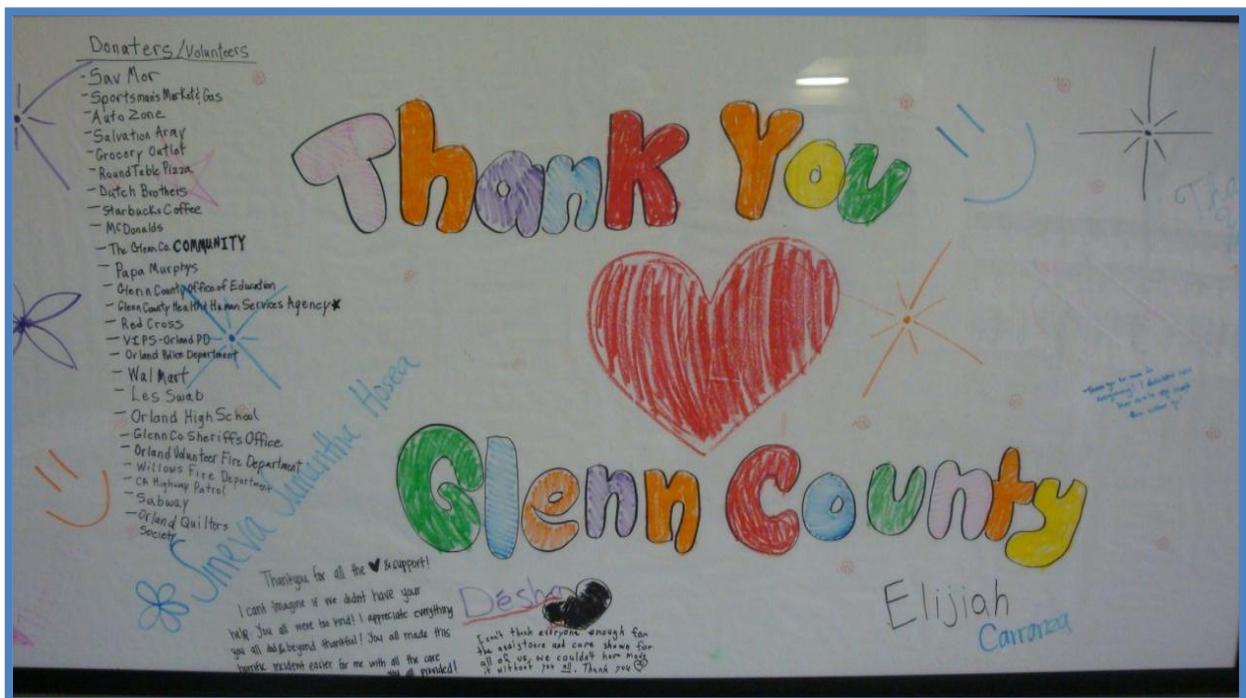


2013 – 2014 Glenn County Grand Jury Report



Glenn County First Responders and Volunteers come together in time of tragedy. April 10, 2014



*“The purpose of government is to enable the people
of a nation to live in safety and happiness.
Government exists for the interests of the governed,
not for the governors.”*

Thomas Jefferson



2013-2014
Glenn County
Grand Jury



**FINAL REPORT
OF THE
FINDINGS AND RECOMMENDATIONS**

June 16, 2014

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GLENN COUNTY GRAND JURY

P.O. Box 1023
Willows, California 95988

June 16, 2014

The Honorable Donald Cole Byrd
Superior Court, County of Glenn
526 West Sycamore Street
Willows, California 95988

Dear Judge Byrd:

On behalf of the 2013-2014 Glenn County Grand Jury, it is my privilege to submit our Final Grand Jury Report. After making inquiries of various public entities, deliberation, and consideration, this report is ready for publication. It contains purposes, backgrounds, findings, conclusions, recommendations, and responses required regarding those entities the Grand Jury reviewed this year. We have also considered responses received which were required by last year's Grand Jury's Final Report.

The citizens who made up the 2013-2014 are a diverse group, each coming to the Grand Jury with unique skill, experience, and perception, working cooperatively toward the Grand Jury mission. The Grand Jury members dedicated time and energy conducting inquiries and formulating conclusions and findings. I appreciate each for their contribution and dedication toward quality.

Each of the county employees and officials the Grand Jury interviewed this year graciously hosted our visits. The Grand Jury appreciates their welcome, professionalism, and the opportunity to learn in more detail how county operations function.

On behalf of the Grand Jury, I thank you for the opportunity to serve the citizens of Glenn County in this capacity.

Sincerely,

Kathy Montero, Foreperson
2013-2014 Glenn County Grand Jury

2013-2014

Glenn County Grand Jury Members

Kathy Montero

Foreperson

Msry Schrieber

Pro Tem

Davie Joy Murphy

Secretary

Sylvia Hoenike

Librarian

Brian Walcott

Sergeant at Arms

Edward Fairlee

Elizabeth Burleson

Emma Pace

Gail Green

Gordon Brazzi

Jim Jellset

John Pereira

Kevin Dalz

Mary Fernandes

Sharon McMahon

Steve Ansel

Terry Barley

Grand Jury Mission Statement

The Glenn County Grand Jury serves as the ombudsman for citizens of Glenn County. The primary function of the Grand Jury, and the most important reason for its existence, is the examination of all aspects of county government and special districts assuring honest, efficient government that serves the best interests of the people.



Disclaimer

During this Grand Jury year: Any Juror who had, or may appear to have had a conflict of interest in any report or investigation, was recused. Recusal includes, but is not limited to, exclusion from interviews, deliberations, discussions, report creation and plenary acceptance.

The Role of the Grand Jury

The Grand Jury is primarily an investigative body created by the United States Constitution's Fifth Amendment and the California Constitution.

In California, Grand Juries are impaneled annually and are officers of the Court, but work independently. Nineteen residents of Glenn County are selected after interviewing 30 to 40 applicants. Most of the work is done by committees, which include Public Safety, Schools, Public Works, Health Services, City/County Government and Finance. Other committees may be appointed as needed.

The Grand Jury and committees meet several times a month. The Grand Jury meets with county and city officials, visits local government facilities, and conducts research on matters of interest and concern. The proceedings of the Grand Jury are kept confidential. Jurors may not discuss the business of the Grand Jury with other individuals.

