Final Report of the Findings and Recommendations



Photo by Page & Turnbull

2023-2024

Glenn County Civil Grand Jury

Final Report

2023 - 2024

Glenn County Civil Grand Jury

Final Report

June 20, 2024

GLENN COUNTY CIVIL GRAND JURY
SUPERIOR COURT OF CALIFORNIA
P.O. BOX 1023
WILLOWS, CA 95988

"The true strength of a nation lies not in the power of its government but in the effectiveness of its checks and balances."

- Kathiann M. Kowalski



Photo by Page & Turnbull

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GLENN COUNTY CIVIL GRAND JURY
SUPERIOR COURT OF CALIFORNIA
P.O. Box 1023
Willows, CA 95988

June 20, 2024

The Honorable Alicia Ekland, Presiding Judge
Superior Court, County of Glenn
526 West Sycamore Street
Willows, CA 95988

Re: 2023-2024 Glenn County Final Grand Jury Report.

Dear Judge Ekland,

On behalf of the 2023-2024 Glenn County Grand Jury, it is an honor to submit our Final Grand Jury Report. In compliance with the California Penal Code, this report contains findings and recommendations regarding government agencies and fiscal matters within our jurisdiction. After collaboration, consideration, and reflection of all information provided, this report is ready for publication, covering the work of four committees: Health/Finance, City/County Government, Special Districts, and Education.

The diverse members of the 2023-2024 Grand Jury each brought unique experience and skills, enabling us to work well as a team. Each juror dedicated time and energy to investigations, analyses, and professional report writing.

The Grand Jury would like to express gratitude to the many county employees and elected officials who supported our efforts. Through collaborative effort, our team was able to surmount obstacles and inexperience to successfully produce a deliverable of which we can all feel a sense of accomplishment. It has been a privilege for the Foreperson and Jury members to serve the citizens of the County.

Sincerely,

Gene Lewis

Gene Lewis
Foreperson
2023-24 Glenn County Civil Grand Jury

"If there is one thing I've learned in my years on this planet, it's that the happiest and most fulfilled people I've known are those who devoted themselves to something bigger and more profound than merely their own self interest."

- John Glenn, 1997 (announcement regarding the donation of his personal papers and artifacts to Ohio State University)

2023-2024 Civil Grand Jury Members

Executive Team

Mark Fountain
Pro Tem

Philip Zabell
Treasurer

Gene Lewis
Foreperson

Norma Chavez
Historian

Kathleen Balser
Secretary

Members

John Batty-Sylvan

Ardythe Brandon

Sherry Brott

Jenna Burnham

Ann (Eva) Butler

Mary Finch

Sylvan Finger

Albert Hougland

Facundo Rosas

Roberts (Bob) Saint-Evens

Elizabeth (Liz) Smart (Bettencourt)

Civil Grand Jury Mission Statement

The Glenn County Civil Grand Jury serves as the ombudsman for the 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 and 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, report creation and plenary acceptance.

The Role of the Glenn County Civil Grand Jury

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

In California, Civil Grand Juries are impaneled annually and are officers of the court but work independently. Section 23, Article 1 of the California Constitution requires that the Grand Jury "be drawn and summoned at least once a year in each county." To satisfy the Constitutional requirement, state law describes the selection of grand jurors, and the watchdog and indictment functions of the Grand Jury.

The Glenn County Civil Grand Jury is composed of nineteen (19) citizens who have been residents of Glenn County for at least one (1) year or longer. Generally, jurors are selected in a random lottery process. The advising Judge, representing the Superior Court, appoints a foreperson from the selected Grand Jury panel and administers the oath to all jurors. The oath requires each juror to diligently inquire into city and county governmental agencies and not disclose any of the proceedings, discussions, names of individuals interviewed, or votes of the Grand Jury. The Grand Jury's term of service begins July 1st and ends June 30th of the following year.

The Civil Grand Jury performs several functions that are described in the law. Broadly, the Civil Grand Jury is charged with assuring honest, efficient government that operates in the best interest of the people of the county. The primary function of the Civil Grand Jury is to examine aspects of county government, special districts, school districts, and city government. Specifically, this includes:

1. **Civil Watchdog** – to inquire into the willful or corrupt misconduct of public officers; to investigate and report on at least one county officer, department, or function; and to inquire into the condition and management of public prisons within the county.
2. **Criminal Indictment** – to present to the court a criminal charge of a public offense against a person based upon evidence considered by the Civil Grand Jury.
3. **Accusation** – to remove from office a public officer based upon evidence of willful or corrupt misconduct considered by the grand jury. This judicial process is initiated by the Civil Grand Jury.

The Glenn County Civil Grand Jury is an arm of the Glenn County Superior Court and is considered part of the judicial branch of government. As such, the Civil Grand Jury may ask the advice of the advising Judge to the Civil Grand Jury, the County Counsel, or the District Attorney. The Civil Grand Jury may inquire into or investigate a matter based on either a complaint or upon its own initiative.

Most of the work is done by committees, which can include Public Safety, School. Education, Public and Planning Works, Finance, Health and Human services, and the City/County Government.

Subcommittees may be appointed as needed. The Civil Grand Jury, as a body meets once a month, and subcommittees meet as needed to fulfill their obligation to their investigation. The Civil 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 Civil Grand Jury are kept confidential. Jurors may not discuss the business of the Civil Grand Jury with other individuals. The Grand Jury's authority

is located primarily in Penal Code Sections 888-939.91, et seq., and the accusation process that leads to the removal of a public officer is described in Government Code Sections 3060 – 3075, et seq.

The Civil Grand Jury receives letters from citizens expressing concern over matters of local government. Anyone may file a complaint with the Civil Grand Jury, and all complaints to the Glenn County Civil Grand Jury are confidential. The Glenn County Civil Grand Jury considers all complaints for investigation.

Complaints must be in writing, signed and addressed to:

Glenn County Civil Grand Jury Foreperson
P.O. Box 1023
Willows, CA 95988

All Civil 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 subject to a report.

Glenn County residents interested in serving on the Glenn County Civil Grand Jury can obtain an application/questionnaire from the court's website at www.glenncourt.ca.gov. The form is located on the Grand Jury webpage under court information and on page 7 of this report.



Response Requirements and Instructions

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

(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 six months. In this event, the analysis or study must be submitted to the director or head 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 Civil Grand Jury requests. The Board of Supervisors' response may be limited, while the response by the department heads 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 CIVIL GRAND JURY COMPLAINT FORM

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

Mail to: Foreperson, Glenn County Civil 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 Telephone/Cell#

Name of person or agency complainant is reporting:

_____
Name Title Agency

_____
Address City State Zip Telephone/Cell#

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. Number of attachments: ___

_____
_____
_____
_____
_____
_____
_____
_____
_____
_____

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: _____

_____

_____

_____

_____

_____

* This form is available for use on the Glenn County Civil Grand Jury Web page.

2023 - 2024
Glenn County Civil Grand Jury Reports

"If you were born with the weakness to fall,

you were born with the strength to rise."

- Rupi Kaur

Glenn County Care Court

Community Assistance, Recovery and Empowerment



Glenn County Care Court: Community Assistance, Recovery and Empowerment

Summary

In September 2022, California Governor Gavin Newsom enacted the Community Assistance, Recovery, and Empowerment (CARE) Court. CARE Court connects a person struggling with untreated mental illness – and often substance abuse issues – with a clinically-appropriate, community-based set of services. Each plan is managed by a CARE team in the community and can include clinically prescribed, individualized interventions with several supportive services, medication, as well as a housing plan. The client-centered approach also includes a public defender and supporter to make self-directed care decisions, this in addition to their whole clinical team. This plan can be ordered for up to 12 months, with periodic review hearings and subsequent renewal for up to another 12 months.

The initial rollout of the CARE Court was with seven counties: San Francisco, San Diego, Orange, Riverside, Stanislaus, Tuolumne, and Glenn. The remaining fifty-eight counties in California must have this program up and running by the end of 2024. Glenn County applied to pilot a CARE Court program. The goal was to make sure the program would represent and benefit a small county.

The Glenn County Civil Grand Jury wanted to investigate and make aware to the public how CARE Court is a benefit to the local community. Particularly in helping those who are homeless and struggle with mental illness. Background

Background

In the 1960s, American psychiatric hospitals began to close their doors. Deinstitutionalization, as this movement is known, began as a cost-saving measure. The movement started in California, first with the large state hospitals, and then the small community hospitals. In 1965, the federal government abruptly withdrew its financial support for the state hospitals. As a result, Americans with serious mental illness are being housed out of sight in our prisons. Many more are living unsheltered on our streets. After deinstitutionalization, California has tragically come full circle on mental illness treatment.

