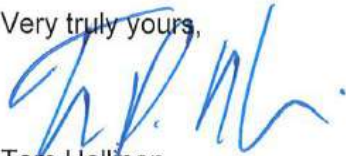
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**R12. – Oakdale’s website link to StanCOG should be connected by December 31, 2022.**

Respondent agrees with this recommendation.

Thank you for the opportunity to respond to these findings and recommendations.

Very truly yours,



Tom Hallinan  
City Attorney

**The Future of Urban Water Supply and Demand  
Case #22-07GJ**

**SUMMARY**

California has some of the most variable weather conditions in the country. There are frequent swings between wet and dry years. It is projected that this variability will increase and be manifested in either a decrease in total precipitation over time and/or more frequent and extreme swings between wet and dry years.

While the majority of water use in the state is for agriculture, this investigation examines how two cities, Modesto and Patterson, are preparing to meet the challenges posed by this changing water landscape. These challenges come both from the changing climate and from State mandates for water use reduction.

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**Agencies Asked to Respond**

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- ❖ City of Modesto City Council: **F1, F2, F3, F4, F5, F6, F7, R1, R2, R3**
- ❖ City of Patterson City Council: **F1, F2, F9, F10, F11, F12, F13, F14, R4, R5, R6, R7, R8**

Findings		Agrees w/ Finding	Agrees Partially	Disagrees Wholly	Recommendations		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*
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<b>City of Modesto City Council</b>										
<b>F1.</b> The changing climate is putting pressure on the supply side for urban water system.	X				<b>R1.</b> Modesto should adopt a more aggressive conservation program to reduce its gallons per capita daily consumption and the severity of future rate increases.					X
<b>F2.</b> The likelihood of more stringent state mandated reductions in water use is putting pressure on the demand side.	X				<b>R2.</b> Modesto should better educate its citizens on the need to conserve so that when greater restrictions are required, the public is more accepting of the need.	X				

<b>F3.</b> Even if sufficient supply may exist in any given year in Modesto or Patterson, state mandates may still require greater conservation measures.	X			<b>R3.</b> Modesto should accelerate its efforts to limit water system loss.	X			
<b>F4.</b> The City showed foresight in moving to a blended water supply over 25 years ago and is well positioned to maintain an adequate supply of water.	X			<b>R4.</b> Patterson should move as quickly as possible to evaluate and implement, if deemed feasible, the other strategies it has identified to increase supply.	*	*	*	*
<b>F5.</b> While Modesto has greatly reduced its per capita daily consumption, based on likely State action, it will need to further reduce its gallons per capita daily usage.	X			<b>R5.</b> Patterson should better educate its citizens on the need to conserve so that when greater restrictions are required, the public is more accepting of the need.	*	*	*	*
<b>F6.</b> The City's rate consultant assumed that rate increases or surcharges due to drought conditions, after being offset by lowered consumption, would result in no net increase in total cost to customers. The SCCGJ finds this assumption to be risky and that reductions in daily per capita consumption may result in financial pressure on the water fund and thus customers.		X		<b>R6.</b> Patterson should adopt a more aggressive conservation program to reduce its gallons per capital daily consumption and the severity of future rate increases.	*	*	*	*
<b>F7.</b> The City is losing over four million gallons of water per day due to system leakage.	*	*	*	<b>R7.</b> Patterson should accelerate its effort to limit water system loss.	*	*	*	*
<b>F8.</b> The City has made progress on securing additional sources of water through its Agreement with the Del Puerto Water District.	*	*	*	<b>R8.</b> While the SCCGJ supports a tiered rate structure to promote conservation, Patterson should once again evaluate whether this structure complies with the requirements of Proposition 218.	*	*	*	*
<b>F9.</b> Other possible strategies to increase supply are not yet finalized.	*	*	*					
<b>F10.</b> Since 2001 Patterson has reduced its GPCD consumption by 9%. Based on likely State action, it will need to further reduce its gallons per capita daily usage.	*	*	*					
<b>F11.</b> The City's conservation programs, such as turf and toilet replacement, have had minor impact to date.	*	*	*					

<b>F12.</b> Further reductions in daily per capita consumption will result in pressure on the City water fund to cover fixed costs.	*	*	*				
<b>F13.</b> The City is losing about 207,000 gallons of water per day due to system leakage.	*	*	*				
<b>F14.</b> The City has a tiered rate structure, i.e., per unit water costa more the more one uses.	*	*	*				

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Modesto City Council submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable

Honorable Robert B. Westbrook  
Presiding Judge  
Stanislaus County Superior Court  
PO Box 3488  
Modesto, California 95353

Dear Judge Westbrook:

The City of Modesto appreciates the opportunity to respond to the findings and recommendations of the Civil Grand Jury's final report: The Future of Urban Water Supply and Demand, Case #22-07GJ

The City Council reviewed and approved the responses below at its September 13, 2022 meeting.

**Civil Grand Jury Findings and Recommendations:**

**Finding 1: The changing climate is putting pressure on the supply side for urban water systems.**

Response: The City of Modesto does not contest this statement.

**Finding 2: The likelihood of more stringent state mandated reductions in water use is putting pressure on the demand side.**

Response: The City of Modesto does not contest this statement.

**Finding 3: Even if sufficient supply may exist in any given year in Modesto or Patterson, state mandates may still require greater conservation measures.**

Response: The City of Modesto does not contest this statement.

**Finding 4: The City showed foresight in moving to a blended water supply over 25 years ago and is well positioned to maintain an adequate supply of water.**

Response: The City of Modesto agrees with this finding.

**Finding 5: While Modesto has greatly reduced its per capita daily consumption, based on likely State action, it will need to further reduce its gallons per capita daily usage.**

Response: The City of Modesto agrees that it would need to comply with state action.

**Finding 6: The City's rate consultant assumed that rate increases or surcharges due to drought conditions, after being offset by lowered consumption, would result in no net increase in total cost to customers. The SCCGJ finds this assumption to be risky and that reductions in daily per capita consumption may result in financial pressure on the water fund and thus customers.**



Response: The City of Modesto partially agrees and acknowledges the Grand Jury’s finding.

The premise of this is that once a drought is declared by the state that directly impacts the City, the City will implement a Stage 3 outdoor watering restriction (or stricter) during the peak summer months. The City may mitigate these risks by implementing a Council adopted drought rate, which is a higher unit cost for water, and would help bring revenues closer to the projected normal year. The City acknowledges that during a drought, there could be some reduction in revenue, and the amount would be dictated by the number of outdoor watering days allowed.

The City is currently preparing to start a new water rate study. The Grand Jury recommendations will be relayed to the rate study consultant for consideration.

**Finding 7: The City is losing over four million gallons of water per day due to system leakage.**

Response: The City of Modesto disagrees with this finding.

The City is in compliance with state mandated water loss requirements and reporting. Based on the latest City data, the chart below indicates the water losses are below four million gallons per day.

The City of Modesto’s 3-year average water loss is 6.45%. The American Water Works Association (AWWA) sets the national standard for acceptable water loss, and the City is in compliance with this standard. The chart below reflects totals in million gallons (MG).

FY	Water Supplied MG/YR	Water Losses MG/YR	Water Supplied MG/Day	Water Losses MG/Day	% Loss
20/21	17,142.670	1,149.003	46.96621918	3.147952167	6.70%
19/20	16,754.410	1,270.272	45.90249315	3.480198450	7.58%
18/19	15,683.080	795.419	42.96734247	2.179230437	5.07%

\*For example: 17,142.670 MG = 17,142,670,000 Gallons

**Recommendation 1: Modesto should adopt a more aggressive conservation program to reduce its gallons per capita daily consumption and the severity of future rate increases.**

Response: The City of Modesto disagrees with this recommendation.

The City of Modesto has a very comprehensive conservation program that outlines varying levels of conservation efforts. The City will follow its Water Shortage Contingency Plan (WSCP) and adopt and enforce appropriate conservation measures when circumstances indicate that a certain shortage declaration is required. The City’s water demand reduction strategies are defined in the WSCP, viewable on the City website at <https://www.modestogov.com/DocumentCenter/View/17261/Joint-2020-Urban-Water-Management-Plan-Appendices-PDF>.

**Recommendation 2: Modesto should better educate its citizens on the need to conserve so that when greater restrictions are required, the public is more accepting of the need.**

**Response:** The City of Modesto partially agrees with this recommendation.

Water conservation outreach programs encourage residents to conserve and are regularly reviewed and modified as necessary to improve program effectiveness. Efforts include community events; radio, television, local newspapers and magazines, social media messaging; billing inserts and mailers; school assemblies; Water Wise consultations, and conservation patrols. The City also offers a wide range of water conservation rebates, including Residential and Commercial Turf Replacement, High Efficiency Washing Machines, High Efficiency Toilets, Drip Irrigation, and Smart Irrigation Controllers. The City's robust conservation program is seeing increased usage of the water conservation rebates.

**Recommendation 3: Modesto should accelerate its efforts to limit water system loss.**

**Response:** The City of Modesto partially agrees with this recommendation.

Per the current City of Modesto Water Master Plan, the City has identified deficient locations within the contiguous water service area to correct deficiencies by upsizing all of its smaller diameter pipelines. Replacement of these pipelines is prioritized by targeting areas where the City has historically had leak and water main issues. These are known as Strengthen & Replace Projects and are listed in the Utilities Department's Five-Year Capital Improvement Program. The City monitors and reprioritizes these projects based on the available budget and the needs of the system to address water losses and increase water delivery reliability.

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

City of Patterson City Council								
<b>F1.</b> The changing climate is putting pressure on the supply side for urban water system.	X			<b>R1.</b> Modesto should adopt a more aggressive conservation program to reduce its gallons per capita daily consumption and the severity of future rate increases.	*	*	*	*
<b>F2.</b> The likelihood of more stringent state mandated reductions in water use is putting pressure on the demand side.	X			<b>R2.</b> Modesto should better educate its citizens on the need to conserve so that when greater restrictions are required, the public is more accepting of the need.	*	*	*	*
<b>F3.</b> Even if sufficient supply may exist in any given year in Modesto or Patterson, state mandates may still require greater conservation measures.	X			<b>R3.</b> Modesto should accelerate its efforts to limit water system loss.	*	*	*	*
<b>F4.</b> The City showed foresight in moving to a blended water supply over 25 years ago and is well positioned to maintain an adequate supply of water.	*	*	*	<b>R4.</b> Patterson should move as quickly as possible to evaluate and implement, if deemed feasible, the other strategies it has identified to increase supply.	*	*	*	*
<b>F5.</b> While Modesto has greatly reduced its per capita daily consumption, based on likely State action, it will need to further reduce its gallons per capita daily usage.	*	*	*	<b>R5.</b> Patterson should better educate its citizens on the need to conserve so that when greater restrictions are required, the public is more accepting of the need.		X		
<b>F6.</b> The City’s rate consultant assumed that rate increases or surcharges due to drought conditions, after being offset by lowered consumption, would result in no net increase in total cost to customers. The SCCGJ finds this assumption to be risky and that reductions in daily per capita consumption may result in financial pressure on the water fund and thus customers.	*	*	*	<b>R6.</b> Patterson should adopt a more aggressive conservation program to reduce its gallons per capital daily consumption and the severity of future rate increases.		X		

<b>F7.</b> The City is losing over four million gallons of water per day due to system leakage.	*	*	*	<b>R7.</b> Patterson should accelerate its effort to limit water system loss.		<b>X</b>		
<b>F8.</b> The City has made progress on securing additional sources of water through its Agreement with the Del Puerto Water District.	<b>X</b>			<b>R8.</b> While the SCCGJ supports a tiered rate structure to promote conservation, Patterson should once again evaluate whether this structure complies with the requirements of Proposition 218.		<b>X</b>		
<b>F9.</b> Other possible strategies to increase supply are not yet finalized.		<b>X</b>						
<b>F10.</b> Since 2001 Patterson has reduced its GPCD consumption by 9%. Based on likely State action, it will need to further reduce its gallons per capita daily usage.		<b>X</b>						
<b>F11.</b> The City's conservation programs, such as turf and toilet replacement, have had minor impact to date.			<b>X</b>					
<b>F12.</b> Further reductions in daily per capita consumption will result in pressure on the City water fund to cover fixed costs.		<b>X</b>						
<b>F13.</b> The City is losing about 207,000 gallons of water per day due to system leakage.	<b>X</b>							
<b>F14.</b> The City has a tiered rate structure, i.e., per unit water costa more the more one uses.	<b>X</b>							

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied that the City of Patterson submitted a detailed response. However, the response was due September 30, 2022 and was not received until December 23, 2022. Therefore, the City of Patterson failed to comply with the statutory requirement for response as stipulated by California Penal Code §955(c).

\* - not applicable





# City of Patterson Office of the Mayor

1 Plaza  
P.O. Box 667  
Patterson, California 95363  
Phone (209) 895-8004  
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RECEIVED  
DEC 23 2022  
BY: [Signature]

December 20, 2022

Stanislaus Civil Grand Jury  
Honorable Robert B. Westbrook  
Post Office Box 3488  
Modesto, CA 95353

Honorable Robert B. Westbrook,

The City of Patterson acknowledges receipt of the summary report from the Stanislaus Grand Jury Case #22-07GJ – “The Future of Urban Water Supply and Demand.” On December 20, 2022, the Patterson City Council reviewed and approved the attached responses to the findings and recommendations contained in the report.

### Findings, Overall

**F1.** The changing climate is putting pressure on the supply side for urban water systems.

*Response:* The City of Patterson agrees with this finding.

**F2.** The likelihood of more stringent state mandated reductions in water use is putting pressure on the demand side.

*Response:* The City of Patterson does not contest this finding.

**F3.** Even if sufficient supply may exist in any given year in Modesto or Patterson, state mandates may still require greater conservation measures.

*Response:* The City of Patterson does not contest this finding.

### Findings, City of Patterson

**F8.** The City has made progress on securing additional sources of water through its Agreement with the Del Puerto Water District.

*Response:* The City of Patterson agrees with this finding.

**F9.** Other possible strategies to increase supply are not yet finalized.

*Response:* The City of Patterson partially disagrees with this finding. The City has been working to diversify its water supply portfolio by: developing non-potable well supplies to meet irrigation needs; developing a stormwater capture and ground water recharge system, and continued

conservation program implementation to consistently maintain per capita water use below target levels. Extensive recharge analysis has also been completed. Final plans and construction documents are not yet finalized.

**F10.** Since 2001 Patterson has reduced its GPCD consumption by 9%. Based on likely State action, it will need to further reduce its gallons per capita daily usage.

*Response:* The City of Patterson partially agrees with this finding. The City has significantly reduced its GPCD consumption over the last two decades. Due to fluctuations in water use across years, it is more accurate to evaluate GPCD reductions using multi-year averages. Between 2001 and 2010, use in the City was 169 GPCD. Between 2018-2020 use averaged 144 GPCD. Assuming current consumption is 144 GPCD, the City decreased its GPCD consumption by 14.8% since the 2000-2010 period. Since setting a water use target of 164 GPCD in 2015, actual use has always been significantly below target. City agrees that it would have to comply with state action.

**F11.** The City's conservation programs, such as turf and toilet replacement, have had minor impact to date

*Response:* The City of Patterson disagrees with this finding. First, the City's Turf Rebate and high efficiency toilet (HET) programs have yielded cumulative water savings of 1,945,770 gallons and 1,419,850 gallons between 2016-2020, respectively. Second, these programs are only two facets of the City's water conservation programs. As demonstrated in the 2020 Urban Water Management Plan, the City of Patterson has seen steady population growth in recent years without a large spike in its overall water use. The reason water use lags the actual population growth rate is that City has implemented an effective water conservation program. City meters all of its water services and has a conservation-oriented water rate structure. The City has ordinances that discourage water waste. Over the past decade, Respondent has implemented a water loss control program to reduce system losses.

**F12.** Further reductions in daily per capita consumption will result in pressure on the City water fund to cover fixed costs.

*Response:* The City of Patterson partially agrees and acknowledges the Grand Jury's finding.

**F13.** The City is losing about 207,000 gallons of water per day due to system leakage.

*Response:* The City of Patterson generally agrees with this finding. Historically, the City's water system loss rate has been around 10-12%. However, the City implemented a plan to replace older and leakier pipes, which has reduced system losses. The City expects its water loss rate to decline to less than 8%, the industry standard, as it continues its pipe replacement program and metering projects. The City is currently assuming a water loss rate of 9% as a baseline for its future water use projections with the goal of improvement in future years.

**F14.** The City has a tiered rate structure, i.e., per unit, water costs more the more one uses.

*Response:* The City of Patterson agrees it has a tiered rate structure.

#### **Recommendations, City of Patterson**

**R4.** Patterson should move as quickly as possible to evaluate and implement, if deemed feasible, the other strategies it has identified to increase supply.



*Response:* The City of Patterson agrees with this recommendation.

**R5.** Patterson should better educate its citizens on the need to conserve so that when greater restrictions are required, the public is more accepting of the need.

*Response:* The City of Patterson partially agrees with this recommendation. The City has prioritized and has engaged in significant public education and outreach regarding water conservation. The City will continue its public education and outreach efforts and will continue to strengthen its existing practices.

**R6.** Patterson should adopt a more aggressive conservation program to reduce its gallons per capita daily consumption and the severity of future rate increases.

*Response:* The City of Patterson partially agrees with this recommendation. As described above, the City is currently implementing an aggressive conservation program to reduce its gallons per capita daily consumption. The City has also implemented a tiered rate structure to protect rate affordability. The City will continue its ongoing programs and will continue to reduce its water consumption while maintaining affordable rates.

**R7.** Patterson should accelerate its efforts to limit water system loss.

*Response:* The City of Patterson partially agrees with this finding. Historically, the City's water system loss rate has been around 10-12%. However, the City implemented a plan to replace older and leakier pipes, which has reduced system losses. The City expects its water loss rate to decline to less than 8%, the industry standard, as it continues its pipe replacement program and metering projects. The City is currently assuming a water loss rate of 9% as a baseline for its future water use projections with the goal of improvement in future years. Therefore, the City is on track to meet and exceed the industry standard and agrees that efforts to limit water system loss should be prioritized.

*Response:*

**R8.** While the SCCGJ supports a tiered rate structure to promote conservation, Patterson should once again evaluate whether this structure complies with the requirements of Proposition 218.

*Response:* The City of Patterson agrees with this finding.

Thank you for the opportunity to respond to the Civil Grand Jury's findings and recommendations.

If you have any questions, please feel free to contact me.

Regards,

Michael Clauzel  
Mayor

cc: Ken Irwin, City Manger  
Nubia Goldstein, City Attorney

**The East Side Mosquito Abatement District  
Case #22-13GJ**

**Reason for Investigation**

The 2021-2022 Stanislaus County Civil Grand Jury (SCCGJ) initiated an investigation into the East Side Mosquito Abatement District (ESMAD) in Stanislaus County, California. The district covers the northern part of Stanislaus County. This investigation initially focused on the threat of mosquito-borne diseases such as West Nile Virus (described in the references) and public access to services via ESMAD website. SCCGJ conducted an examination of documents provided by the district, interviewed its personnel, analyzed ESMAD website, and toured its headquarters. As the investigative focus evolved, SCCGJ found a need for improving the manner in which ESMAD informs the public, gathers data, and maintains its facilities.

**Agencies Asked to Respond**

- ❖ ESMAD Board of Trustees: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, R1, R2, R3, R4, R5, R6, R7, R8**

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*
<b>ESMAD Board of Trustees</b>								
<b>F1.</b> Before January 2021, ESMAD used paper daily log forms that were completed by its personnel in the field after completing service calls. However, in early 2021, ESMAD switched from using paper forms to using electronic tablets or laptop computers in order to record work conducted by personnel in the field.	X			<b>R1.</b> ESMAD should continue its conversion to the use of electronic tablets or laptop computers in order to record work conducted by personnel in the field.		X		
<b>F2.</b> ESMAD enacted strict inventory control measures, including a monthly inventory of its supply of chemicals.	X			<b>R2.</b> ESMAD should place a service request form on its website no later than December 31, 2022.		X		
<b>F3.</b> ESMAD works collaboratively with county health officials and local news media in order to educate the public about the threat mosquitoes pose to public health.	X			<b>R3.</b> ESMAD should place a treatment schedule with a service area map on its website no later than December 31, 2022.				X

<b>F4.</b> The ESMAD website is in need of reorganization and an update consistent with the ideas contained in the 21 <sup>st</sup> Century Integrated Digital Experience Act.		<b>X</b>		<b>R4.</b> By December 31, 2022 ESMAD should create and post on its website a searchable database of treatment activities so members of the public can learn if ESMAD treated the area where they reside.			<b>X</b>	
<b>F5.</b> The ESMAD website does not contain all of the latest information relevant to ESMAD’s mission.		<b>X</b>		<b>R5.</b> ESMAD board information should be placed on the ESMAD home page of its website (usually with the “About Us” or “Board Information” tabs) no later than December 31, 2022. This page should include 1) the names of board members and the terms of their tenure, and 2) agendas and minutes of board meetings.			<b>X</b>	
<b>F6.</b> There is no service request form on the ESMAD website.	<b>X</b>			<b>R6.</b> ESMAD should mount the laboratory fire extinguisher on the wall in an easily accessible location in accordance with state and federal law by December 31, 2022.				<b>X</b>
<b>F7.</b> There is no information on the ESMAD website concerning areas sprayed for mosquitos and does not post a schedule indicating when and where the district plans to treat a given area for mosquitoes.		<b>X</b>		<b>R7.</b> ESMAD should move the laboratory eyewash station to an unobstructed location where workers can reach it within 10 seconds of an eye injury by December 31, 2022. This also requires placing the eyewash station sign in a prominent location.	<b>X</b>			
<b>F8.</b> ESMAD does not maintain a searchable spreadsheet or database of treatment activities on its website.	<b>X</b>			<b>R8.</b> ESMAD should declutter its laboratory by providing more storage space for supplies and unused equipment that can be quickly retrieved when needed.	<b>X</b>			
<b>F9.</b> ESMAD does not feature a service area map on its website.	<b>X</b>							
<b>F10.</b> The ESMAD board information is not properly organized on its website.		<b>X</b>						
<b>F11.</b> 2020 and 2021 ESMAD board meeting minutes are not displayed on its website.	<b>X</b>							
<b>F12.</b> The ESMAD laboratory room is cluttered, which may interfere with the efficient execution of laboratory procedures and potentially compromise the safety of those who work there. The SCCGJ does note that the status of the lab may be affected by the seasonal nature of mosquito abatement work.		<b>X</b>						

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### **Conclusion**

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The 2022-2023 SCCGJ is satisfied the East Side Mosquito Abatement District Board of Trustees submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

BOARD OF TRUSTEES

Kandy Schmidt  
Chairman, Waterford  
Carl (Tony) Ott  
Vice Chairman, Modesto  
Anna Webb  
Secretary, Modesto  
Ron Greenwood  
Modesto  
Clarine Johnstad  
Modesto  
Dr. Bill Donahue  
Modesto

**EAST SIDE  
MOSQUITO ABATEMENT DISTRICT  
Stanislaus County  
2000 Santa Fe Avenue  
Modesto, CA 95357  
209 522 4098**



J. Wakoli Wekesa, PhD  
District Manager



August 10, 2022

The Honorable Robert B. Westbrook, Presiding Judge  
Superior Court of California, County of Stanislaus  
P.O. Box 3488  
Modesto, CA 95353

Re: Response of Board of Trustees of East Side Mosquito Abatement District to the  
2022-2023 Civil Grand Jury Report Case #22-13GJ.

Dear Judge Westbrook:

Pursuant to California Penal Code sections 933 and 933.05, this correspondence is the response of the Board of Trustees of East Side Mosquito Abatement District (Board or the Board) to the Stanislaus County Civil Grand Jury Report Case 22-13GJ (Grand Jury Report) as requested by the Stanislaus County Civil Grand Jury (SCCGJ). The Board wishes to acknowledge and thank the members of the 2022-2023 SCCGJ for their work in conducting the investigation and preparing the report.

East Side Mosquito Abatement District (ESMAD or the District) was formed in 1939 and organized as a pest abatement district under Chapter 8, Division 3 of the Health and Safety Code, section 2800 et. seq. The District's purpose is to provide mosquito abatement/control services in Stanislaus County. The District serves the northern portion of Stanislaus County north of the Tuolumne River. The cities within that area are Modesto, Empire, Waterford, Knights Ferry, Valley Home, Oakdale, Riverbank, and Salida. The District currently has 16 employees and a contract pilot. Recruitment for a full time vector biologist is in process. Funding for the District is through an allocation of a share of the property tax revenue.

The members of the Board of Trustees of the District are appointed by the Stanislaus County Board of Supervisors. The current members of the Board are Kandy Schmidt, (Chairman), Carl (Tony) Ott, (Vice Chairman), Anna Webb, (Secretary), Ron

MEMBER - MOSQUITO and VECTOR CONTROL ASSOCIATION of CALIFORNIA

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Superior Court of California, County of Stanislaus  
August 10, 2022  
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Greenwood, Clarine Johnstad, and Dr. Bill Donahue. The Board meets on the second Tuesday of the month. The members of the Board are committed to supporting the District's purpose recognizing that unabated outbreaks of mosquitos are a serious threat to public health. Members of the District's Board of Trustees live in Stanislaus County and interact with members of the community and the Stanislaus County Board of Supervisors. Board members frequently refer communications from community members to the District for further action if needed.

East Side Mosquito Abatement District is a sustaining member of the 90-year old Mosquito and Vector Control Association of California (MVCAC) and the 88-year old American Mosquito Control Association (AMCA). The members of ESMAD's Board of Trustees attend MVCAC and AMCA conferences to help them engage and understand the disease prevention efforts undertaken across the state and nation. Board members also attend ethics training provided by MVCAC. New board members are provided with induction training for serving on the board and residents.

The Board authorized purchases by the District to improve District operations including recent purchases of computers, tablets, and VeeMac, a data collection software. We continue to look for ways to improve and support District operations. Improving the District's website to provide a better service to the community is a goal and objective of the Board.

## RESPONSES TO FINDINGS

### **Finding 1.**

*Before January 2021, ESMAD used paper daily log forms that were completed by its personnel in the field after completing service calls. However, in early 2021, ESMAD switched from using paper forms to using electronic tablets or laptop computers in order to record work conducted by personnel in the field.*

**Response:** The Board agrees with this finding. The Board authorized the purchase in 2021 of computers in order to improve District operations and transition away from the old system of using paper daily logs. In addition to computers, the Board authorized in its current budget, the purchase of tablets to further improve District operations.

### **Finding 2.**

*ESMAD enacted strict inventory control measures, including a monthly inventory of its supply of chemicals.*

**Response:** The Board agrees with this finding. The Board authorized the purchase of VeeMac software which has improved the inventory control and efficient use of



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chemical products, improved record keeping and turn-around times for the District's field staff.