The Grand Jury receives letters from citizens expressing concern over a particular matter of local government. Anyone may file a complaint with the Grand Jury. All complaints to the Grand Jury are confidential. Grand Jurors generally serve for one year although the law provides for holdovers for a second year to assure a smooth transition.

Complaints must be in writing, signed, and addressed to:

Glenn County Grand Jury Foreperson.

P.O. Box 1023

Willows, CA 95988

The Grand Jury chooses which complaints to investigate. The Grand Jury cannot investigate disputes between private parties.

All Grand Jury findings and recommendations are issued in written reports. Each report must be approved by at least 12 members of the Grand Jury. At the end of the term (June 30) the Jury issues its final report. Copies of the report are distributed to public officials, libraries, news media, and any entity that is the subject of a report. Within ninety days, following the issuance of the report, officials responsible for matters addressed are required to respond in writing.

Response Requirements and Instructions

Two working days prior to the release of the Final Report, the Grand Jury will provide a copy of the portion of the report to all affected agencies or persons.

No officer, agency, department, or governing body of a public agency shall disclose the contents of the report prior to its public release.

All affected agencies or persons shall respond to their specific portions of the Final Report.

Responses are to be in writing, or on computer disk to assist with duplication, and are to be submitted in a timely manner.

Section 933(c) of the Penal Code provides two different response times:

- (1) Public Agency: the governing body of any public agency must respond within 90 days. The response must be addressed to the presiding judge of the Superior Court.
- (2) Elective Officer or Agency Head: All elected officers or heads of agencies that are required to respond must do so within **60 days** to the presiding judge of the Superior Court, with an informational copy provided to the Board of Supervisors.

The legal requirements for responding to individual reports in the Grand Jury Final Report, as contained in the California Penal Code, Section 933.05, are summarized as follows:

The responding entity or person must respond in one of two ways:

- (1) That you agree with the finding.
- (2) That you disagree wholly or partially with the findings. The-response shall specify the part of the findings that are disputed and shall include an explanation of the reasons for the disagreement.

Recommendations by the Grand Jury require action.

The reporting entity or person must report action on all recommendations in one of four ways:

- (1) The recommendation has been implemented with a summary of the implemented action.
- (2) The recommendation has not been implemented but will be implemented in the near future with a time frame for implementation.

Response Requirements and Instructions

- (3) The recommendation requires further analysis. If an entity or person reports in this manner, the law requires a detailed explanation of the analysis or study and time frame not to exceed 6 months. In this event, the analysis or study must be submitted to the director of the agency being investigated.
- (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation of the situation.

If either a finding or a recommendation deals with budgetary or personnel matters of a county department headed by an elected officer, both the elected officer and the Board of Supervisors shall respond if the Grand Jury so requests.

The Board of Supervisors' response may be limited, while the response by the department head must address all aspects of the findings or recommendations.

Mail or deliver all responses to:

Presiding Judge
Superior Court, County of Glenn
526 West Sycamore Street
Willows, CA 95988

To request a response copy from responding elected officials or agency heads:

Glenn County Board of Supervisors
526 West Sycamore Street
Willows, CA 95988

GLENN COUNTY GRAND JURY COMPLAINT FORM

All information on this form is strictly confidential. This complaint should be prepared after attempts to correct the situation have been unsuccessful.

Mail to: Foreperson, Glenn County Grand Jury
P.O. Box 1023
Willows, CA 95988

Date: _____

Complainant: _____
Name: _____ Title _____

_____ Agency of employment if employed by county
Address: _____
Street: _____ City, State Zip _____

Name of person or agency complainant is reporting:

Name	Title	Agency
Address	City, State Zip	Telephone/Cell
Number		

Complaint: Please provide dates, times and names of individuals involved as well as a complete narrative of your complaint as well as any documentation that support your complaint. Attach additional sheets if necessary.

Identify attempts made to correct this situation or issue as well as other agencies, person(s) contacted and approximate dates.

Is there any additional information that you feel may be helpful in an investigation?

For Grand Jury Use Only:

Date Received by Grand Jury: _____

Date Acknowledgement Letter Sent: _____

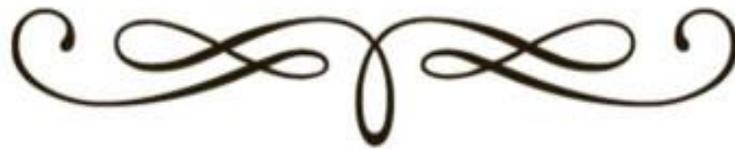
Committee Assigned: _____

Date Letter Given to Review Committee: _____

Date of Action: _____

Summary of Action Taken: _____

Form is available for use on the Glenn County Grand Jury Web page.



2013-2014 Reports
Of the
Glenn County Grand Jury



2013 – 2014 GLENN COUNTY GRAND JURY FINAL REPORT

GLENN COUNTY JAIL

I. **Purpose:**

In accordance with the California Penal Code Section 919 (b), the Grand Jury is required to perform an annual inspection inquiring into the condition and management of all public prisons located within the County.

II. **Background:**

On October 3, 2013, Glenn County Grand Jury conducted an inspection of the Glenn County Jail. The members met with the Glenn County Sheriff, a Lieutenant, a Sergeant, and staff, who reviewed current operations, staffing, safety, Assembly Bill 109, and Senate Bill 1022. This open forum invited members of the Glenn County Grand Jury to inquire into all aspects the Glenn County Jail's condition and management. Before walking through the detention facility, the members were served a meal and given the dietician's approved menu to review.

III. **Findings:**

The Glenn County Jail, a Type II Detention Facility, has two holding cells, one safety cell, and capacity for housing up to 144 inmates. On the day of the inspection there were 105 inmates, 26 of which are residing under AB109 regulations. Although there is no state mandated staff/inmate ratio for the facility, Glenn County Jail requires a minimum of three personnel on-duty, at least one male and one female, at all times. The staff is comprised of one lieutenant, one sergeant, four corporals, and eighteen correctional officers. The Glenn County Jail is short of staff due to officers on medical leave and current unfilled positions. The continual staff shortages and aging surveillance equipment has created a potentially unsecure system. Compounding the staffing situation is the influx of inmates stemming from the implementation of Assembly Bill 109 which mandated that convicted persons of non-serious, non-violent, or non-sexual crimes remain in county jail rather than serving out their sentence in state prison. Alternative Custody Service (ACS) Program, available to new and existing inmates, is an innovative way to get inmates convicted on non-violent crimes back into the community. Additional staffing and surveillance system update is needed to meet these requirements.