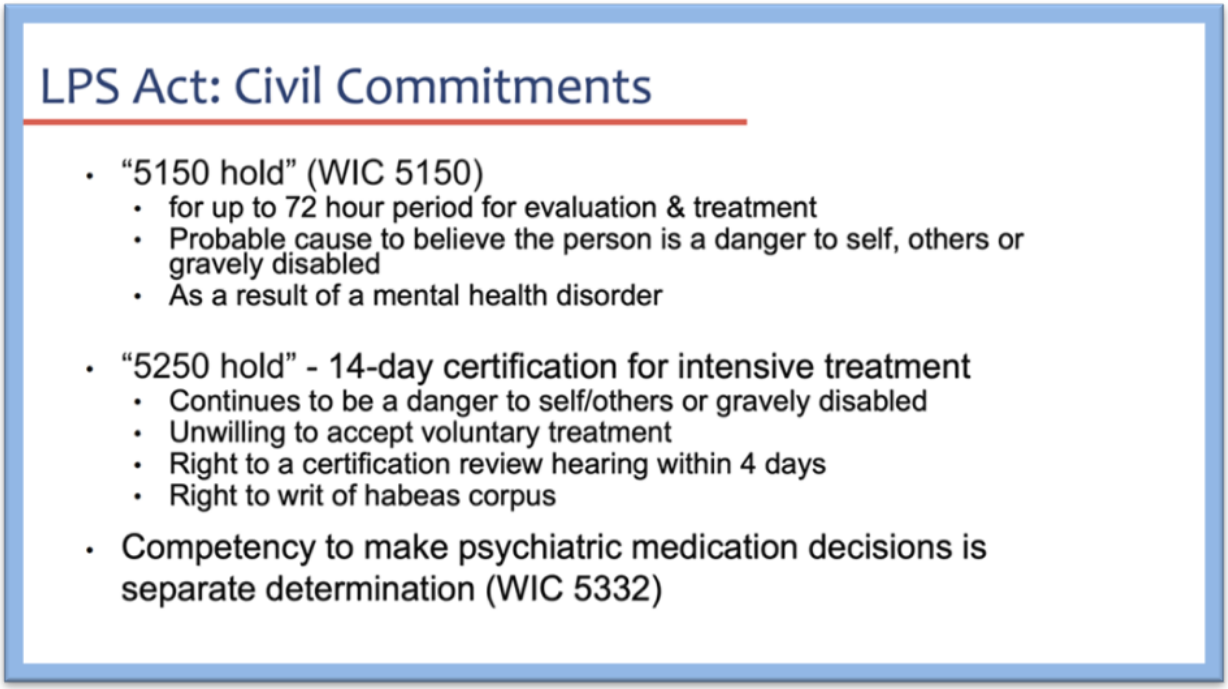
Senate Bill (SB) 1338 (Chapter 319, Statutes of 2022) established the Community Assistance, Recovery, and Empowerment (CARE) Act. This act represents a crucial step forward in ensuring that individuals facing severe mental health challenges (schizophrenia spectrum and other psychotic disorders) in California receive the care they need, which isn't necessarily provided in a jail or in an LPS conservatorship.



Glossary

LPS (Lanterman-Petris-Short Act) Conservatorship:

A mental health (LPS) conservatorship makes one adult (called the conservator) responsible for a mentally ill adult (called the conservatee). The conservatorships are only for adults with mental illnesses listed in the Diagnostic and Statistical Manual of Mental Disorders (DSM).



The most common illnesses are severe and biological brain disorders, like:

- Schizophrenia,
- Bi-Polar Disorder (Manic Depression)
- Schizoaffective Disorder,
- Clinical Depression, and
- Obsessive Compulsive Disorder.

LPS conservatorships are not for people with organic brain disorders, brain trauma, retardation, alcohol or drug addiction, or dementia unless they also have one of the severe brain disorders listed in the DSM.

Discussion

From the California Health and Human Services Agency website (www.chhs.ca.gov), it can be found that the California CARE Court program is designed to connect individuals with untreated mental illness and substance use disorders to appropriate care. The program aims to identify individuals in need of mental health services who may not realize they require assistance.

Eligibility hinges on whether the person:

- Is 18 years or older.
- Has been diagnosed with Schizophrenia or other limited psychotic disorders.
- Has severe and persistent symptoms.
- It is not stabilized with ongoing voluntary treatment.
- Will likely benefit from participation.
- Is unable to survive safely without supervision, and their condition continues to deteriorate, or services are needed to prevent relapse or deterioration.

Those who may file a petition for someone to go through CARE Court are family, adult roommates, first responders, hospital staff, and county behavior health providers. The petition must contain evidence that the person has suffered at least two involuntary 14-day holds within 60 days of filing the petition or an affidavit of a licensed behavioral health professional attesting that the person meets CARE

Court criteria, based on an examination or multiple attempts to examine within 60 days.

The program provides community-based services, allowing individuals to choose by their own will to receive treatment and support within their local communities. This approach attempts to promote integration, reduce stigma, and facilitate ongoing engagement with care providers.

Each individual enrolled in the CARE Court program is assigned a care team responsible for managing their CARE plan. The care team develops individualized interventions based on the person's clinical needs, including medication, therapy, and housing assistance.

The CARE Court program includes periodic review hearings to assess the progress of individuals and the effectiveness of their CARE plans. These hearings ensure that individuals are adhering to their plans and provide an opportunity for adjustments or modifications, if necessary.

Based on interviews, most clients will be eligible for Medi-Cal insurance. The Health & Human Services Agency (HHSA) of Glenn County will assist with this. Clients with private insurance will need to go through their insurance for treatment. HHSA has trained staff to help with counseling and mental therapy. It also has staff who will work with the individuals to convince them that working with the CARE Court is in their best interest and it will help them throughout the process.



Housing in general, let alone specialized housing, is an ongoing issue for Glenn County.

One option for the CARE Court initiative would be to expand the bed count at Purpose Place in Orland. The Glenn County Community Action Partnership, supporting Colusa, Glenn, and Trinity Counties, will be tasked with finding alternatives.

As for informing the public about CARE Court, there is an informational video on the county website. More information about the program can be found by contacting HHSA or Glenn County Behavioral Health. Presentations by county staff have shared the significance of the new resource of CARE Court for the community with several local organizations.

Findings and Recommendations

The Civil Grand Jury finds…	
F1 - The Glenn County CARE Court program represents a significant step forward in addressing the mental health crisis in the state but lacks visibility.	R1 - We recommend a broader outreach program. To ensure that all entities, medical professionals, and anyone else able to refer to this program has knowledge of it.

Conclusion

By requiring counties to have CARE Court, the program aims to connect individuals with untreated mental illness to the care and support they need with a voluntary and community-based approach. It offers an alternative to incarceration and forced conservatorships, promoting individual autonomy while ensuring public safety. The CARE Court program holds the potential to improve the lives of individuals struggling with mental illness, and it contributes to more compassionate and effective mental health.

Required Responses

Pursuant to Penal Code section 933.05, the governing bodies of the following agencies are required to respond:

- Glenn County Board of Supervisors

Invited Responses

Pursuant to Penal Code section 933.05, the agencies are invited to respond:

- Glenn County Behavioral Health

Commendations:

The Glenn County Civil Grand Jury commends the great effort made by the county health workers who were given the task of putting together a CARE Court program for Glenn County, a small rural county, and make it functional and available for the community.

We hope that they will continue to work with those who are qualified to identify and recommend those individuals appropriate for CARE Court and inform them of how this is a valuable resource to Glenn County.

References:

- CARE Court Petition: https://www.courts.ca.gov/documents/care100.pdf
- https://www.countyofglenn.net/government/departments/health-human-services/behavioral-health/glenn-county-care-court
- www.chhs.ca.gov
- https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=202120220SB1338
- https://www.gov.ca.gov/2022/09/14/governor-newsom-signs-care-court-into-law-providing-a-new-path-forward-for-californians-struggling-with-serious-mental-illness/
- https://www.scscourt.org/self_help/probate/conservatorship/conservatorship_lps.shtml
- National Alliance on Mental Illness – California: https://namica.org/care/
- LPS (Mental Health) Conservatorship:

  https://www.scscourt.org/self_help/probate/conservatorship/conservatorship_lps.shtml

"There are only two different types of companies in the world: those that have been breached and know it and those that have been breached and don't know it."

-Ted Schlein

Glenn County Government Agencies

Cyber Security and Disaster Preparedness: Lessons Learned



Photo: Cybersecurity by Nick Youngson

Glenn County Cyber Security and Disaster Preparedness: Lessons Learned

Summary

In spring of 2021, the Glenn County Office of Education fell victim to an elaborate cyber-attack, locking out most of the district's schools from its network. Students and staff alike had their personal data stolen and held for ransom. The incident made news headlines and was not an isolated incident. Schools and government entities across the country have been hit in a similar manner with backups blocked and data lost or purposely corrupted beyond use, even if a ransom is paid. More frightening is the fact that this data can be stored for years and then used when it is least suspected.

Background

Considering recent events and the amount of people affected by the 2021 breach, the 2023-24 Glenn County Civil Grand Jury looked at Glenn County's major players to see how they are prepared for a cyber-attack like those plaguing the country. Our inquiry included:

- County of Glenn
- Glenn County Office of Education (due to its size and profile)
- City of Orland
- City of Willows

Methodology

Our investigation included research about cyber security itself. We looked at state, federal, and local regulations regarding requirements for cybersecurity at the county level. We also reviewed past civil grand jury reports from other counties along with their findings and recommendations.

The Civil Grand Jury also created a cyber security questionnaire focusing on program specifics and protocols. The Civil Grand Jury also conducted interviews with cybersecurity experts and program managers on what a program should look like and what protections should be in place.

Glossary

GCOE: Glenn County Office of Education

CLETS: California Law Enforcement Telecommunications System

GCCGJ: Glenn County Civil Grand Jury

MITC: Matson & Isom Technology Consulting

GSRMA: Golden State Risk Management Authority

RBAC: Role-Based Access Control is an approach to restricting system access to authorized users, and to implementing mandatory access control

Information Technology (IT): The development, implementation, and maintenance of computer hardware and software systems to organize and communicate information electronically.

Cloud: Internet based computing in which large groups of remote servers are networked for sharing of data-processed tasks, centralized data storage, and online access to computer services.

Phishing: Using fraudulent Emails and copies of legitimate websites to extract financial data from computer users for the purposes of identity theft.

Malware: Software intended to damage a computer, mobile device, computer system, computer network, or take control of its operation.

Distributed Denial of Service (DDoS): Attacks using multiple devices to flood a target system, network, or website with a high volume of traffic thereby blocking normal traffic.

Discussion

Cyber security is something that should not be taken lightly. According to Forbes.com, over 300 million people fell victim to cyberattacks last year totaling almost $4.5 million in damages. That's a 72% increase over the previous high which was recorded in 2021. The most common vector in these cases was via email, which was the case for GCOE in 2021.

Cyberattacks are not just limited to phishing email scams. There are a broad array of vectors, including malware, distributed denial of service, and personal data breaches. In some instances, the attackers can lay dormant for weeks or months scanning and infecting systems without the knowledge of the user.