**Finding 3.**

*ESMAD works collaboratively with county health officials and local news media in order to educate the public about the threat mosquitoes pose to public health.*

**Response:** The Board agrees with this finding. District staff of ESMAD work collaboratively with the county health agency, and the local news media to educate the public about the risks posed by mosquitoes and mosquito-borne diseases to public health. For several years, ESMAD, Turlock Mosquito Abatement District (TMAD) and San Joaquin County Mosquito and Vector Control District (SJMVCDD) have jointly contracted with a local media company to broadcast public service announcements on local radio stations throughout the mosquito season about mosquito control and the risks posed by mosquito and mosquito-borne diseases and where to get help.

**Finding 4.**

*The ESMAD website is in need of reorganization and an update consistent with the ideas contained in the 21st Century Integrated Digital Experience Act.*

**Response:** The Board agrees with this finding in part. There have been some improvements to the website in recent years but further improvements are needed and further revamping the District's website is an objective of the Board of Trustees for fiscal year 2022-2023.

**Finding 5.**

*The ESMAD website does not contain all of the latest information relevant to ESMAD's mission.*

**Response:** The Board agrees with this finding in part. The Board recognizes that additional information relevant to the District's mission should be added. Unfortunately, the current website is unable to accommodate all of the information we would like to provide to the public. Therefore, revamping the website is an objective of the Board of Trustees for fiscal year 2022-2023.

**Finding 6.**

*There is no service request form on the ESMAD website.*

**Response:** The Board agrees with this finding. The revamped website will have a

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service request form that will integrate with VeeMac - the District's current data collection software.

**Finding 7.**

*There is no information on the ESMAD website concerning areas sprayed for mosquitoes and does not post a schedule indicating when and where the district plans to treat a given area for mosquitoes.*

**Response:** The Board agrees with this finding in part. The current website does not have features routinely updated to show areas sprayed for mosquitoes or a schedule posted showing when and where the District plans to treat for mosquitoes.

The Board does not agree that all of this information should be posted because the District cannot post on its website all areas treated nor can it post schedules indicating when and where the District's field staff will be treating for mosquitoes.

Field technicians are trained and expected during their on the ground inspections to determine the need for treatment and to administer appropriate and timely treatment to control the mosquito population. Limiting field technicians to only treating areas that were posted in advance of treatment on the website would potentially result in untimely treatment allowing adult mosquitoes to cause a biting nuisance with the possibility of disease transmission.

Further, even if limiting field technicians in this manner would not be an impediment to effective treatments, staffing levels at the District are not sufficient to meet this goal completely. Currently the District has 16 employees. Ten of those employees are field technicians. Funding is always a challenge as the District's funding is limited to its allocation of property taxes. We are not aware of any other District that has provided all of this information on their website.

**Finding 8.**

*ESMAD does not maintain a searchable spreadsheet or database of treatment activities on its website.*

**Response:** The Board agrees with this finding. The current ESMAD website is unable to provide a spreadsheet or database of treatment activities to the public. We are not aware of searchable spreadsheets and/or databases on other districts' websites that cover all of their treatment activities.

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**Finding 9.**

*ESMAD does not feature a service area map on its website.*

**Response:** The Board agrees with this finding. After the revamp of the website has been completed, the service area map together with the relevant zones shall be posted as recommended by December 31, 2022.

**Finding 10.**

*The ESMAD board information is not properly organized on its website.*

**Response:** The Board agrees with this finding in part. The names of the members of the Board of Trustees and the positions held are available on the current website in the "About Us" section; however, the term of tenure is not included. Information about Board of Trustees meetings are found in the "Board Info" section but is not fully complete.

**Finding 11.**

*2020 and 2021 ESMAD board meeting minutes are not displayed on its website.*

**Response:** The Board agrees with this finding. This was the result of an error by our vendor and clerk, who inadvertently deleted the minutes from the website. It is an oversight which will be corrected no later than August 31, 2022 on the current website and carried forward to the revamped website, accordingly. Improvements have already been made as board meeting minutes for 2021 and 2022 are now posted on the website.

**Finding 12.**

*The ESMAD laboratory room is cluttered, which may interfere with the efficient execution of laboratory procedures and potentially compromise the safety of those who work there. The SCCGJ does note that the status of the lab may be affected by the seasonal nature of mosquito abatement work.*

**Response:** The Board agrees with this finding in part. The lab was being utilized for storage of some items at the time the SCCGJ conducted its site visit. However, the Board does not agree that the condition of the laboratory could or did interfere with the efficient execution of the laboratory procedures and potentially compromise the safety of those who work in this space. The SCCGJ site visit was in early January when mosquito activity was at its lowest point. The seasonal employee who works in the laboratory was off work for the season.

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## RESPONSES TO RECOMMENDATIONS

### **Recommendation 1.**

*ESMAD should continue its conversion to the use of electronic tablets or laptop computers in order to record work conducted by personnel in the field.*

**Response:** This recommendation will be implemented. ESMAD is continuing its conversion which is proceeding expeditiously. Both field technicians and the pilot on one of the two airplanes are able to record their applications electronically. One of the planes already has an electronic system that records its applications, which is currently integrated into the new data collection software. This recommendation will be fully implemented by August 31, 2022.

### **Recommendation 2.**

*ESMAD should place a service request form on its website no later than December 31, 2022.*

**Response:** This recommendation will be implemented fully. By Board resolution dated August 9, 2022, the Board has authorized the District Manager to revamp the District's website. After the website has been revamped and is working as intended, a service request form shall be included providing the public with an additional avenue to submit a request for service. This recommendation will be completed by December 31, 2022.

### **Recommendation 3.**

*ESMAD should place a treatment schedule with a service area map on its website no later than December 31, 2022.*

**Response:** This recommendation will be implemented in part, and further analysis will be needed for the remainder of this recommendation. Specifically, the recommendation to place a service area map on the District's website with the relevant zones will be implemented by December 31, 2022.

Further analysis is needed of the recommendation that a treatment schedule be placed on the website. The Board of Trustees and the District Manager will review, research and analyze the industry's best practices in order to determine the best way to provide beneficial information on the District's website. Further study and analysis are needed regarding issues such as procurement, cost, design, and staffing requirements. The

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Board of Trustees will have to consider whether budgeting for an additional staff position to perform this function for the District is feasible. Prudence has characterized ESMAD's stewardship of its limited resources, and hiring additional staff to accomplish this task requires careful consideration of the impact on the long-term revenue stream. It is difficult to establish a timeframe for the analysis but we will endeavor to engage in this process expeditiously even though it may not be accomplished in the recommended period.

**Recommendation 4.**

*By December 31, 2022, ESMAD should create and post on its website a searchable database of treatment activities so members of the public can learn if ESMAD treated the area where they reside.*

**Response:** Further analysis is needed for this recommendation. ESMAD's current website does not have that capability. The Board considered this matter on its agenda dated August 9, 2022, and authorized the District Manager to revamp the District's website. However, issues such as procurement, cost, design, and staffing requirements will need to be researched regarding the feasibility of providing a searchable database of treatment activities.

After the website has been revamped, it may be feasible to provide a searchable database of aerial adulticide application. But adding a searchable database for all treatments performed may not be feasible given the District's current resources if doing so would require hiring additional staff or if it would negatively impact or impede actual fieldwork. The Board of Trustees and the District Manager will review, research and analyze the industry's best practices including what treatments are appropriate and necessary for posting, staffing requirements, and funding sources. It is difficult to establish a timeframe for the analysis but we will endeavor to engage in this process expeditiously even though it may not be accomplished in the recommended period.

**Recommendation 5.**

*ESMAD board information should be placed on the ESMAD home page of its website (usually with the 'About Us' or "Board Information" tabs) no later than December 31, 2022. This page should include 1) the names of board members and terms of their tenure, and 2) agendas and minutes of board meetings.*

**Response:** This recommendation will be implemented no later than December 31, 2022. Improvements to the existing website have already been made with the addition of minutes for board meetings for 2021 and 2022.



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**Recommendation 6.**

*ESMAD should mount the laboratory fire extinguisher on the wall in an easily accessible location in accordance with state and federal law by December 31, 2022.*

**Response:** This recommendation will not be implemented. The laboratory space is very small without much wall space to hang a large 10 lb. fire extinguisher. A similar fire extinguisher is mounted on the wall in the hallway two steps from the front door of the laboratory. The District was recently inspected by the Stanislaus Consolidated Fire Protection District on behalf of the Stanislaus County Fire Marshal and the California Department of Public Health under a cooperative agreement and none of these agencies found any inadequacy of fire protection in the laboratory space.

ESMAD has, however, implemented an additional safety measure by placing a 2 lb. fire extinguisher in the cabinet below the sink in the laboratory with signage indicating its location.

**Recommendation 7.**

*ESMAD should move the laboratory eyewash station to an unobstructed location where workers can reach it within 10 seconds of an eye injury by December 31, 2022. This also requires placing an eyewash station sign in a prominent location.*

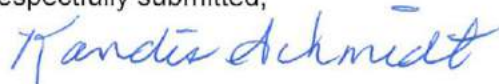
**Response:** This recommendation has been implemented. Eyewash equipment has been procured and installed in a prominent location within the laboratory space as recommended.

**Recommendation 8.**

*ESMAD should declutter its laboratory by providing more storage space for supplies and unused equipment that can be quickly retrieved when needed.*

**Response:** This recommendation has been fully implemented as of June 30, 2022. The sink and countertops have been cleared and contents cleaned and stowed away. Traps in the laboratory have been packaged and taken to another tiny storage space. Some of the shipping boxes were removed and those required for shipping specimens retained in the laboratory for that purpose. The space is uncluttered and functional.

Respectfully submitted,



Kandy Schmidt, Chairman  
Board of Trustees of the East Side Mosquito Abatement District



**Career and Technical Education  
Programs for At-Risk Students  
Case #22-15GJ**

**SUMMARY**

Career and Technical Education (CTE), formally known as Vocational Education, is a program of study that includes academic, occupational, and technical course content with a specific career focus. CTE is available for all students, whether they are considering a career trade or college education. CTE was designed to support the development of our county’s future workforce.

For two reason the Stanislaus County Civil Grand Jury (SCCGJ) review of CTE programs focused on how they are utilized by two subsets of the student population, English learners and continuation high school students. The first reason is the larger number of students who are English learners. The second is that English learners and continuation high school students are most at-risk of not graduating. SCCGJ assessed how effective the programs have been in achieving access, equity, participation, and achievement for these student populations.

The SCCGJ concluded that there is a large variety of CTE programs accessible to these student populations. However, in terms of equity and participation, there are barriers to full utilization of the programs. In terms of achievement, the results are lackluster, and steps should be taken to better promote CTE and the completion of its pathways.

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**Agencies Asked to Respond**

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- ❖ Stanislaus County Board of Education: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Trustees, Ceres Unified School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Education, Newman-Crows Landing School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Trustees, Oakdale Joint Unified School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Trustees, Patterson Unified School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Trustees, Riverbank Unified School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Trustees, Turlock Unified School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Trustees, Waterford Unified School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**
- ❖ Board of Trustees, Modesto School District: **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11, F12, F13, F14, R1, R2, R3, R4, R5, R6, R7, R8**

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Stanislaus County Board of Education								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.		X		<b>R1.</b> Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.		X		<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.			X	<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.	X			
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.			X	<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			
<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.			X	<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.	X			

<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.			<b>X</b>	<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.	<b>X</b>			
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.			<b>X</b>	<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.	<b>X</b>			
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.			<b>X</b>	<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.	<b>X</b>							
<b>F10.</b> The CTE completion rate for English learners is low.	<b>X</b>							
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	<b>X</b>							
<b>F12.</b> EL high school graduates who graduate have low “college/career” scores.	<b>X</b>							
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.	<b>X</b>							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.	<b>X</b>							

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### Conclusion

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The 2022-2023 SCCGJ is satisfied the Stanislaus County Board of Education submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

September 15, 2022

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

**RE: Grand Jury Report: “Career and Technical Education Programs for At-Risk Students”:  
Case No. 22-15GJ”**

Dear Judge Westbrook:

The Stanislaus County Office of Education (“SCOE”) has reviewed the Facts, Findings and Recommendations in the Grand Jury Report “*Career and Technical Education Programs for At-Risk Students.*” Pursuant to California Penal Code section 933(c), the following constitutes the response of SCOE and the Stanislaus County Board of Education (“Board”) to the findings and recommendations pertaining to matters under the control of SCOE.

### **RESPONSE TO FINDINGS**

#### **FINDINGS: Access and Equity**

FI. At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.

Response: SCOE partially disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: SCOE disagrees with this finding with regard to expelled students, but agrees with this finding with regard to non-expelled students.

SCOE operates three community schools serving grades K-12, one court school serving all adjudicated minors in grades 6-12 and two charter schools, one serving high school age students in grades 9-12 and one serving adult students. Each SCOE community school offers at least one CTE program.

Enrollment is open to all students, CTE courses offered are listed in the Student/Parent Handbook (English and Spanish) along with information about which CTE courses meet A-G graduation requirements. Additionally, all students in Stanislaus County have access to the [www.stancareerpath.com](http://www.stancareerpath.com) website, which lists all high school CTE programs in Stanislaus County. SCOE students also have access to a variety of CTE awareness pathways through the Career Inspiration Center, which includes Agriculture, Health, Manufacturing, Business, Aviation, Construction, and Law Enforcement. Students also have access to a variety of CTE classes on our online learning platform.

SCOE students enrolled in alternative education schools who are expelled from comprehensive high schools would not have access to all programs. They would not have access to other high school CTE programs because they would not be allowed on campus due to expulsion stipulations or Education Code section 48915.2(a) if they are expelled for offenses specified in Education Code section 48915 (a) or (c).

**F2. Continuation high schools' access to CTE programs is very limited.**

**Response:** SCOE, responding with regard to access to CTE programs at SCOE, disagrees partially with this finding to the extent that we do not believe that access to these programs is “very” limited. (Penal Code § 933.05(a)(2)).

**Explanation:** SCOE disagrees with this statement, however lower enrollment numbers and fluctuating enrollment are contributing challenges. SCOE school sites offer students instruction through Independent Study (“IS”) and classroom programs and CTE is offered to ALL students regardless of their program participation. Independent Study students can take virtual CTE elective courses or attend daily CTE classes offered on campus. Overall site enrollment is very low, with small class sizes, staffing ranges from 2-4 certificated subject area teachers and one CTE teacher. Credentialing determines teacher assignments. The court school provides in-class instruction in units where students are placed by probation based on a variety of factors, however the average stay of a minor in the court school is 27 days. The adult charter operated by SCOE, CBK, serves students who are 18 years old and above. These students have access to CTE programs.

Students enrolled in SCOE programs also have access to a variety of CTE opportunities and events which include the Career Inspiration Center, Apprenticeship Expo, Occupational Olympics, Destination Medicine, MJC Summer CTE Pathway Program, forklift certification program with Ag Safe, and dual enrollment opportunities.

**F3. Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.**

**Response:** SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

**Explanation:** Low and ever-fluctuating student enrollment numbers create many master schedule challenges. Offering CTE is not one of those challenges as we have flexibility, due to small class size to accommodate alternative schedules within the school day. Creative scheduling allows both IS and classroom students on each campus to participate in CTE courses. Most of the students referred to SCOE schools are credit deficient, and many have significant gaps in their education. CTE courses offer the opportunity to earn credits for all students. The only challenge is the variety of CTE classes offered and the length of time students are enrolled in our schools. EL students are provided EL support, as determined by the English Language Proficiency Assessments for California (“ELPAC”) and EL classification, through their core classes and instructors.

**Long term Enrollment-2019-2021 (2 school years)**

Total # of 9-12 English Only students enrolled for 2 full school years	11
Total # of 9-12 EL students enrolled for 2 full school years	1
TOTAL # of students program wide enrolled for 2 consecutive years	12

**2019-20 Enrollment by Site**

	<u>EL</u>	<u>English Only</u>
JBA	12	61
PACE	22	92
SMA	18	100
Total	52 (17%)	253

**2020-21 Enrollment by Site**

	<u>EL</u>	<u>English Only</u>
JBA	20	126
PACE	17	126
SMA	15	119
Total	52 (12%)	371

**2019-20 - CTE course enrollment**

<u>COURSE</u>	<u>EL</u>	<u>English Only</u>
Horticulture	0	10
Small Engine Rep	2	12
Construction Tech I	3	28
Supply Chain I	3	27
Culinary	0	23
<b>TOTAL</b>	<b>8 (7%)</b>	<b>100</b>



**2020-21 CTE course enrollment**

<u>Course</u>	<u>EL</u>	<u>English Only</u>
Horticulture	1	9
Small Engine Rep	2	6
Construction Tech I	4	17
Supply Chain I	3	20
<u>Culinary</u>	<u>0</u>	<u>9</u>
<b>TOTAL</b>	<b>10 (14%)</b>	<b>61</b>

The percentage of EL student participation in CTE classes in 2019-20 and 2020-21 (7% and 14%) closely aligns with the actual total percentage of EL students enrolled as a whole in SCOE schools for the same time span (17% and 12%).

**F4.** Promotion by districts of available CTE transportation is lacking.

Response: SCOE disagrees with this finding (Penal Code § 933.05(a)(2)).

Explanation: SCOE can't address other districts' transportation services for their CTE students, but SCOE transports students to a variety of student events and activities which include the Career Inspiration Center, MJC Career Pathway Day, Apprenticeship Expo, Occupational Olympics, Industry Tours and additional CTE related opportunities. Transportation is available to all students and included with all of the opportunities mentioned above.

Transportation for students who wish to attend CTE classes on other SCOE school sites is a challenge due to the distance and time involved in moving students to one site and back within the school day without impacting their attendance in the core classes needed for graduation, as mandated by the State of California. Administrators have attempted transportation back and forth to school sites, however travel time and the cost of weekly transportation made it challenging.

**F5.** Payment for out-of-pocket CTE expenses is a barrier to participation for some students.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: Students are not charged, and don't have to pay out-of-pocket expenses for any CTE related programs and activities.

**F6.** Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: The online curriculum for both classroom and Independent Study students, Edmentum, offers translation supports for the CTE classes and programs offered.

**F7.** Promotion of CTE programs for English learners and continuation of high school students is inadequate.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: All students, including English learners, are informed of the CTE program opportunities in a variety of ways. Translation services are also provided as needed. Promotion of CTE programs and activities include career navigator presentations, student intake meetings, flyers, back to school night, boot camp- meet the teacher, Gateway to Gallo presentations, MJC presentations, and the SCOE Student/Parent Handbook.

**F8.** More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: All students, including English learners are informed of the CTE program opportunities in a variety of ways. Translation services are also provided as needed. Promotion of CTE programs and activities include career navigator presentations, student intake meetings, flyers, back to school night, boot camp - meet the teacher, Gateway to Gallo presentations, and MJC presentations. CTE course offerings are all listed in the SCOE Student/Parent Handbook provided to every student and parent upon enrollment, in English or Spanish. Counselors meet with every student and parent to create a grad plan where CTE class information is shared.

#### **FINDINGS: Participation**

**F9.** English learner enrollment in CTE varies considerably by district and school.

Response: SCOE agrees with this finding.

Explanation: Each district has their own EL population and data. SCOE operates alternative education sites and CTE programs. SCOE alternative education sites should not be compared to comprehensive sites and continuation high schools due to the unique needs of students who are referred to the programs that SCOE offers. School districts across the county offer more variety due to higher enrollment and more consistent student enrollment from year to year. Enrollment at SCOE alternative education sites, including EL students, fluctuates significantly throughout the course of the year.

**2019-20 Enrollment by Site**

	<u>EL</u>	<u>English Only:</u>
JBA	12	61
PACE	22	92
<u>SMA</u>	<u>18</u>	<u>100</u>
Total	52 (17%)	253

**2020-21 Enrollment by site**

	<u>EL</u>	<u>EO</u>
JBA	20	126
PACE	17	126
<u>SMA</u>	<u>15</u>	<u>119</u>
Total	52 (12%)	371

**2019-20 - CTE course enrollment**

<u>COURSE</u>	<u>EL</u>	<u>EO</u>
Horticulture	0	10
Small Engine Rep	2	12
Construction Tech I	3	28
Supply Chain I	3	27
<u>Culinary</u>	<u>0</u>	<u>23</u>
TOTAL	8 (7%)	100

**2020-21 CTE course enrollment**

<u>Course</u>	<u>EL</u>	<u>EO</u>
Horticulture	1	9
Small Engine Rep	2	6
Construction Tech I	4	17
Supply Chain I	3	20
<u>Culinary</u>	<u>0</u>	<u>9</u>
TOTAL	10 (14%)	61

**FINDINGS: Achievement**

**FIO.** The CTE completion rate for English learners is low.

Response: SCOE agrees with this finding.

Explanation: SCOE had 0 CTE completers when the data was requested for the 18-19 school year. SCOE only had one completer during the 19-20 school year and the student was an English only student. SCOE alternative education programs historically have low completer rates due to a variety of factors which include the following:

\*Students migrating in and out of programs. Limited number of students complete 2 years in SCOE's alternative education programs.

\*CALPADS reported data is only August-October. Students who transition to SCOE programs after October are not reported in CALPADS data.

\*Singleton CTE courses offered due to low enrollment and staffing

\*Students focus on credits for grad requirements and often times do not need additional CTE credits because they received these credits at their comprehensive sites prior to attending SCOE alternative education sites.

**FII.** The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.

Response: SCOE agrees with this finding.

Explanation: Graduation rates for SCOE alt. ed. schools are calculated through DASS, an alternative measure to reflect annual rates rather than 4-year cohort rates. Community, court and charter schools offered by SCOE provide the highest at-risk students the

opportunity to gain a high school diploma. Graduation rates cannot be compared to comprehensive school sites. The adult charter graduates are all students who did not graduate from a comprehensive high school and made the choice to return to CBK to earn a high school diploma. Over 1371 students, who were reported as drop-outs at one point, are now high school graduates.

**F12.** EL high school graduates who graduate have low "college/career" scores.

Response: SCOE agrees with this finding. (Penal Code § 903.05(a)(1)).

Explanation: Based on table 5, SCOE agrees with this finding, however lower scores are due to student fluctuation, lower enrollment, and students coming to SCOE alt. ed. sites as credit deficient. College and career readiness rates are lower because students need to meet set criteria to be college and career ready. Many students do not stay enrolled in SCOE alt ed programs for more than one year, which makes it challenging to meet this set criteria. Delineated below you will find the criteria for being college and career ready. SCOE alternative education sites have significant challenges meeting this criterion due to fluctuating student enrollment over the course of the year. A small population of students attend SCOE alternative education sites for 2 years, as noted above.

- Career Technical Education Pathway Completion.
- Grade 11 Smarter Balanced Summative Assessments in ELA and mathematics.
- Advanced Placement Exams.
- International Baccalaureate Exams.
- College Credit Course (formerly called Dual Enrollment)

**F13.** The percentage of continuation high school students who graduate varies from school to school, but the percent not "college/career ready" is significantly low.

Response: SCOE agrees with this finding. (Penal Code § 903.05(a)(1)).

Explanation: The same rationale applies as referenced in Finding # 12 above. Based on table 5, SCOE agrees with this finding, however lower scores are due to student fluctuation, lower enrollment, and students coming to SCOE alt. ed. sites as credit deficient. College and career readiness rates are lower because students need to meet set criteria to be college and career ready. Many students do not stay enrolled in SCOE alt. ed. programs for more than one year, which makes it challenging to meet this set criteria. Below are delineated the criteria for being college and career ready. SCOE alternative education sites have significant challenges meeting this criterion due to fluctuating student enrollment over the course of the year. A small population of students attend SCOE alternative education sites for 2 years, as mentioned above.

- Career Technical Education Pathway Completion.
- Grade 11 Smarter Balanced Summative Assessments in ELA and mathematics.
- Advanced Placement Exams.
- International Baccalaureate Exams.

- College Credit Course (formerly called Dual Enrollment)

**F14.** Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.

Response: SCOE agrees with this finding (Penal Code § 903.05(a)(1)).

Explanation: It is essential to continue to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Since 2018, SCOE has added the following programs and student resources listed below. SCOE will continue to build on CTE programs and student opportunities. The addition of these programs and opportunities demonstrates that SCOE continues to increase avenues for students to gain CTE skills that will help them succeed in life.

\*Career Inspiration Center

\*Apprenticeship Expo

\*Small Engines at PACE

\*VCHS robotics

\*Ag Safe Forklift trainings

\*Summer Career Inspiration Center Bootcamp

\*Gateway to Gallo Program

\*[www.stancareerpath.com](http://www.stancareerpath.com)

\*MJC Career Pathway Day

\*MJC Summer CTE Pathway Program

\*Career Navigator Site Support

\*Dual Enrollment CTE Opportunities

\*Destination Medicine

\*Floriculture @ Juvenile Hall

\*Culinary Arts at Juvenile Hall

\*Performing Arts at VCHS



## **RESPONSE TO RECOMMENDATIONS**

### **RECOMMENDATIONS Access, Equity and Participation**

**R1.** Districts should develop strategies for reaching out to English learners and continuing high school students, to promote CTE programs.

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE is already providing a wide variety of strategies in regard to the promotion of CTE programs. All students, including English learners are informed of the CTE program opportunities in a variety of ways. Translation services are also provided as needed. Promotion of CTE programs and activities include career navigator presentations, student intake meetings, flyers, back to school night, boot camp- meet the teacher, Gateway to Gallo presentations, and MJC presentations. Our CTE course offerings are all listed in the SCOE Student/Parent Handbook provided to every student and parent upon enrollment, in English or Spanish. Counselors meet with every student and parent to create a grad plan where CTE class information is shared

**R2.** Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE

Response: This recommendation has been implemented at SCOE (Penal Code § 933.05(b)(1)).

Explanation: SCOE already provides translation services and are provided to students as needed. CTE information and flyers are translated into Spanish and translation devices are utilized when necessary. Several staff members are bilingual at sites, however adding ESL teachers to CTE programs would not be realistic due to lower student enrollment and limited staffing. SCOE IS online CTE programs offer a variety of languages that support students with their individualized needs. SCOE provides supportive services for EL students to ensure program access is equitable. Students are able to access opportunities through hands on learning and EL supportive teaching strategies.

**R3.** With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE alternative programs have flexibility in their master schedule for CTE program opportunities. The 21/22 master schedule has already been developed, however SCOE will continue to provide flexible schedules to ensure students have opportunities to take a variety of online or in person CTE courses.

Low enrollment numbers create many master schedule challenges. Offering CTE is not one of those challenges, as we have flexibility due to small class size to accommodate alternative schedules within the school day. Creative scheduling allows both IS and classroom students on each campus to participate in CTE courses. Most of the students referred to SCOE schools are credit deficient, and many have significant gaps in their education. CTE courses offer the opportunity to earn credits for all students.