The sally port entrance has two narrow roll-up doors; however it does not adequately accommodate transport vans and larger patrol vehicles creating a potential safety

concern for inmates, staff, and the community. Expansion of the sally port entrance is needed.

The padded safety cell is a specially designed cell for holding inmates who are combative and may be a danger to themselves or others. Glenn County Jail single safety cell is inadequate when accepting multiple inmates into the system. An additional safety cell is needed.

The Glenn County Jail budget is limited to one maintenance person for the entire facility. With this aging facility comes multiple maintenance issues, more than one person can handle. There is a need for updating and or replacing outdated equipment and hiring an additional maintenance person.

Glenn County Jail contracts with California Forensic Medical Group for medical and mental health services for inmates. The medical room is small but secure, keeping inmate medical records private. Inmates are transported for dental services, which takes at minimum two officers, causing staff shortages at times. More in-house dental services are needed.

IV. Conclusion:

AB109 mandated inmates to serve time in county detention facilities rather than state prisons; the Glenn County Jail has implemented an Alternative Custody Services Program. Successfulness of the new ACS program shall be measured over time.

Senate Bill 1022 (Adult Local Criminal Justice Facilities Construction Program) provides grant funding, on a matching basis, for refurbishing detention facilities. The Glenn County Jail staff is submitting requests for grant funding to refurbish and expand the current existing facility. If awarded, funding would help address several ongoing concerns at the Glenn County Jail.

On whole the Glenn County Grand Jury observed an overall facility that was clean, orderly, maintained, and systematically managed. Within budget constraints the Sheriff and staff continue to provide a needed community service.

V. Recommendations:

The Glenn County Grand Jury recommends that Glenn County Board of Supervisors and Glenn County Sheriff continue collaboration on all areas of improvement for the betterment of inmates, staff, and Glenn County residents. Recommended improvements include:

- a. Update surveillance system
- b. Hire additional correctional officers
- c. Sally port entrance expansion

- d. Additional safety cell
- e. Updating and/or replacing outdated equipment
- f. Hire an additional maintenance person
- g. In-house dental services

VI. Responses Required:

Glenn County Sheriff

Glenn County Board of Supervisors

2013 – 2014 GLENN COUNTY GRAND JURY FINAL REPORT

JUVENILE HALL

I. Purpose:

In accordance with the California Penal Code 919 (b), the Glenn County Grand Jury shall inquire into the condition and management of the Jane Hahn Juvenile Hall Facility. This state mandated inspection shall insure that the facility is operating safely, securely, and effectively.

II. Background:

On October 10, 2013 The Glenn County Grand Jury was able to observe the Jane Hahn Juvenile Hall Facility, which is regularly inspected by the State of California. The Facility Manager openly gave members of the Grand Jury an in-depth tour of the facility and grounds, as well as Willowglenn School. During the visit, Grand Jury members were provided details regarding all aspects of the facility and were given the opportunity to candidly ask questions.

III. Findings:

The Jane Hahn Juvenile Hall Facility, a single level building, contains two holding cells, and capacity for 22 juveniles. The room located between the lobby and facility currently designated for juvenile interviews, attorney meetings, is a small semi-private area. Male and female juveniles are housed in separate cells, on the day of the tour there were 16 juveniles at the facility. With a staffing/juvenile ratio of 1:10, male and female staffs work to provide a positive impact on the lives of the juvenile residents. The staff, juveniles, and facility's overall appearance was clean, orderly, well maintained, and methodically run. The facility has a sprinkler system for fire control and cameras for security control.

The facility's booking room contains a central computerized control area which is utilized for monitoring inside the hall as well as the outside recreation area. At present, additional cameras are needed for blind spots. The staff also visually inspects the juveniles every 15 minutes. As juveniles are brought into the facility, they must understand, in writing, the rules and adhere to them. Juveniles are given an opportunity to earn reward points, which provide extra freedoms; however, in some cases, rewards can be taken away.

The day room is used for eating meals and was neat, tidy and ready for receiving outside visitors or for other activities.

The Willowglenn School, located inside of the Jane Hahn Juvenile Hall, prepares the students for examination and real-life situations via Glenn County Office of Education's alternative education program. Utilizing individual learning programs, juveniles are required to attend

classes Monday through Friday. Physical education is conducted outside (weather permitting) in the facility's fenced recreational area. This groomed recreational area has a basketball court, concrete area, and grass area for activities.

The facility cook creates nutritional meals within budget. Meals are prepared and cooked on site and at times the cook engages juveniles to help. The kitchen was clean, food well stocked, and organized.

Jane Hahn Juvenile Hall Facility contracts with California Forensic Medical Group for medical services for the juveniles. The medical room is well equipped, with juveniles receiving medical, dental, and mental health care (via telecommunications) as needed. Staff feels more in depth mental health care services are needed.

Although the facility is performing within budget, management continues to research opportunities for funding and/or grants to cover costs and make improvements for all areas of the facility.

IV. Conclusion:

Management and staff should take pride in that they are keeping juveniles safe and providing positive impact in the lives of the juveniles during their stay at The Jane Hahn Juvenile Hall.

V. Recommendations:

Look into possible future funding for a) a private meeting room b) purchasing additional cameras to cover blind spots, and c) providing comprehensive mental health care for juveniles.

VI. Responses Required:

Glenn County Board of Supervisors
Glenn County Probation Department

2013 – 2014 GLENN COUNTY GRAND JURY FINAL REPORT

INTER-DISTRICT SCHOOL TRANSFERS

I. PURPOSE:

To determine the policies, procedures, and relevant California Education Codes regarding the use of inter-district transfer permits within the Capay, Lake, and Plaza School Districts in Glenn County.

II. BACKGROUND:

The Glenn County Grand Jury received inquiries from the public regarding the use of the inter-district transfer permits (known as Form 10 Inter-District Transfer Permits or Form 10) by the three single school districts in Glenn County: Capay, Lake, and Plaza School Districts. Citizens questioned what policies, procedures, and California Education Codes are in use to determine how available classroom seats are distributed to applicants with a Form 10.