Cyber-attacks can include pulling information while simultaneously blocking backups and corrupting files, ultimately locking the system and issuing a ransom demand for an encryption key to retrieve data. In many cases, even if the ransom is paid, the data is too corrupted to be used, and the organization must start from scratch.

The start of the Civil Grand Jury's inquiry began with research into cybersecurity recommendations provided by Golden State Risk Management Authority, the risk management firm used throughout Glenn County. They provided the Civil Grand Jury with the following information:

- Protecting Against Cyber Activity
- A Cyber Self-Assessment Survey
- Ransomware Incident Response
- Cyber Security Recommendations
- Cyber Security Resources

Using this information along with past civil grand jury reports, the GCCGJ sent out a questionnaire with a ten working-day response time asking for program specifics and the state of their cyber security programs. From the surveys that were returned, we discovered that not all agencies use the same techniques or companies for cyber security.

Other than training, there is no set standard on what an organization's cyber program should look like. Glenn County organizations only use what is recommended by GSRMA but are left to find their own IT services as needed.

County of Glenn

The County of Glenn has written IT policies for itself and its departments. These policies are strictly enforced and can be found in the Electronics System Policy, Chapter 10, of the County's administration manual. This section



details Glenn County's policies on IT use, security and tracking.

Glenn County restricts user access to a need-to-know basis using RBAC. This keeps users looking at and working with what they are allowed to see and keeps them out of everywhere else.

Glenn County uses Vector Solutions for employee IT training. It is a three-part awareness training for passwords, ransomware, and fraud. They also provide cyber awareness training through ClearIT.

Glenn County uses a combination of cloud services and local servers for data storage. The county is starting to transition over to Microsoft 365 for Cloud storage and has an action plan set in place. Backups are performed on a regular basis with cloud-based systems being tested daily by a third-party provider.

The county is in the process of developing an information technology business continuity plan. This plan will outline key parts of the system that are needed during a crash or disaster.

Glenn County Office of Education

Currently, GCOE provides IT services for most of the school districts in Glenn County, with the exception of three: Orland, Hamilton, and Willows. In those cases, the Shasta Union High school IT department located in Redding, CA, is used for these services. For the districts under the GCOE umbrella, they are protected by Kroll, an award-winning third-party cybersecurity firm, along with Sentinel One cybersecurity software. GCOE pays for licensing and any credentials needed for their services.

Kroll is authorized to act on **Priority One** and **Priority Two** attacks automatically.

According to the Institute for Advanced Study, cyberattacks are classified as follows:

- **Priority One**: Network vulnerability is being actively exploited or the attack is imminent.
- **Priority Two**: The vulnerability has not been exploited but may be imminent.
- **Priority Three**: Vulnerability has not been exploited; threat of exploitation is medium.
- **Priority Four**: This vulnerability has a low probability of being exploited but should be mitigated.
- **Priority Five**: Vulnerability is low risk.
- **Mitigated**: Vulnerabilities have been mitigated and are no longer a threat.
- **No Risk**: Items that were deemed a risk have been found to be a non-vulnerability.

GCOE has moved its data storage from in-house to cloud-based services. It is utilizing more of its online user software, such as Aries, a student information hub available to parents, teachers, and students. This adds another layer of data protection for students and staff.

Prior to the 2021 attack, cyber training for GCOE and district staff was limited. Currently, all personnel participate in a required annual training provided by ***Kroll*** on cyber security. This happens at the beginning of the school year, along with other annual training requirements.

City of Orland

The City of Orland and some of its subsidiaries partner with MITC for its IT support. City Hall, public works, and the police department depend on the services from MITC. The fire department and library use a local third-party consultant. Although they are separate, they all use IT industry standards.

The City of Orland has initial and follow-up IT training for personnel through Target Solutions, Bullphish and MITC. The police department receives routine cyber training through CLETS.



Network backup and recovery are essential to any network. City Hall uses local backups with segregations, whereas the fire department and library utilize cloud services. The police department utilizes off-site backups for its secure server. The city currently has a documented plan in the works for network recovery and once completed will distribute this to the department heads for implementation. Routine testing of the back-up systems will be conducted by third-party consultants.

Overall, the city of Orland has a robust cybersecurity plan and has seen very few glitches. Most of the issues stem from outdated equipment and spotty internet service. The city is planning and budgeting for hardware upgrades.

City of Willows

The City of Willows did not submit its response within the time necessary to be included in this report.

Findings and Recommendations

The Civil Grand Jury finds…	
F1 - The response we received showed Glenn County IT being proactive in trying to stay ahead of the game.	R1 - Continue the diligence and employee training and testing, in striving to keep ahead of the "bad guys".
F2 - Districts are only required to provide cybersecurity training once a year to staff.	R2 - Due to evolving threats and past incidents, all districts should provide basic IT refresher training throughout the year to remind staff of the importance of cybersecurity in their daily operations by December 2024
F3 - Not all city departments utilize the same network backups and third-party security firms.	R3 - If possible, consolidate all departments under the same umbrella for continuity and efficiency by June 2025.

Conclusion

Overall, all the county's main agencies are prepared as much as they can be amidst today's IT environment.

Threats are continually changing. GCOE has learned from its experience in the last couple of years; that experience has influenced the rest of the county's agencies. The responses we received showed agencies being proactive in trying to stay ahead of the game.

The 2023-24 Glenn County Civil Grand Jury gives a special thank you to Golden State Risk Management Authority for their support to Glenn County, and particularly for their consultation in this investigation. Thank you to all the organizations and departments that responded to our requests.

Required Responses

Pursuant to Penal Code section 933.05, the governing bodies of the following agencies are required to respond:

- City of Willows
- City of Orland
- County of Glenn

Invited Responses

Pursuant to Penal Code section 933.05, the agencies are invited to respond:

- Glenn County Office of Education

Cyber and Disaster Preparedness Survey

GLENN COUNTY GRAND JURY SURVEY

ON CYBER SECURITY AND DISASTER PREPAREDNESS

The 2023-2024 Glenn County Civil Grand Jury is requesting that you answer the following questions:

Agency Name:

_____

Contact:

_____

Phone#:

_____

E-mail address:

_____

1) Overview

a) What is the scope of your IS division responsibilities?

i) Are all your city's departments subject to your ISD oversight and policies?

ii) Are there any significant data systems that exist within county government that do not fall within your direct authority and responsibility?

c) Organization Chart

Add attachment (Chart)

d) Network diagram

Add attachment (diagram)

2) IS Security

a) Data confidentiality

i) How is a user's level of access to information determined?

ii) How is the sensitivity of data determined?

iii) Do all city departments follow uniform standards?

iv) How are new employees trained with regards to data confidentiality and security? Is there follow-up training?

v) Do you allow personnel access from their personal computers?

b) Data Security (Malware, Hacking, Corruption, etc.))

SAMPLE

Cyber and Disaster Preparedness Survey (Page 2)

i)Network

(1) Wired

(2) Wireless

ii)Servers

iii) Clients/workstations

(1) To what extent is critical or confidential data being stored on local workstations?

(2) Are there controls on portable and mobile devices (laptops, thumb drives, etc.) to protect confidentiality?

c) Disaster Preparedness (availability)

i) Preparation—do you have the following?

(1) Off-site backups

ii) Recovery

(1) Has it been tested?

iii) Business continuity

(1) Do you have a documented plan?

(a)How is it distributed?

(2) What is your estimated time to recover essential services?

iv) Have there been any system failures to date?

(1) What was your time to full recovery?

(2) What lessons were learned?

Survey completed by: _____

Title: _____

Date: _____

SAMPLE

References

- California schools seek to fend off cyberattacks (recordnet.com)
- https://www.forbes.com/advisor/education/it-and-tech/cybersecurity-statistics/
- https://www.ias.edu/security/priority-and-severity-levels
- https://oag.ca.gov/sites/default/files/clets-ppp%2012-2019.pdf
- https://www.nist.gov/
- https://www.nist.gov/cybersecurity
- https://www.nist.gov/cyberframework
- https://www.nist.gov/cyberframework/perspectives
- https://csrc.nist.gov/pubs/sp/800/171/r2/upd1/final
- https://csrc.nist.gov/pubs/sp/800/171/r3/fpd
- 2021-2022 San Joaquin County Civil Grand Jury Report https://www.sjcourts.org/divisions/civil-grand-jury/api/grabReport.php?_id=358
- CISA, Ransomware Incident Response Training
- GSRMA, Cyber Security Recommendation Manual.
- GSRMA, Cyber risk self-assessment survey
- GSRMA, Protecting against cyber attacks

Additional Articles Providing Recent Examples of Interest

- 2/29/24 A hacking group called "LockBit": https://www.msn.com/en-us/money/markets/this-notorious-russian-hacking-group-is-threatening-to-release-trump-court-documents/ar-BB1j7sli?ocid=hpmsn&cvid=fdb319aa7a7e4874a2937035c017f74b&ei=15
- 3/30/24 Data leak @ AT&T: https://www.msn.com/en-us/money/companies/at-t-says-leaked-data-set-impacts-about-73-million-current-former-account-holders/ar-BB1kNxXb?ocid=hpmsn&cvid=504031349c834010a9e62a40b689655c&ei=73
- 4/12/24 Corporate Security Protection Shortfalls: https://www.msn.com/en-us/news/technology/organizations-keep-making-data-protection-mistakes-what-this-means-for-you/ar-BB1i1Sig?ocid=hpmsn
- Importance of Data Backup & Other Ways to Protect Yourself: [4min video on the importance of data backup] https://www.msn.com/en-us/video/news/what-should-you-do-if-your-data-is-breached/vi-BB1kU8y0?ocid=hpmsn&cvid=24dc2226a873496789f4805946a7e1d5&ei=211

"Early childhood education is the key to the betterment of society."

-Maria Montessori

First 5 Glenn County

How does it serve our community?