**R4.** By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: All of SCOE Alt. Ed. Sites offer CTE programs. SCOE will continue to offer and build on CTE program opportunities which include CTE programs, events, certifications, internship opportunities, and career awareness opportunities.

**R5.** To promote access, equity, and participation, districts should promote CTE transportation options.

Response: This recommendation has been implemented, except for transportation of students who wish to attend CTE classes on other SCOE school sites, which requires further analysis within the next six (6) months as set forth below. (Penal Code §§ 933.05(b)(1)) and 933.05(b)(3)).

Explanation: SCOE already provides transportation services for student events and CTE opportunities that are off campus. Students and families have access to all Stanislaus County CTE program opportunities through the [www.stancareerpath.com](http://www.stancareerpath.com) website so students and families can make informed decisions. Site administration or counselors inform students of additional CTE opportunities in Stanislaus County. Students referred to alternative education programs may have off campus restrictions due to expulsion stipulations.

SCOE transports students to a variety of student events and activities which include the Career Inspiration Center, MJC Career Pathway Day, Apprenticeship Expo, Occupational Olympics, Industry Tours and additional CTE related opportunities. Transportation is available to all students and included with all of the opportunities mentioned above.

Transportation for students who wish to attend CTE classes on other SCOE school sites is a challenge due to the distance and time involved in moving students to one site and back within the school day without impacting their attendance in the core classes needed for graduation as mandated by the State of California. Administrators have attempted transportation back and forth to school sites, however travel time and cost of weekly transportation made it challenging. Review of this issue will be completed in the next 6 months.

**R6.** To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE students do not pay any out-of-pocket expenses for SCOE CTE programs. SCOE will continue to pay for student costs for all students enrolled in CTE programs.

**R7.** By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE provides an online IS program which offers a variety of translated languages to support EL students. Translated services on the online platform are also embedded for CTE programs. SCOE will continue to provide online services for online curriculum options.

## **RECOMMENDATIONS Achievement**

**R8.** All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor "college/career ready" scores. This effort should be led by SCOE and occur during the 2022-2023 school year.

Response: This recommendation will be implemented by SCOE (Penal Code § 903.05(b)(2)).

Explanation: SCOE and will coordinate a county-wide evaluation with the districts in Stanislaus County within six months. SCOE will lead districts in a countywide evaluation that will focus on EL students and CTE programs. Coordination and meetings will be initiated by SCOE admin during the 22/23 school year.

## **CONCLUSION**

On behalf of the Stanislaus County Board of Education and the Stanislaus County Office of Education, we appreciate your concern for SCOE, our programs and our students.

Sincerely,



Scott Kuykendall  
Stanislaus County Superintendent of Schools

RECEIVED

OCT 24 2022

BY: 

SCOE Civil Grand Jury Findings and Recommendations

**FINDINGS: Access and Equity (We need to agree or disagree to each of these findings)**

FI. At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.

Response: SCOE partially disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: SCOE disagrees with this finding with regard to expelled students, but agrees with this finding with regard to non-expelled students.

SCOE operates three community schools serving grades K-12, one court school serving all adjudicated minors in grades 6-12 and two charter schools, one serving high school age students in grades 9-12 and one serving adult students. Each SCOE community school offers at least one CTE program.

Enrollment is open to all students, CTE courses offered are listed in the Student/Parent Handbook (English and Spanish) along with information about which CTE courses meet A-G graduation requirements. Additionally, all students in Stanislaus County have access to the [www.stancareerpath.com](http://www.stancareerpath.com) website, which lists all high school CTE programs in Stanislaus County. SCOE students also have access to a variety of CTE awareness pathways through the Career Inspiration Center, which includes Agriculture, Health, Manufacturing, Business, Aviation, Construction, and Law Enforcement. Students also have access to a variety of CTE classes on our online learning platform.

SCOE students enrolled in alternative education schools who are expelled from comprehensive high schools would not have access to all programs. They would not have access to other high school CTE programs because they would not be allowed on campus due to expulsion stipulations or Education Code section 48915.2(a) if they are expelled for offenses specified in Education Code section 48915 (a) or (c).

F2. Continuation high schools' access to CTE programs is very limited.

Response: SCOE, responding with regard to access to CTE programs at SCOE, disagrees partially with this finding to the extent that we do not believe that access to these programs is "very" limited. (Penal Code § 933.05(a)(2)).

Explanation: SCOE disagrees with this statement, however lower enrollment numbers and fluctuating enrollment are contributing challenges. SCOE school sites offer students instruction through Independent Study ("IS") and classroom programs and CTE is offered to ALL students regardless of their program participation. Independent Study students can take virtual CTE elective courses or attend daily CTE classes offered on campus. Overall site enrollment is very low, with small class sizes, staffing ranges from 2-4 certificated subject area teachers and one CTE teacher. Credentialing determines teacher assignments. The court school provides in-class instruction in units where students are placed by probation based on a variety of factors, however the average stay of a minor in the court school is 27

days. The adult charter operated by SCOE, CBK, serves students who are 18 years old and above. These students have access to CTE programs.

Students enrolled in SCOE programs also have access to a variety of CTE opportunities and events which include the Career Inspiration Center, Apprenticeship Expo, Occupational Olympics, Destination Medicine, MJC Summer CTE Pathway Program, forklift certification program with Ag Safe, and dual enrollment opportunities.

**F3. Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.**

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: Low and ever-fluctuating student enrollment numbers create many master schedule challenges. Offering CTE is not one of those challenges as we have flexibility, due to small class size to accommodate alternative schedules within the school day. Creative scheduling allows both IS and classroom students on each campus to participate in CTE courses. Most of the students referred to SCOE schools are credit deficient, and many have significant gaps in their education. CTE courses offer the opportunity to earn credits for all students. The only challenge is the variety of CTE classes offered and the length of time students are enrolled in our schools. EL students are provided EL support, as determined by the English Language Proficiency Assessments for California (“ELPAC”) and EL classification, through their core classes and instructors.

**Long term Enrollment-2019-2021 (2 school years)**

Total # of 9-12 English Only students enrolled for 2 full school years	11
Total # of 9-12 EL students enrolled for 2 full school years	1
<b>TOTAL # of students program wide enrolled for 2 consecutive years</b>	<b>12</b>

**2019-20 Enrollment by Site**

	<u>EL</u>	<u>English Only</u>
JBA	12	61
PACE	22	92
SMA	18	100
Total	52 (17%)	253



**2020-21 Enrollment by site**

	<u>EL</u>	<u>English Only</u>
JBA	20	126
PACE	17	126
SMA	15	119
<b>Total</b>	<b>52 (12%)</b>	<b>371</b>

**2019-20 - CTE course enrollment**

<u>COURSE</u>	<u>EL</u>	<u>English Only</u>
Horticulture	0	10
Small Engine Rep	2	12
Construction Tech I	3	28
Supply Chain I	3	27
Culinary	0	23
<b>TOTAL</b>	<b>8 (7%)</b>	<b>100</b>

**2020-21 CTE course enrollment**

<u>Course</u>	<u>EL</u>	<u>English Only</u>
Horticulture	1	9
Small Engine Rep	2	6
Construction Tech I	4	17
Supply Chain I	3	20
Culinary	0	9
<b>TOTAL</b>	<b>10 (14%)</b>	<b>61</b>

The percentage of EL student participation in CTE classes in 2019-20 and 2020-21 (7% and 14%) closely aligns with the actual total percentage of EL students enrolled as a whole in SCOE schools for the same time span (17% and 12%) .

**F4.** Promotion by districts of available CTE transportation is lacking.

Response: SCOE disagrees with this finding (Penal Code § 933.05(a)(2)).



Explanation: SCOE can't address other districts' transportation services for their CTE students, but SCOE transports students to a variety of student events and activities which include the Career Inspiration Center, MJC Career Pathway Day, Apprenticeship Expo, Occupational Olympics, Industry Tours and additional CTE related opportunities. Transportation is available to all students and included with all of the opportunities mentioned above.

Transportation for students who wish to attend CTE classes on other SCOE school sites is a challenge due to the distance and time involved in moving students to one site and back within the school day without impacting their attendance in the core classes needed for graduation, as mandated by the State of California. Administrators have attempted transportation back and forth to school sites, however travel time and the cost of weekly transportation made it challenging.

**F5.** Payment for out-of-pocket CTE expenses is a barrier to participation for some students.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: Students are not charged, and don't have to pay out-of-pocket expenses for any CTE related programs and activities.

**F6.** Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: The online curriculum for both classroom and Independent Study students, Edmentum, offers translation supports for the CTE classes and programs offered.

**F7.** Promotion of CTE programs for English learners and continuation of high school students is inadequate.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: All students, including English learners, are informed of the CTE program opportunities in a variety of ways. Translation services are also provided as needed. Promotion of CTE programs and activities include career navigator presentations, student intake meetings, flyers, back to school night, boot camp- meet the teacher, Gateway to Gallo presentations, MJC presentations, and the SCOE Student/Parent Handbook.

**F8.** More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.

Response: SCOE disagrees with this finding. (Penal Code § 933.05(a)(2)).

Explanation: All students, including English learners are informed of the CTE program opportunities in a variety of ways. Translation services are also provided as needed. Promotion of CTE programs and activities include career navigator presentations, student intake meetings, flyers, back to school night, boot camp - meet the teacher, Gateway to Gallo presentations, and MJC presentations. CTE course offerings are all listed in the SCOE Student/Parent Handbook provided to every student and parent upon enrollment, in English or Spanish. Counselors meet with every student and parent to create a grad plan where CTE class information is shared.

**FINDINGS Participation**

**F9.** English learner enrollment in CTE varies considerably by district and school.

Response: SCOE agrees with this finding.

Explanation: Each district has their own EL population and data. SCOE operates alternative education sites and CTE programs. SCOE alternative education sites should not be compared to comprehensive sites and continuation high schools due to the unique needs of students who are referred to the programs that SCOE offers. School districts across the county offer more variety due to higher enrollment and more consistent student enrollment from year to year. Enrollment at SCOE alternative education sites, including EL students, fluctuates significantly throughout the course of the year.

**2019-20 Enrollment by Site**

	<u>EL</u>	<u>English Only:</u>
JBA	12	61
PACE	22	92
SMA	18	100
Total	52 (17%)	253

**2020-21 Enrollment by site**

	<u>EL</u>	<u>EO</u>
JBA	20	126
PACE	17	126
SMA	15	119
Total	52 (12%)	371

**2019-20 - CTE course enrollment**

<u>COURSE</u>	<u>EL</u>	<u>EO</u>
Horticulture	0	10
Small Engine Rep	2	12
Construction Tech I	3	28
Supply Chain I	3	27
<u>Culinary</u>	<u>0</u>	<u>23</u>
TOTAL	8 (7%)	100

**2020-21 CTE course enrollment**

<u>Course</u>	<u>EL</u>	<u>EO</u>
Horticulture	1	9
Small Engine Rep	2	6
Construction Tech I	4	17
Supply Chain I	3	20
<u>Culinary</u>	<u>0</u>	<u>9</u>
TOTAL	10 (14%)	61

**FINDINGS Achievement**

**FIO.** The CTE completion rate for English learners is low.

Response: SCOE agrees with this finding.

Explanation: SCOE had 0 CTE completers when the data was requested for the 18-19 school year. SCOE only had one completer during the 19-20 school year and the student was an English only student. SCOE alternative education programs historically have low completer rates due to a variety of factors which include the following:

\*Students migrating in and out of programs. Limited number of students complete 2 years in SCOE's alternative education programs.

\*CALPADS reported data is only August-October. Students who transition to SCOE programs after October are not reported in CALPADS data.

\*Singleton CTE courses offered due to low enrollment and staffing

\*Students focus on credits for grad requirements and often times do not need additional CTE credits because they received these credits at their comprehensive sites prior to attending SCOE alternative education sites.

**F11.** The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.

Response: SCOE agrees with this finding.

Explanation: Graduation rates for SCOE alt. ed. schools are calculated through DASS, an alternative measure to reflect annual rates rather than 4-year cohort rates. Community, court and charter schools offered by SCOE provide the highest at-risk students the opportunity to gain a high school diploma. Graduation rates cannot be compared to comprehensive school sites. The adult charter graduates are all students who did not graduate from a comprehensive high school and made the choice to return to CBK to earn a high school diploma. Over 1371 students, who were reported as drop-outs at one point, are now high school graduates.

**F12.** EL high school graduates who graduate have low "college/career" scores.

Response: SCOE agrees with this finding. (Penal Code § 903.05(a)(1)).

Explanation: Based on table 5, SCOE agrees with this finding, however lower scores are due to student fluctuation, lower enrollment, and students coming to SCOE alt. ed. sites as credit deficient. College and career readiness rates are lower because students need to meet set criteria to be college and career ready. Many students do not stay enrolled in SCOE alt ed programs for more than one year, which makes it challenging to meet this set criteria. Delineated below you will find the criteria for being college and career ready. SCOE alternative education sites have significant challenges meeting this criterion due to fluctuating student enrollment over the course of the year. A small population of students attend SCOE alternative education sites for 2 years, as noted above.

- Career Technical Education Pathway Completion.
- Grade 11 Smarter Balanced Summative Assessments in ELA and mathematics.
- Advanced Placement Exams.
- International Baccalaureate Exams.
- College Credit Course (formerly called Dual Enrollment)

**F13.** The percentage of continuation high school students who graduate varies from school to school, but the percent not "college/career ready" is significantly low.

Response: SCOE agrees with this finding. (Penal Code § 903.05(a)(1)).

Explanation: The same rationale applies as referenced in Finding # 12 above. Based on table 5, SCOE agrees with this finding, however lower scores are due to student fluctuation, lower enrollment, and students coming to SCOE alt. ed. sites as credit deficient. College and career



readiness rates are lower because students need to meet set criteria to be college and career ready. Many students do not stay enrolled in SCOE alt. ed. programs for more than one year, which makes it challenging to meet this set criteria. Below are delineated the criteria for being college and career ready. SCOE alternative education sites have significant challenges meeting this criterion due to fluctuating student enrollment over the course of the year. A small population of students attend SCOE alternative education sites for 2 years, as mentioned above.

- Career Technical Education Pathway Completion.
- Grade 11 Smarter Balanced Summative Assessments in ELA and mathematics.
- Advanced Placement Exams.
- International Baccalaureate Exams.
- College Credit Course (formerly called Dual Enrollment)

**F14.** Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.

Response: SCOE agrees with this finding (Penal Code § 903.05(a)(1)).

Explanation: It is essential to continue to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Since 2018, SCOE has added the following programs and student resources listed below. SCOE will continue to build on CTE programs and student opportunities. The addition of these programs and opportunities demonstrate that SCOE continues to increase avenues for students to gain CTE skills that will help them succeed in life.

\*Career Inspiration Center

\*Apprenticeship Expo

\*Small Engines at PACE

\*VCHS robotics

\*Ag Safe Fork Lift trainings

\*Summer Career Inspiration Center Bootcamp

\*Gateway to Gallo Program

\*[www.stancareerpath.com](http://www.stancareerpath.com)

\*MJC Career Pathway Day

\*MJC Summer CTE Pathway Program

\*Career Navigator Site Support

\*Dual Enrollment CTE Opportunities

\*Destination Medicine

\*Floriculture @ Juvenile Hall

\*Culinary Arts at Juvenile Hall

\*Performing Arts at VCHS

### **RECOMMENDATIONS Access, Equity and Participation**

**RI.** Districts should develop strategies for reaching out to English learners and continuing high school students, to promote CTE programs.

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE is already providing a wide variety of strategies in regards to the promotion of CTE programs. All students, including English learners are informed of the CTE program opportunities in a variety of ways. Translation services are also provided as needed. Promotion of CTE programs and activities include career navigator presentations, student intake meetings, flyers, back to school night, boot camp- meet the teacher, Gateway to Gallo presentations, and MJC presentations. Our CTE course offerings are all listed in the SCOE Student/Parent Handbook provided to every student and parent upon enrollment, in English or Spanish. Counselors meet with every student and parent to create a grad plan where CTE class information is shared

**R2.** Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE

Response: This recommendation has been implemented at SCOE (Penal Code § 933.05(b)(1)).

Explanation: SCOE already provides translation services and are provided to students as needed. CTE information and flyers are translated into Spanish and translation devices are utilized when necessary. Several staff members are bilingual at sites, however adding ESL teachers to CTE programs would not be realistic due to lower student enrollment and limited staffing. SCOE IS online CTE programs offer a variety of languages that support students with their individualized needs. SCOE provides supportive services for EL students to ensure program access is equitable. Students are able to access opportunities through hands on learning and EL supportive teaching strategies.

**R3.** With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.



Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE alternative programs have flexibility in their master schedule for CTE program opportunities. The 21/22 master schedule has already been developed, however SCOE will continue to provide flexible schedules to ensure students have opportunities to take a variety of online or in person CTE courses.

Low enrollment numbers create many master schedule challenges. Offering CTE is not one of those challenges, as we have flexibility due to small class size to accommodate alternative schedules within the school day. Creative scheduling allows both IS and classroom students on each campus to participate in CTE courses. Most of the students referred to SCOE schools are credit deficient, and many have significant gaps in their education. CTE courses offer the opportunity to earn credits for all students.

**R4.** By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: All of SCOE Alt. Ed. Sites offer CTE programs. SCOE will continue to offer and build on CTE program opportunities which include CTE programs, events, certifications, internship opportunities, and career awareness opportunities.

**R5.** To promote access, equity, and participation, districts should promote CTE transportation options.

Response: This recommendation has been implemented, except for transportation of students who wish to attend CTE classes on other SCOE school sites, which requires further analysis within the next six (6) months as set forth below. (Penal Code §§ 933.05(b)(1)) and 933.05(b)(3)).

Explanation: SCOE already provides transportation services for student events and CTE opportunities that are off campus. Students and families have access to all Stanislaus County CTE program opportunities through the [www.stancareerpath.com](http://www.stancareerpath.com) website so students and families can make informed decisions. Site administration or counselors inform students of additional CTE opportunities in Stanislaus County. Students referred to alternative education programs may have off campus restrictions due to expulsion stipulations.

SCOE transports students to a variety of student events and activities which include the Career Inspiration Center, MJC Career Pathway Day, Apprenticeship Expo, Occupational Olympics, Industry Tours and additional CTE related opportunities. Transportation is available to all students and included with all of the opportunities mentioned above.

Transportation for students who wish to attend CTE classes on other SCOE school sites is a challenge due to the distance and time involved in moving students to one site and back within the school day without impacting their attendance in the core classes needed for graduation as mandated by the State of California. Administrators have attempted transportation back and forth to school sites, however travel time and cost of weekly transportation made it challenging. Review of this issue will be completed in the next 6 months.

**R6.** To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE students do not pay any out-of-pocket expenses for SCOE CTE programs. SCOE will continue to pay for student costs for all students enrolled in CTE programs.

**R7.** By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population

Response: This recommendation has been implemented at SCOE. (Penal Code § 933.05(b)(1)).

Explanation: SCOE provides an online IS program which offers a variety of translated languages to support EL students. Translated services on the online platform are also embedded for CTE programs. SCOE will continue to provide online services for online curriculum options.

#### **RECOMMENDATIONS Achievement**

**R8.** All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor "college/career ready" scores. This effort should be led by SCOE and occur during the 2022-2023 school year.

Response: This recommendation will be implemented by SCOE (Penal Code § 903.05(b)(2)).

Explanation: SCOE and will coordinate a county-wide evaluation with the districts in Stanislaus County within six months. SCOE will lead districts in a countywide evaluation that will focus on EL students and CTE programs. Coordination and meetings will be initiated by SCOE admin during the 22/23 school year.

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Trustees, Ceres Unified School District								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.		X		<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.			X	<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.			X	
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.			X	<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			

<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.		<b>X</b>		<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.	<b>X</b>			
<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.			<b>X</b>	<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.			<b>X</b>	
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.			<b>X</b>	<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.	<b>X</b>			
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.			<b>X</b>	<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.		<b>X</b>						
<b>F10.</b> The CTE completion rate for English learners is low.	<b>X</b>							
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	<b>X</b>							
<b>F12.</b> EL high school graduates who graduate have low “college/career” scores.	<b>X</b>							
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.	<b>X</b>							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.	<b>X</b>							

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### **Conclusion**

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The 2022-2023 SCCGJ is satisfied the Ceres Unified School District submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

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SEP 15 2022

# Ceres Unified School District

*"Committed to Excellence, Responsive to Every Student"*

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Denise Wickham, Ed.D.

September 12, 2022

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

**RE: Grand Jury Report: "Career and Technical Education Programs for At-Risk Students": Case No. 22-15GJ"**

Dear Judge Westbrook:

The Ceres Unified School ("District") has reviewed the Facts, Findings and Recommendations in the Grand Jury Report "*Career and Technical Education Programs for At-Risk Students.*" Pursuant to California Penal Code section 933(c), the following constitutes the response of the District and its Governing Board ("Board") to the findings and recommendations pertaining to matters under the control of the District.

## RESPONSES TO FINDINGS

### FINDINGS: Access and Equity

**F1. *At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.***

**Response:** The District agrees with this finding to the extent it has knowledge and based on the factual representations in the Report on Case # 22-15GJ. (Penal Code § 933.05(a)(1).)



**Explanation:** The comprehensive high schools within the District are Ceres High School and Central Valley High School. The District agrees with the statement that all students, including English learners, do have access to CTE course offerings.

Currently, the District is committed to offering a robust list of CTE courses, and is proud of the success of those programs. English learners at both schools have access to these programs, as stated in the finding.

**Ceres High School** currently offers the following CTE courses:

- Introduction to Agricultural Mechanics
- Intermediate Agricultural Mechanics
- Advanced Agricultural Mechanics
- Agricultural Leadership
- Introduction to Animal Agriculture
- Introduction to Veterinary Science
- Advanced Animal Science
- Advanced Veterinary Science
  
- Computer Graphics
- Video Production
- Advanced Digital Photo Graphics
  
- Production Innovation Design – Introduction to Manufacturing and Product Development
- Production Innovation Design II
- Advanced Machine and Forming Technologies III
- Advanced Machine and Forming Technologies IV
- Advanced Machine and Engineering Technologies IV
  
- Criminal Justice
- Advanced Police Procedures

**Central Valley High School** currently offers the following CTE courses:

- Introduction to Agricultural Mechanics
- Introduction to Power Mechanics
- Intermediate Agricultural Mechanics
- Advanced Agricultural Mechanics
  
- Agricultural Biology
- Agricultural and Soil Chemistry
- Food Science
- Agriculture Systems Management

- Introduction to Agriculture
- Advanced Animal Science
- Advanced Veterinary Science
- Agriculture Leadership
  
- Introduction to Floriculture
- Advanced Floriculture
  
- Introduction to Plant Production and Greenhouse Management
- Plant Production – Agricultural Landscaping
  
- Computer Programming
- Computer Science
  
- Introduction to Engineering – Robotics I
- Principles of Engineering – Robotics II
  
- Computer Graphics
- Advanced Digital Photo Graphics
- Video Production
- Advanced Video Production
- Animation
- Advanced Animation
  
- Criminal Justice
- Advanced Police Procedures

The generally stated position within this finding that CTE course offerings do not *thoroughly* cover all 15 industry groups within the County is one that would likely require further study by the State of California. It may be necessary for such a research question to include a specific definition of what it means to *thoroughly* cover all industry groups, and would also require an assessment of the feasibility of comprehensive high schools within the State of California offering *thorough* coverage of all 15 industries, however that may be defined. Currently, the District is committed to offering a robust program of CTE courses that are offered to all students, including English learners. The District’s current CTE offerings to all students provide depth and cover a broad range of industry groups.

**F2. Continuation high schools’ access to CTE programs is very limited.**

**Response:** The District, responding with regard to access to CTE programs at District continuation high schools, disagrees partially with this finding to the extent that we do not believe that access to these programs is “very” limited. (Penal Code § 933.05(a)(2).)

**Explanation:** Argus and Endeavor High Schools are small continuation high schools within the District. Attendance at these schools is optional, and consistent with the purpose of continuation high schools, these schools *are focused on credit recovery in core classes.*

As such, there are a limited number of elective options overall for students to choose from. However, as of the 2022-2023 school year, Argus High School offers Video Production and Graphic Arts CTE courses to students on campus. Endeavor High provides an online instructional model for credit recovery, which provides access to some CTE courses. Students at both District continuation high schools also have the option to attend CTE courses at the comprehensive high schools, although increased promotion of these opportunities could be helpful. Relative to the size of the schools and their primary purpose of credit recovery in core classes, the CTE options offered *at* the continuation high schools are necessarily limited, but not “*very*” limited as stated in the finding, and students from those schools are able to participate in the CTE programs at the comprehensive high schools.

- F3. *Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.***

**Response:** The District disagrees with this finding. (Penal Code § 933.05(a)(2).)

**Explanation:** Although English learners are in many cases required by the State of California to take specific language acquisition classes in high school, they are still able to participate in any CTE program at the high schools. Master schedules include a multitude of courses that are offered at the same time. If ELD course offerings were not required, or other required courses were reduced, there would be fewer scheduling conflicts for any students, all of whom must take required courses. This general concept applies to both English learners and English-only students.

The master scheduling process is designed to provide the maximum amount of course access possible for all students, including English learners. Students are able to request the courses they want to take through the balloting process, and Learning Directors at the schools help students design their schedules every year. Many core courses are being offered during Zero Period, and these offerings are rapidly expanding in the District. Offering core courses during Zero Period reduces scheduling conflicts for all students, including English learners. Zero Period offerings for 2022-23 have more than tripled over the 2021-22 school year. It is also important to understand that the District’s CTE courses are offered throughout all periods of the school day, so English learners’ required ELD courses do not preclude or overly-limit English learners’ opportunity to participate in CTE.

For these reasons, the District disagrees in part that the master schedule itself substantially limits the ability of English learners to schedule and take CTE courses during their high school career as the scheduling process prioritizes student choice. However, it is true that increasing the number of total CTE courses offered and/or continuing to maintain a greater number of core courses taught in Zero Period or spread out across the schedule could reduce scheduling conflicts for all students, including English learners.

- F4. *Promotion by districts of available CTE transportation is lacking.***

**Response:** The District disagrees with this finding. (Penal Code § 933.05(a)(2).)



**Explanation:** The CTE transportation provided by the District is promoted by multiple means at all schools. The District makes students aware of the transportation provided through publications, school announcements, and information shared in classes by staff.