III. FINDINGS:

Each of the above named districts has its own policies regarding the selection of Form 10 applicants. Current school board policies regarding Inter-district transfers are in place, but do not adhere to California Education Codes requiring the use of an unbiased lottery process to determine which applicants are selected for available classroom seats once all district students are in place. The Glenn County Office of Education is aware that these districts do not use a lottery system but has not approached any of the three districts in question, addressing the use of a lottery system when selecting inter-district transfer students.

IV. CONCLUSIONS:

All three Glenn County single school districts are responsible for complying with all California Education Codes regarding inter-district transfers as well as incorporating these codes in each school district's policies and procedures.

V. RECOMMENDATIONS:

As two of the three districts have become impacted, it is incumbent on the administration and school boards of each district to implement a lottery system in accordance with applicable California Education Codes to allow out of district

students a fair and equitable selection process. It is also recommended that the Glenn County Board of Education encourage the three single school districts to adopt the use of an equitable lottery system in compliance with the state education code when selecting students with Form 10 transfer permits.

VI. RESPONSES REQUIRED:

Capay Elementary School/District Board of Education
Lake Elementary School/District Board of Education
Plaza Elementary School/District Board of Education
Glenn County Board of Education

RELEVANT CALIFORNIA EDUCATION CODE SECTIONS:

Section 35160.5 (b) (1)
Section 48301
Section 48356 (d) (3)
Section 48980

RELEVANT CALIFORNIA STATE LEGISLATURE REGULATIONS:

California Assembly Bill 9
California Assembly Bill 1279

2013 – 2014 GLENN COUNTY GRAND JURY FINAL REPORT

ORLAND CITY PLANNING

I. Purpose:

To determine and better understand the working relationship between the Orland City Planning Director and the Orland City Manager; and to detect possible needs or concerns of the Orland Planning Department.

II. Background:

The Glenn County Grand Jury initiated a review of the Orland City Planning Director and the City Manager to determine the relationship between the two planning leaders and ultimately how they interact when engaged in planning duties for the City of Orland, its Planning Commission, City Council, and the citizens of Orland.

III. Findings:

Through the interview process of the Planning Director and City Manager, it was found that there appears to be a solid working relationship between the two planning leaders to the betterment of the city planning process. The City Manager is directly responsible to the City Council whereas the Planning Director is contracted to oversee most aspects of city planning as well as advising the Orland Planning Commission and City Council in matters of overall city planning. The Planning Director is not a full-time position; however, the Planning Commission and City Council are kept fully abreast of all planning concerns and relevant information to make decisions concerning present and future planning to include all pertinent state and county regulations. By all appearances, the working relationships between all city planning entities both elected and appointed, work well. Because of this working relationship, city planning seems to be well thought out for the near and intermediate future, in accordance with the current Orland City Master Plan.

IV. Conclusions:

The City of Orland, which is on the cusp of a steady growth spurt, must have a clear and unencumbered planning vision. At this time, the planning activities within the city, are well constructed and are in keeping with the needs and directions established by the City Council and its appointed Planning Commission. Both the City Manager and Planning Director are effective

within the realm of city planning frameworks in addition to working diligently to move the City of Orland through its present and future planning developments.

V. Recommendation:

The Planning Director and City Manager must continue to work in harmony with the City Council, Planning Commission and the citizens of Orland to better move Orland into the future.

VI. Responses Required:

None Required

2013 – 2014 GLENN COUNTY GRAND JURY FINAL REPORT

GLENN COUNTY SENIOR NUTRITION PROGRAM

I. **Purpose:**

To gain insight to the services afforded to the seniors of the county and the funding challenges of the Senior Nutrition Program in Glenn County.

II. **Background:**

The Senior Nutrition Program is designed to provide nutritional low cost meals in a group or home setting with access to supportive services. The meals are prepared at the Orland site and transported to the satellite site in Willows and the homebound in the Orland, Artois and Willows areas. There are several recreational and educational programs that all seniors may attend as well as consulting services from Passages, a senior citizen's referral and consulting program, at both the Willows and Orland sites.

The program has been in existence since before 1978. The Senior Nutrition Program was developed as an independent program but ran into financial difficulties. In 1978, the Glenn County Office of Education picked up the program and has provided administrative services to the program.

III. **Findings:**

The Grand Jury met with the director of the Senior Nutrition Program to discuss the financial status of the program and to review the program. A budget was presented as well as several reports prepared for state review. The main source of revenue is the Federal Title III grant (the Older Americans Act) and the California Wellness Act. The program is also funded by an annual spaghetti feed, hot dog sales, and various charitable donations. The seniors are asked to donate \$2.50 per meal but it is not required to participate in the lunch program.

The Superintendent of Schools substantiated the information and concerns of the budget to Grand Jury members. He reported that it was through his office that the Senior Nutrition Program was awarded the California Wellness grant three years ago and that the County Office of Education is actively looking for more grants and alternative funding for the program

The lunch program provides approximately 35-40 meals in the Orland site, 15-25 in the Willows site and approximately 10-15 homebound meals, Mondays thru Fridays.

The Senior Nutrition Program has two full time positions: a director and a head cook. They also have two half time employees and many volunteers who provide transportation and kitchen help when needed. These in-kind contributions are reflected in the budget, as several grants require in kind services. Custodial services are provided by the director, head cook and volunteers.

The kitchen of the Orland site was clean and orderly upon inspection of the Grand Jury. It has passed all county food inspections and requirements of the Passages program in Butte County. The county inspection certificate is displayed on a bulletin board in the main lunch room.

The Passages program in Butte County monitors the dietary requirements of the menu with support from a dietician and University of California-Chico dietician students. Quarterly reviews are made of the nutritional menus, clerical files and the overall program by the Passages program.

Food is purchased from local vendors and commercial providers weekly. Local produce is donated or purchased from USDA inspected sources. Some food items are donated from local grocery stores and if not used in the lunch menu for the day, are offered to the lunch participants.

Of some concern is the lapse of the California Wellness Act which is a three year grant of \$40,000 per year awarded to the Senior Nutrition Program in 2010/2011. The director has been notified that the program will no longer be in existence. The director also stated that the community has been supportive in the past and that the budget will be met with donations and fundraisers.

IV. Conclusion:

The Senior Nutrition Program provides a substantial nutritional lunch for many seniors in Glenn County. Although funding challenges are always a concern, the program is run effectively and efficiently. The program not only provides nutritional lunches to the seniors but provides a platform to which many recreational and social activities are presented. Some seniors would not be out of their houses if not for the lunch program. Many housebound seniors have been aided by the once daily deliveries of lunch by not only providing the food but by checking on the wellness of the senior. Several seniors have fallen and needed assistance and would not have been noticed for a time if not for the delivery person.