First 5 Glenn County: How does it serve our community?

Summary

First 5 Glenn County (First 5) is currently facing multiple challenges that are hindering its ability to effectively serve our community. The organization is grappling with a lack of comprehensive programs that address early childhood development, and recent resignations of staff and commission board members have led to a loss of institutional knowledge. Significant debt accrual, concerns of prior nepotism, and the appointment of a new Board of Commissioners, are also among the hurdles First 5 is facing.

These issues require immediate attention and strategic solutions to ensure that the organization can fulfill its mission of supporting the well-being and development of children aged 0 – 5 and their families in Glenn County.

Background

First 5 Glenn County operates under the endorsement of the California Children and Families Act of 1998, also known as Proposition 10, which allocates funds from a tobacco tax for early childhood development programs. First 5 aims to provide comprehensive services and support to improve the lives of children of age 0 – 5 and their families, to ensure they have a healthy start in life and are well-prepared for success in school and beyond.

The organization collaborates with various community partners to deliver programs and initiatives that focus on early education, health and wellness, parental support, and community engagement.

As the civil grand jury inquired about First 5, it was discovered that the Glenn County branch was lacking in many areas of service to our community and among its own operations.

Methodology

The investigation into First 5 Glenn County's operations involved a multifaceted approach using both online research and interviews.

It began with an examination of the organization's website, reviewing available information about its programs, financial reports, and governance structure. The lack of transparency was noted, with nonfunctional hyperlinks to meeting agendas and minutes, apparent improper use of "closed session" procedures, and missing financial audits and reports.

To further validate the concerns, interviews were conducted with the goal of gathering firsthand insights into First 5's operational challenges, including accusations of nepotism and debt accrual. By combining the findings from the website analysis and the interviews, the concerns calling for an investigation were confirmed.

Discussion

The Glenn County Civil Grand Jury began inquiring and investigating First 5 Glenn County in late fall of 2023 and have since uncovered several significant issues affecting the program. Staffing issues were a prominent topic, with reports of multiple resignations. Unlike most other programs, which are understaffed, First 5 seems to have been overstaffed for some time.

There were accusations of nepotism within the organization's previous staff, suggesting that individuals with close personal relationships may have received preferential treatment in

services rendered, hiring, and promotion processes.

It's well known that COVID-19 had many effects on businesses and county programs. However, four years post-pandemic, First 5 Glenn County only offers the bare minimum – diaper and wipes distribution. This indicates a need for more comprehensive and impactful initiatives to support early childhood development.

Debt accrual is another area of concern, First 5 Glenn County has accumulated a significant amount of debt over time. The amount of debt raises questions about the organization's financial management practices and its ability to allocate resources effectively to deliver its program and services.

As previously mentioned, it has only been providing a very minimal service to the community. It is still unclear as to how the approximate $100,000 debt accrued, and we strongly believe this should be investigated further by more formal sources.

What the Civil Grand Jury has found leads us to believe there was a lack of supervision from the former Board of Commissioners. A gap in governance and oversight contributed to the challenges First 5 Glen County is now facing.

The appearance of a lack of transparency with respect to this organization is created by non-working hyperlinks on their Web site and the limited access to important public information. Missing fiscal and employee audits and reports demonstrate the lack of accountability in First 5's financial reporting and program evaluation.

These discussions shed light on various critical areas that require attention, improvement, and in some areas, further investigation.

Findings and Recommendations

The Civil Grand Jury finds…	
F1 - The First 5 Glenn County website does not have properly working hyperlinks to all reports and Board meeting agendas and minutes.	R1 - Properly working links should be posted in a reasonable amount of time.
F2 - First 5 ended their last fiscal year in debt.	R2 - First 5 should create a financial sustainability plan to move towards a balanced budget in the next fiscal year. This includes exploring diversified funding sources, seeking grants and partnerships, and implementing cost-saving measures without compromising the quality and impact of programs.
F3 - First 5 has a Memorandum of Understanding (MOU) with Glenn County Office of Education (GCOE) regarding the financials for First 5.	R3 - More stringent monitoring through the Board of Commissioners should be kept regarding the finances. There should be yearly review and revision of the MOU with GCOE.
F4 - First 5 has been overstaffed (above the 1.5 employees recommended for a county the size of Glenn).	R4 - The number of staff should be balanced with the budget allotted and the work force that is necessary for the limited programs currently offered.
F5 - There is little to no community engagement and relevant partnerships.	R5 - Collaborate with community stakeholders, including healthcare providers, educational institutions, and social service agencies that can help leverage resources and share expertise.
F6 - Program and employee evaluations are limited or outdated.	R6 - Prioritize ongoing program and employee evaluations to assess the effectiveness and impact of its initiatives. Update as needed.
F7 - First 5 is missing last fiscal year's report and audit. (2022 – 2023)	R7 - Complete, submit, and post missing fiscal year report and audit.

Conclusion

First 5 Glenn County faces various challenges. The Civil Grand Jury commends the current Board of Commissioners for the work they are doing in rebuilding this program for our community.

By implementing the recommended strategies, First 5 Glenn County can enhance its ability to fulfill its mission of improving the lives of children and families in Glenn County.

Required Responses

Pursuant to Penal Code section 933.05, the governing bodies of the following agencies are required to respond:

- First 5 Glenn County, Board of Directors
- Glenn County Board of Supervisors

References

- First 5 California Parenting Website https://www.first5california.com/en-us/services/

"There is no harm in hoping for the best

as long as you are prepared for the worst."

- Stephen King

Glenn County Schools

When disaster strikes,
are Glenn County schools prepared?



Glenn County Schools: When disaster strikes, are Glenn County schools prepared?

Summary

In November of 2017 a man armed with semi-automatic weapons went on an unprovoked rampage in the Rancho Tehama reserve forty minutes north of Orland. He had murdered his wife the night before and hid her body under the floorboards of their house. He then turned his weapon on his neighbors, shooting them dead. His next target was the small community school filled with children down the road. He stole a vehicle and drove toward the school. On his way, he came upon a mother with her three children at a stop sign and unloaded his weapon into their vehicle, injuring all four occupants.

Meanwhile, down the road at the school, the school secretary, hearing the gunfire, ordered the school to lock down. When the gunman arrived, all he found was an empty school yard and locked doors. He did fire into the classrooms and injured several of the occupants, including young students. If it hadn't been for the quick action of the school staff, it could have been one of the worst tragedies to strike our local area. This raises the question: if it happened less than an hour away, could it happen here, and are we prepared for the worst-case scenario? The 2023-24 Glenn County Civil Grand Jury set out to investigate Glenn County Schools' comprehensive school safety plans.

Background

The GCCGJ looked for past inspections of Glenn County schools' safety plans and could not find any in recent years. Using sister county civil grand jury investigations as guides, GCCGJ set out to find how our local schools are implementing, practicing and using their comprehensive school's safety plans.

Methodology

Our investigation started by looking at California state laws governing school safety plans to compare that to Glenn County schools' protocols. We acquired a past training video on school CSSPs from the California Board of Education, and we downloaded the CSSP development matrix. From these sources, we developed a school safety survey that was sent out to all the school districts in the county.

The attached questionnaire was used to gauge what the school has for surveillance, visitor tracking, and CSSP specific questions. Once the surveys were returned, along with a CSSP for each school, they were carefully reviewed, and interviews were scheduled for any additional information and/or clarifications.

Glossary



- **GCOE**: Glenn County Office of Education
- **CSSP**: Comprehensive School Safety Plan
- **GCCGJ**: Glenn County Civil Grand Jury

Discussion[1]

The CSSPs are required by Education code 32280-32289.5 and are to be written and adopted by the first of March every year. Each school or small district must create their own specific plan and submit the adopted plan to the county office of education by the first of March. A public meeting must be held prior to adoption and the final CSSP submitted to GCOE for approval. The plan must include, but is not limited to, the following information:

- Assessment of current school crime
- Child abuse reporting
- Disaster procedures
- Earthquake plan
- Suspension/expulsion procedures
- Dangerous pupil notifications

The California education code currently only requires that earthquake and fire drills be conducted on a regular basis. All other drills are up to the local authorities and are not mandated. A survey conducted by the California Department of Education Equity office in 2021 concluded that 93% of California schools conducted at least one lock-down drill per year.

Our Glenn County survey came back better than the state average, with 100% of schools conducting one or more drills per year. According to that same report, most districts in the state limit these drills due to the "mental stress it causes to children." A bill is currently in the works at the state capitol to make this a law.

The GCOE threat assessment office volunteered their time in briefing the GCCGJ on the current state of safety in our schools. The threat assessment office conducts site surveys for all the schools in Glenn County, briefing them on their strengths and weaknesses and areas of improvement. All schools are receptive and use these reports as a guide for their individual locations. Some examples of improvements needed across Glenn County are as follows.

Low-Cost Options:

- Give remote security camera access to Law enforcement; enables law enforcement real time information on the situation
- Large print room numbers across campus classrooms and office doors for easy identification
- Large print building numbers on the roof of school buildings for easy identification for air support.
- Clutter removal

High-Cost Options:

- Full Time school resource officers
- 100% campus coverage with no climb fencing
- Shatter-proof glass on windows and doors
- Single entry control points for school campus'
- Upgraded surveillance systems
- Auto-locking classroom doors

[1] For the safety and operational security of Glenn County schools, we will be generalizing findings and recommendations so any vulnerabilities a school may have will not be directly referenced and possibly exploited.

Findings and Recommendations

The Civil Grand Jury finds…	
F1 - Every school in the county has areas in need of improvement that should be addressed.	R1 - Schools should reference their individual threat assessment reports from GCOE and then budget, set goals, and timelines for security upgrades by June 2025.
F2 - Glenn County schools lack funding for needed security upgrades due to budget constraints.	R2 - School districts should seek funding for improvements through grant programs, local bond measures and other possible means by December of 2025

Conclusion

Glenn County schools are meeting the state requirement for their CSSPs. Glenn County schools participate in the threat assessments conducted by GCOE and are working towards meeting those recommendations.