**F5. *Payment for out-of-pocket CTE expenses is a barrier to participation for some students.***

**Response:** The District partially disagrees with this finding. (Penal Code § 933.05(a)(2).)

**Explanation:** Out-of-pocket CTE expenses are not a barrier for students to participate in CTE courses. School site funds provide all necessary materials and supplies to participate fully in course assignments and related activities to meet the learning targets set by the State of California. However, there may be some Career Technical Student Organizations (CTSO) out-of-pocket expenses specifically related to optional competitions and work-based experiences that are not fully paid by the District or covered by fundraising.

**F6. *Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.***

**Response:** The District disagrees with this finding. (Penal Code § 933.05(a)(2).)

**Explanation:** All students in the District have access to the necessary technology applications and tools. Every student has access to a Chromebook, Hotspots if necessary, and the support of staff so that they are able to use technology tools and devices effectively during their learning. Chromebooks also provide access to effective translation of text to languages other than English.

**F7. *Promotion of CTE programs for English learners and continuation high school students is inadequate.***

**Response:** The District disagrees with this finding. (Penal Code § 933.05(a)(2).)

**Explanation:** The District's promotion of the CTE programs offered to English learners and continuation high school students is not inadequate. CTE program offerings are promoted to English learners and continuation high school students both prior to and upon entering high school and throughout their high school careers. This promotion is done mainly in the following ways each school year:

- CTE Program teachers and students visit all District junior high sites and present information about specific CTE programs.
- Eighth graders visit each comprehensive high school campus and, during the tour, students visit the various CTE programs, labs, and workshops and see first-hand the types of projects CTE students create and participate in.
- CTE programs are promoted each semester through fall and spring presentations to the student body and to other schools.
- All students ballot for classes in early spring. Prior to balloting, CTE teachers promote their classes through classroom visits (e.g. Advanced course teachers visit

the Intro courses and discuss with students the benefits of continuing to the Advanced class.)

- CTE programs are promoted by the CTE Youth Advisors and Learning Directors during one-on-one meetings with students.
- When students develop their “Four Year Plan” (their overall scheduling plan for their high school career), Learning Directors discuss with students the benefits of CTE courses and pathway completion.
- Each CTE Program is also featured through a dedicated website, in which student work, activities, awards, recognitions, events, and so much more, are highlighted. Information videos of each program are also available for viewing. These websites are linked to the District’s main website, on which a translation feature is offered for persons using the site.
- English Learner Development/Academic Language Development class students receive a personalized balloting presentation from the English Learner Learning Director to review elective CTE course options and to address any questions. Students also receive a personalized presentation in the fall that reviews all elective course options.
- Argus and Endeavor High School Learning Directors also meet one-on-one with each student at the continuation high schools to create a plan for high school graduation, including a review of CTE course options on the Argus/Endeavor campus, as well as CTE course options available to Argus and Endeavor students on the comprehensive high school campuses.
- Programs are promoted to parents as well through print and digital media, at Open House events, through site communication tools, at CTE-specific informational sessions and events, and at various meetings at the school site throughout the year.

As this finding relates to the possibility of increasing CTE access overall for continuation high school students, any increase in courses would be promoted as those changes occur.

**F8. *More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.***

**Response:** The District disagrees with this finding. (Penal Code § 933.05(a)(2).)

**Explanation:** The District provides extensive supports for English learners and continuation high school students to participate in CTE pathways within the District. These opportunities are also promoted at all high school sites. Supports provided by the District include, but are not limited to:

- Integrated ELD professional development for CTE teachers and access by teachers to instructional coaches to develop strategies to support EL learners.
- Learning Director focused specifically on EL students, building schedules and providing supports for individual EL needs.
- Paraprofessionals to support EL achievement in a variety of courses.
- Access to tutoring, teacher office hours, etc. for all classes, including CTE.

The District continuously monitors students' needs and means of supporting student success, including for English learners and continuation high school students enrolled in CTE programs.

### **FINDINGS Participation**

**F9. *English learner enrollment in CTE varies considerably by district and school.***

**Response:** The District partially disagrees with this finding. (Penal Code § 933.05(a)(2).)

**Explanation:** With regard to the District, English Learner enrollment in CTE courses can vary, but not considerably. In Table 2 of the report, a 6% difference exists in the total percentage of students enrolled in CTE courses at Ceres and Central Valley high schools in the 2019-20 school year, while the difference in English learner CTE participation between the two schools is 10%. These participation rates by all students and English learners will vary in any given year based on student choice. It will however continue to be a District goal to close any sustained enrollment gap that exists with regard to CTE enrollment by English learners.

### **FINDINGS Achievement**

**F10. *The CTE completion rate for English learners is low.***

**Response:** The District agrees with this finding. (Penal Code § 933.05(a)(1).)

**Explanation:** Table 3 of the Report shows the percentage of completers in 2019-20 was 11% (CHS) and 9% (CVHS) respectively for all students. The completion rates for English learners that year was 9% and 5% respectively. Many English Learners are re-designated English Fluent Proficient by their senior year, in many cases the year in which CTE Completion status would be earned. This change in status necessarily results in fewer current EL students appearing as CTE Completers because the re-designated English Fluent Proficient students are no longer reflected as English learner completers. As stated, the District agrees that the English learner completion rate is lower than that of the All Other Completers group for the 2019-20 school year. The District is striving for higher CTE pathway completion rates for both English learners and all other students.

**F11. *The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.***

**Response:** The District agrees with this finding. (Penal Code § 933.05(a)(1).)

**Explanation:** The graduation rate for District continuation high school students in the 2019-20 school year was lower than for comprehensive high school students. The graduation rate for continuation high school students did however increase in the 2021-22 school year as compared to 2019-20 from 65% to 68% at Argus and there was a substantial increase from 51% to 89.3% at Endeavor. Given the primary purpose of the continuation



high schools is credit recovery in core courses, in general the students who choose to attend continuation high school start significantly deficient in credits. It continues to be a District goal to support the students in these programs and continue increasing the graduation rates at our continuation high schools.

**F12. *EL high school graduates who graduate have low “college/career” scores.***

**Response:** The District agrees with this finding. (Penal Code § 933.05(a)(2).)

**Explanation:** The EL college/career ready rates for the high schools as shown in Table 4 of the Report establish that the District’s rates were the highest of all comparable schools in the County for the 2019-20 school year. With this said, the District has a goal of increasing the college/career ready rates of English learners and of all other students, and will continue to study and put actions in place to meet this goal.

**F13. *The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.***

**Response:** The District agrees with this finding. (Penal Code § 933.05(a)(1).)

**F14. *Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.***

**Response:** The District agrees with this finding. (Penal Code § 933.05(a)(1).)

## **RESPONSES TO RECOMMENDATIONS**

### **RECOMMENDATIONS Access, Equity and Participation**

**R1. *Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.***

**Response:** The recommendation has been implemented. (Penal Code § 933.05(b)(1).)

**Explanation:** The District currently implements numerous strategies for promoting CTE programs to English learners and continuation students and their parents. Detailed examples of these promotional strategies are included in our response to F7. The District continuously monitors students’ needs and successes and will monitor efforts to promote CTE programs to English learners and continuation students and may implement even more promotional activities should they be warranted.

**R2. *Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.***

**Response:** The recommendation has been implemented. (Penal Code § 933.05(b)(1).)

**Explanation:** The District currently employs many strategies to support English learners and continuation high school students who enroll in CTE programs. These supports include, but are not limited to:

- Integrated ELD professional development for CTE teachers and access by CTE teachers to instructional coaches to develop strategies to support EL learners.
- Learning Director focused specifically on EL students, building schedules and providing supports for individual EL needs.
- Paraprofessionals to support EL achievement in a variety of courses.
- Access to tutoring, teacher office hours, etc. for all classes, including CTE.

The District continuously monitors students' needs and means of supporting student success, including for English learners and continuation high school students enrolled in CTE programs.

**R3. *With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.***

**Response:** The recommendation requires further analysis. (Penal Code § 933.05(b)(3).)

**Explanation:** While the District has already taken strides in this regard by substantially increasing Zero Period offerings to increase overall scheduling flexibility, the District agrees to review the options for increasing flexibility of class schedules for the 2023-24 school year, specifically with regard to English learner and continuation high school student access to CTE programs. This review will be completed in the next six-months.

**R4. *By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.***

**Response:** This recommendation has been implemented. (Penal Code § 933.05(b)(1).)

**Explanation:** Contrary to the information in Table 5 in the Report, both District continuation high schools offer CTE classes and offer all students the opportunity to participate in the CTE programs at the comprehensive high schools, as detailed in F2. The District will continue to monitor class offerings and CTE opportunities for students at the continuation high schools and expand those opportunities as necessary.

**R5. *To promote access, equity, and participation, districts should promote CTE transportation options.***

**Response:** The recommendation has been implemented. (Penal Code § 933.05(b)(1).)

**Explanation:** The District promotes the provided CTE transportation by multiple means at all schools. The District makes students aware of the transportation provided through publications, school announcements, and information shared in classes by staff.

- R6. *To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.*

**Response:** This recommendation requires further analysis. (Penal Code § 933.05(b)(3).)

**Explanation:** No out-of-pocket expenses are required for CTE enrollees to participate in school courses and related activities to meet the learning expectations of the State of California. School budgets will continue to provide for all materials and supplies necessary for high school CTE courses. Over the next six months the District will analyze the CTSO-related out of pocket expenses and whether they may present a barrier for student participation in CTSO-related activities, and, if so, consider means by which any such barrier may be eliminated.

- R7. *By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.*

**Response:** This recommendation has been implemented. (Penal Code § 933.05(b)(1).)

**Explanation:** The District currently provides technology that includes access for each student to effective translation of text to languages other than English. To the extent that this recommendation is intended to mean that the District should itself create technology learning applications in languages other than English, the District does not and cannot itself create or develop such learning applications in any language.

### **RECOMMENDATIONS Achievement**

- R8. *All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.*

**Response:** This recommendation will be implemented. (Penal Code § 903.05(b)(2).)

**Explanation:** The Stanislaus County Office of Education (SCOE) has indicated that it will coordinate a countywide evaluation with the districts in Stanislaus County within six months. The District will take part in this SCOE-coordinated countywide study of CTE programs.

**CONCLUSION**

On behalf of the Superintendent and Board of Education of the Ceres Unified School District, we appreciate your concern for our District.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Dan Pangrazio', with a stylized flourish extending to the right.

Dan Pangrazio,  
Assistant Superintendent  
Student Support Services

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Education, Newman-Crows Landing School District								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.		X		<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.		X		<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.	X			
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.			X	<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			
<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.			X	<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.	X			

<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.			<b>X</b>	<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.	<b>X</b>			
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.		<b>X</b>		<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.			<b>X</b>	
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.		<b>X</b>		<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.		<b>X</b>						
<b>F10.</b> The CTE completion rate for English learners is low.		<b>X</b>						
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	<b>X</b>							
<b>F12.</b> EL high school graduates who graduate have low “college/career” scores.		<b>X</b>						
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.	<b>X</b>							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.		<b>X</b>						

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Newman-Crows Landing School District submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).





Shawn Posey  
*Superintendent*

Kim Bettencourt  
*Assistant Superintendent  
Curriculum and  
Instruction*

Ryan Smith  
*Director  
Human Resources*

Caralyn Mendoza  
*Chief Business Officer*

Nanci Fox  
*Executive Assistant*



September 13, 2022

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

RE: Grand Jury Report: "Career and Technical Education Programs for At-Risk Students": Case No. 22-15GJ"

Dear Judge Westbrook:

The Newman-Crows Landing Unified School District ("District") has reviewed the Facts, Findings and Recommendations in the Grand Jury Report "Career and Technical Education Programs for At-Risk Students" filed on June 16, 2022. Pursuant to California Penal Code section 933(c), the following constitutes the response of the District and its Governing Board ("Board") to the findings and recommendations pertaining to matters under the control of the District.

**FINDINGS: Access and Equity**

- F1.** At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.

Response: The District agrees with this finding to the extent it has knowledge and based on the factual representations in the Report on Case #22-15GJ. (Pen. Code, § 933.05(a)(1).)

*Noting additionally that interdistrict transfers are available when one school district offers a program that the district of residence does not offer.*

- F2.** Continuation high schools' access to CTE programs is very limited.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*Disagree in part. Continuation students in Newman Crows-Landing have the access to the comprehensive High School's elective and CTE programs. While it is true that most students in comprehensive high school chooses to not take part in the CTE program, it is not due to a limit in access.*

Board of Trustees

*Janice Conforti, President • Paul Wallace, Clerk • Tim Bazar • RoseLee Hurst • Vern Snodderly  
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**F3.** Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*Any conflict that occurs with the Master schedule is not because the scheduling of classes creates the conflict, but rather the increased demand the California Department of Education mandates for English Language Development classes. As most Freshman and Sophomores only have one or two elective spots available on the class request, when those options get filled with required English Development Classes, that consumes the available choices for the student. In NCLUSD, however, every student has ample enough elective courses to complete a CTE pathway, which generally will require a minimum of three courses.*

**F4.** Promotion by districts of available CTE transportation is lacking.

Response: The District disagrees with this finding (Pen. Code, § 933.05(a)(2).)

Explanation:

*The District is unfamiliar with other districts transportation. NCLUSD does not see transportation as a barrier for its students to participate in the CTE pathways. They are done within the school day; for those that have off campus components, district transportation is provided.*

**F5.** Payment for out-of-pocket CTE expenses is a barrier to participation for some students.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*The District has no CTE programs that require a student to pay out of pocket expenses to take the class.*

**F6.** Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*All of the district's learning applications (Zearn, iReady, Canvas) have Language other than English options.*

**F7.** Promotion of CTE programs for English learners and continuation high school students is inadequate.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

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*In March of 2022, NCLUSD set as one of its district goals to begin exploratory elective classes at the elementary schools that align to the various pathways (both CTE and Elective) at its comprehensive high school. Within that same goal, K-12 articulation of the various pathways will begin so that fifth grade students who leave the elementary school will have the ability to advance in the pathways of their choosing through middle school and onto high school. Part of this goal includes marketing literature to inform all students and parents of the pathway opportunities in NCLUSD.*

- F8.** More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*More research and support is needed to address the long term English Learner issue in the schools. Students who achieve Reclassification-Fluent English Proficient (RFEP) status do well in academics. However, many students do not achieve the goal of RFEP.*

#### **FINDINGS Participation**

- F9.** English learner enrollment in CTE varies considerably by district and school.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*NCLUSD has little if any influence on other Districts and is a one high school district. NCLUSD offers elective courses to Alternative Education students, however, many of our alt-ed students choose that program of study for the minimalist experience and are focused only on obtaining a diploma.*

#### **FINDINGS Achievement**

- F10.** The CTE completion rate for English learners is low.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*We question where the Grand Jury considered the Reclassified Fluid English Proficient (RFEP) student in this study. Of the 81 Orestimba High School students noted to complete the CTE Pathway, 26 of them were RFEP at some point in their K-12 education. Since only 15 students were noted to be EL and completed, the RFEP student was not seen as an EL student for the purpose of this report. Eleven of OHS students became RFEP while completing this pathway, meaning that they started the pathway as an EL student and completed it as a non-EL student.*

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- F11.** The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.

Response: The District agrees with this finding to the extent it has knowledge and based on the factual representations in the Report on Case #22-15GJ. (Pen. Code, § 933.05(a)(1).)

*We are always working to improve the graduation rates of all our students.*

- F12.** EL high school graduates who graduate have low “college/career” scores.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*EL students who reclassify RFEP have outstanding college/career scores. Of the Orestimba students who completed a CTE pathway in this report, twenty-six (26) of them were RFEP.*

- F13.** The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.

Response: The District agrees with this finding to the extent it has knowledge and based on the factual representations in the Report on Case #22-15GJ. (Pen. Code, § 933.05(a)(1).)

*Many students in continuation high school choose that course offering for the minimalist requirements to obtain a diploma. Students of Westside High School may enroll in electives at Orestimba High School. While transportation is provided, due to the proximity of the two campuses, transportation is often not requested.*

- F14.** Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation:

*This is a district goal of NCLUSD in 2022-2023, including the regular monitoring of all High School students in terms of their completion of one of the criteria to be “college or career ready.”*

### **RECOMMENDATIONS Access, Equity and Participation**

- R1.** Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.

Response: This recommendation has been implemented at the District. (Pen. Code, § 933.05(b)(1).)

Explanation:

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*NCLUSD is working to develop strategies for reaching out to ALL students.*

- R2.** Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

Explanation:

*In looking at the completion numbers of CTE students, NCLUSD believes that students who started the pathway as EL's but were Reclassified Fluid English Proficient were mislabeled for purpose of analysis. At Orestimba High School, for example, eleven students were reclassified RFEP from EL while in the CTE Pathway. A total of 26 of the CTE Pathway completers are RFEP from some point of their education. If we recognize that the nature of the CTE pathway aligns with effective strategies for teaching language acquisition (ie peer-to-peer instruction, two-way listening and speaking), it seems that the RFEP students should count toward the EL student completion.*

- R3.** With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

Explanation:

*Master Schedule is not an issue at NCLUSD. An insignificant number of students are blocked from getting their desired choice of electives due to scheduling constraints.*

- R4.** By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

Explanation:

*We already offer elective program to our continuation high school.*

- R5.** To promote access, equity, and participation, districts should promote CTE transportation options.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

Explanation:

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*NCLUSD does not see transportation to CTE programs as a barrier nor an obstacle to participation.*

- R6.** To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

**Explanation:**

*Completion of a CTE pathways does not require out of pocket expenses.*

- R7.** By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.

**Response:** The recommendation requires further analysis. (Pen. Code, § 933.05(b)(3).)

**Explanation:**

*This is part of the NCLUSD goals for completion in part by June 30, 2023. As with any goals there will be ongoing maintenance of the program beyond the June 30, 2023, date.*

### **RECOMMENDATIONS Achievement**

- R8.** All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.

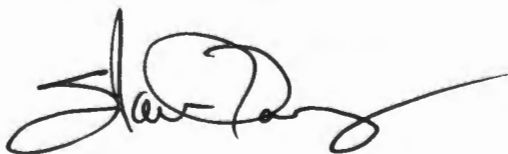
**Response:** This recommendation will be implemented in the future. (Pen. Code, § 933.05(b)(2).)

**Explanation:**

The Stanislaus County Office of Education (“SCOE”) holds a monthly meeting for all county CTE Directors. The agenda will include an evaluation of college and career ready scores specific to EL and continuation students.

The Stanislaus COE will lead districts in a county-wide evaluation that will focus on EL students and CTE programs. Coordination and meetings will be initiated by SCOE administration during the 2022-2023 school year.

Respectfully submitted on this thirteenth day of September, 2022 by:



Shawn Posey, Superintendent

Board of Trustees

*Janice Conforti, President • Paul Wallace, Clerk • Tim Bazar • RoseLee Hurst • Vern Snodderly  
1223 Main Street - Newman, California 95350 – ph: 209.862.2933 – fax: 209.862.0113*



Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Trustees, Oakdale Joint Unified School District								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.	X			<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.	X			<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.				X
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.			X	<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.			X	
<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.			X	<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.	X			

<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.			<b>X</b>	<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.	<b>X</b>			
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.			<b>X</b>	<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.			<b>X</b>	
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.	<b>X</b>			<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.	#	#	#					
<b>F10.</b> The CTE completion rate for English learners is low.	<b>X</b>							
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	<b>X</b>							
<b>F12.</b> EL high school graduates who graduate have low “college/career” scores.	<b>X</b>							
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.		<b>X</b>						
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.	<b>X</b>							

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### Conclusion

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The 2022-2023 SCCGJ is satisfied Oakdale Joint Unified School District submitted a detailed response; however, the response was not received within the timeframe stipulated by California Penal Code §955(c).

# - The Oakdale Joint Unified School District could not agree or disagree to **F9**.

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OCT 21 2022

BY: ~~Teach, Learn, Every Day, No Excuses~~



Oakdale Joint Unified School District  
168 South Third Avenue, Oakdale, California 95361  
(209) 848-4884 • Fax (209) 847-0155

September 13, 2022

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

**RE: Grand Jury Report: “*Career and Technical Education Programs for At-Risk Students*”: Case No. 22-15GJ”**

Dear Judge Westbrook:

The Oakdale Joint Unified School District (“District”) has reviewed the Facts, Findings and Recommendations in the Grand Jury Report “*Career and Technical Education Programs for At Risk Students*” filed on May 7, 2013. Pursuant to California Penal Code section 933(c), the following constitutes the response of the District and its Governing Board (“Board”) to the findings and recommendations pertaining to matters under the control of the District.

**RESPONSE TO FINDINGS**

**FINDINGS: Access and Equity**

**F1. At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.**

Response: The District agrees with this finding to the extent it has knowledge and based on the representations in the Report on Case # 22-15GJ. (Pen. Code, § 933.05(a)(1).)

Explanation: We do not have enough information to speak to other districts, but in the District we have established 11 CTE pathways and with additional CTE pathway being added in 22-23, covering nine total industry sectors. There has been growth with more options available since 2019. All students, including English learners, do have access to the programs. All CTE instructors teach six periods of six periods (The District pays these teachers an additional 17% stipend to “teach their preparation period”) in order to provide more opportunities for access.

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## **F2. Continuation high schools' access to CTE programs is very limited.**

**Response:** The District agrees with this finding to the extent it has knowledge and based on the representations in the Report on Case # 22-15GJ. (Pen. Code, § 933.05(a)(1).)

**Explanation:** Our continuation high school, East Stanislaus, is a half-day program with approximately 80 students and 4 teachers. Students focus on credit recovery to graduate, rather than on elective courses.

## **F3. Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

**Explanation:** Multiple CTE pathways provide multiple opportunities for our EL students to participate in CTE classes depending on student choice, graduation requirements, and language support needs. The District has a very low percentage of EL students (6.9 % of Oakdale High School students and 11.0% of District students).

## **F4. Promotion by districts of available CTE transportation is lacking. Response: The**

**District disagrees with this finding. (Pen. Code, § 933.05(a)(2).)**

**Explanation:** As of 2021-2022, Oakdale Joint Unified provides transportation from Oakdale High to the SCOE Culinary Academy. We also provide transportation for students taking Farm Management classes to the School Farm. All other CTE pathways are held on the high school campus so transportation is not needed.

## **F5. Payment for out-of-pocket CTE expenses is a barrier to participation for some students.**

**Response:** The District disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

**Explanation:** The District is unaware of CTE student paying any out-of-pocket expenses to participate in any CTE classes or activities.

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**F6. Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.**

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation: Currently, none of the learning applications used in our CTE classes have an option for languages other than English. However, the District percentage of EL students is very low (6.9 % of Oakdale High School students and 11.0% of District students) the teachers encourage the use of Google translate as needed and students who are bilingual are often happy to translate. The District will follow-up with the companies who created the applications in question to determine if they can provide information in other languages.

**F7. Promotion of CTE programs for English learners and continuation high school students is inadequate.**

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

Explanation: In the District CTE programs are promoted through outreach to feeder schools. CTE teachers go to the feeder schools and share programs and counselors further promote programs during balloting time (when students select their courses). All CTE pathways are explained in the Oakdale High School Trailblazer, the annually published list of courses.

**F8. More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.**

Response: The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

Explanation: Access to CTE pathways in the District is limited based on the students' needs including EL class requirements, graduation requirements, and student choice. Since 2019, OJUSD has had a bilingual career technician at the continuation high school and provides career education to continuation high school students.



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## **FINDINGS Participation**

### **F9. English learner enrollment in CTE varies considerably by district and school.**

**Response:** The District has no information or belief that this Finding is accurate or not and, on that basis, it cannot agree or disagree with it. (Pen. Code, § 933.05(a).)

There is no variation in the District is CTE classes are only provided at one campus, Oakdale High School.

## **FINDINGS Achievement**

### **F10. The CTE completion rate for English learners is low.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

### **F11. The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

**Explanation:** While we don't have enough information to speak to the graduation rates for all continuation high schools, East Stanislaus High's graduation rate has increased from 56% in 2019 to 69.6% in 2021, an increase of almost 14%. In comparison, The District's graduation rate was 88.4% in 2019 and 90.4% in 2021, an increase of 2%.

### **F12. EL high school graduates who graduate have low "college/career" scores.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

**Explanation:** College and Career Readiness scores are made up of several factors including CTE completion rates, meeting a-g requirements, passing AP or International Baccalaureate exams, scores of 3 or better on both the ELA and math portions of the SBAC test, passing courses in which they are giving college credit, earning the State Seal of Biliteracy, or participating in leadership/military science experience. Given the combined requirements English learners face in completing their EL classwork, graduation requirements, and their own choice in their education, many do indeed have low CCR scores.



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**F13. The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.**

**Response:** The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)

**Explanation:** The percentage of continuation high school students who are “college/career ready” is low, but it doesn’t vary as there is only one continuation high school, and the “college/career readiness gap is not necessarily significantly large as continuation high school students are focused on credit recovery rather than electives/CTE pathways. Their school provides a half day program that supports them in garnering enough credits to graduate.

**F14. Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

**Explanation:** At East Stanislaus High, we have hired a bilingual career technician to provide opportunities for continuation high schools students. At Oakdale High, we have a dedicated EL counselor who works with all EL students and their families to discuss and schedule course options. This same bilingual career technician also arranges career awareness events, visits by military recruiters, and other career-oriented activities for continuation high school students]

## **RESPONSE TO RECOMMENDATIONS**

### **RECOMMENDATIONS Access, Equity and Participation**

**R1. Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.**

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

**Explanation:** District strategies include posting all CTE offerings on the high school website, listing all CTE offerings in the annually published list of courses, and outreach to feeder schools.

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**R2. Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.**

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

Explanation: Oakdale High School has a bilingual counselor who works with all EL students and families, a bilingual receptionist for the school's main office, a bilingual secretary in the counseling department, and a dedicated bilingual aide, all of whom can provide interpretation and support, and all teachers, including all CTE teachers, are certified to teach English Learners. At East Stanislaus High, we have a dedicated bilingual career technician as well as a district interpreter available. In the new 2022-2023 school year, the bilingual career technician at the continuation high school, who had previously been employed part-time, was increased to a full-time position to better provide services to both EL and English speaking students at the District's continuation high school.

**R3. With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.**

Response: This recommendation will not be implemented because it is not warranted or is not reasonable. (Pen. Code, § 933.05(b)(4).)

Explanation: Multiple CTE pathways provide multiple opportunities for our EL students to participate in CTE classes depending on student choice, graduation requirements, and language support needs. Our continuation high school, East Stanislaus, is a half-day program with approximately 80 students and 4 teachers. Students focus on credit recovery to graduate, rather than on elective courses. The legal limitations imposed on EL students (having to take designated EL classes) makes it difficult for them to take as many CTE classes as English speaking students; the District offers them these classes but the law limits their ability to take them.

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**R4. By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.**

Response: This recommendation requires further analysis. (Pen. Code, § 933.05(b)(3).)