The Grand Jury would like to commend the director for her dedication to the seniors of Glenn County. Her commitment to the program goes far beyond the administrative aspect of the program. She actively participates in every task that is needed to provide a successful program for the fulfillment of Glenn County's senior citizens.

V. Recommendations:

The Glenn County Grand Jury recommends that the Superintendent of Schools continue to look into additional funding sources and continue to seek out donations from the county churches, clubs and organizations, many of which have senior citizens as members.

Responses Required:

None

2013 - 2014 GLENN COUNTY GRAND JURY FINAL REPORT

ASSEMBLY BILL 109 IMPACTS ON GLENN COUNTY LAW ENFORCEMENT

I. Purpose:

To obtain a better understanding of the impacts and ramifications Glenn County law enforcement faces due to the implementation of AB 109 through interviewing the Glenn County Sheriff, Chief Probation Officer, and the Glenn County Jail Commander.

II. Background:

In October 2011 California Assembly Bill 109 (AB 109) was enacted requiring some state correctional inmates to be housed in county jail facilities. This mandated obligation is described as the “2011 Public Safety Realignment – The cornerstone of California’s solution to reduce prison overcrowding, cost, and recidivism”. AB 109 required inmates with non-violent crimes housed in state prison be returned to Glenn County and receive intensive probation supervision. It also mandated that persons charged with new non-violent crimes would not be incarcerated in California prisons, but would serve sentences locally. AB 109 included a transfer of funds to the county to provide these services locally. Have these realignment funds been adequate to pay for the services required by the law?

The Glenn County Grand Jury Public Safety committee met with the Glenn County Sheriff, Chief Probation Officer as well as the Glenn County Jail Commander to inquire about the major impacts on the Glenn County Jail, probation supervision, and other law enforcement entities dealing with this far-reaching mandate.

III. Findings:

During the interview with senior Glenn County law enforcement officials, it was found that each of the major units, sheriff, probation, and jail, have unique situations and impacts caused by the advent of AB 109.

The Probation Department found funding for the increased number of probationers to be inadequate. Also inadequate was lack of work space needed by members of the Probation Department to perform their duties. Another problem within the Probation Department is the number of Deputy Probation Officers to provide general

supervision work. At this time, only 3.75 of the total number of probation officers are funded by county general funds. The Chief Probation officer is dedicated to securing grant money and a more stable flow of state funds to increase the efficiency of the department.

The Glenn County Jail and Sheriff's Department have far reaching state directives that drive the day-to-day operation of the jail. One major problem is the housing of long-term inmates due to lack of facilities not found in a county jail. Space for major recreational facilities is at a premium as well as other activities such as dining space and library accessibility commonly found in state run and funded correctional intuitions. Mental health requirements are of concern due to the lack of trained staff to deal with inmates with long term sentences. Due to the limited staff available for mental health and medical, much of this type of care is contracted out to outside agencies who are better equipped to handle these care needs. While much of this type of care must be contracted out, the sheriff is trying to establish with local medical and dental professionals care that can be handled at the local level trying to lessen the need for out of county care.

As pointed out, by the three major law enforcement officials, another on-going problem is that many of the staff employed by the Sheriff's Department leave the area for better paying positions in other counties. This gives rise to the continual need for training of new personnel who may transfer to other more desirable agencies soon after training is complete. This revolving door of newly trained department members costs valuable county funds in addition to the training experience that leaves with each transfer.

The Glenn County Sheriff's Department and its subordinate agencies as well as the Glenn County Probation Department have made a commendable effort in compliance with AB 109 and its inherent difficulties which must be dealt with long term and day to day. Funding is of paramount concern as well as the difficulties faced by a small county in dealing with AB 109 and its mandated requirement.

IV. Conclusions:

A number of factors have contributed to the Glenn County Sheriff's need to implement the mandated AB 109 and the way in which the major issues caused by AB 109 are handled. One primary factor is the need for the state to better fund the county in a fiscally prudent manner. This coupled with a more stable employee base, should allow the Sheriff's office to better carry out the needs of both the long-term and county inmates who are housed in the Glenn County Jail facility.

V. Recommendations:

The three major departments (sheriff, probation, and jail) should continue their efforts to seek funding beyond the state mandated allotment. It is incumbent that the

Glenn County Sheriff's office continues their currently successful efforts to recruit and maintain staff dedicated to respond to the needs of the public. In addition, the Glenn County Board of Supervisors should make every effort to pay law enforcement employees a salary commensurate with wages paid in surrounding areas.

VI. Responses Required:

None

2013-2014 GLENN COUNTY GRAND JURY FINAL REPORT

SPECIAL DISTRICTS

I. Purpose:

To inquire into the problems and concerns facing Special Districts in Glenn County.

II. Background:

Results of prior Glenn County Grand Jury reports led the 2013-2014 Special District Committees' quest for knowledge. The Grand Jury Special Districts Committee reviewed the needs of Special Districts in Glenn County, how Special Districts solve problems, and with whom Special Districts consult for help. For comparison reporting purposes, a foothill versus valley topography variable was chosen.

III. Findings:

In December of 2013 and January of 2014, Glenn County Grand Jury interviewed representatives of the Elk Creek Fire District, the Hamilton City Fire District and the Hamilton City Community Services District, all located within Glenn County. Although very different topographically (Elk Creek and Hamilton City) Special Districts face similar personnel issues and funding concerns.

Elk Creek Special Districts

The Elk Creek Volunteer Fire Department (ECVFD) is located in Elk Creek, California in the hills of western Glenn County. The ECVFD is a very small fire department with a limited population base which generates problems in recruiting enough people to fully staff the department.

In addition to manpower needs, the Elk Creek Fire District is short on funds to maintain the department. As the Elk Creek Fire District is located mostly on range land, the tax base is quite limited. Two potential sources of revenue which could be made available to the district are the Grindstone Rancheria and a land gap between the northern boundary of ECVFD and the Orland Rural Fire district. The Grindstone Rancheria, which due to its status does not pay taxes into the county or fire district, could voluntarily assess a fire protection fee which would increase funds needed by the ECVFD. This is in light of the fact that 60% of the fire district's calls are from

the Rancheria. In addition, a land gap (a parcel of ground) exists which is found between the northern boundary of ECVFD and the Orland Rural Fire District and is not covered by either district. This land break generates no fire taxes to either fire entity. Therefore the Elk Creek Fire District which is closest to the gap, should look at annexing this area in order to generate additional funds as well as covering an underserved area.