Most schools have electronic surveillance and door bolts. Some have strict visitor requirements and perimeter fencing. Bottom line: Glenn County schools are underfunded to effectively combat emerging threats to school safety and security. Even with the financial shortfall, they are doing the best with what they have, to ensure the safety of our children throughout the county.



Required Responses

Pursuant to Penal Code section 933.05, the governing bodies of the following agencies are required to respond:

- School Boards of:
  - Orland Unified School District
  - Willows Unified School District
  - Hamilton Unified school district
  - Plaza School District
  - Stoney Creek School District
  - Capay Joint Union Elementary School District
  - Lake Elementary
  - Princeton Joint Unified School District
- Glenn County Sheriff

Invited Responses

Pursuant to Penal Code section 933.05, the agencies are invited to respond:

- Glenn County Office of Education
  - Superintendent
  - Threat Assessment Office
- Orland Police Department

Comprehensive School Safety Plan (CSSP) Questionnaire

Glenn County Civil Grand Jury Questionnaire
Comprehensive School Safety Plan (CSSP)
California Education Code Section (EC) 32281(a)

Place an X to the left of your school's grade level.			Your School Name/District
		High School	
		Intermediate	
		Elementary	

A - Comprehensive Student Safety Plan (CSSP)	Yes	No	N/A
Does the school have a current CSSP?			
Is the CSSP adopted and approved by March 1st of every year?			
Is the current CSSP posted for easy public access? Locations:			
Has the school's CSSP been approved by the county education office or school district? Date of approval:			
Has the school set up a school site council or safety planning committee IAW EDC 32281?			
Has the school site council or safety committee contacted in writing first responders in developing the school CSSP?			
Was a public meeting held to hear public comment on the CSSP? Date(s) of Meeting(s): _____ Location(s):			
Have the individuals listed in EDC 32288(B)(2) been notified in writing of the public meeting?			
Have you conducted a threat assessment IAW SB 187 in the past 24 months?			

B - Student Arrival and Dismissal	Yes	No	N/A
Is law enforcement present?			
Is school safety personnel present?			
Is school staff present?			

C - School Perimeter Fencing	Yes	No	N/A
Is the entire campus enclosed? Percentage Fenced: Fence Height(s):			
Are the gates locked while students are present?			

D - School Parking	Yes	No	N/A
Is there dedicated Teacher parking? If multiple areas/lots, how many?			
Is there dedicated Staff parking? If multiple areas/lots, how many?			
Is there dedicated Student parking? If multiple areas/lots, how many?			
Is there dedicated Visitor/Guest parking? If multiple areas/lots, how many?			
Are Students and Teachers issued parking passes for their vehicles?			

E - Entry Control Points	Yes	No	N/A
During school hours, is there a single point of entry? If no, how many?			
Are entry point doors remote lockable?			
Is entry point glass shatter resistant?			
Are facility doors locked to prevent unauthorized entry but do not prevent exist?			
Are back and side doors locked during school hours?			
If/when back or side doors opened, will they sound an alarm?			
Are the entry point doors' open/closed status monitored?			
Are vehicle entry points protected by barriers? Explain below:			

Comprehensive School Safety Plan (CSSP) Questionnaire (Page 2)

F - Visitor Procedures		Yes	No		Yes	No		Yes	No
	Is there an electronic Visitor ID check?			Are Visitors issued ID tag?			Are Visitors escorted?		
G - Electronic Surveillance (Closed Circuit Television)		Yes	No		Yes	No		Yes	No
	Is CCTV in use?			Is CCTV monitored?			Is CCTV recorded?		
		Yes	No		Yes	No		Yes	No
	Does CCTV cover parking areas?			Does CCTV cover entry points?			Does CCTV cover halls?		
Percentage of Coverage:									

H - Classroom Protocols, Drills and Emergency Devices	Yes	No
Do classroom doors close automatically? Number of entry/exit doors:		
Are teachers required to keep doors locked during class?		
Are hall passes issued for Student not in class?		
Are there classroom practice Shooter drills? Number of drills per year:		
Are Trauma kits located in every classroom and easily accessible?		
Is there an Emergency device (FOB) for all teachers?		
Is there an Emergency intercom or phone?		
Does the Emergency intercom/phone work if power is out?		

I - Mental Health	Yes	No
Does the School have Psychiatric workers on Staff? If yes, how many?		
Does the School have Mental Health counsellors on Staff? If yes, how many?		

J - Fire and Emergency Drills	Yes	No
Are Lockdown or Multiportion drills conducted?		
Is there an emergency drill at the beginning of the school year? Number of drills per year:		
Please list drills conducted and their frequency.		

Additional Information/Comments

References

- Federal Bureau of Investigation Run Hide Fight Campaign, https://www.fbi.gov/video-repository/run-hide-fight-092120.mp4/view
- California Department of Education Equity branch, Lock down report https://www.cde.ca.gov/ls/ss/vp/documents/lockdowndrills.docx
- California Department of Education, "Comprehensive School Safety Plans – Violence Prevention (CA Dept of Education)."

  www.cde.ca.gov/ls/ss/vp/cssp.asp.
- California Education Code, Sections 32280-32289.5.
- California Education Code, Sections 38130-38139.
- 2022-2023 San Joaquin Civil Grand Jury Report,

  https://www.sjcourts.org/divisions/civil-grand-jury/api/grabReport.php?_id=369
- California Department of education School Safety plan Training Video

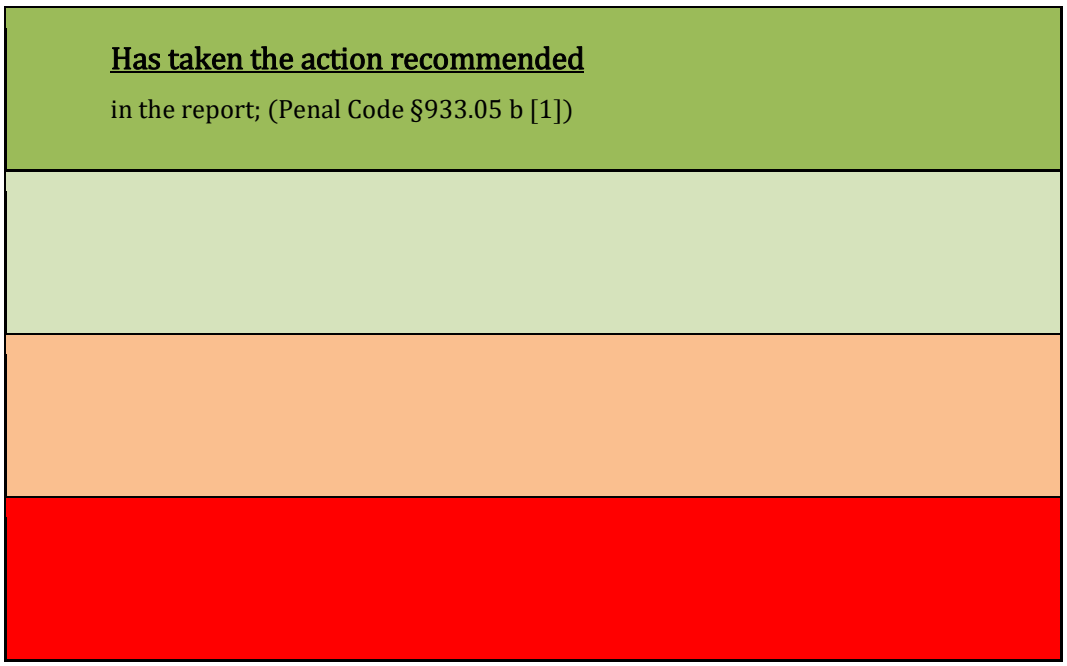
  FT 000013 L136 VR271 16x9 3m 231106O TV37 (youtube.com)
- California Department of Education, Comprehensive school safety plan website https://www.cde.ca.gov/ls/ss/vp/cssp.asp
- Compliance tool for the comprehensive school safety plan. . https://www.cde.ca.gov/ls/ss/vp/documents/schoolsafetyplanchklist.pdf
- Rancho Tehama Shooting Article LA Times,

  https://www.latimes.com/california/story/2022-07-09/rancho-tehama-california-mass-shooting-victims-suffer

Responses to the 2022-2023 Civil Grand Jury Reports



Under state law, local government entities and officials that are investigated by the Grand Jury must respond to any recommendations in the Grand Jury's Final Report. The allowable responses are that the entity or official:



Do you know what TOT Tax is, or are you as confused as the complainant?

R1 for the City of Willows to have better communication and be consistent with policies and procedures. Consistency between city hall, building department, city council and property owners, is mandatory.

Respondent	Response
City of Willows	

R2 for the City of Willows to rescind the TOT that the City of Willows billing issued to the property owner

Respondent	Response
City of Willows	

2023-2024 Civil Grand Jury Comments

In the City of Willow's response to R1 (see attached), the city stated, "The findings offer no specific examples and/or details demonstrating that there were miscommunications and/or errors in paperwork." To recall, on March 19, 2020, Governor Newsome executed a Stay-at-Home order. City Hall was no longer open to the public. Limited staff and poor communication of how to meet with them were not provided.

On the building permit application that was filed by the Property Owner and received by the City on August 16, 2018, it is marked that the use is "extended stay," in addition to the other options available of electrical, plumbing, and mechanical. The use of "extended stay" is not to be confused with the hotel chain Extended Stay Hotel it is actually a very clear expression of what the Property Owner planned to use the property for. This would indicate an assumption by the City.

The engineering report dated September 24, 2018, which was included in the Grand Jury Report, indicated that the "a2 The building

design suggests an Occupancy Classification of R-2, not R-1. The motel rooms are constructed with kitchens, living rooms and mostly are two bedrooms. Therefore, such area ascribe more to the definition of an R-2 Classification as described at Section 310.4, 2016 CBC where occupants are primarily permanent in nature, including non-transient motel occupants. Please define the precise occupancy use/and provide a code analysis for this project to determine the property occupancy classification."