Explanation: By December 31, 2022, the administration at East Stanislaus High School will determine whether a computer graphics or coding class for continuation high school students will be offered. Barriers include staffing and time in the student's schedule.

**R5. To promote access, equity, and participation, districts should promote CTE transportation options.**

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

Explanation: As of 2021-2022, Oakdale Joint Unified provides transportation from Oakdale High to the SCOE Culinary Academy. We also provide transportation for students taking Farm Management classes to the School; Farm. All other CTE pathways are held on the high school campus so transportation is not needed.

**R6. To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.**

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)

Explanation: There are no out-of-pocket expenses for students in the CTE classes or activities.

**R7. By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.**

Response: The recommendation requires further analysis. (Pen. Code, § 933.05(b)(3).)

Explanation: Currently, none of the learning applications used in our CTE classes have an option for languages other than English, and the only language spoken by EL students is Spanish. However, the teachers encourage the use of Google translate as needed and students who are bilingual are often happy to translate. The District will have to review available technologies and will make a decision in this regard by December 31, 2022.



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## **RECOMMENDATIONS Achievement**

**R8. All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.**

Response: The recommendation will be implemented within six months. (Pen. Code, § 933.05(b)(3).)

Explanation: The desirability and feasibility of such an evaluation will be ascertained by SCOE staff with input from local school district employees who are conversant in the EL and continuation high school programs. A decision on whether such a time consuming and staff intensive undertaking will be made on or before December 31, 2022.

## **CONCLUSION**

On behalf of the Board of Education of the Oakdale Joint Unified School District, we appreciate your concern for our District.

Sincerely,

David Kline  
Superintendent

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Trustees, Patterson Unified School District								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.		X		
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.	X			<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.		X		
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.		X		<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.		X		
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.			X	<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			
<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.		X		<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.	X			

<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.	X			<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.					X
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.	X			<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.	X				
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.	X			<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.		X			
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.			X						
<b>F10.</b> The CTE completion rate for English learners is low.	X								
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	X								
<b>F12.</b> EL high school graduates who graduate have low “college/career” scores.	X								
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.		X							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.	X								

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Patterson Unified School District submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).





"OUR STUDENTS, OUR COMMUNITY, OUR FUTURE"

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*Veronica Miranda*  
*Assistant Superintendent, Educational Services*

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SEP 15 2022

September 13, 2022

BY: \_\_\_\_\_

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

**RE: Grand Jury Report: "Career and Technical Education Programs for At-Risk Students": Case No. 22-15GJ"**

Dear Judge Westbrook:

The Patterson Joint Unified School District ("District") has reviewed the Facts, Findings and Recommendations in the Grand Jury Report "Career and Technical Education Programs for At-Risk Students" filed on June 2022. Pursuant to California Penal Code section 933(c), the following constitutes the response of the District and its Governing Board ("Board") to the findings and recommendations pertaining to matters under the control of the District.

**RESPONSE TO FINDINGS**

**FINDINGS: Access and Equity**

**F1. At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.**



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*Veronica Miranda*  
*Assistant Superintendent, Educational Services*

---

**Response:** The District agrees with this finding to the extent it has knowledge and based on the factual representations in the Report on Case #22-15GJ. (Pen. Code, § 933.05(a)(1).)

**Explanation:**

- English learners have access to CTE programs at our comprehensive Patterson High School (PHS).
- Paths offered include
  - Agriculture
    - Intro to Ag Mechanics - Intermediate Agriculture - Advanced Agriculture
    - Intro to Agriscience - Intermediate Agriscience - Advanced Agriscience
    - Intermediate Ornamental - Advanced Ornamental
  - Arts
    - Intro to Graphic Design
  - Business and Finance
    - Intro to Business and Finance - Advanced Financial Services Business Accounting
  - Health Science and Medical Technology
    - Intermediate Patient Care
  - Transportation
    - Intermediate Operations - Advanced Operations



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*Veronica Miranda*  
*Assistant Superintendent, Educational Services*

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■ Intro to Systems Diagnostics, Service, and Repair - Intermediate Systems Diagnostics, Service, and Repair

- All of our current CTE pathways are established based upon local labor market trends as requirements stipulated in Perkins V and CTE Incentive Grant. The majority of careers in the local labor market are logistics, commercial truck driving, agriculture, and healthcare. In order to best prepare students for high-skill, high-wage jobs upon graduation, we feel that targeting these in-demand occupations will best set our students up for post-secondary success. We continually assess the needs of the community as it continues to grow and have plans in the future to add a construction pathway and computer programming pathway.

**F2. Continuation high schools' access to CTE programs is very limited.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

**Explanation:**

- Patterson Unified School District's (PJUSD) alternative high school students attend Del Puerto High School (DPHS). DPHS students have increasing access to CTE courses.
- DPHS also has a pathway dedicated to their students - Plant Nursery Management. This pathway is offered at DPHS with hands-on activities occurring on our school farm at Rising Sun Farm and Garden. Transportation to and from the Rising Sun campus is provided.
- DPHS students access the pathways delineated above based on interest as well as constraints within their individual pathway. Constraints include impacts of COVID on in-person instruction, credit deficiencies that may have triggered the student's transition to alternative education, focus on credit recovery and on courses required for graduation, and lowered overall credit requirement for graduation as compared to PHS, and student's motivation to graduate early. Master schedule offerings at DPHS are constrained by the allocation of staffing, with the focus on staffing core classes and credit recovery classes.



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*Veronica Miranda*  
*Assistant Superintendent, Educational Services*

- 
- The walking distance between PHS and DPHS allows access to CTE pathways for continuation high school students as long as counselors can work it out in their schedules

**F3. Master schedule conflicts limit English learner participation in CTE programs because required English Language Development classes, required grade level core course sections, and CTE classes are frequently offered at the same time.**

**Response:** The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).).

**Explanation:**

- The District agrees that there is some overlap between CTE and ELD classes, but classes required for graduation are offered during all seven periods period at PHS. CTE classes are offered during all seven periods in the day and ELD classes are offered for six out of the seven periods in day, so there are multiple opportunities for ELD students to fit CTE classes into their schedule.
- A constraint for PJUSD students who are English learners (EL) is the number of electives that are available to them given the California Education Code requirement to provide a course of designated ELD instruction. Graduation requirements are the same for all students. Students who are English learners have one fewer opportunity each year to take CTE and elective courses overall because of this course requirement.
- Priority for student access to courses is given to high school graduation requirements.
- PHS and DPHS offer courses based on student requests. Efforts to increase EL student interest in CTE pathways are ongoing. At the same time, our master schedule reflects what students want and need and therefor elect to take.

**F4. Promotion by districts of available CTE transportation is lacking.**

**Response:** The District disagrees with this finding. (Pen. Code, § 933.05(a)(2).).





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*Assistant Superintendent, Educational Services*

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**Explanation:**

- PJUSD CTE courses are housed at Patterson High School, and Del Puerto High School is within walking distance. As a result, transportation to attend CTE courses is not an obstacle for high school students to take CTE courses.

**F5. Payment for out-of-pocket CTE expenses is a barrier to participation for some students.**

**Response:** The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).).

**Explanation:**

- The District believes that although out-of-pocket CTE expenses could be a barrier to participation for some students this has not been an issue at Patterson Unified School District.
- CTE courses provide needed materials for many CTE courses and PJUSD seeks funding through grant programs, donations, and partnerships with non-profit organizations and community partners. In some cases alternative projects are available at low to no cost for students.
- Participation in CTSO activities is encouraged as a meaningful, hands-on application of classroom instruction. Through numerous funding sources, the CTE department recognizes that after-school events could be expensive. We make every effort to assist the student with these potential expenses by paying for any student event registrations, travel, lodging, and meals while participating in CTSO activities. The only costs students incur with these activities would be food outside of the per diem rate and souvenirs they wish to purchase.

**F6. Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)



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**Explanation:**

- Technology tools that assist PJUSD language learners to access learning applications that do not provide alternative languages include Google Translate Chrome extension which can translate a web page or other text, and the Google Translate app which translates text from an image or print material.

**F7. Promotion of CTE programs for English learners and continuation high school students is inadequate.**

**Response: The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)**

**Explanation:**

- PHS students select courses, including CTE program courses, from a ballot in the spring. PHS students access CTE classes based on interests and availability of courses that do not conflict with the grade level core classes offered. These selections include all grade-level appropriate CTE courses.
- We recognize that the promotion and marketing of our CTE program courses have been lacking in the past. This year we have hired a consulting firm, TFS Results, under the direction of Mark Perna, to help us better market our pathways to students, parents, and community stakeholders.
- With this partnership, we will be constructing Career Trees as a visual representation of the types of employment opportunities available to students who complete various levels of our courses within the larger CTE Pathways
- Now that the threat of COVID has minimized and we can accommodate more people on campus, we are pursuing an annual open house event designed to highlight our programs to community stakeholders, parents, future students, and business partners. This will enable us to demonstrate our unique programs and skill attainment to the community in order to better market our pathways.

**F8. More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.**





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**Response: The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)**

**Explanation:**

- PJUSD has provided family information nights and worked on increasing the promotion of CTE pathways. We will also be creating a CTE taskforce in order to promote college and career with an emphasis of CTE. This taskforce will be relooking at promoting at all levels and with all our educational partners.
- An addition to our CTE Program last year the District formed a partnership with the Stanislaus Office of Education for the Career Inspiration Center. This partnership allows students, regardless of language proficiency, to participate, via field trips, in one-day, hands-on, career-oriented activities on subjects such as technology, healthcare, and agriculture. These field trips are open to all 7-12th grade students within our district.

**FINDINGS Participation**

**F9. English learner enrollment in CTE varies considerably by district and school.**

**Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2).)**

**Explanation:**

- The District is unaware of CTE varying between schools in other districts, but PJUSD boasts a single comprehensive high school and a single continuation high school, so there is no variation by school.

**FINDINGS Achievement**

**F10. The CTE completion rate for English learners is low.**

**Response: The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)**



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*Assistant Superintendent, Educational Services*

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**Explanation:**

- Completion rates for students who are English learners (EL) are affected by student success in attaining reclassification as fluent English proficient (RFEP)

students. Students who participated in a pathway while designated EL are, in some cases, redesignated prior to completion of the pathway. In those cases, they are not counted among the EL CTE completers.

**F11. The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(2).)

**Explanation:**

- The District is unaware of the graduation rate for other continuation high schools, but although the District graduation rates for continuation high students is lower than at PHS, it is not significantly lower.

**F12. EL high school graduates who graduate have low "college/career" scores.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

**F13. The percentage of continuation high school students who graduate varies from school to school, but the percent not "college/career ready" is significantly low.**

**Response:** The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2).)



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**Explanation:**

- The District is unaware of the graduation rate for other continuation high schools, but PJUSD boasts a single continuation high school, so within the District there is no variation by school. The District agrees that the percent not "college/career ready" is significantly low.

**F14. Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.**

**Response:** The District agrees with this finding. (Pen. Code, § 933.05(a)(1).)

**Explanation:**

- PUJSD's graduation rate overall and for students who are English learners, as referenced above, demonstrates our students' success in skill attainment.
- PHS offers dual enrollment options for all students and is pursuing industry certifications with an eye to increasing the number of students who successfully meet College and Career Readiness (CCR).

**RESPONSE TO RECOMMENDATIONS**

**RECOMMENDATIONS Access, Equity and Participation**

**R1. Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.**

**Response:** The recommendation has not been implemented, but will be developed during the 2022-2023 school year and implemented in the 2023-2024 school year. (Pen. Code, § 933.05(b)(2).)

- DPHS now offers access to the CTE courses at PHS on an individual basis with emphasis on those course students are interested in for post-secondary employment or trade school.
- Utilizing career and technical education counselor.



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- 
- The District is forming a CTE taskforce to strategize how we better promote and offer pathways and bridge the gap to all our underserved populations

**R2. Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families.**

**Additionally, districts should evaluate incorporating English as a second language teachers into CTE.**

**Response:** The recommendation has not been implemented, but will be developed during the 2022-2023 school year and implemented in the 2023-2024 school year. (Pen. Code, § 933.05(b)(2).)

**R3. With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.**

**Response:** The recommendation has not been implemented, but will be developed during the 2022-2023 school year and implemented in the 2023-2024 school year. The District's master schedule currently allows access to both graduation requirements and CTE participation. (Pen. Code, § 933.05(b)(2).)

**R4. By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.**

**Response:** This recommendation has been implemented by the District. (Pen. Code, § 933.05(b)(1).)

- PJUSD incorporates CTE access to DPHS students in 2022-23 and will increase access over subsequent years.

**R5. To promote access, equity, and participation, districts should promote CTE transportation options.**





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**Response:** This recommendation has been implemented at PJUSD. (Pen. Code, § 933.05(b)(1).)

- PJUSD's single comprehensive and continuation high school allow full access to students at both sites due to the walking distance.

**R6. To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.**

**Response:** The recommendation requires further analysis. (Pen. Code, § 933.05(b)(3).)

- By December 31, 2022, PJUSD will evaluate and determine if there is any evidence that CTE students are in fact paying out of pocket expenses for CTE enrollment and programs and determine which of these costs PJUSD is required by law to pay, if the District isn't already paying these expenses, and which of these expenses PJUSD will provide even if it is not legally required to do so. The District is unaware of any facts or claims supporting a finding that the District is not now complying with the Free Schools Guarantee provided by California law.

**R7. By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.**

**Response:** The recommendation has not been implemented, but will be developed during the 2022-2023 school year and implemented in the 2023-2024 school year. (Pen. Code, § 933.05(b)(2).)

The District's master schedule currently allows access to both graduation requirements and CTE participation.

- PJUSD works to hire and retain highly qualified CTE instructors who reflect the diversity of our student population.
- A CTE taskforce will be informed by Oct. 2022 to develop and implement such a plan



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### **RECOMMENDATIONS Achievement**

**R8. All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor "college/career ready" scores. This effort should be led by SCOE and occur during the 2022-2023 school year.**

**Response:** This recommendation will be implemented (Pen. Code, § 903.05(b)(2).)

The Stanislaus County Office of Education ("SCOE") holds a monthly meeting for all county CTE Directors. The agenda will include an evaluation of college and career ready scores specific to EL and continuation students.

### **CONCLUSION**

On behalf of the Superintendent and Board of Education of the Patterson Joint Unified School District, we appreciate your concern for our District.

Sincerely,

A handwritten signature in blue ink, appearing to read "Veronica Miranda".

Veronica Miranda  
Assistant Superintendent, Educational Services



Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Trustees, Riverbank Unified School District								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English Learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.		X		<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.		X		<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.	X			
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.	X			<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			
<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.			X	<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.		X		

<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.			<b>X</b>	<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.	<b>X</b>			
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.			<b>X</b>	<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.	<b>X</b>			
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.	<b>X</b>			<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 School year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.	<b>X</b>							
<b>F10.</b> The CTE completion rate for English learners is low.	<b>X</b>							
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	<b>X</b>							
<b>F12.</b> EL high school graduate who graduate have low “college/career” scores.	<b>X</b>							
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.	<b>X</b>							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.	<b>X</b>							

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Riverbank Unified School District submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

RECEIVED

SEP 12 2022

BY: 

September 8, 2022

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

**RE: Grand Jury Report: "Career and Technical Education Programs for At-Risk Students": Case No. 22-15GJ"**

Dear Judge Westbrook:

The Riverbank Unified School ("District") has reviewed the Facts, Findings and Recommendations in the Grand Jury Report "Career and Technical Education Programs for At-Risk Students." Pursuant to California Penal Code section 933(c), the following constitutes the response of the District and its Governing Board ("Board") to the findings and recommendations pertaining to matters under the control of the District.

**RESPONSE TO FINDINGS**

**FINDINGS: Access and Equity**

**F1.** At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

**F2.** Continuation high schools' access to CTE programs is very limited.

Response: The District partially disagrees with this finding. (Penal Code § 933.05(a)(2).)

Explanation: The District agrees that continuation high schools' access to CTE programs is "limited" but not "very limited." As noted in the Report on Case #22-15J, a continuation high school program has a number of objectives. The primary objective is to provide a way for a student not being successful at a comprehensive high school to graduate from a District school with a high school diploma. However, as noted, there are aspects of continuation high school that foster career and work experience or post-secondary education credits in addition to the goal of graduation from a high school program. CTE at continuation high schools is, for lack of a better term, a "truncated" program, primarily due to the need for 300 hours of CTE pathway participation to achieve the designation as "ready."

In the past two years, the District has made great strides in increasing its access to CTE programs for its continuation high school students. Currently, ten CTE pathways are available to all continuation high school students, class schedules have been coordinated to allow any students attending the continuation high school to travel to Riverbank High School for these CTE classrooms and the District will be studying the option of providing

transportation to these students (the continuation high school is .74 mile from Riverbank High School) in an effort to encourage more students to attend these CTE classes.

- F3.** Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.

Response: The District disagrees partially with this finding. (Penal Code § 933.05(a)(2).)

Explanation: The master schedule of the District high school is a complex undertaking which needs to account for the basic requirements of graduation and the other matters identified in the Report on Case #22-15J, such as AP classes and, as noted below, English Learners. It is also premised on student's desires to the extent possible as well as available properly credentialed staff and funding for that staffing. The high school administration works diligently to factor in all of these needs and requirements.

The District disagrees with the finding that the timing that CTE classes are offered creates conflicts for English Learners, but agrees with the finding that English Learners have limited availability to take CTE classes. While the master schedule does create an issue in fitting CTE classes, the issue is more related to requirements of Title III. Title III is a part of the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the Every Student Succeeds Act of 2015 (ESSA). The purpose of Title III is to help ensure that English learners (ELs) attain English language proficiency and meet state academic standards. Therefore, all English Learners are required to take courses in English language proficiency which often makes scheduling and participating in CTE courses difficult or impossible. Unless this federal mandate changes, this requirement will continue to be a large obstacle to overcome for English Learners wishing to take CTE classes.

- F4.** Promotion by districts of available CTE transportation is lacking.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

Explanation: Based on the information documented in the Report on Case #22-15J, the District agrees with this finding. As noted above in the District's response to Finding No. 2, the District will be studying how they can provide transportation to continuation high school students who wish to access CTE classes at Riverbank High School in the 2022-2023 school year.

- F5.** Payment for out-of-pocket CTE expenses is a barrier to participation for some students.

Response: The District disagrees with this finding. (Penal Code § 933.05(a)(2).)

Explanation: Compulsory education for all students in the Riverbank Unified School District is without cost. This includes all courses and their supplies within the CTE programs. No District student is denied access to CTE programs due to any out of pocket expenses; the District pays for any out of pocket expenses resulting from student participation in these programs.

- F6.** Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.

Response: The District disagrees with this finding. (Penal Code § 933.05(a)(2).)

Explanation: All students within the Riverbank Unified School District have received a District issued Chromebook. The Chromebook, which is used within the CTE programs, has the capacity to provide information in the identified language need areas. In addition, the District utilizes the Microsoft Translate program for teachers to use in instruction that provides real time translation to non-English speakers. The District has a significant number of students from Central America, India, Iraq, and Afghanistan, including several refugees, and this technology is utilized to successfully provide an education to all these students, including CTE students.

- F7.** Promotion of CTE programs for English learners and continuation high school students is inadequate.

Response: The District disagrees with this finding. (Penal Code § 933.05(a)(2).)

Explanation: Marketing and information of the CTE programs are offered to Riverbank Unified Students based on their unique needs. Riverbank High School students have access to promotional fliers on campus, actively participate in bilingual discussions regarding the program at a minimum of two times a year when they meet with their school counselor, and during one on one bilingual conversations with the high school vice principal. At the District's continuation high school, which has a proportionally smaller population, students also receive flyers and engage in more frequent staff interaction on this issue. In addition, the vice principal at the high school is also the principal at the continuation school. This ensures a consistent communication of program opportunities. In addition, school counselors provide information to their students regarding their CTE opportunities with all students during one on one counseling. During the past two school years, the District has significantly increased the promotion of its CTE programs by coordinating this effort between administrators, counselors and teachers. In the 2019-2020 school year, there were two District graduates from the CTE Program; in the 2020-2021 school year, there were 36 District graduates from the CTE Program; and in the 2021-2022 school year, between 46 to 48 students graduated from the CTE Program.

- F8.** More support is needed for English learners and continuation high school students to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

### **FINDINGS: Participation**

- F9.** English learner enrollment in CTE varies considerably by district and school.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)



## **FINDINGS: Achievement**

**F10.** The CTE completion rate for English learners is low.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

**F11.** The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

Explanation: Even though the District agrees with this finding, the District notes that it has made significant progress in increasing the graduation rate for continuation high school students in the past two years. As noted in the District's Response to Finding No. 7, the District has made great strides on improving its graduation rates for continuation high school students.

**F12.** EL high school graduates who graduate have low "college/career" scores.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

**F13.** The percentage of continuation high school students who graduate varies from school to school, but the percent not "college/career ready" is significantly low.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

**F14.** Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.

Response: The District agrees with this finding. (Penal Code § 933.05(a)(1).)

## **RESPONSE TO RECOMMENDATIONS**

**R1.** Districts should develop strategies for reaching out to English learners and continuation high school students to promote CTE programs.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)

Explanation: Marketing and information of the CTE programs are offered to Riverbank Unified Students based on their unique needs. Riverbank High School students have access to promotional fliers on campus, actively participate in bilingual discussions regarding the program at a minimum of two times a year when they meet with their school counselor, and during one on one bilingual conversations with the high school vice principal. At the District's continuation high school, which has a proportionally smaller population, students also receive flyers and engage in more frequent staff interaction on this issue. In addition,



the vice principal at the high school is also the principal at the continuation school. This ensures a consistent communication of program opportunities.

- R2.** Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)

Explanation: The District provides interpreters for both students and their families at all school meetings and the District has evaluated incorporating English as a second language teachers into CTE. Bi-literacy is a cornerstone of the Riverbank Unified School District's commitment to student success. This begins at the time of enrollment where measures are taken to identify students who may need language support. Those individuals are then afforded designated EL time with the goal of language competency upon promotion to secondary education. The District also provides all communication and policies in both English and Spanish, and interpreters are present at all designated official school functions.

- R3.** With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.

Response: This recommendation was implemented at all times prior to the Grand Jury Report within the confines of federal law (Title III of ESEA) as set out in the District's Explanation in Finding No. 3 and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)

Explanation: In addition to the federal ESEA class mandates for English Learners, the master schedule of the high schools is a complex undertaking which needs to account for the basic requirements of graduation and the other matters identified in the Report on Case #22-15J, such as AP classes. It also is premised on student desires to the extent possible as well as available properly credentialed staff and funding for that staffing. The high school administration works diligently to factor in all of these needs and requirements.

- R4.** By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)

Explanation: As noted by the District in its response to Finding No. 2, beginning in the 2021-2022 school year, continuation students were given the opportunity to attend CTE classes on the high school campus during the final period of the day. This pilot was deemed successful and continuation school students will be encouraged to participate during this coming school year. In addition, Riverbank High School will be instituting intervention

time in their 2022-2023 schedule. All high school students will have a period, four days a week, where they can meet with a counselor, fill out college applications, or participate in a CTE program.

- R5.** To promote access, equity, and participation, districts should promote CTE transportation options.

Response: This recommendation has not yet been implemented, but will be implemented. (Penal Code § 933.05(b)(2).)

Explanation: The District will develop a plan to promote CTE transportation options by December 31, 2022, subject to the available financial resources.

- R6.** To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)

Explanation: There are no out-of-pocket expenses for District CTE students.

- R7.** By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.

Response: This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)

Explanation: As noted in the District’s Response to Finding No. 6, the District provides CTE students with learning applications that it provides to all students in its District. All students within the Riverbank Unified School District have received a District issued Chromebook. The Chromebook, which is used within the CTE programs, has the capacity to provide information in the identified language need areas and the District utilizes the Microsoft Translate program, and interpreters are provided at all District meetings with English Learners and their parents.

**RECOMMENDATIONS: Achievement**

- R8.** All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.

Response: This recommendation will be implemented in the future. (Penal Code § 933.05(b)(2).)

Explanation: The Stanislaus COE will lead districts in a county-wide evaluation that will focus on EL students and CTE programs. Coordination and meetings will be initiated by SCOE administration during the 2022-2023 school year.

**CONCLUSION**

On behalf of the Superintendent and Board of Education of the Riverbank Unified School District, we appreciate your concern for our District.

Sincerely,

A handwritten signature in blue ink that reads "Christine Facella". The signature is written in a cursive, flowing style.

Christine Facella  
Superintendent  
Riverbank Unified School District

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Trustees, Turlock Unified School District								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English Learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.		X		<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.			X	<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.	X			
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.		X		<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			
<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.		X		<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.		X		

<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.		<b>X</b>		<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.	<b>X</b>			
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.		<b>X</b>		<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.		<b>X</b>		
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.	<b>X</b>			<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 School year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.	<b>X</b>							
<b>F10.</b> The CTE completion rate for English learners is low.	<b>X</b>							
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	<b>X</b>							
<b>F12.</b> EL high school graduates who graduate have low “college/career” scores.	<b>X</b>							
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.	<b>X</b>							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.	<b>X</b>							


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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Turlock Unified School District submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

RECEIVED

SEP 17 2022  
BY: 

September 7, 2022

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

RE: **Grand Jury Report: "Career and Technical Education Programs for At-Risk Students": Case No. 22-15GJ"**

Dear Judge Westbrook:

The Turlock Unified School District ("District") has reviewed the Facts, Findings and Recommendations in the Grand Jury Report "*Career and Technical Education Programs for At-Risk Students*" filed on June 18, 2022. Pursuant to California Penal Code section 933(c), the following constitutes the response of the District and its Governing Board ("Board") to the findings and recommendations pertaining to matters under the control of the District.

### **RESPONSE TO FINDINGS**

#### **Access and Equity**

**F1. At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

Explanation: All TUSD students, including English learners, have access to all CTE courses across 16 different pathways and 9 industry sectors offered in TUSD.

**F2. Continuation high schools' access to CTE programs is very limited.**

Response: Turlock Unified School District disagrees partially with the finding. (Pen. Code, § 933.05(a)(2)).

Explanation: Due to staffing limitations and credit requirements for graduation, CTE programs at continuation high schools may be limited. Students who attend continuation schools must recover core credits required to earn a diploma and may not always have room in their schedule for a CTE elective course. However, TUSD allows all students attending Roselawn Continuation High School to enroll in a CTE course at any of the comprehensive sites. Additionally, Roselawn offers CTE *Criminal Justice*, *Video Arts*, and *Introduction to Business* courses with plans to continue to increase more options in the future. During the 2021-22 school year, an *Early Childhood Education* course was also offered to Roselawn students in which students could earn up to 12 transferrable college units upon successful completion. In the 2022-23 school year, six sections of CTE courses taught by three CTE teachers are being offered at Roselawn.