The area which surrounds the fire station is prone to flooding. Several times in the past, flood waters have moved up to the base of the fire station. If water moves into the building, it could result in a power failure and possibly damaged equipment. The fire district is looking at ways to finance a new station that is removed from an area prone to flooding to better serve the citizens of the Elk Creek Volunteer Fire Department.

Hamilton City Special Districts

Hamilton City is located in eastern Glenn County along the Sacramento River. The Grand Jury interviewed the senior staff of two Hamilton City special district entities: the Hamilton City Fire District and the Hamilton City Community Services District.

The Hamilton City Fire District's major concerns are Sacramento River rafter safety, personnel turnover, funding for expansion, equipment acquisition and fire and medical personnel training.

Several times a year, Hamilton City Fire District must join with multiple agencies when participating in rescue efforts along the Sacramento River. For safety purposes, during the Labor Day holiday weekend, alcohol consumption is banned on and around the Sacramento River. The Sacramento River runs swiftly, thereby compounding the difficulties in maintaining a safe environment for the multitude of people using the river for recreation. In order to enhance rescue services, Hamilton City Fire District uses a jet-ski and sled to assist in river rescue missions.

Hamilton City Fire District consists of one and a half paid positions, seven full-time volunteers and several part-time volunteers. In addition, Hamilton City Fire District serves as a training agency for many of the Butte College Fire Academy students.

Additional funding is needed for Hamilton City Fire District to keep up with expansion, equipment acquisition, and training in these changing times. FEMA restrictions delineate the amount of funds received through state funding. The Hamilton City Fire District continues to pursue grants for personnel protection equipment and radios, and applies for the Cal Fire Used Equipment Acquisition Program, when possible.

The Hamilton City Community Services District is concerned about potential district population growth, potential district boundary expansion, funding restrictions and supplying safe water to the community.

Hamilton City Community Services District is responsible for the sewer system which services Hamilton City residents. A population expansion within the Hamilton City Community Services District may substantially impact the capacity of the sewer system in Hamilton City.

The major funding source for the Hamilton City Community Services District is from county property taxes. No federal funds have been granted; however low interest loans are available for waste water treatment and upgrades as mandated by the State of California. Hamilton City Community Services District continues to apply for grants and alternative funding sources.

In order to assure compliance with state policies and regulations, an annual inspection is conducted by the California State Regional Water Quality Waste Treatment Agency. One mandated state regulation the district must adhere to is that the district must not allow waste water discharge into the nearby Sacramento River to ensure river water safety. Sewer pond dredging is performed periodically to ensure longevity and safety in regard to Hamilton City's sewer pond.

IV. Conclusion:

Although located in very different topographical areas, Elk Creek and Hamilton City Special Districts are faced with similar problems and concerns. Special district officials seek advice from any available source, as county counsel is an unbudgeted expenditure.

Elk Creek Fire District faces location, population, funding, and personnel challenges, and is commended for their dedication to serving the community.

Hamilton City Fire District faces rescue response, personnel, and funding challenges, and is commended for their community involvement and training programs.

Hamilton City Community Services District faces growth expansion, funding, and water concerns, and is commended for their commitment to servicing the community.

V. Recommendations:

The Glenn County Grand Jury recommends that the Elk Creek Fire District seek out potential funding sources, such as an assessment fee from the Grindstone Rancheria and annexation of the northern boundary land gap to generate additional fire district funding.

The Glenn County Grand Jury recommends that Hamilton City Fire District attempt to maintain its strong employee and volunteer pool including Butte College trainees.

The Glenn County Grand Jury recommends that Hamilton City Community Services District continue to ensure water quality in the district and to seek out alternative funding resources.

The Glenn County Grand Jury further recommends that Elk Creek Fire District, Hamilton City Fire District, and Hamilton City Community Services District seek the advice of the Glenn County Board of Supervisors, County Counsel, or Local Agency Formation Commission (LAFCO), to help with unresolved issues, when necessary.

VI. Responses Required:

Glenn County Board of Supervisors

Elk Creek Fire District

Hamilton City Fire District

Hamilton City Community Services District

2013-2014 Glenn County Grand Jury Final Report

Air Pollution Control District

I. Purpose:

To better understand how the Air Pollution Control District works within Glenn County to ensure public health and public safety, in the areas of air quality, hazardous materials and hazardous wastes. To ensure that Glenn County citizens are informed about burn regulations.

II. Background:

The Air Pollution Control District and the Glenn County Certified Unified Program Agency (CUPA) work under the Glenn County Agricultural Commissioner. The Air Pollution Control District and CUPA are funded through permit fees, grants, and state funding programs. No Glenn County general funds support these programs. The CUPA is a local agency that is certified by the California Environmental Protection Agency to consolidate six hazardous materials and waste programs.

The Glenn County Grand Jury interviewed the Environmental Program Managers and Air Pollution Specialist II to determine how the Air Pollution Control District is working to assure clean air and reduce pollution in Glenn County.

The Air Pollution Control District is working to promote a better understanding of air pollution and hazardous material issues through programs of planning, regulations, enforcement, technical innovation and public education.

The Air Pollution Control District works to meet state and federal health-based standards for ozone and fine particulate matter (PM_{2.5}) in Glenn County. Their focus is to reduce pollution in the air by implementing the following:

- provide air quality conditions;
- adopt rules and regulations that reduce pollution;
- respond to public complaints and inquiries;
- implement the Sacramento Valley Air Basin Smoke Management Program which regulates agricultural burning;
- issue permits and conduct inspections for business/industries which emit air pollutants
- prepare clean air plans to identify/control the amount of pollution in our air.

The Glenn County Board of Supervisors serves as the Glenn County Air Pollution Board. There is also an Air Quality Hearing Board composed of five members, appointed by the Glenn County Board of Supervisors. This Air Quality Hearing Board is authorized to grant or deny a

petition for variance, uphold or overturn permit denials and operating conditions on permits. The Air Quality Hearing Board may also issue orders for abatement. The hearing board meets as needed.