The portion the Willows Municipal Code referred to in the response is included in the report, in fact 6 pages of the Willows Municipal Code are included and out-line the entire Hotel User Tax, not just a portion, so as to not be misleading or inaccurate.

The City continues to refer to the property as "Extended Stay Motel," but at no time has there been any indication the Property Owner has expressed he was going to open an "Extended Stay Hotel." The City states that the Property Owner hired Titus Property to manage the property. Titus Property is a real estate firm and a rental property management firm, at no time have they managed a "hotel." The Property Owner on July 26, 2021, filed a City of Willows, California Quarterly Transient Occupancy Tax Return stating that he had collected $88,749.15 in Total Receipts from room rentals and owed zero Occupancy Tax because all receipts were collected from rooms occupied more than 30 days.

It is clear by the documents provided in the Grand Jury Report that the Property Owner intended to operate an apartment type building. This Grand Jury stands behind the recommendation of the 2022-2023 Grand Jury that miscommunication and assumptions on the part of the City resulted in them collecting a fee not due and that the fee should be returned to the Property Owner.

Emergency Medical Services – Saving Lives

R1 the county invests into a countywide grant writer to be used in county departments to fulfill the needs of funding for grants, by October 2023

Respondent	Response
Glenn County Board of Supervisors	
City of Willows	
Mayor of Orland	

R2 to set in place the newly anticipated radio technology as soon as possible, or by October 2023

Respondent	Response
City of Willows	

R3 that smaller rural fire departments obtain at least one LUCAS device to aid in medical CPR emergencies by October 2023

Respondent	Response
City of Willows	

R4 that the OES develop a system to better inform the public of Code Red and to provide additional visual information for public awareness by October 2023

Respondent	Response
Glenn County Board of Supervisors	

R5 that the fire departments (Willows and Orland) ensure all SCBA masks have compatibility with the proper air tanks by October 2023

Respondent	Response
City of Willows	
Mayor of Orland	

R6-8 No responses

Public Works - Roads

R1 to designate more funding to expand the employee base, attract qualified employees with competitive wages and benefits by March 2024

Respondent	Response
Glenn County Public Works	
Glenn County Board of Supervisors	

R2 that all employees should be cross trained for job positions to compensate for absent employees or vacant positions by March 2024

Respondent	Response
Glenn County Public Works	
Glenn County Board of Supervisors	

R3 to designate future funding for new types of updated equipment such as EV by March 2024

Respondent	Response
Glenn County Public Works	
Glenn County Board of Supervisors	

R4 to provide public awareness of the functions and operations of the Public Works Road and Bridge Maintenance Department by attending community events to provide information, frequent updates to the Glenn County website and transparency in the financial aspects of the Department by March 2024

Respondent	Response
Glenn County Public Works	
Glenn County Board of Supervisors	

Veterans Service

R1 the CVSO needs a new person to be trained to replace the retiring ACVSO

Respondent	Response
Glenn County Board of Supervisors	

R2 the VFW needs to reach out to the younger veterans for replacement to assist the current VFW

Respondent	Response
Glenn County Board of Supervisors	

R3 the CVSO promote awareness of the Glenn Veterans Honor Guard need of bugler and support personnel for the Honor Guard

Respondent	Response
Glenn County Board of Supervisors	

R3 ACVSO to reach out to all Glenn County honorably discharged military service personnel informing them of the need for their service in the Glenn Veterans Honor Guard

Respondent	Response
Glenn County Board of Supervisors	

Willows City Sewer - Where did the City sewer funds go?

R1 that the city performs an outside audit from 2019 to current revealing funds used from the Storm Drain Development Impact Fees releasing the outcome to the public during a Council Meeting by March 2024

Respondent	Response
City of Willows	

R2 that the city performs an outside audit from 3019 to current revealing funds used from the #318 Sewer Enterprise Fund releasing the outcome to the public during a Council Meeting by March 2024

Respondent	Response
City of Willows	

R3 that the City of Willows repay the Sewer fund and the Storm Drain Development Impact fees used as matching funds to fund the bridge to the industrial complex by March 2024

Respondent	Response
City of Willows	

R4 that the city pays for sewer on each parcel owned by the City from 2019 to current by April 2024

Respondent	Response
City of Willows	

R5 that the City of Willows perform a new Wastewater Study with a different company and form an ad hoc committee to look into the facts and figures as well as NBS calculations that resulted in the five-year assessments to property owners by January 2024

Respondent	Response
City of Willows	

R6 that in the future the City of Willows needs to fully follow the Brown Act and Proposition 218 to provide the citizens a right to appeal, have their voice heard, and be able to have their vote counted, before voting to approve matters that affect them

Respondent	Response
City of Willows	

R7 that the City Council amend the City Manager's contract to require yearly performance evaluations to include yearly goals by July 1, 2023

Respondent	Response
City of Willows	

R8 that the City Council bi-annually evaluate the annual goals set between the City Manager and the City Council in measuring the achieved goals to ensure the Council and City Manager are in agreement in the leadership direction by October 2023

Respondent	Response
City of Willows	

City of Willows

201 North Lassen • Willows, California 95988 • (530) 934-7041 • FAX: (530) 934-7402

August 16, 2023

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

Re: Grand Jury Report – Do you know what TOT Tax is?

Dear Presiding Judge:

Please accept the following response to the 2022-23 Grand Jury Report, Do you know what TOT Tax is? from the City of Willows on behalf of the Mayor, City Council and City Manager.

Finding #1:

There were many miscommunications and misunderstandings between the City of Willows and the Property Owner. There were errors made in the paperwork and the City of Willows policies were not followed. Findings show that there was inconsistency communicated to the Property Owner from each Official of the City of Willows that participated in the permit process to the final occupancy certificate filed.

Recommendation #1:

For the City of Willows to have better communication and be consistent with policies and procedures. Consistency between City Hall, building department, City Council, and property owners is mandatory.

Response to Finding #1:

The City wholly disagrees with the Finding. The Finding offers no specific examples and/or details demonstrating that there were miscommunications and/or errors in paperwork.

Response to Recommendation #1:

The City continues to improve its communication with the public regarding the permitting process, including updating the Cost Recovery and Pass-Through Agreement, revising and clarifying application submission checklists, and offering pre-development roundtable meetings with Building, Planning, Engineering, and Fire.

Finding #2:

That according to City of Willows Municipal Code 3.25.130, if Operator did not collect hotel user tax (TOT), then hotel user is responsible for tax to city.

Recommendation #2:

For the City of Willows to rescind the TOT that the City of Willows billing issued to the Property Owner.

Response to Finding #2:

The City wholly disagrees with the finding. The finding is incorrect, citing only a portion of the Willows Municipal Code that is relevant to the Property Owner's situation. The legal interpretation of this section of the Code by the Grand Jury is also incorrect. In addition, there is very important legal analysis absent from the Grand Jury Finding that makes it misleading and inaccurate.

Response to Recommendation #2:

The recommendation will not be implemented, because the Property Owner had a legal obligation to collect the hotel user tax and prevent guests from staying in the "Extended Stay Motel" more than 30 days as clearly stated in the Conditions of Approval that the Property Owner signed before receiving the Certificate of Occupancy. Furthermore, at the May 23, 2018 Planning Commission meeting, the Property Owner publicly stated and is documented (at 45:31 on the recorded audio of this meeting) that he has systems in place to pay the occupancy taxes (e.g., hiring Titus Properties to manage the property). Instead, however, the Property Owner did not comply with the Conditions of Approval and executed long-term lease agreements with the motel guests/occupants allowing them to stay more than 30 days prior to Planning Commission approval of the change of use, and then stated that he was not required to pay hotel user tax (even though he was in non-compliance of the Conditions of Approval to begin with). The Property Owner could not legally execute long-term lease agreements with the occupants, nor did he notify the Planning Commission and/or City of his intentions at the Public Hearing held on May 23, 2018. Therefore, he owes the City Hotel User Tax for the time that the property's Use Permit and Certificate of Occupancy was issued for an "Extended Stay Motel" and before he received a new Use Permit and Certificate of Occupancy that changed the use to "Apartments."

Although the Property Owner did not collect hotel user taxes during the time that the property's Use Permit and Certificate of Occupancy were in effect for an "Extended Stay Motel", he is in non-compliance with the Conditions of Approval that he signed by allowing occupants to stay longer than 30 days. Therefore, he is still responsible for paying the hotel user tax, because he did not have city approval for stays of greater than 30 days nor to enter into lease agreements. If the Property Owner had approval from the City to allow stays at the "Extended Stay Motel" for 30 days or more, then he would not owe the City hotel user taxes.

Furthermore, the Grand Jury Finding did not cite the correct section of the Willows Municipal Code that is relevant to this case. Please see the following sections that pertain to this situation:

3.25.090 Failure to collect and report tax – Determination of tax by tax administrator.

> *(1) If any operator shall fail or refuse to collect said tax and to make, within the time provided in this chapter, any report and remittance of said tax or any*

portion thereof required by this chapter, the tax administrator shall proceed in such manner deemed best to obtain facts and information on which to base an estimate of the tax due. As soon as the tax administrator shall procure such facts and information upon which to base the assessments of any tax imposed by this chapter and payable by any operator who has failed or refused to collect the same and to make such report and remittance, the tax administrator shall proceed to determine and assess against such operator the tax, interest, and penalties provided for by this chapter. In case such determination is made, the tax administrator shall give a note of the amount so assessed by serving it personally or by depositing it in the United States mail, postage prepaid, addressed to the operator so assessed at his last known place of address.