**F3. Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.**

Response: Turlock Unified School District disagrees with the finding. (Pen. Code, § 933.05(a)(2)).

Explanation: When building a master schedule there inevitably will be conflicts with students' schedules and this is not limited to English learners. TUSD's student information system (i.e., Aeries), used to build the master schedule, provides tools and reports which reduce the number of conflicts in student schedules. The administrators in charge of master scheduling at each secondary site in TUSD make a concentrated effort to limit the number of conflicts and strategically place blocked English Language Development courses in periods that still allow for numerous elective course options, including CTE. The table below provides a data comparison of the CTE and English Language Development courses in TUSD's comprehensive high school's 2022-23 master schedules.

Pitman High School		
Period	CTE Courses Offered	English Language Development Courses Offered
0	1	0
1	12	2
2	13	1
3	12	2
4	9	1
5	13	2
6	8	1

Turlock High School		
Period	CTE Courses Offered	English Language Development Courses Offered
0	1	0
1	10	3
2	12	4
3	16	3
4	12	3
5	11	3
6	9	1

**F4. Promotion by districts of available CTE transportation is lacking.**

Response: Turlock Unified School District disagrees partially to this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: Like athletics and music programs in the district, CTE programs and Career Technical Student Organizations (CTSO) provide free transportation for students to attend career and leadership related activities. This may include conferences, workshops, expositions, and college tours. Students are encouraged to participate and made aware there are no transportation costs for each event throughout the year. However, the promotion and communication to students

and families could be an area of focus to encourage more English learners to enroll and ensure this does not create a barrier to participation.

**F5. Payment for out-of-pocket CTE expenses is a barrier to participation for some students.**

Response: Turlock Unified School District disagrees partially to this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: TUSD does not charge students for shop materials or technology devices that may be necessary to participate in any CTE course. Career and Technical Student Organization (CTSO) activities and registration for competitions are funded through specific grants (Perkins, AIG, CTEIG), fundraising events, and site funds to allow all students to participate. However, costs for shared hotel rooms and food for students during conferences were reported by CTSO Leads. Education Code § 35330 aligns with Turlock Unified School District's Board Policy 6153: School-Sponsored Trips, "No school sponsored trip shall be authorized if any student would be excluded from participation because of a lack of sufficient funds."

**F6. Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.**

Response: Turlock Unified School District disagrees partially to this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: All students in TUSD are provided a Chrome book device for school and home to access technology and any applications necessary to access their courses. Through Google, digital tools built into curriculum, and other applications, translation tools are available for students to utilize. However, TUSD does agree there may be more tools and supports available through learning applications to support English learners and improve outcomes. Training for teachers to learn and utilize the translation tools may need to be provided.

**F7. Promotion of CTE programs for English learners and continuation high school students is inadequate.**

Response: Turlock Unified School District disagrees partially to this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: Throughout the school year, many activities to promote CTE programs are provided to all students:

- CTE Pathways and course offerings for each site are promoted at Freshman Orientation in the Spring, prior to eighth grade students requesting courses for their ninth-grade year. Counselors also provide presentations in eighth grade classrooms covering all core requirements as well as information on CTE course offerings, photos, and videos created by various programs.
- Agriculture teachers visit the junior high schools to promote their programs and allow students a chance to ask questions during Ag Day in the Spring.
- Ballot Days are run at each site to allow for CTE teachers to promote their own programs and provide visuals that describe their pathway and benefits of their courses.

- TUSD graduation requirements; freshmen must take a semester-long course (i.e., College and Career Seminar) that promotes the various CTE courses and pathways offered in TUSD.
- At both high schools, a designated period of College and Career Seminar with a paraprofessional works with English Language Development students to provide additional guidance in career exploration.
- College/Career counselors and a grant-funded Career Navigator position provide small group workshops throughout the school year to inform students of career opportunities that CTE course offerings support.
- CTE programs are promoted through Board Presentations, social media posts, and the TUSD CTE Website. All TUSD websites have translation services for more than one hundred languages.
- Counselors meet with each student every year and review their Four-year Academic Plan. CTE course offerings are reviewed and discussed with students to determine which courses may be appropriate to meet their post-secondary goals.

However, it is agreed that additional promotion focused specifically on English learners, their parents, and continuation high school students has potential to increase opportunities for these underrepresented student populations and should be addressed.

**F8. More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

Explanation: While access is available to all students, there are areas for growth to promote and educate English learner community members on the value of CTE and all options provided by TUSD. However, supports are currently in place for English learners to be successful in their CTE courses such as:

- Assignment of a designated period of College and Career Seminar with a paraprofessional who works with English Language Development students, providing additional guidance in career exploration.
- Translation tools available on all district website pages, including the TUSD Career Technical Education page.
- Grant funded paraprofessionals strategically placed in select CTE courses to support English learners and other special populations of students.



**Participation**

**F9. English learner enrollment in CTE varies considerably by district and school.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

Explanation: At Turlock High School, the percentage of English learners (51%) enrolled in CTE courses in 2019 was higher than non-EL students (49%). However, at Pitman, the percentage of non-EL's (46%) in 2019 was higher than EL's (37%) enrolled in CTE courses. Master schedule is driven by student interest and many factors which influence a fluctuation of class size enrollment and offerings.

**Achievement**

**F10. The CTE completion rate for English learners is low.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

Explanation: Turlock Unified School District agrees with the finding of the 2021-22 Stanislaus County Civil Grand Jury report; however, the low completion rate is not confined to only English learners. Table 3 in the Report on Case # 22-15GJ shows that, in TUSD, English learners completed a pathway at a higher percentage compared to "all other completers" in 2019. It is recognized that improving the overall completion rate must continue to be an area of focus for all students, including English learners.

	EL CTE Completers	% EL Completers	All Other Completers	% All Other Completers
Turlock	21	10%	81	7%
Pitman	6	5%	50	6%

\*Pulled from Table 3: 2019 Completion Rate EL% vs. Student Body Completers

**F11. The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

Explanation: TUSD agrees that the graduation rate for continuation high school students varies dramatically by school; however, Roselawn's graduation rate was 91% in 2020, closely matching both comprehensive high schools (THS-96.6%, PHS-96.2%). Upon reviewing the data over the past three years (with exception to 2021-22 school year in which official data has not yet been released), the graduation rate for Roselawn High School has not been significantly lower than the comprehensive high schools except for the 2020-21 school year when students were impacted by the Covid-19 pandemic. Upon the release of official 2021-22 graduation and dashboard data from the state, further investigation may be necessary.

2018-19 School Year		CTE English Learners (EL) Comparison Data				
	High School	Total Enrollment	# Of English Learners	EL %	EL Grad Rate	Overall Grad Rate
District:	Pitman HS	2080	312	15%	80%	94.80%
TUSD	Turlock HS	2528	404	16%	89%	93.60%
	Roselawn HS	166	55	33%	89.50%	90.60%

2019-20 School Year		CTE English Learners (EL) Comparison Data				
	High School	Total Enrollment	# Of English Learners	EL %	EL Grad Rate	Overall Grad Rate
District:	Pitman HS	2115	317	15%	92%	96.20%
TUSD	Turlock HS	2547	430	16%	93%	96.60%
	Roselawn HS	195	53	27%	90.90%	91.80%

2020-21 School Year		CTE English Learners (EL) Comparison Data				
	High School	Total Enrollment	# Of English Learners	EL %	EL Grad Rate	Overall Grad Rate
District:	Pitman HS	2094	314	15%	86%	94.10%
TUSD	Turlock HS	2510	452	18%	84%	94.10%
	Roselawn HS	169	51	30%	69%	75%

*\*Data pulled from California Dashboard. 2021-22 data not available as of 8/16*

**F12. EL high school graduates who graduate have low “college/career” scores.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

Explanation: When compared to all students in TUSD, the English learner “college/career readiness” rate is lower than the rate of non-English learners. Six other measures contribute to the College/Career Indicator that are not specific to CTE; TUSD prioritizes all indicators to ensure access and equity for all students. The California Dashboard has not reported on College/Career readiness rates since the Covid pandemic and state testing capabilities and reporting changed following 2019-20. Review of official data reported on the California Dashboard will be reviewed when available to investigate further. This will continue to be an area of growth and focus to increase the number of all students meeting the “college/career” ready metrics, with continued focus on all underrepresented students.

**F13. The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

**F14. Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.**

Response: Turlock Unified School District agrees with the finding. (Pen. Code, § 933.05(a)(1)).

## **RESPONSE TO RECOMMENDATIONS**

### **Access, Equity and Participation**

**R1. Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.**

Response: The recommendation has been implemented. (Pen. Code, § 933.05(b)(1)).

Explanation: Throughout the school year, many activities to promote CTE programs are provided to all students:

- CTE Pathways and course offerings for each site are promoted at Freshman Orientation in the Spring, prior to eighth grade students requesting courses for their ninth grade year. Counselors also provide presentations in eighth grade classrooms covering all core requirements as well as information on CTE course offerings, photos, and videos created by various programs
- Agriculture teachers visit the junior high schools to promote their programs and allow students a chance to ask questions.
- Ballot Days are run at each site to allow for CTE teachers to promote their own programs and provide visuals that describe their pathway and benefits of their courses.
- Per TUSD graduation requirements, freshmen must take a semester-long course (i.e., College and Career Seminar) that promotes the various CTE courses and pathways offered in TUSD.
- At both high schools, a designated period of College and Career Seminar with a paraprofessional works with English Language Development students to provide additional guidance in career exploration.
- College/Career counselors and a grant-funded Career Navigator position provide small group workshops throughout the school year to inform students of career opportunities that CTE course offerings support.
- CTE programs are promoted through Board Presentations, social media posts, and the TUSD CTE Website. All TUSD websites have translation services for more than one hundred languages.



- Counselors meet with each student every year and review their Four-year Academic Plan. CTE course offerings are reviewed and discussed with students to determine which courses may be appropriate to meet their post-secondary goals.

However, it is agreed that additional promotion focused specifically on English learners, their parents, and continuation high school students has potential to increase opportunities for these underrepresented student populations. The Director of CTE & Program Equity will work with all secondary sites to increase and improve upon current practices of communication and outreach to inform English learners, continuation students, and their families about CTE courses and programs. Topics will also include information related to transportation, Career Technical Student Organizations, and the funding that supports these programs so there are no out-of-pocket expenses for students through all means necessary.

**R2. Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.**

Response: The recommendation has been implemented. (Pen. Code, § 933.05(b)(1)).

Explanation: Turlock Unified School District incorporates and provides a variety of strategies to support ELD students in core classes as well as their electives, which include CTE courses.

- Specific CTE courses are strategically staffed with paraprofessionals at each site to support English learners and students with special needs.
- TUSD utilizes the English learner platform, *Ellevation*. The platform allows all teachers to identify English learners on their rosters to make reclassification recommendations, track and monitor their progress, and support English learners by having access to instructional activities and lessons.
- Through the Professional Learning Community model, CTE collaborative teams use weekly collaboration time to identify students not meeting proficiency and work together to employ interventions for those identified students, including English learners.
- Translation services are made available to all parents and students during parent information events and forums.
- Turlock High School employs an EL counselor to support all English learners to ensure success in all programs.
- Pitman High School has an intervention period embedded in the master schedule where newcomer and ELD students can access supports from their CTE teachers as well as the English as a second language (ESL) teacher and paraprofessional.

While strategies are already in place to support English learners and continuation high school students who enroll in CTE courses, it is recognized that this is an ongoing process of improvement. TUSD will develop a task force in the Fall 2022 to evaluate current strategies, as

well as identify areas for improvement to reach all students. Strategies will include, but are not limited to the following:

- Organizing professional development for CTE teachers specifically focused on ELD teaching strategies.
- Work closely with the District's English learner Task Force to incorporate the CTE programs into ongoing EL initiatives, practices, and policies implemented throughout the year.
- Utilizing current ESL instructors and coaches to work closely with CTE teachers for ongoing support and improvements in teaching practices throughout the year.

**R3. With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.**

Response: The recommendation has been implemented. (Pen. Code, § 933.05(b)(1)).

Explanation: TUSD's student information system provides reports to identify conflicts in student schedules. Administrators in charge of master scheduling at each secondary site make a concentrated effort to limit the number of conflicts and strategically place blocked English Language Development courses in periods that still allow for numerous CTE course options (see table below). To address continuation high school students, the master schedule at the comprehensive sites contains CTE courses both in the morning and afternoon periods. This allows a continuation student choice and caters to their modified schedule at Roselawn so they may still attend a CTE course at one of the comprehensive high schools. CTE courses such as *Criminal Justice*, *Child Development*, and *Intro to Business* have been offered at Roselawn. *Video Arts* was recently added to Roselawn's offerings for the 2022-23 school year. District and site administration will collaborate with high school counselors to identify and limit conflicts in the master schedule that may be barriers to access for English learners. High school counselors will also be encouraged and educated on the options for continuation student placement in available CTE courses. Refer to table provided under TUSD's response to Finding #3 for data comparison of the CTE and English Language Development courses in TUSD's comprehensive sites 2022-23 master schedules.

**R4. By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.**

Response: The recommendation has been implemented. (Pen. Code, § 933.05(b)(1)).

Explanation: To address continuation high school students, the master schedule at the comprehensive sites contains CTE courses both in the morning and afternoon periods. This allows a continuation student choice and caters to their modified schedule at Roselawn so they may still attend a CTE course at Turlock or Pitman High School. Expanding CTE course options at Roselawn will continue to be a focus moving forward.



**R5. To promote access, equity, and participation, districts should promote CTE transportation options.**

Response: The recommendation has not yet been implemented but will be implemented by December 2022. (Pen. Code, § 903.05(b)(2)U))

Explanation: It is recognized that, while CTE programs are widely marketed through multiple means, transportation options may not always be highlighted or promoted. The newly created task force, including District and secondary site administrators, will develop a plan for increasing communication and outreach to all community members. The plan developed will inform English learners, continuation students, and their families of CTE courses and programs offered to TUSD students so they may enroll for the following school year. Topics will also include information related to transportation, Career Technical Student Organizations, and the funding that supports these programs so there are no out-of-pocket expenses for students through all means necessary. Included in this plan will be opportunities for staff development so that teachers, counselors, and administrators are clear and communicating this information to TUSD community members.

**R6. To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.**

Response: The recommendation has been implemented. (Pen. Code, § 933.05(b)(1)).

Explanation: Monies have been allocated for each program from the general fund as well as specific grants (i.e., CTEIG, AIG, Perkins) to support the purchase of materials, supplies, projects, CTSO trips and competitions across all CTE programs which aligns with Turlock Unified School District Board Policy 6153: School-Sponsored Trips, "No school sponsored trip shall be authorized if any student would be excluded from participation because of a lack of sufficient funds." District practice requires administrators to collaborate with teachers and club advisors to investigate and exhaust all resources to ensure access and equity for participation in school related activities. The Director of CTE and Program Equity, site administration, teachers, and advisors will continue to analyze potential out-of-pocket expenses for CTE enrollees, including CTSO student members, throughout the 2022-23 school year to ensure equitable practices and encourage participation.

**R7. By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.**

Response: The recommendation has not yet been implemented specific to CTE learning applications but will be implemented by December 31, 2022. (Pen. Code, § 903.05(b)(2)U))

Explanation: Digital learning applications offered throughout all grade levels in the district provide translation services for English learner students. However, there may be limitations to specific languages available to newcomer and refugee students dependent upon their primary language. When this occurs, site administrators and teachers look for alternative supports so that each student has equitable access to learning through the application and curriculum. During the fall, 2022, a comprehensive analysis of learning applications currently utilized in CTE courses will be reviewed. Through a collective effort from teachers and administrators, digital learning applications will be evaluated for effectiveness in supporting English learners. Following the analysis, administrators and teachers will research any new or potential applications that support English learners and determine if integration into the coursework is viable.

## Achievement

**R8. All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.**

Response: This recommendation will be implemented by SCOE (Pen. Code, § 903.05(b)(2)).

Explanation: SCOE and will coordinate a county-wide evaluation with the districts in Stanislaus County within six months. SCOE will lead districts in a countywide evaluation that will focus on EL students and CTE programs. Coordination and meetings will be initiated by SCOE admin during the 22/23 school year.

## CONCLUSION

On behalf of the Turlock Unified School District and Board of Trustees, we appreciate your concern for our District.

Sincerely,



Dana Salles Trevethan  
Superintendent of Schools, Turlock Unified School District

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Trustees, Waterford Unified School District								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English Learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.		X		<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.			X	<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.	X			
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.			X	<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			

<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.			<b>X</b>	<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.	<b>X</b>			
<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.			<b>X</b>	<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.	<b>X</b>			
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.			<b>X</b>	<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.	<b>X</b>			
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.		<b>X</b>		<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 School year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.		<b>X</b>						
<b>F10.</b> The CTE completion rate for English learners is low.			<b>X</b>					
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.			<b>X</b>					
<b>F12.</b> EL high school graduate who graduate have low “college/career” scores.	<b>X</b>							
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.	<b>X</b>							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.		<b>X</b>						



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## **Conclusion**

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The 2022-2023 SCCGJ is satisfied the Waterford Unified School District submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).



# **WATERFORD**

## **UNIFIED SCHOOL DISTRICT**

*Excellence - Achievement - Success*

---

**JOSÉ M. ALDACO**  
**DISTRICT SUPERINTENDENT**

**8 SEPTEMBER 2022**

**RECEIVED**

**SEP 13 2022**

**BY:** 

**HONORABLE ROBERT B. WESTBROOK**  
**PRESIDING JUDGE, SUPERIOR COURT OF CALIFORNIA, COUNTY OF STANISLAUS**  
**P.O. BOX 3488**  
**MODESTO, CA 95353**

**HONORABLE ROBERT B. WESTBROOK,**

**THE WATERFORD UNIFIED SCHOOL DISTRICT RECEIVED THE STANISLAUS COUNTY CIVIL GRAND JURY REPORT ON AUGUST 10, 2022 AND IS PROVIDING THE FOLLOWING RESPONSE ON BEHALF OF BOARD PRESIDENT LISA HAWKINS AND THE WATERFORD UNIFIED SCHOOL DISTRICT BOARD OF TRUSTEES TO THE FINDINGS AND RECOMMENDATIONS AS REQUIRED PER PENAL CODE §933.05 (F).**

**SINCERELY,**

*Lisa Hawkins*

**LISA HAWKINS**  
**WATERFORD UNIFIED SCHOOL DISTRICT BOARD PRESIDENT**

---

216 N. Reinway Ave, Bldg. #2, Waterford, CA. 95386 (TEL)209-874-1809 (FAX)209-874-3109

**WATERFORD USD BOARD OF EDUCATION**  
**Vanessa Anderson - Tim Bomgardner - Sheila Collins - Matt Erickson - Lisa Hawkins**

## RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS

### FINDINGS: Access and Equity

**F1.** At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.

Response: The District agrees with this finding to the extent it has knowledge and based on the factual representations in the Report on Case # 22-15GJ. (Pen. Code, § 933.05(a)(1)).

Explanation: Waterford High School (WHS) is the single comprehensive high school in Waterford Unified School District. The District agrees with the statement that all students, including English learners, do have access to the CTE programs at WHS.

The district is committed to offering a robust list of CTE courses given the constraints of a school of our size and is proud of the growing course offerings within those programs.

Paths offered:

- Agriculture and Natural Resources pathways
  - Ag Mechanics - Ag Welding - Fabrication
  - Ag Biology - Ag Chemistry - Ag Systems
  - Intro to Floral Design - Advance Floral Design
- Business and Finance pathway
  - Business Tech 1 - Business Tech II (in process of articulation)
- Education, Child Development, and Family Services pathway
  - Early Childhood Education - Elementary Childhood Education

**F2.** Continuation high schools' access to CTE programs is very limited.

Response: The District, responding with regard to access to CTE programs at the District continuation high school, disagrees partially with this finding to the extent that we do not believe that access to these programs is "very" limited. (Pen. Code, § 933.05(a)(2)).

Explanation: Waterford Unified School District's (WUSD) alternative high school students attend Sentinel High School (SHS). SHS hosts a two year program for our junior and senior students.

Attendance at SHS is optional and consistent with the purpose of continuation high schools. The school is focused on credit recovery in core classes with a lower elective credit requirement when compared with WHS. Master schedule offerings at SHS are constrained by the allocation of staffing, with the focus on staffing core classes and credit recovery classes.

However, all SHS students have access to pathways (listed in response to F1) based on interest as well as constraints within their individual pathway. Constraints include

## RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS

impacts of COVID-19 on missed learning, credit deficiencies that may have triggered the student’s transition to alternative education, focus on credit recovery and on courses required for graduation, and a lowered overall credit requirement for graduation as compared to WHS. Some students, inspired by the lowered credit requirement, are interested in early graduation which does limit access to CTE completion.

SHS students have access to CTE courses at neighboring WHS. Class schedules have been coordinated to allow students who attend the continuation high school to walk to the adjacent comprehensive high school campus for CTE and other classes.

Increased promotion of these opportunities could be helpful.

- F3.** Master schedule conflicts limit English learner participation in CTE programs because required English Language Development (ELD) classes, required grade level core course sections, and CTE classes are frequently offered at the same time.

**Response:** The District disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

**Explanation:** The master scheduling process is designed to provide the maximum degree of course access possible for all students, including English learners. The high school master schedules (WHS and SHS) are coordinated with one another and are designed from student course request “ballots” completed in the spring for the upcoming academic year. The result of this process is a master schedule that prioritizes student course requests both in terms of the number of sections offered and the period(s) in which they are offered.

Classes required for graduation and CTE classes are offered every period at WHS. Classes for ELD are offered during three of the six periods as noted in the table below.

Period	1	2	3	4	5	6
Core courses required for graduation*	19	16	19	18	18	17
CTE courses offered*	7	2	7	3	3	2
ELD courses offered	0	0	0	1	1	1

\* Some courses meet both graduation and CTE requirements

The number of electives that WUSD students who are English learners (EL) have is reduced by one per year because of the requirements of Title III. Title III is a part of the Elementary and Secondary Education Act of 1965 (ESEA) as amended by the Every

## RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS

Student Succeeds Act of 2015 (ESSA). The purpose of Title III is to provide a course of English Language Development (ELD) instruction in order to ensure that ELs attain English language proficiency and meet state academic standards. Graduation requirements are the same for all students. Students who are English learners have one fewer opportunity each year to take CTE and elective courses overall because of this course requirement.

As a relatively small high school, the WHS/SHS master schedule is also driven by the number of sections we offer based on student enrollment, funding, and student course requests.

Priority for student access to courses is given to high school graduation requirements. Once each year's graduation requirements are accounted for, CTE and other electives selected by the student on their course ballot are scheduled.

Efforts to increase all students', as well as EL students', interest in CTE pathways are ongoing. At the same time, our master schedule reflects what students want and need.

- F4.** Promotion by districts of available CTE transportation is lacking.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: WUSD CTE courses are housed at Waterford High School, and Sentinel High School is directly adjacent. As a result, promotion of transportation to attend CTE courses is not needed.

- F5.** Payment for out-of-pocket CTE expenses is a barrier to participation for some students.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: Out of pocket CTE expenses are not a barrier for students to participate in CTE courses. District and site funds provide all necessary materials and supplies to participate fully in course assignments and related activities to meet the learning targets set by the State of California.

- F6.** Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: WUSD has a variety of technology tools that assist WUSD language learners in accessing learning applications when those applications do not provide alternate languages. Tools include Google Translate Chrome extension which can translate a web page or other text, the Google Translate app which translates text from an image or print material, and Flipgrid, a tool for students to provide evidence of learning in their own language.



## RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS

The Waterford USD website hosts varied information including details of or CTE offerings. Any page can be viewed in English or in Spanish.

All WUSD students are issued a Chromebook to support their learning. Both student and parents have access to a variety of ed tech tools and operational support.

- F7.** Promotion of CTE programs for English learners and continuation high school students is inadequate.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: All students, including English learners, are informed of the CTE program opportunities in various ways. All WHS and SHS students select courses, including CTE program courses, from a course ballot in the spring. Course catalogs further describe courses and pathways. A Career Navigator assists students in entering and completing CTE pathways. A community facing “Ag Day” in the spring invites incoming and returning students and parents to learn about our offerings.

WUSD is proud to host a CTE webpage to highlight the opportunities for students in CTE as well as opportunities that CTE completion opens for students. Parents access this content via our website or our district app. PeachJar communications go out to parents weekly and from time to time include information about CTE programming as well as highlights of student projects.

- F8.** More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: The District currently provides support for English learners and continuation high school students to access and complete CTE pathways. Our CTE website details the pathways and shares media to encourage student participation as do other parent and student communications. SHS staff continue to expand our student information system to allow reporting of student participation and completion in CTE pathways. The process of master schedule development prioritizes the course requests of all students, including English learner and continuation high school students.

While more support could further enhance access, the most persistent constraints to these student groups in the pursuit of CTE access and completion are outside the scope of Waterford Unified School District’s ability to address. As addressed elsewhere in this response, barriers include Title III mandates and California high school graduation requirements.

### FINDINGS Participation



**RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS**

**F9.** English learner enrollment in CTE varies considerably by district and school.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: The District has no knowledge of CTE enrollment for other districts other than what is provided in the grand jury report, so cannot disagree in that regard. However, WUSD boasts a single comprehensive high school and a single continuation high school, so there is no variation by school within our district.

An element of English learner enrollment not addressed in the grand jury findings is the rate at which reclassified students have enrolled and completed CTE courses. Students who are initially classified as English language learners are assessed annually with the goal of meeting the four criteria to become “Reclassified as Fluent English Proficient” or RFEP. Each student who attains RFEP status is a success story of our schools. By their high school years, most students who began as English learners have met the criteria and are RFEP. Students who are still working to attain reclassification at the high school level are, in some cases, students with disabilities or newcomers to US schools with very limited English proficiency initially.

Given this context, a worthy consideration of the success of ELs in participation and completion of CTE courses must include data on RFEP students, students who began as English learners and have satisfied rigorous criteria to reclassify either prior to, or while enrolled in, CTE courses.

WUSD is proud of our data showing all English language learners, former and current, enroll in CTE courses at rates comparable to our English only students.

**Percentage of WHS students enrolled in CTE courses by year and language status:**

Enrolled	English Only	All English learners, both current and former (EL and RFEP)	English Learners (EL)	Redesignated ELs enrolling in CTE (RFEP)
2018-19	56.4%	43.6%	2.5%	41.1%
2019-20	61%	39%	3.7%	35.3%
2020-21	57.1%	42.9%	3.7%	39.1%

## RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS

### FINDINGS Achievement

**F10.** The CTE completion rate for English learners is low.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: As described in response to F9, completion rates for students who are English learners are affected by student success in attaining reclassification as fluent English proficient (RFEP) students. Until they are redesignated, they must take an ELD course, at the cost of possible CTE or UC a-g courses or electives.