III. Findings:

The Grand Jury's visit with the Air Pollution Control District staff was well-received. The knowledgeable staff was prepared and presented information which answered pertinent questions. The Air Pollution Control District is promoting a better understanding of air pollution and hazardous material issues through programs of planning, regulations, enforcement, technical innovations and public education. One area that continues to need improvement is educating the non-agricultural public on burn-day regulation awareness.

The Air Pollution Control District staff welcomes the public to come to the office to talk, to ask questions, voice concerns or to pick up information on air quality programs.

IV. Conclusions:

The Air Pollution Control District is a vital part of the Glenn County Community.

V. Recommendations:

The Air Pollution Control District should develop methods to improve public awareness of burn day rules and regulations. The public needs to know where to call to ascertain changing conditions.

VI. Response Required:

Air Pollution Control District
Glenn County Board of Supervisors

2013 –2014 Glenn County Grand Jury Final Report

Wastewater Treatment Facility, City of Orland

I. Purpose:

The Grand Jury reviewed the current and future functioning of the Orland Wastewater Treatment system. Additionally, offensive odors produced at the facility are a concern. Is the odor a health hazard to citizens? The geographical areas most impacted by the odors are bounded by County Road P, County Road 24, Road M, and County Road 200, although the odors carry beyond this neighborhood.

II. Background:

On January 9, 2014, members of the Grand Jury interviewed the City of Orland Public Works Director, and the Waste Plant Operator. The city of Orland staff supplied a third quarter 2013 Groundwater Monitoring Report which is prepared to meet reporting requirements of the Central Valley Regional Water Control Board Order No. R5-2010-0087. Additionally, the Grand Jury toured the facility. City of Orland personnel were open in discussing all aspects of the waste management program and educating the Grand Jury on the topic.

Staffing for the Wastewater Treatment Facility consists of one employee, who is required to have state certification and obtain continuing education units yearly. The waste plant operator also provides other duties for the Orland Public Works Department when not engaged at the wastewater treatment facility.

The Orland sewage system includes 2400 sewer service hookups flowing downhill by gravity to the sewer plant. There are four lift stations which lift sewage to the gravity pipes and then it flows downhill to the treatment plant. The current plant has been in operation for approximately 60 years. It is currently operating at 40% to 50% of capacity based on the current population of the City of Orland.

There is a combination of asbestos, clay and plastic pipes making up the underground passage routes for the sewage. Underground pipes are monitored using a camera when there is a break or blockage. Primary causes of blockages are roots, soap clogs, or grease clogs. All restaurants in the city must have grease traps to keep the system flowing. Replacement of pipes is being done on an as-needed basis. City personnel believe the underground pipes to be adequate for the system needs.

Approximately 750,000 gallons per day of wastewater leaves city toilets, sinks, and showers and enter the wastewater system. Gravity moves sewage down the pipes. When the sewage arrives

at the treatment plant, it enters a piece of equipment called the Muffin Monster, which removes items that should not have been put into toilets and will not breakdown or evaporate once they go onto the ponds. These materials are extracted and hauled away by Waste Management. After the separating process the sewage goes into a primary pond.

There are two primary ponds and two secondary ponds at the facility. After a length of time, the sewage water flows into the secondary pond, in which sewage is less concentrated in the water. Evaporation is the final process in the waste management process. Occasionally in the winter months, sewage must be discharged onto a dry field at the plant because there is no heat and/or sun to complete the evaporation process in the pond. An aerator would improve the evaporation process.

A prime mission of the wastewater treatment system is to prevent pollution of groundwater. Regular testing is done toward this goal. Testing results are required to be submitted to the state by way of the Central Valley Regional Water Quality Board. There are 17 monitoring wells placed around the grounds of the Wastewater Treatment Facility. These wells vary in depth from 25 to 80 feet. The Orland Wastewater Treatment Facility is currently within state standards and personnel believe the system is working well at the present time. The wastewater treatment ponds did not present an overbearing odor on the day the Grand Jury toured the facility.

Located adjacent to the grounds of the Wastewater Treatment Facility are two olive-brine ponds. The olive-brine ponds service two private olive processing businesses within the city limits; Musco Olive and West Coast Products. These ponds are monitored by City of Orland staff using a deep-well sample. The olive-brine ponds produce a strong odor.

Located between the wastewater ponds and the Orland Airport is another strong odor-producing business contracted by County of Glenn and Wilbur-Ellis Company. This is a recycle program bringing agricultural by-products such as almond and prune pits, tomato skins, etc. to this site. The material is drying and in varying stages of decomposing, much like a compost pile. After it is dried it is moved into berms, and covered with plastic sheets. Eventually it is transported away by Wilbur-Ellis Company to manufacture animal food products. These silage mounds produce a strong, offensive odor.

When asked what created the intensity of the odors in the neighborhoods nearby the wastewater treatment facility, City Of Orland personnel replied it could be due to multiple causes: The wastewater treatment ponds create an odor; the olive brine ponds create an intense odor; the silage berms create an intense odor; and weather could intensify or reduce odors because of the inversion layer and direction of winds.

III. Findings:

The Orland Wastewater Treatment Facility is operating efficiently and is well-monitored. In addition to the wastewater treatment system, there are two other programs adjacent to each other which produce a concentrated foul odor for neighborhood residents. The wastewater treatment

system and the olive brine ponds are maintained by the City of Orland. The agricultural by-products silage activity is a business contracted between the County of Glenn and the Wilbur Ellis Company.

IV. Conclusions:

The City of Orland Wastewater Treatment Facility works well and the Grand Jury commends staff for its efficiency and maintenance effort. Capacity is currently at about 50%. There is, however, a profound odor which is produced by the concentration of three program activities. It is the Grand Jury's opinion the most offensive smells come from the olive brine ponds and the agricultural by-products silage. The odors are more pronounced by weather and inversion layer conditions. During the days of strongest odors, it is difficult to be outdoors. The Grand Jury would like to know if there is a health hazard to citizens living near the airport.

V. Recommendations

Regarding the Orland Wastewater Treatment Facility:

1. The Grand Jury commends the City of Orland for its wastewater treatment program, which is effective and efficiently operated currently and for future growth.

Regarding the odor problem emanating from the olive brine ponds and the silage storage adjacent to Orland Airport:

1. The Grand Jury directs the Glenn County Board of Supervisors, via the Air Pollution Control Board to determine if the odors are a health hazard.
2. The Grand Jury would like the Board of Supervisors and the City of Orland to become aware of the obnoxious odors and develop a plan to minimize the concentration of these strong odors as they review annual or periodic agreements with contractors for these purposes.