3.25.100 Appeal.

Any operator aggrieved by any decision of the tax administrator with respect to the amount of such tax, interest, and penalties, if any, may appeal to the council by filing a notice of appeal with the city clerk within 15 days of the serving or mailing of the determination of tax due. The council shall fix a time and place for hearing such appeal, and the city clerk shall give notice in writing to such operator at operator's last known place of address. The findings of the council shall be final and conclusive and shall be served upon the appellant in the manner prescribed above for service of notice of hearing. Any amount found to be due shall be immediately due and payable upon the service of notice. [Ord. 658-98, 5-12-98; Ord. 462 5 10, 11-12-68. Prior code 5 15-70].

The City of Willows and the City Council followed the aforementioned process and procedure as outlined in the WMC Sections 3.25.090 and 3.25.100 and determined that the Property Owner owed the City of Willows Hotel User Taxes for the duration of the time that the Property Owner held a valid Use Permit and Certificate of Occupancy for an "Extended Stay Motel" and before he converted it to apartments with a new valid Use Permit and Certificate of Occupancy.

Sincerely,

Marti Brown
City Manager
City of Willows

City of Willows

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Attachment 1

August 16, 2023

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

Re: Grand Jury Report – Emergency Medical Services

Dear Presiding Judge:

Please accept the following responses to the 2022-23 Grand Jury Report, Emergency Medical Services, from the City of Willows on behalf of the Mayor, City Council and Fire Department.

Finding #1:

That if the smaller, outlying, Fire Departments are closed due to lack of funding, it would put a burden on the Orland and Willows Fire Departments

Recommendation #1:

The county invests into a countywide grant writer to be used in county departments to fulfill the needs of funding for grants, by October 2023.

Response to Finding #1:

The City agrees with this finding. The 11 special districts that provide fire protection services in Glenn County are all struggling to provide services with current funding levels. The two largest Special Districts, Orland Fire Protection District and Willows Rural Fire Protection District, are no exception. The consequences of Proposition 13, ERAF, Special Assessments with no CPI escalator, inflation, increases in demand for services, and reduction in nationwide volunteerism are just a few of the hurdles these all-volunteer organizations face. Should districts begin to fail it will likely cause a domino effect, which will undoubtedly cause additional strain on both the Cities of Willows and Orland.

Response to Recommendation #1:

The City disagrees with this recommendation. The County of Glenn has no stake in Fire Protection and until recently has provided little to no support to the Rural Glenn County Fire Districts. State mandates have increased workload and liability for these small all volunteer departments and districts compounding the problem. In addition to grant writing, the districts will need assistance managing the administrative burden associated with managing, monitoring and reporting grant awards. Grants are also unreliable one-time monies that cannot be counted on for ongoing operations. The small districts need additional permanent funding from Glenn County to ensure that these districts remain solvent and capable of providing services.

Finding #2:

New technology, up to date radios are needed for our firemen, especially during Mutual Aid: large fires, emergencies like on 1-5 bus accident, Camp fire, etc.

Recommendation #2:

To set in place the newly anticipated radio technology as soon as possible or by October 2023.

Response to Finding #2:

The City agrees with this finding.

Response to Recommendation #2:

This Project is well underway. In FY 22-23, The Willows Fire Department received $195,000 in grant funding from the California Fire foundation ($15,000), USDA ($100,000) and Rural Fire Capacity Grant ($80,000). All handheld radios have been replaced with state-of-the-art P25 complaint radios that are much more reliable and robust than the prior handheld radios. A new station alerting system has been installed at the Willows Central Fire Station bringing unprecedented reliability in emergency response notifications. Approximately 50 percent of mobile radios have been replaced in Fire Department apparatus. It is anticipated that an additional $40,000 of grant funding will be awarded in FY 23-24 to finish mobile radio upgrades. In FY 2022-23, 110 emergency pagers were purchased with grant funding, supplying each of the 13 Glenn County Fire Departments and/or Districts with new reliable emergency pagers.

Finding #3:

With LUCAS being so beneficial, it would be imperative for each rural fire department to have a minimum of one LUCAS machine on site.

Recommendation #3:

That smaller rural fire departments obtain at least one LUCAS device to aid in medical CPR emergencies by October 2023.

Response to Finding #3:

The City partially agrees with this finding; however, the timeline given for each rural fire department to obtain a LUCAS device is unrealistic.

Response to Recommendation #3:

The Willows Fire Department has been awarded funding to purchase its first LUCAS device as part of a federal Homeland security grant. This critical piece of life saving equipment will arrive once grant documents are executed and purchasing is authorized according to the grant criteria.

City of Willows

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Finding #5:

That not all SCBA masks can be used with all air tanks.

Recommendation #5:

That the fire departments (Willows and Orland) insure all SCBA masks have compatibility with the proper air tanks by October 2023.

Response to Finding #5:

The City agrees with this finding.

Response to Recommendation #5:

In August 2022, the Willows Fire Department was awarded a regional Assistance to Firefighters grant which garnered $802,040 to replace old, unsafe, and outdated Self-Contained Breathing Apparatus (SCBAs) for the following departments: City of Willows, Willows Rural Fire Protection District, City of Orland, Capay Fire District, Bayliss Fire District, Glenn-Codora Fire District. This grant purchased 101 new SCBAs, bringing unprecedented levels of standardization and fire department SCBA reliability to the County. The City of Willows has made it a priority to ensure that public safety services are adequately funded to provide acceptable levels of emergency services within the current budgetary constraints. The Fire Chief has been aggressive in his efforts to secure outside funding to acquire safety equipment and apparatus that, otherwise, would not be possible with the City's General Fund monies.

Sincerely,

Marti Brown
City Manager
City of Willows

City of Willows

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Attachment 1

August 16, 2023

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

Re: Grand Jury Report – Willows Sewer Report

Dear Presiding Judge:

Please accept the following responses to the 2022-23 Grand Jury Report, Willows Sewer Report from the City of Willows on behalf of the Mayor, City Council and City Manager.

Finding #1:

The City of Willows used money from the Storm Drain Development Impact Fees accounts to pay for non-sewer related costs.

Recommendation #1:

The City performs an outside audit from 2019 to current revealing funds used from the Storm Drain Development Impact Fees releasing the outcome to the public during a Council Meeting by March 2024.

Response to Finding #1:

The City wholly disagrees with the finding. First, Storm Drain Development Impact Fees cannot be used for sewer related costs as the finding implies (they can only be used for storm drain improvements associated with development/growth). Second, Storm Drain Impact and Sewer enterprise monies were used as matching funds for the U.S. Economic Development

Administration (EDA) grant and were used legally for storm drain related improvements (e.g., bridge over the major drainage ditch, detention ponds and storm drain pump station that serve areas south of the GCID canal) and sewage improvements (e.g., major backbone sewer improvements that will serve all development south of the GCID canal).

Response to Recommendation #1:

The recommendation will not be implemented because it is not warranted, and the City's actions were legal.

Finding #2:

The City of Willows used money from the #318 Enterprise Fund to pay for non-sewer related costs.

Recommendation #2:

The city performs an outside audit from 2019 to current revealing funds used from the #318 Sewer Enterprise Fund releasing the outcome to the public during a Council Meeting by March 2024.

Response to Finding #2:

The City wholly disagrees with the finding. No #318 Enterprise Funds were used to pay for non-sewer related costs as it relates to the EDA grant funded project known as the South Willows Commercial and Industrial Center Project. The monies were used as matching monies to help pay for the major sewer improvements as described in Response to Finding #1.

Response to Recommendation #2:

The recommendation will not be implemented because it is not warranted, and the City's actions were legal.

Finding #3:

The City of Willows used $535,715 from the Storm Drain Development Impact Fees and Sewer Enterprise Fund to use as matching funds for the Basin Street Bridge leading to an industrial complex.

Recommendation #3:

The City of Willows repay the Sewer Fund and the Storm Drain Development Impact Fees used as matching funds to fund the bridge to the industrial complex by March 2024.

Response to Finding #3:

The City wholly disagrees with the finding. The $535,715 was used as matching funds for a grant from the EDA. The entire grant and matching funds were used to construct the bridge over the major drainage ditch, as well as storm water related improvements (e.g., detention ponds, storm drain pump station) and sewage improvements (e.g., sewer backbone improvements serving a large area south of the GCID canal) at the same location. The construction of the bridge supports the storm water drainage system and associated storm water drainage, and the detention ponds and sewer pump station were constructed to help mitigate additional storm water that was generated from the commercial/industrial project, as well as the proposed residential development in the area. A sewage main was also installed from the Wastewater Treatment plant, north on Tehama Street to Harvest Court (location of Rumiano Cheese) and ultimately stubbed to the north to serve the proposed residential area with the EDA grant and the City's matching funds. Furthermore, the 2008 Development Impact Mitigation Fee Feasibility/Nexus Study allows for general use of Storm Water Impact Fees to offset needed improvements to mitigate growth. The use of those fees is not project specific. Sewer Enterprise Funds may be used as matching funds for a grant if the project results in sewage related improvements. Improvements at the project site have regional significance and are not just serving one entity. The project was more than construction of a bridge; there were other significant improvements including sewage main, storm drain detention ponds, a storm drain pump station, and sewer lines that serve undeveloped areas between GCID canal and Harvest Drive.

Response to Recommendation #3:

The recommendation will not be implemented because it is not warranted, and the City's actions were legal.

Finding #4:
The City of Willows owns 35 parcels that have been exempted from paying sewer assessments and/or fees.

Recommendation #4:

The City pays for sewer on each parcel owned by the City from 2019 to current by April 2024.

Response to Finding #4:

The City wholly disagrees with the finding. The City was not exempted from paying its sewer assessment and/or fees. Until recently, City staff were unaware that the City was not paying the same sewage fees as the public and should be on City owned property.

Response to Recommendation #4:

The recommendation has been implemented and the City currently pays sewage fees on city owned properties.

Finding #5:

Many residents reported that they did not get notices until the day of the meeting or that they did not get a notice at all. This caused many people not to have their voice heard.