Ignoring RFEP students fails to tell the full story. These students have met the criteria for redesignation, some during their high school years, while operating under the scheduling constraints of the required ELD courses.

The full story is that WUSD English learners, both former and current, are participating in and completing CTE pathways at high rates.

**Percentage of WHS students completing one or more CTE pathways by year and language status:**

Completed	English Only	All English learners, both current and former (EL and RFEP)	English Learners (EL)	Redesignated ELs completing CTE (RFEP)
2018-19	62%	38%	2.5%	35.4%
2019-20	64.3%	35.7%	3.1%	32.6%
2020-21	59.1%	40.9%	3.4%	37.5%

**F11.** The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.

Response: The District disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation: Waterford Unified School District is proud of the graduation rate that our students attain, a rate that is higher than the state average both for WHS students, WHS students who are English learners, and SHS students.

- WHS four-year adjusted cohort graduation rate for 2020-21 was 91.1% compared with Stanislaus County’s rate of 84.9% and the Statewide rate of 83.6%. (source: Dataquest Educational Demographics)
- WHS students who are English learners four-year adjusted cohort graduation rate for 2020-21 was 84.2%, higher than the statewide rate which represents all

## RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS

students, not just English learner students. (source: Dataquest Educational Demographics)

- 2020-21 SHS graduation rate calculated using DASS Dashboard rules is 85%, again higher than the statewide average four-year adjusted cohort rate for all students. (Source: California School Dashboard)

**F12.** EL high school graduates who graduate have low “college/career” scores.

Response: The District agrees with this finding. (Pen. Code, § 933.05(a)(1)).

Explanation: CTE pathway completion serves as only one possible qualifier of College and Career Readiness (CCR) as reported on the California School Dashboard. Students may also qualify for CCR by meeting UC a-g requirements, passing Advanced Placement (AP) exams, earning scores of three or better on both the English Language Arts (ELA) and math portions of the California Assessment of Student Performance and Progress (CAASPP), passing courses in which they earn college credit, or earning the State Seal of Biliteracy. Given the combined requirements English learners face in completing their EL classwork, graduation requirements, and their own choices in coursework, many do have low CCR scores. Work is ongoing to increase college and career readiness rates for our students.

**F13.** The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.

Response: The District agrees with this finding. (Pen. Code, § 933.05(a)(1)).

Explanation: The purpose of continuation high school is to provide a pathway to a high school diploma to students for whom the comprehensive high school has not been the appropriate placement. In many cases, students enter deficient in credits and specific courses needed to graduate. Constraints cited in F2 create obstacles for these students’ CCR rates as well.

**F14.** Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.

Response: The District partially disagrees with this finding. (Pen. Code, § 933.05(a)(2)).

Explanation:

WUSD provides multiple avenues for English learners and continuation high school students to gain skills and knowledge to help them succeed in life.

- EL and RFEP enrollment and completion of CTE pathways are strong as referenced in response to F9 and F10.



## **RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS**

- WUSD's graduation rate overall and for students who are English learners, as referenced in response to F11, demonstrates our students' success in skill attainment.
- WHS offers dual enrollment options for all students and is pursuing industry certifications with an eye to increasing the number of students who successfully meet College and Career Readiness (CCR). Examples include CPR certification and SAFE-Serve certification. We are a K12SWP consortium member for Agriculture science certification development.

While we are proud of the success of our students, we agree that CTE participation is a great opportunity to further increase their success.

### **RECOMMENDATIONS Access, Equity and Participation**

- R1.** Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

- Waterford Unified School District career and technical education counselor (Career Navigator) serves to promote and educate students regarding CTE programs.
- SHS offers access to the CTE courses at WHS on an individual basis with emphasis on those courses students are interested in for continuing education, post-secondary employment, or trade school.
- Course offerings of CTE sections have been developed in the SHS student information system to track SHS students enrollment in CTE courses.
- Additional descriptions of promotional strategies are included in our response to F7.

- R2.** Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

- The District provides integrated ELD professional development for CTE teachers to support students who are English learners.
- Paraprofessionals support EL students achievement in a variety of courses.
- Teachers and staff provide access to tutoring and office hours.
- The District provides interpreters for both students and their families.

## RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS

- One of our four CTE instructors is bilingual.
- District communications and the district website are available in English and in Spanish
- The District continuously monitors students' needs and successes and will monitor efforts to promote CTE programs to English learners and continuation students and may implement even more promotional activities should they be warranted.

**R3.** With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

- Our master schedule allows access to both graduation requirements and CTE participation. Additional details are provided in the response to F3.
- The 22/23 master schedule has already been developed, however the District will continue to provide flexible schedules to ensure students have opportunities to take a variety of CTE courses.

**R4.** By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

- The District already incorporates CTE access to SHS students in 2022-23 and will continue to offer and build on CTE program opportunities over subsequent years.

**R5.** To promote access, equity, and participation, districts should promote CTE transportation options.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

- The District's single comprehensive and adjacent continuation high school allow full access to students at both sites.
- The District already provides transportation for student events and CTE opportunities that are off campus.



## **RESPONSES TO GRAND JURY FINDINGS AND RECOMMENDATIONS**

- R6.** To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

- Waterford Unified School District does not require out-of-pocket expenses for CTE enrollees. Such expenses are already funded by the district or site.
- According to Board Policy (BP) 3260, “No student shall be required to pay a fee, deposit, or other charge for participation in an educational activity which constitutes an integral fundamental part of the district’s educational program, including curricular and extracurricular activities.”

- R7.** By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.

**Response:** This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

- As noted in the District’s response to F6, we provide each student with a Chromebook and access to a variety of applications, curricular resources, and technology tools that reflect the diversity of our population.
- As a small comprehensive high school, we work to hire and retain highly qualified CTE instructors who reflect the diversity of our student population. Course requests, in some cases, do not correlate to a full time teaching position, which can create challenges in staffing.

### **RECOMMENDATIONS Achievement**

- R8.** All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 school year.

**Response:** This recommendation will be implemented in the future. (Penal Code § 933.05(b)(1)).

**Explanation:**

Waterford Unified School District participates with county districts and the Stanislaus County Office of Education (SCOE) in regular meetings regarding CTE programming. We will take part in such an evaluation led by SCOE.

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Board of Trustees, Modesto City Schools								
<b>F1.</b> At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all fifteen industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.	X			<b>R1.</b> Districts should develop strategies for reaching out to English Learners and continuation high school students, to promote CTE programs.	X			
<b>F2.</b> Continuation high schools' access to CTE programs is very limited.			X	<b>R2.</b> Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.	X			
<b>F3.</b> Master schedule conflicts limit English learners participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.			X	<b>R3.</b> With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in the CTE programs.	X			
<b>F4.</b> Promotion by districts of available CTE transportation is lacking.			X	<b>R4.</b> By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.	X			
<b>F5.</b> Payment for out-of-pocket CTE expenses is a barrier to participation for some students.			X	<b>R5.</b> To promote access, equity, and participation, districts should promote CTE transportation options.				X

<b>F6.</b> Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.			<b>X</b>	<b>R6.</b> To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.	<b>X</b>			
<b>F7.</b> Promotion of CTE programs for English learners and continuation high school students is inadequate.			<b>X</b>	<b>R7.</b> By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.	<b>X</b>			
<b>F8.</b> More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.			<b>X</b>	<b>R8.</b> All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor “college/career ready” scores. This effort should be led by SCOE and occur during the 2022-2023 School year.		<b>X</b>		
<b>F9.</b> English learners enrollment in CTE varies considerably by district and school.	<b>X</b>							
<b>F10.</b> The CTE completion rate for English learners is low.	<b>X</b>							
<b>F11.</b> The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.	<b>X</b>							
<b>F12.</b> EL high school graduate who graduate have low “college/career” scores.	<b>X</b>							
<b>F13.</b> The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.	<b>X</b>							
<b>F14.</b> Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.	<b>X</b>							

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## **Conclusion**

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The 2022-2023 SCCGJ is satisfied the Modesto City Schools submitted a detailed response within the timeframe stipulated by California Penal Code §955(c).

September 12, 2022

Honorable Judge Robert B. Westbrook  
Presiding Judge of the Superior Court  
PO Box 3488  
Modesto, CA 95353

RECEIVED

SEP 19 2022

BY: 

**RE: Grand Jury Report: "Career and Technical Education Programs for At-Risk Students": Case No. 22-15GJ"**

Dear Judge Westbrook:

The Modesto City Schools ("District") has reviewed the Facts, Findings and Recommendations in the Grand Jury Report "Career and Technical Education Programs for At-Risk Students." Pursuant to California Penal Code section 933(c), the following constitutes the response of the District and its Governing Board ("Board") to the findings and recommendations pertaining to matters under the control of the District.

**RESPONSE TO FINDINGS**

F1. At comprehensive high schools in the County, while the CTE course offerings do not thoroughly cover all 15 industry groups, and vary substantially by district and school, all students, including English learners, do have access to the programs.

**The District agrees with this finding to the extent it has knowledge and based on the representations in the Report on Case # 22-15GJ. (Pen. Code, § 933.05(a)(1).)**

Currently, the District is committed to offering a robust list of CTE courses, and is proud of the success of those programs. English learners at all eight (8) high schools have access to these programs, as stated in the finding.

Modesto City Schools offers the following courses covering 13 of the 15 Industry Sectors.

Agriscience	Agribusiness 1-2
Agribusiness 3-4	Agri marketing
Ag Leadership	Ag Manufacturing 1-2
Ag Manufacturing 3-4	Ag Manufacturing 5-6
Ag Manufacturing 7-8	Ag Mechanics 1-2
Ag Mechanics 3-4	Ag Mechanics 5-6
Ag Mechanics 7-8	Ag Small Engine Repair 1-2
Ag Small Engine Repair 3-4	Ag Wood Construction 1-2



Ag Wood Construction 3-4	Ag Wood Construction 5-6
Ag Wood Construction 7-8	Ag Drafting 1-2
Ag Drafting 3-4	Ag Diesel Eng Technol
Ag Small Engine Technol 1-2	Structural Ag Welding
Agriculture Food Science I	Agriculture Food Science II
Agriculture Farm to Fork	Integrated Ag Biology
Biology and Sustainable Ag	Agriscience Systems Management
Animal Science 3-4	Animal Science 5-6
Veterinary Science	Ornamental Horticulture
Landscape Design and Maint	History and Art of Floral Design II
History and Art of Floral Design III	Advanced Floriculture
Grnhse and Horticulture Practices	3D Comp Graphics and Animation 1-2
3D Comp Graphics and Animation 3-4	DSLR Photography 1-2
DSLR Photography 3-4	Photo Capture and Manip
Graphic Design II	Graphic Design III
Desktop Publ and Photo Journal	Theatre and Stage Technology 1-2
Professional Theatre 1-2	Professional Theatre 3-4
Professional Theatre 5-6	Concepts of Visual Comm
Video Arts and Production 1-2	Video and Media Production
Multimedia Broadcasting 1-2	Multimedia Broadcasting 3-4
Video Game Design I	Constr Woodwrkng Technology 1-2
Constr Woodwrkng Technology 3-4	Constr Woodwrkng Technology 5-6
Constr Woodwrkng Technology 7-8	Construction Technology 1-2
Construction Technology 3-4	Construction Technology 5-6
Virtual Business	Child Development 1-2

Child Development 3-4	Engineering Essentials
Engineering Design	Principles of Engineering
Applied Chemistry and Biotechnology	Science and Ethics of Biotechnology
Cosmetology	Medical Science I
Medical Science II	Health Science Careers 1-2
Health Science Careers 3-4	Hospital and Health Serv Occup
Nursing Asst Precert Prog	Culinary Arts I
Culinary Arts II	Culinary Arts III
Exploring Computer Science	Cybersecurity 1-2
Cybersecurity 3-4	Cybersecurity 5-6
Internship in Computer Science	Computer Programming
Computer Programming I	Computer Programming II
Robotics Engineering I	Robotics Engineering II
Robotics Engineering III	3D Graphics and Animat for Comp Sci 1-2
Artificial Intelligence	Software Engineering
Marketing Essentials	Employment Opportunities 1-2
Employment Opportunities 3-4	Employment Opportunities 5-6
Entrepreneurship 1-2	Entrepreneurship 3-4
Retail Sales and Marketing	Public Safety I
Criminal Justice 1-2	Criminal Justice 2 Hr
First Responder	Fire Protection
Automotive Technology 1-2	Automotive Technology 3-4
Automotive Technology 5-6	

F2. Continuation high schools' access to CTE programs is very limited.

**The District disagrees with this finding. (Penal Code § 933.05(a)(2)):**

In the 2022-2023 school year, Elliott Continuation High School, the District's continuation high school, has three CTE programs covering Health, Construction, and the Arts, Media and Entertainment Industry Sectors. In addition, Elliott students can participate in Modesto Technical School or Modesto Engineering and Industrial Technical programs at the local community college that provides access to dual enrollment in Industrial Arts courses. While the focus is on credit recovery, all students have access to Career Technical Education at Elliott. Elliott Continuation High School has a student body that fluctuates between 200-500 students each year, the five programs we offer provide enough opportunities for all students enrolled at Elliott to access a CTE course.

F3. Master schedule conflicts limit English learner participation in CTE programs because required EL classes, graduation classes, and CTE classes are frequently offered at the same time.

**The District disagrees with this finding. (Penal Code § 933.05(a)(2)):**

**Number of CTE courses and Academic Language Development ("ALD") courses offered per class period district wide**

Period	Number of CTE Courses Offered	Number of ALD Courses Offered
0	7	0
1	73	7
2	73	12
3	78	8
4	58	7
5	9	1
6	70	10
7	57	5

While English Learners are in many cases required by the State of California to take specific language acquisition classes in high school, they are still able to participate in any CTE program at the high schools. Master schedules include a multitude of courses that are offered at the same time. If ALD course offerings were not required, or other requirements were reduced, less scheduling conflicts would result for any students taking any required courses. This general concept applies to both English Learners and English-only students. The master scheduling process is designed to provide the



maximum amount of course access as possible for all students, including English Learners. Modesto City Schools offers a number of CTE courses every class period at every high school. Master scheduling conflicts are not a barrier for students to have access to these courses.

- F4. Promotion by districts of available CTE transportation is lacking.

**The District disagrees with this finding. (Penal Code § 933.05(a)(2)):**

Through an analysis of transportation services for CTE courses, we found students missing course academic class time to access transportation for a CTE course offered at a different high school. The Modesto High School District has eight (8) high schools and the District covers 280 square miles, and the trip time between high schools caused CTE students to lose instructional minutes that they are required to take. As a result, MCS opened enrollment up such that students could enroll into any school, regardless of their address. In previous years, MCS has worked with the City of Modesto to ensure that students had access to city bus passes to attend the high school of their choosing, by request. In the 2021-2022 school year city bus transportation was free to all students. Additionally, every comprehensive high school has at least four pathways to choose from; all high schools have Ag courses and Computer Science courses offered. At this time, students can access the variety of CTE courses at their school site. Beginning in the 2022-2023 school year, Modesto City Schools had to adjust bell schedules and seat time, but we will conduct an analysis of transportation options at the end of the school day for CTE courses which will not result in a loss of instructional minutes for students electing this option.

- F5. Payment for out-of-pocket CTE expenses is a barrier to participation for some students.

**The District disagrees with this finding. (Penal Code § 933.05(a)(2)):**

According to BP 3260, "No student shall be required to pay any fees, deposits, or other charges for his/her participation in an educational activity which constitutes an integral fundamental part of the district's educational program, including curricular, co-curricular and extra-curricular activities." Students in Modesto City Schools do not pay for materials that are required in their classes and District CTE students are not required to pay any out-of-pocket expenses.

- F6. Access to technology, particularly learning applications are not always provided in alternate languages creating a barrier to participation.

**The District disagrees with this finding. (Penal Code § 933.05(a)(2)):**

Modesto City Schools has a variety of learning applications available to students and families; District-wide tools that have features and tools for support to EL students include: Microsoft Immersive Reader; Schoology; Nearpod; Flipgrid; Quizizz; Khan Academy; WeVideo; Padlet; Edpuzzle; Turnitin; Kami; Rosetta Stone

Modesto City Schools has Parent Square and Peach Jar to communicate with parents; Parent Square communications can be translated in real time in over 100 different languages; Help Center webpage from District and School Websites are located under Parent or Student tab at top - translation for all our web pages can be

chosen. All students are issued a device for use and have access to a plethora of ed tech tools supporting EL students and families.

- F7. Promotion of CTE programs for English learners and continuation high school students is inadequate.

**The District disagrees with this finding. (Penal Code § 933.05(a)(2)):**

Modesto City Schools is releasing a CTE Catalog both in English and Spanish. We also have promotional informational cards in English. These cards will also be translated into Spanish. We currently have a document that includes all of our pathway information as well as certifications and paths to College in both English and Spanish. Starting in the 2022-2023 school year, we will be using Parent Square for communication with families. This application allows for the message to be translated in the family's language in real time. In addition, we have the following promotional activities:

CTE night for Modesto City Schools

Inclusion of program information at Open House/8<sup>th</sup> grade parent night

Articulation with the middle schools, including our students doing presentations to 8<sup>th</sup> grade students

Social media posts on MCS platforms (Facebook, Instagram)

Involvement in Parades, competitions, local career fairs

Contracts with Love our Schools, Tomorrows Talent investing in creating partnerships

Career Navigators working with local business to provide scholarships and internships (Tonys Plumbing, DeHart, etc.)

Board Presentations highlighting programs

CTE Advisory meeting

Participation in Occupational Olympics

Counselor and Admin communications/meetings regarding programming, sequencing, input on pathway development



Marketing brochures/materials at every junior high and high school that highlight all programs

Piloting a college and career course at Davis High school developed for Career Exploration (fall 2022)

Inaugural "Evening with Industry" event highlighting our Enochs Computer Science programs

Inspire Youth Event coordinated with the Chambers Business and Education committee designed for 6<sup>th</sup> grade students

Updated web page that lists all courses, pathways, high school offerings:  
<https://www.mcs4kids.com/district/educational-options/career-technical-education>

- F8.** More support is needed for English learners and continuation high school students, to improve access and promote equity of CTE pathways. This support can take many forms, including education for parents and students on the value of CTE.

**The District disagrees with this finding. (Penal Code § 933.05(a)(2)):**

Modesto City Schools has a robust Parent Engagement and Outreach department that provides training and workshops for parents on a variety of topics including CTE programs and pathways.

This list includes but is not limited to:

MJC's Higher Education Together for Parents (6 week program) **ENG/SPN**  
PIQE ("Parent Institute for Quality Instruction")– High School Final Destination - The University (8 week program) is a training course that teaches parents to be advocates for their children's education. **SPN**  
PIQE – Middle School – Access to Higher Education (8 week program) **SPN**  
College Fair – MJC/CSU Stan./UC Merced **ENG/SPN**  
Pathways to 4 Year Knowing A-G Requirements **ENG/SPN**  
Career Fairs **ENG/SPN**  
ELPAC Series (3) – Collaboration w/CIPD **SPN**  
Latino Literacy – Higher Education (5 week program) **SPN**  
Financial Aid Night **ENG/SPN**  
Parent Forums – Website Navigation **ENG/SPN**  
Adult Ed Resources **ENG/SPN**  
Community Resource Fairs – Higher Education Partners attend and provide Higher Education/CTE Information  
Parents and Technology-**SPN**  
Hispanic Education Conference **ENG/SPN**  
Men's Mentoring-**ENG**

Computer Classes (Basic & Interm.) **ENG/SPN**  
 UBSUC/Legendary Roots **ENG**  
 Court Watch **ENG**  
 NAACP Tutoring **ENG**

**FINDINGS Participation**

**F9.** English learner enrollment in CTE varies considerably by district and school.

**The District agrees with this finding. (Penal Code § 933.05(a)(1).):**

The District has no knowledge of CTE enrollment varying by district, but these numbers represent all levels of CTE coursework: Intro, Concentrator and Capstone courses within Modesto City Schools.

**F10.** The CTE completion rate for English learners is low.

**The District agrees with this finding. (Penal Code § 933.05(a)(1).):**

**F11.** The graduation rate for continuation high school students varies dramatically by school, and the graduation rates are significantly lower than for comprehensive high schools.

**The District agrees with this finding. (Penal Code § 933.05(a)(1).):**

During the past three (3) years, the District has implemented programs at Elliott High School, the District's continuation high school, providing for (1) Enhanced credit recovery within the school day; and (2) Adjusted students ability to earn additional credits; and (3) Increased opportunities for credit acquisition during the school day. During these three years, the graduation rate at Elliott High School has increased significantly:

Year	Elliott Grade Rate	HS Grad Rate
2021-2022	UNOFFICIAL Preliminary 73.7%	UNOFFICIAL Preliminary 90.1%
2020-2021	52.7%	88.9%
2019-2020	41.8%	88.8%

In the preliminary data, Elliott has increased the graduation rate by over 30%. The District's continuation high school has raised their graduation rate significantly in the last three years while the schools have been severely negatively impacted by Covid-19, and these numbers continue to show growth in graduating these students.

**F12.** EL high school graduates who graduate have low "college/career" scores.

**The District agrees with this finding. (Penal Code § 933.05(a)(1).):**

College and Career Readiness is determined by more than CTE pathway classes. There are other factors and key performance indicators that effect this status. College and Career Readiness scores are made up of several factors including CTE completion rates, meeting a-g requirements, passing AP or International Baccalaureate exams, scores of three or better on both the ELA and math portions of the SBAC test, passing courses in which they are giving college credit, earning the State Seal of Biliteracy, or participating in leadership/military science experience. Given the combined requirements English learners face in completing their EL classwork, graduation requirements, and their own choice in their education, many do indeed have low CCR scores. Through master scheduling and counseling, we continue to work toward increasing our student population that is identified as prepared on the California Data Dashboard

- F13. The percentage of continuation high school students who graduate varies from school to school, but the percent not “college/career ready” is significantly low.

**The District agrees with this finding. (Penal Code § 933.05(a)(1).):**

College and Career Readiness is determined by more than CTE pathway classes. There are other factors and key performance indicators that affect this status. College and Career Readiness scores are made up of several factors including CTE completion rates, meeting a-g requirements, passing AP or International Baccalaureate exams, scores of three or better on both the ELA and math portions of the SBAC test, passing courses in which they are giving college credit, earning the State Seal of Biliteracy, or participating in leadership/military science experience. Given the combined requirements English learners face in completing their EL classwork, graduation requirements, and their own choice in their education, many do indeed have low CCR scores. Through master scheduling and counseling, we continue to work toward increasing our student population that is identified as prepared on the California Data Dashboard

- F14. Districts need to find additional avenues for English learners and continuation high school students to gain skills to help them succeed in life, be it in college or in a career. Promoting greater participation in CTE is an opportunity.

**The District agrees with this finding. (Penal Code § 933.05(a)(1).):**

**RESPONSE TO RECOMMENDATIONS**

- R1. Districts should develop strategies for reaching out to English learners and continuation high school students, to promote CTE programs.

**This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)**

The following is a list of strategies used to reach out to EL and Continuation high school students:



CTE night for Modesto City Schools

Inclusion of program information at Open House/8<sup>th</sup> grade parent night

Articulation with the middle schools, including our students doing presentations to 8<sup>th</sup> grade students

Social media posts on MCS platforms (Facebook, Instagram)

Involvement in Parades, competitions, local career fairs

Contracts with Love our Schools, Tomorrows Talent investing in creating partnerships

Career Navigators working with local business to provide scholarships and internships (Tonys plumbing, DeHart, etc.)

Board Presentations highlighting programs

CTE Advisory meeting

Participation in Occupational Olympics

Counselor and Admin communications/meetings regarding programming, sequencing, input on pathway development

Marketing brochures/materials at every junior high and high school that highlight all programs

Piloting a college and career course at Davis High school developed for Career Exploration (fall 2022)

Inaugural "Evening with Industry" event highlighting our Enochs Computer Science programs

Inspire Youth Event coordinated with the Chambers Business and Education committee designed for 6<sup>th</sup> grade students

Updated web page that lists all courses, pathways, high school offerings:  
<https://www.mcs4kids.com/district/educational-options/career-technical-education>

In addition we have the following parent involvement opportunities:  
MJC's Higher Education Together for Parents (6 week program) **ENG/SPN**  
PIQE – High School Final Destination – The University (8 week program) **SPN**  
PIQE – Middle School – Access to Higher Education (8 week program) **SPN**  
College Fair – MJC/CSU Stan./UC Merced **ENG/SPN**  
Pathways to 4 Year Knowing A-G Requirements **ENG/SPN**  
Career Fairs **ENG/SPN**  
ELPAC Series (3) – Collaboration w/CIPD **SPN**  
Latino Literacy – Higher Education (5 week program) **SPN**  
Financial Aid Night **ENG/SPN**  
Parent Forums – Website Navigation **ENG/SPN**  
Adult Ed Resources **ENG/SPN**  
Community Resource Fairs – Higher Education Partners attend and provide Higher Education/CTE Information  
Parents and Technology **SPN**  
Hispanic Education Conference **ENG/SPN**  
Men's Mentoring **ENG**  
Computer Classes (Basic & Interm.) **ENG/SPN**  
UBSUC/Legendary Roots **ENG**  
Court Watch **ENG**  
NAACP Tutoring **ENG**

In addition to the above, in an effort to improve the CTE program at Elliot High School, the District has just had plans approved by the California Division of the State Architect for the construction of a cafeteria/multi-purpose room and shop classes. These planned facilities, for which the District has budgeted \$16,379,000 dollars, will provide shop classroom construction classes which will support students earning certification in the construction trades and also arts, media and entertainment classes to assist students in certification in that program. The District expects to begin this project in the fall of 2023 and have it completed by the summer of 2024. This project is pending final Board approval.

- R2.** Districts should develop strategies to support English learners and continuation high school students who enroll in CTE programs. Among possible strategies would be providing interpreters for both students and their families. Additionally, districts should evaluate incorporating English as a second language teachers into CTE.

**This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)**

In addition to the identified strategies throughout this response, we provide interpreters for families and have all materials translated into Spanish and English. Modesto City Schools has recently hired a Community Liaison who serves as a translator for parents. In addition, we have a program called "Language Link" which provides on-call translation services.



Also, the District provides translators and Community Liaison (multi-lingual) work with counselors who work with EL and CTE students and their families.

In addition, before December 31, 2022, the District will establish a Graduation Task Force to examine potentially changing the required number of units required for students to graduate in order to provide more opportunities for credit enrichment or remediation.

- R3. With the next release of master schedules, districts should create more flexible class schedules, making it easier for English learner and continuation high school students to both satisfy graduation requirements and participate in CTE programs.