VI. Responses Required:

City of Orland Council
City of Orland Public Works Director
Glenn County Air Pollution Control District
Glenn County Board of Supervisors

Response Reports
to the



2012-2013
Glenn County Grand Jury
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Response to the Glenn County 2012-2013

Grand Jury Final Report

Glenn County Public Libraries:

Elk Creek, Orland, and Willows

I. 2012-2013 Grand Jury Final Report, page 35-36

II. Issue:

- Budget cuts and rising costs are a continued concern for all libraries

III. Response required:

- None

IV. Response received:

- Not applicable

V. Further response required:

- None

**Response to the Glenn County 2012-2013
Grand Jury Final Report
Walden Academy**

I. 2012-2013 Grand Jury Final Report, pages 32-33

II. Issues:

- Walden Academy facilities are in a state of flux, a street separates the campus. Traffic presents a safety concern.
- Communication among classrooms is not integrated and could pose a problem in a serious emergency.
- All facilities must meet current building code standards.

III. Response required:

- Walden Academy
- Glenn County Office of Education

IV. Response received:

- Walden Academy
- Glenn County Office of Education

V. Further response required:

- None

Response to the Glenn County 2012-2013

Grand Jury Final Report

Glenn County Board of Supervisors

I 2012-2013 Grand Jury Final Report, pages 26-27

II Issues:

- Facilities are aging
- Public input via on-line surveys and forms
- Funding from grants and other sources are needed to balance budget
- An interim landfill must be identified prior to the closure of the current landfill in 2015
- Encourage/attract new business to Glenn County
- Support existing outreach to youth programs

III Response required:

- Willows City Council
- Orland City Council
- Glenn County Planning and Public Works Department
- Glenn County Board of Supervisors

IV Response received:

- Willows City Council
- Orland City Council
- Glenn County Planning and Public Works Department
- Glenn County Board of Supervisors

V Further response required:

- None

**Response to the Glenn County 2012-2013
Grand Jury Final Report
Butte City Community Service District**

I 2012-2013 Grand Jury Final Report, pages 15-18

II Issue:

- Due to vacancies on Board of Directors, administrative issues are not handled in a timely manner
- The Interim Secretary may not hold her position and sit on the Board of Directors simultaneously
- The Glenn County Board of Supervisors is exploring options to determine the district's future functioning
- There are no backup generators in place to operate water pumps in case of a long-term power failure
- Underground water pipelines are old and need attention to determine if the metal pipes are collecting microbial growth along the interior walls

III Response required:

- Butte City Community Service District
- Glenn County Board of Supervisors

IV Response received:

- Butte City Community Service District responded within Grand Jury timelines. However relevant actions were to happen in December, 2013
- Glenn County Board of Supervisors

V Further response required:

- a. Butte City Community Service District

Response to the Glenn County 2012-2013

Grand Jury Final Report

Glenn County Jail

I. 2012-2013 Grand Jury Final Report, pages 10-12

II. Issues:

- Need for another safety cell
- Sally port holding area needs to be expanded to accommodate larger transport vans
- Need for additional maintenance person
- Add a dental chair allowing services to be delivered in the jail
- Personnel understaffing

III. Response required:

- Glenn County Sheriff
- Glenn County Board of Supervisors

IV. Response received:

- Glenn County Sheriff
- Glenn County Board of Supervisors

V. Further response required:

- None

Response to the Glenn County 2012-2013

Grand Jury Final Report

Jane Hahn Juvenile Hall

2012-2013 Grand Jury Final Report, pages 13-14

- 1. Issue:**
 - Additional mental health care is needed for detained juveniles

- 2. Response required:**
 - Glenn County Board of Supervisors

- 3. Response received:**
 - Glenn County Board of Supervisors

- 4. Further response required:**
 - None

Response to the Glenn County 2012-2013

Grand Jury Final Report

Special Districts Cemeteries in Glenn County: Orland Cemetery

2012-2013 Grand Jury Final Report, pages 23-25

I. Issue:

- Orland Cemetery District's vital records could be more secure. A virtual storage service may be needed but would incur additional costs to the district.

II. Response required:

- Orland Cemetery District Board of Directors
Glenn County Board of Supervisors

III. Response received:

- Orland Cemetery District Board of Directors
- Glenn County Board of Supervisors

IV. Further response required:

- None

Response to the Glenn County 2012-2013

Grand Jury Final Report

Glenn County Planning and Public Works Department (Building Permits)

2012-2013 Grand Jury Final Report, pages 30-31

I. Issues:

- The process of building and inspection fees was explored and found to be accommodating the public served

II. Response required:

- None

III. Response received:

- Not applicable

IV. Further response required:

- None

Response to the Glenn County 2012-2013

Grand Jury Final Report

Glenn County Planning and Public Works Department (Roads)

- I. 2012-2013 Grand Jury Final Report, pages 28-29**
- II. Issues:**
 - Shortage of funding resulted in less than desirable road maintenance
 - Water from irrigation needs to drain away off the roadways
- III. Response required:**
 - Glenn County Board of Supervisors
- IV. Response received:**
 - Glenn County Board of Supervisors
- V. Further response required:**
 - None

Response to the Glenn County 2012-2013 Grand Jury Final Report

Glenn County Health Services – Disaster Preparedness

I. 2012-2013 Grand Jury Final Report, page 37-38

II. Issues:

- The Glenn County Office of Emergency Services functions in disaster situations. Glenn County Health Services is responsible for care and sheltering of the frail and elderly. In the event of a pandemic disaster, will West Haven (contractor) have the capacity to house people needing this service?
- More outreach is needed to keep the public informed of resources and how to access these resources during a large-scale county disaster.

III. Response required:

- Glenn County Board of Supervisors
- Glenn County Health Services Department

IV. Response received:

- Glenn County Board of Supervisors
- Glenn County Health Services Department

V. Further response required:

- None

Response to the Glenn County 2012-2013 Grand Jury Final Report

Orland City Council

I. 2012-2013 Grand Jury Final Report, page 34

II. Issue:

- Lack of street signs creating safety concern in downtown area

III. Response required:

- Orland City Council
- Orland City Manager
- Orland Planning Commissioner
- Orland Police Chief

IV. Response received:

- Orland City Council

V. Further response required:

- None