This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)

Modesto City Schools has a variety of opportunities that meet ELL state requirements, graduation requirements and CTE offerings offered throughout the day.

Period	Number of CTE Courses Offered	Number of ALD Courses Offered
0	7	0
1	73	7
2	73	12
3	78	8
4	58	7
5	9	1
6	70	10
7	57	5

In addition to the above, the District plans to implement a District-wide Task Force in September/October 2022 made up of teachers, administrators, parents, students and community members, to examine what additional steps the District can take to make it easier for English learners and continuation high school students to both satisfy graduation requirements and participate in CTE programs.

- R4. By December 31, 2022, districts whose continuation high schools do not offer CTE should begin planning to incorporate such programs in their curriculum.

**This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Penal Code § 933.05(b)(1).)**

For the 2022-2023 school year, Elliott Continuation High School will be offering three CTE programs to serve students in the following sectors: Construction, Health Careers, and Arts Media and Entertainment. In addition, we have two programs Modesto Technical School and Modesto Industrial Engineering Technical School, in partnership with MJC that offer dual enrollment courses in CTE.

- R5. To promote access, equity, and participation, districts should promote CTE transportation options.

**The recommendation requires further analysis. (Penal Code § 933.05(b)(3).)**

Through a review of our transportation department, updated bell schedules, and master scheduling, this recommendation will be examined prior to December 31, 2022 for the 2023-2024 school year, and District administrative staff will make appropriate recommendations in the District's promotion of CTE transportation provided that the proposed changes do not negatively impact students' ability to attend core classes or results in students losing minutes of instruction.

- R6. To promote access, equity, and participation, districts should provide for out-of-pocket expenses for CTE enrollees in their 2022-2023 budgets.

**This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)**

Modesto City Schools does not require out of pocket expenses for participation in CTE programs. According to BP 3260, "No student shall be required to pay any fees, deposits, or other charges for his/her participation in an educational activity which constitutes an integral fundamental part of the district's educational program, including curricular, co-curricular and extra-curricular activities."

- R7. By December 31, 2022, all districts should develop a plan to provide CTE learning applications that reflect the diversity of their population.

**This recommendation was implemented at all times prior to the Grand Jury Report and will continue to be implemented in the future. (Pen. Code, § 933.05(b)(1).)**

As provided in the responses above, Modesto City Schools has a wide variety of applications provided through our Educational Technology and Curriculum and Instruction departments. These applications reflect the diversity of our student populations.

**RECOMMENDATIONS Achievement**

- R8. All school districts should participate in a county-wide evaluation of why English learners and continuation high school students have such a poor "college/career ready" scores. This effort should be led by SCOE and occur during the 2022-2023 school year.

**This recommendation will be implemented (Pen. Code, § 903.05(b)(2).)**

**This recommendation will be implemented (Pen. Code, § 903.05(b)(2).**

The Stanislaus County Office of Education ("SCOE") holds a monthly meeting for all county CTE Directors. The agenda will include an evaluation of college and career ready scores specific to EL and continuation students.

**CONCLUSION**

On behalf of the Superintendent and Board of Education of the Modesto City Schools, we appreciate your concern for our District.

Sincerely,

A handwritten signature in blue ink, appearing to read "Brad Goudeau", with a long horizontal flourish extending to the right.

Brad Goudeau  
Associate Superintendent  
Education Services

**Riverbank Language Academy: The Brown act and Other Observations  
Case #22-16GJ**

**SUMMARY**

Since 1953, virtually all levels of local government in California have operated under the Brown Act. The Act, authored by Assemblyman Ralph M. Brown (D-Modesto), is often referred to as an “Open Meeting Law” or “Sunshine Law”.

The Brown Act defines the manner in which local government is required to disclose intended actions so the general public is informed and is provided the opportunity to participate in the deliberations of their elected local leaders. The Brown Act is intended to strike a balance between public access and the need for confidential deliberations, with the presumption in favor of public access.

The Riverbank Language Academy (RLA) is a charter school operating under a charter issued by the Riverbank Unified School District (RUSD). The Stanislaus County Civil Grand Jury (SCCGJ) determined the Brown Act is applicable to the RLA. The SCCGJ also determined the RLA did not adhere to specific sections of the Brown Act pertaining to the time requirements for posting an agenda, use of their website to post RLA Advisory Board agendas, access to RLA Advisory Board agendas and minutes, and remote participation in RLA Advisory Board meetings.

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**Agencies Asked to Respond**

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- ❖ RLA Advisory Board of Directors: **F1, F2, F3, F4, F5, F6, R1, R2, R3, R4, R5, R6**

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

RLA Advisory Board of Directors								
<b>F1.</b> The RLA Advisory agendas for the regular meetings of August 25 and 27, 2021, were not posted within 72 hours as required by the Brown Act.			<b>X</b>	<b>R1.</b> At all times, the RLA should correctly post all meetings of the RLA Advisory Board as required by the Brown Act.	<b>X</b>			
<b>F2.</b> The RLA did not post RLA Advisory Board agendas on the school website.			<b>X</b>	<b>R2.</b> By December 31, 2022, the RLA Advisory Board and administration should meet with the RLA legal counsel for in-service training on the Brown Act requirements for posting agency agendas on the school website.		<b>X</b>		
<b>F3.</b> The RLA did not maintain RLA Advisory Board agendas in a retrievable, downloadable, indexable, and electronically searchable manner commonly used in internet search applications.			<b>X</b>	<b>R3.</b> By December 31, 2022, the RLA Advisory Board and administration should meet with the RLA legal counsel for in-service training on the Brown Act requirements that agendas are downloadable, indexable, and electronically searchable.		<b>X</b>		
<b>F4.</b> The RLA did not include information on RLA Advisory Board agendas and the school website necessary to remotely access RLA Advisory Board meetings.			<b>X</b>	<b>R4.</b> The RLA administration should consult with the Information Technology Department of the RUSD to develop procedures to ensure the public's remote access to RLA Advisory Board meetings and present these procedures to the RLA Advisory Board for adoption by December 31, 2022.				<b>X</b>
<b>F5.</b> The RLA was inconsistent in including the dates of RLA Advisory Board meetings on the school calendar located on the school website.			<b>X</b>	<b>R5.</b> The RLA administration should include the dates of all schedule RLA Advisory Board meetings on the school calendar on the school's website at the start of each new school year.	<b>X</b>			
<b>F6.</b> The RLA has resumed the practice of archiving past RLA Advisory Board agendas and minutes.		<b>X</b>		<b>R6.</b> The RLA should continue the practice of archiving past RLA Advisory Board agendas and minutes.	<b>X</b>			



<b>F7.</b> The SCCGJ did not make a determination that the change to a new content management system for school websites impacted the RLA's ability to adhere to the Brown Act.			<b>X</b>	<b>R7.</b> The SCCGJ recommends future juries review the practices by which candidates are elected to the RLA Advisory Board.				<b>X</b>
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**Conclusion**

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The 2022-2023 SCCGJ is satisfied the Riverbank Language Academy submitted a response within the timeframe stipulated by the California Penal Code §955(c).



RECEIVED

AUG 25 2022

BY:

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Courtney de Groof  
Attorney at Law

Andrew Blan  
Attorney at Law

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August 15, 2022

**Via U.S. Mail**

The Honorable Robert B. Westbrook  
Presiding Judge  
Superior Court of California, County of Stanislaus  
P.O. Box 3488  
Modesto, California, 95353

Re: Response to Stanislaus County Civil Grand Jury: Case #22-16GJ

Dear Honorable Robert B. Westbrook:

This letter responds to the 2021-2022 Stanislaus County Civil Grand Jury’s (“Grand Jury”) report dated June 16, 2022 (“Report”), regarding the Riverbank Language Academy (“RLA”), as required pursuant to Penal Code section 933, subdivision (c). This response is submitted jointly on behalf of the Riverbank Unified School District (“District”) Superintendent, Christina Facella, and the RLA Advisory Board (together “Respondents”).

The Report indicates the 2021-2020 Grand Jury “revisited” the RLA Advisory Board’s compliance with the Ralph M. Brown Act (“Brown Act”), following the 2019-2020 Grand Jury’s issuance of a report regarding the RLA Advisory Board (see 2019-2020 Grand Jury Report in Case #20-01C). Please be advised, Respondents submitted a response to the 2019-2020 Grand jury report on November 9, 2021. The RLA Advisory Board has continued to comply with the Brown Act and has not been notified of any subsequent complaints or allegations to the contrary.

**BACKGROUND**

This provides a brief summary regarding the structure and framework of the relationship between the District and RLA to provide further context for the responses below. RLA operates as a dependent charter school of the District. RLA’s organizational structure and relationship with the District are defined by the terms of its charter petition (“Petition”) as well as the Memorandum of Understanding (“MOU”) between the District and RLA. RLA’s Petition provides for the establishment of the RLA Advisory Board, which is charged with meeting at least monthly and reviewing and making recommendations in key areas, including but not limited to:

- Hiring and evaluating the Director of RLA;
- Hiring and evaluating RLA employees;

*Limited Liability Partnership*

*One Capitol Mall, Suite 640 Sacramento, California 95814 Tel 916-329-7433 Fax 916-329-9050*

- Reviewing contractual agreements;
- Developing and monitoring the operational business plan;
- Reviewing and monitoring of the RLA budget, and
- Reviewing daily school operations.

The District's Governing Board ("Board") reviews the recommendations of the RLA Advisory Board and maintains ultimate responsibility for all functions of the charter school. Significantly, although the District's Board has final decision-making authority on all matters concerning RLA, it is not empowered to act unilaterally under the terms of the Petition or MOU. The District Board acts in direct consultation with RLA Advisory Board when making its decisions and only acts upon the recommendations of the RLA Advisory Board.

### RESPONSE TO FINDINGS

**Finding 1:** *The RLA Advisory agendas for the regular meetings of August 25 and 27, 2021, were not posted within 72 hours as required by the Brown Act.*

**Response 1:** Respondents disagree with this finding.

The Report inaccurately states that on August 25 and 27, 2021, RLA Advisory Board meetings were "regular" meetings. However, both the August 25 and August 27 meetings were scheduled as "special" meetings under the Brown Act. (Govt. Code, § 54956, subd. (a).) Because the August 25 and August 27 meetings were "special" meetings, the Brown Act requires that the agendas be posted "at least 24 hours before the time of the meeting." (*Id.*) Therefore, the RLA Advisory Board was not required to post the agenda at least 72-hours, which is only applicable to "regular" governing board meetings. (*Id.*)

For further clarification, the August 25, 2021, special meeting did not have a quorum, which is required under the Brown Act in order for the RLA Advisory Board to conduct business; therefore, the meeting was rescheduled for August 27, 2021. (Govt. Code, § 54952.2, subd. (a).) Both the August 25 and August 27 agendas were timely posted. A current link to the agenda and minutes for the August 27, 2021, meeting is included below for your review:

<https://rla.riverbank.k12.ca.us/RLA-Advisory-Board/Board-Agendas--Minutes-2021-2022/index.html>

RLA complied with the Brown Act's agenda posting requirements for the special meetings on August 25 and 27, 2021. Based on the foregoing, Respondents disagree with this finding.

**Finding 2:** *The RLA did not post RLA Advisory Board agendas on the school website.*

**Response 2:** Respondents disagree with this finding.

RLA has and continues to post its RLA Advisory Board meeting agendas in accordance with the Brown Act, as evidenced by the Report's Appendices A and B. RLA has established practices for posting agendas, which include posting each meeting agenda in two separate locations on the

Honorable Robert B. Westbrook  
Case No. 22-16GJ  
August 15, 2022  
Page 3 of 6

RLA website pursuant to the timelines set forth in the Brown Act. Meeting agendas are accessible through the RLA homepage via the “calendar” page and the “RLA Advisory Board” dropdown menu. The calendar page contains important dates and events for school-wide activities, while the RLA Advisory Board link is specific to the Board calendar. A current link for both posting locations is included below for your review:

Calendar: <https://rla.riverbank.k12.ca.us/Calendar/index.html>

RLA Advisory Board: <https://rla.riverbank.k12.ca.us/RLA-Advisory-Board/RLA-Board-Agendas--Minutes/index.html>

Please note that during the Grand Jury's review, the RLA website underwent a server transfer, and the data migration from one server to another may have affected the accessibility of certain information for a brief time. Nonetheless, throughout the 2021-2022 school year, RLA did post its RLA Advisory Board agendas on the school website. Based on the foregoing, Respondents disagree with this finding.

**Finding 3:** *The RLA did not maintain RLA Advisory Board agendas in a retrievable, downloadable, indexable, and electronically searchable manner commonly used in internet search applications.*

**Response 3:** Respondents disagree with this finding.

RLA Advisory Board agendas are posted as Word documents, which are downloadable, indexable, and electronically searchable.

**Finding 4:** *The RLA did not include information on RLA Advisory Board agendas and the school website necessary to remotely access RLA Advisory Board meetings.*

**Response 4:** Respondents disagree with this finding.

The Report's Appendix B shows the October 15, 2021, RLA Advisory Board meeting agenda did not contain virtual login information. The agenda did not contain virtual login information because the meeting was held *only* in person. Executive Order N-15-21 allowed virtual public meetings through September 30, 2021. After September 30, 2021, through Assembly Bill 361, Government Code section 54953 was amended to provide authority and specific requirements for public agencies to hold virtual meetings. However, to do so, the law required public agencies to hold a separate meeting so that they could make findings confirming that they met the law's requirements and could lawfully hold future meetings remotely. The October 15, 2021, RLA Advisory Board meeting was held in person so it could later qualify to hold remote meetings. After the October 15, 2021, meeting, RLA's practice to post the information necessary to remotely access the RLA Advisory Board meetings resumed. Based on the foregoing, Respondents disagree with this finding.

**Finding 5:** *The RLA was inconsistent in including the dates of RLA Advisory Board meetings on the school calendar located on the school website.*

Response 5: Respondents disagree with this finding.

As discussed above, in reference to Finding 2, the Grand Jury's review may have been affected by the RLA website undergoing a server transfer and the associated data migration necessary to complete the transfer. The RLA Advisory Board dates were and are posted on the RLA calendar located on the RLA website homepage and on the RLA Advisory Board dropdown menu under the "RLA Board Meeting Calendar" tab. Based on the foregoing, Respondents disagree with this finding.

*Finding 6: The RLA has resumed the practice of archiving past RLA Advisory Board agendas and minutes.*

Response 6: Respondents disagree with this finding to the extent it suggests a legal requirement was violated, but Respondents agree that it has archived past RLA Advisory Board agendas and minutes.

To the extent the Report finds the RLA Advisory Board agenda and minutes were not posted and archived for a period of time in violation of the Brown Act, Respondents disagree as no such action is required under the Brown Act. Nevertheless, archived RLA Advisory Board meeting agendas and minutes are accessible to the public in electronic and print format on the RLA website.

*Finding 7: The SCCGJ did not make a determination that the change to a new content management system for school websites impacted the RLA's ability to adhere to the Brown Act.*

Response 7: Respondent disagrees with this finding due to lack of clarity.

It is unclear whether a response is warranted since the Report does not appear to make a specific finding that the change to a new content management system for school websites impacted RLA's ability to adhere to the Brown Act. Notwithstanding, depending on when the Grand Jury attempted to access the RLA websites, Respondents believe the change to a new content management system may have impacted the Grand Jury's ability to review the RLA Advisory Board's compliance with the Brown Act.

#### **RESPONSE TO RECOMMENDATIONS**

*Recommend. 1: At all times, the RLA should correctly post all meetings of the RLA Advisory Board as required by the Brown Act.*

Response 1: Respondents agree with this recommendation.

Consistent with the RLA Advisory Board's past practice, it will continue to correctly post meetings of the RLA Advisory Board as required by the Brown Act.



Honorable Robert B. Westbrook  
Case No. 22-16GJ  
August 15, 2022  
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*Recommend. 2: By December 31, 2022, the RLA Advisory Board and administration should meet with the RLA legal counsel for in-service training on the Brown Act requirements for posting agency agendas on the school website.*

Response 2: Respondents agree with this recommendation.

RLA's legal counsel is scheduled to conduct an in-service Brown Act training, including posting requirements prior to December 31, 2022.

*Recommend. 3: By December 31, 2022, the RLA Advisory Board and administration should meet with the RLA legal counsel for in-service training on the Brown Act requirement that agendas are downloadable, indexable, and electronically searchable.*

Response 3: Respondents agree with this recommendation.

RLA's legal counsel is scheduled to conduct an in-service training on the Brown Act, including its downloadable, indexable, and electronically searchable agenda requirements, prior to December 31, 2022.

*Recommend. 4: The RLA administration should consult with the Information Technology Department of the RUSD to develop procedures to ensure the public's remote access to RLA Advisory Board meetings and present these procedures to the RLA Advisory Board for adoption by December 31, 2022.*

Response 4: Respondents disagree with this recommendation.

RLA, through its current procedures, provides for the public's remote access to RLA Advisory Board meetings, and there is nothing in the Report, or otherwise, to suggest members of the public are not able to access the RLA Advisory Board remotely.

*Recommend. 5: The RLA administration should include the dates of all scheduled RLA Advisory Board meetings on the school calendar on the school's website at the start of each new school year.*

Response 5: Respondent agrees with this recommendation.

Consistent with the RLA's past practices, it will continue to post meetings of the RLA Advisory Board on the school calendar on the RLA website.

*Recommend. 6: The RLA should continue the practice of archiving past RLA Advisory Board agendas and minutes.*

Response 6: Respondents partially disagree with this recommendation.

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To the extent the Reports suggests the RLA Board is obligated to archive RLA Advisory Board agendas and minutes, Respondents disagree as this is not required under the Brown Act. However, to facilitate the public and school community's access to the business of the RLA Advisory Board, RLA will continue its practice of archiving past RLA Advisory Board meeting agendas and minutes on its website.

*Recommend. 7: The SCCGJ recommends future juries review the practices by which candidates are elected to the RLA Advisory Board.*

Response 7: Respondents disagree with this recommendation.

The 2020 Stanislaus County Civil Grand Jury, in Case #20-01C, reviewed the election practices of the RLA Advisory Board. Moreover, there is no factual basis to support this recommendation.

#### CONCLUSION

To the extent Respondents agree with any of the findings or recommendations in the Report, the District will work with RLA to ensure those recommendations are implemented. If you have any questions or concerns regarding any of the above responses, please let us know.

Sincerely,

LOZANO SMITH



Courtney de Groof  
Andrew Blan

CDG/jw

cc: *Stanislaus County Board of Supervisors*

**Report on the Stanislaus County Annual Financial Report and Audit  
Case #22-17GJ**

**SUMMARY**

California Penal Code §925 requires that civil grand juries investigate and report on the operations, account and records of the departments or functions of the county. The 2021-2022 Stanislaus County Civil Grand Jury (SCCGJ) undertook an investigation of the County’s Comprehensive Annual Report (CAFR) and its external audit. The SCCGJ reviewed all information available at the time this report was completed.

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**Agencies Asked to Respond**

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- ❖ Stanislaus County Auditor-Controller: **F1, R1**
- ❖ Stanislaus County Board of Supervisors: **F1, R1**

Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Stanislaus County Auditor-Controller								
<b>F1.</b> This SCCGJ investigation is incomplete in that the Single Audit report was not received in time to include in the review.			<b>X</b>	<b>R1.</b> In order for future SCCGJs to fully investigate the County’s CAFR and Single audit, the documents need to be provided on a timely basis.		<b>X</b>		
<b>F2.</b> The Financial Report summary indicates that the general accounting policies of Stanislaus County are being followed.	*	*	*	<b>R2.</b> The 2022-2023 SCCGJ is encouraged to review the final audit report for June 30, 2021, in its entirety per California Penal Code §925.	*	*	*	*

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied that the Stanislaus County Auditor-Controller submitted a response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable



AUDITOR-CONTROLLER

Kashmir Gill, CPA  
Auditor-Controller

Jian Ou-Yang, CPA  
Assistant Auditor-Controller

July 18, 2022

Honorable Robert B. Westbrook  
Presiding Judge, Superior Court of California  
County of Stanislaus  
P.O. Box 3488  
Modesto, California



**SUBJECT: Auditor-Controller Response 2021-2022 Stanislaus County Civil Grand Jury Final Report (SCCGJ)**

This letter will serve as the Auditor-Controller’s response to the Grand Jury Final Report for the 2021-2022 Fiscal Year.

We have included the Grand Jury findings and recommendations followed by our responses.

**Annual Financial Audit Report – Grand Jury Case number 22-17GJ**

**Finding:**

F1: Grand Jury’s Finding: This SCCGJ investigation is incomplete in that the Single Audit report was not received in time to include in the review.

Stanislaus County Auditor-Controller Response: On March 19, 2021, as part of the American Rescue Plan Act of 2021, the Federal Government extended the deadline for the Single Audit Report by six months. For the Fiscal Year End 06/30/21, the Single Audit Report is due September 30, 2022, six months past the normal due date of March 30, 2022. The Single Audit Report was issued on June 15, 2022, and is included with this letter.

**Recommendation:**

R1: Grand Jury’s Recommendation: In order for future SCCGJs to fully investigate the County’s CAFR and Single Audit, the documents need to be provided on a timely basis.

Stanislaus County Auditor-Controller Response: The County will provide the County’s ACFR and Single Audit Report to the SCCGJs concurrently in the future.



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Please feel free to contact me if you have any additional questions or require further information.

Sincerely,



Kashmir Gill, CPA  
Auditor-Controller

- C: Honorable Buck Condit, Supervisor – District 1
- Honorable Vito Chiesa, Supervisor – District 2
- Honorable Terry Withrow, Supervisor- District 3
- Honorable Mani Grewal, Supervisor- District 4
- Honorable Channce Condit, Supervisor - District 5
- Jody Hayes, Chief Executive Officer



Findings				Recommendations				
	Agrees w/ Finding	Agrees Partially	Disagrees Wholly		Implemented	Will Implement	Further Analysis Needed	Will Not Implement/Other*

Stanislaus County Board of Supervisors								
<b>F1.</b> This SCCGJ investigation is incomplete in that the Single Audit report was not received in time to include in the review.		X		<b>R1.</b> In order for future SCCGJs to fully investigate the County's CAFR and Single audit, the documents need to be provided on a timely basis.		X		
<b>F2.</b> The Financial Report summary indicates that the general accounting policies of Stanislaus County are being followed.	*	*	*	<b>R2.</b> The 2022-2023 SCCGJ is encouraged to review the final audit report for June 30, 2021, in its entirety per California Penal Code §925.	*	*	*	*

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**Conclusion**

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The 2022-2023 SCCGJ is satisfied that the Stanislaus County Board of Supervisors submitted a response within the timeframe stipulated by California Penal Code §955(c).

\* - not applicable

**THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS  
AGENDA ITEM**

DEPT: Chief Executive Office

BOARD AGENDA:5.B.3  
AGENDA DATE: September 13, 2022

CONSENT:

CEO CONCURRENCE: YES

4/5 Vote Required: No

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**SUBJECT:**

Consideration and Approval of Response to the Stanislaus County Civil Grand Jury Regarding the Stanislaus County Civil Grand Jury 2021-2022 Final Report

**STAFF RECOMMENDATION:**

1. Accept the response to the Stanislaus County Civil Grand Jury 2021-2022 Final Report, along with any changes the Board of Supervisors wishes to make to the recommended response and authorize the Chairman of the Board to forward the response to the Presiding Judge of the Superior Court by September 26, 2022.
2. Direct the Chief Executive Officer to ensure that any recommended actions by the Board of Supervisors be followed and completed by the subject County departments and report back to the Board of Supervisors, as appropriate.

**DISCUSSION:**

The Stanislaus County Board of Supervisors received the Stanislaus County Civil Grand Jury (SCCGJ) 2021-2022 report on June 28, 2022. The report identifies several areas of investigation concerning the operations of various public agencies.

The SCCGJ has required the Auditor-Controller and the Board of Supervisors to respond to a finding related to the annual financial report and audit for the fiscal year ending June 30, 2021, in accordance with Penal Code Section 933.05. The Auditor-Controller has responded to the SCCGJ Final Report within the time frame allowed and the responses are attached to this report.

The recommended responses from the Board of Supervisors are as follows:

- **Case #22-17GJ – Report on the Stanislaus County Annual Financial Report and Audit (Required Response):**

**Finding 1:** This SCCGJ investigation is incomplete in that the Single Audit report was not received in time to include in the review.

**Response:** The Board of Supervisors agrees with the finding and notes that the Federal Government extended the deadline for the Fiscal Year 2021 Single Audit Report to September 30, 2022, three months past the Grand Jury review period.

**Recommendations 1:** In order for future SCCGJs to fully investigate the County's Comprehensive Annual Financial Report (CAFR) and Single audit, the documents need to be provided on a timely basis.

**Response:** The Board of Supervisors supports the Auditor-Controller's response in the attachment to provide the Annual Comprehensive Financial Report (ACFR) and Single Audit Report concurrently in the future. ACFR is the new acronym aligning with implementation of Government Accounting Standards Board (GASB) Statement 98, which changed the naming convention for these financial reports effective with the period ended June 30, 2020 and thereafter.

The SCCGJ has required the Director of the Community Services Agency (CSA) to respond to findings regarding the department's efforts to address homelessness. CSA has responded to the SCCGJ Final Report within the time frame allowed and the responses are attached to this report. The Board of Supervisors was not requested nor invited to respond.

**POLICY ISSUE:**

The SCCGJ studies and investigates citizen complaints and the operations of selected public agencies, publishing its findings, conclusions, and recommendations at the end of each fiscal year. Pursuant to California Penal Code §933 (c), every elected county officer or agency head for which the grand jury has responsibility identified as the subjects of these investigations, are invited or required to respond to the findings and recommendations to the Presiding Judge of the Superior Court within 60 days after the final report is submitted with an information copy of the response sent to the Board of Supervisors. The Board of Supervisors, when identified as the governing body of the public agency, is invited or required to respond no later than 90 days after the final report is submitted.

**FISCAL IMPACT:**

There is no fiscal impact associated with acceptance of the SCCGJ 2021-2022 Final Report and the response to the Presiding Judge of the Superior Court.

**BOARD OF SUPERVISORS' PRIORITY:**

The recommended actions are consistent with the Boards' priority of *Delivering Efficient Public Services and Community Infrastructure* by responding to the SCCGJ 2021-2022 Final Report within the timeframe required.

**STAFFING IMPACT:**

There is no staffing impact associated with the recommended Board actions.

**CONTACT PERSON:**

Jody Hayes, Chief Executive Officer

Telephone: (209) 525-6333

**ATTACHMENT(S):**

1. Auditor's response to SCCGJ 2021-2022 Final Report
2. CSA's response to SCCGJ 2021-2022 Final Report
3. 2021-2022 SCCGJ Final Report