Recommendation #5:

The City of Willows performed a new Wastewater Study with a different company and formed an ad hoc committee to look into the facts and figures, as well as NBS calculations that resulted in the five-year assessments to property owners by January 2024.

Response to Finding #5:

The City wholly disagrees with the finding. NBS, the firm that conducted the rate study, publicly noticed the community of the potential sewage rate increase according to State law.

Response to Recommendation #5:

The recommendation will not be implemented because it is not warranted, and the City's actions were legal.

Finding #6:

The City of Willows has violated the Brown Act in passing, implementing, and charging residents based on the NBS Wastewater Rate Study Report.

Recommendation #6:

In the future, the City of Willows needs to fully follow the Brown Act and Proposition 218 to provide citizens a right to appeal, have their voice heard, and be able to have their vote counted, before voting to approve matters that affect them.

Response to Finding #6:

The City wholly disagrees with the finding. The City of Willows and the City Council did not violate the Brown Act by approving the Prop 218 sewage rate increase and implementing it.

City of Willows

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Response to Recommendation #6:
The recommendation will not be implemented because it is not warranted, and the City's actions were legal.

Finding #7:

The City Manager is evaluated by the current sitting Council yearly. Currently, the City Manager's contract does not include a performance evaluation.

Recommendation #7:

The City Council amend the City Manager's contract to require yearly performance evaluations to include yearly goals by July 1, 2023.

Response to Finding #7:

The City wholly disagrees with the finding. First, the City Manager's performance evaluation is completely unrelated to the subject matter of this report and investigation – Willows Sewer Report. Second, the City Manager's contract does state that there will be a performance evaluation in April of each year. Lastly, the City Manager's contract and performance evaluation are a personnel matter and outside the purview of the Grand Jury.

Response to Recommendation #7:

The recommendation will not be implemented because it is not warranted.

Finding #8:

The City Manager evaluation is based on performance and goals, as well as mutual trust and common objectives. Furthermore, the City Manager's contract and performance evaluation are a personnel matter and outside the purview of the Grand Jury.

Recommendation #8:

The City Council bi-annually evaluate the annual goals set between the City Manager and the City Council in measuring the achieved goals to ensure the Council and the City Manager are in agreement in the leadership direction by October 2023.

Response to Finding #8:

The City wholly disagrees with the finding. Again, this finding is irrelevant and completely unrelated to the subject matter of this report – Willows Sewer Report.

Response to Recommendation #8:

The recommendation will not be implemented because it is not warranted.

Sincerely,

Marti Brown
City Manager
City of Willows

GLENN COUNTY
BOARD OF SUPERVISORS

Willows Memorial Hall, 2nd Floor
525 West Sycamore Street, Suite B1
Willows, CA 95988

Grant Carmon, District 1
Monica Rossman, District 2
Tom Arnold, District 3
Jim Yoder, District 4
Vacant, District 5

September 12, 2023

The Honorable Donald Cole Byrd
526 West Sycamore Street
Willows, CA 95988

Dear Judge Byrd:

SUBJECT: RESPONSE OF THE BOARD OF SUPERVISORS TO THE 2022/23 FINAL GRAND JURY REPORT

The Glenn County Board of Supervisors has received and reviewed the 2022/23 Grand Jury Report. We would like to thank the Grand Jury Members for their service to the community and their time and effort in researching and coming up with thoughtful and meaningful recommendations in their 2022/23 Final Report.

The Grand Jury has requested a response from the Board of Supervisors in three areas:

- Emergency Medical Services
- Public Works - Roads
- Veterans Service

Pursuant to Penal Code Section 933.05, the Board of Supervisors respectfully submits the responses to the recommendations set forth in the 2022/23 Final Grand Jury Report. In addition, the Board has reviewed responses received by County Departments and in general concurs with their comments and conclusions. The Board would like to thank Sheriff Gibbs, Public Works Director Don Rust, and Veterans Service Officer Brandon Thompson for their complete and timely response to the 2022/23 Final Grand Jury Report.

Emergency Medical Services

Recommendations:

R1. This recommendation has not been implemented. The Board of Supervisors concur with the recommendation and are supportive of the idea. The Board of Supervisors, along with the County Administrative Officer and staff will continue to explore funding available for such a position and timeline for implementation. The County currently has staff that allocate time to grant research and grant writing which will continue to be utilized.

R4. This recommendation has been implemented. The Board of Supervisors concur with the recommendation and are supportive of the level of compliance and promotion of CodeRed as outlined by the department's response.

Office (530) 934-6400 * Fax (530) 934-6419 * e-mail: gcboard@countyofglenn.net * website: www.countyofglenn.net

Public Works - Roads

Findings

F1. – F5. The Board of Supervisors agree with the Grand Jury's findings.

Recommendations:

R1. This recommendation has partially been implemented. The Board of Supervisors has authorized a 15% pay increase over three years (5% year one, 5% year two, and 5% year three) to the Public Works Maintenance Worker classifications and other classifications within the Public Works Agency to attract and retain qualified employees. The Board concurs with the information the department provided in response to Finding 1 regarding the number of budgeted positions and the vacancies that occur within the agency.

R2. This recommendation will be implemented. The Board of Supervisors concur with the recommendation and are supportive of the department's attempt to cross train employees to the best extent allowable within the respective job classifications. The recent approval of wage increases will assist in attracting and retaining employees, filling vacant positions.

R3. This recommendation will be implemented in accordance with the State Law. The Board of Supervisors, Public Works director, and staff are aware of the state requirements and have commenced discussions regarding fleet replacement, funding, grant opportunities and charging stations for electric vehicles.

R4. This recommendation has partially been implemented. The Board of Supervisors concur with the recommendation and appreciate the Public Works Agency's attempts to continuously provide updates at board meetings and press releases posted to the Glenn County webpage regarding the bridge over Salt Creek on County Road 306 closure. The Board looks forward to future updates regarding road closures and fiscal status of the department at community events to educate the public regarding operations and funding of the agency.

Veterans Service

Findings

F1. – F4. The Board of Supervisors agree with the Grand Jury's findings.

Recommendations:

R1. This recommendation has not been implemented. The Board of Supervisors concur with the recommendation. Although the incumbent's retirement date is not known at this time. Upon receipt of the incumbents notice of her intent to retire and resignation date, the County can then begin planning for her replacement and necessary training.

R2. The VFW is an independent non-profit public service organization. Board of Supervisors has no legal jurisdiction or authority over the VFW. Therefore, we are unable to respond to the recommendation.

R3. The Honor Guard is an independent non-profit public service organization. Board of Supervisors has no legal jurisdiction or authority over the Honor Guard. Therefore, we are unable to respond to the recommendation.

R4. The Honor Guard is an independent non-profit public service organization. Board of Supervisors has no legal jurisdiction or authority over the Honor Guard. Therefore, we are unable to respond to the recommendation.

In closing, the Board of Supervisors has reviewed all of the responses and is committed to work with staff to meet their goals. Again, the Board of Supervisors would like to express its appreciation to the members of the 2022/23 Grand Jury and offer our recognition of the extraordinary commitment required to serve as a member of the Grand Jury. Please contact our office if you have any questions.

Sincerely,

GLENN COUNTY BOARD OF SUPERVISORS

Grant Carmon, Chairman

cc: Tami Allen, 2022/23 Grand Jury Foreperson
Scott H. De Moss, Clerk of the Board

Office (530) 934-6400 * Fax (530) 934-6419 * e-mail: gcboard@countyofglenn.net * website: www.countyofglenn.net

CITY COUNCIL

Chris Dobbs, Mayor
Bruce T. Roundy, Vice-Mayor
Jeffrey A. Tolley
John McDermott
Mathew Romano

CITY OFFICIALS

Jennifer Schmitke
City Clerk

Leticia Espinosa
City Treasurer

CITY OF ORLAND

INCORPORATED 1909

815 Fourth Street
ORLAND, CALIFORNIA 95963
Telephone (530) 865-1600
Fax (530) 865-1632

CITY MANAGER
Peter R. Carr

RECEIVED
AUG 10 2023
GLENN COUNTY
CLERK OF THE SUPERIOR COURT
BY _____ DEPUTY

August 1, 2023

The Honorable Alicia Ekland, Presiding Judge
Superior Court, County of Glenn
526 West Sycamore Street Willows, CA 95988

Subject: Response to FY22-23 Grand Jury Report – Emergency Medical Services

Dear Judge Ekland:

The Orland City Council appreciates the work of the Grand Jury and responds as requested to the final report as follows:

Finding #1 "... that if the smaller, outlying Fire Departments are closed due to lack of funding, it would put a burden on the Orland and Willows Fire Departments."

We agree with this Finding. In fact, such a scenario would overwhelm both staffing and funding of our fire department.

Recommendation #1 "... the county invests into a countywide grant writer to be used in county departments to fulfill the needs of funding for grants, by October 2023."

Implementation of this recommendation is, of course, a county function. The Grand Jury should be advised that the county's associated fire chiefs are currently engaging such a grant writer supported by a federal grant, on a limited time basis. It is our experience that grants are helpful but not reliable and are typically more targeted for equipment than for operations. The ongoing needs of any sustainable fire department requires a reliable, ongoing, dedicated source of funding.

Finding #5: "...that not all SCBA masks can be used with all air tanks."

We disagree with this Finding partially, as it may apply to other departments in this county, but it does not apply to Orland City fire Department nor to Orland Rural Fire Protection District.

Recommendation #5: "... that the fire departments (Willows and Orland) insure all SCBA masks have compatibility with the proper air tanks by October 2023."

Orland's entire fleet was retrofitted within the past year with SCBA masks that properly fit all of our air tanks. This project was enabled primarily by ongoing local tax revenue funding and augmented by a federal grant.

Respectfully submitted,

Chris Dobbs
Mayor

Courtesy Copy: Glenn County Board of Supervisors

GLENN COUNTY SHERIFF'S OFFICE

Sheriff, Coroner, Civil Process, Office of Emergency Services, Animal Control

"Commitment to Service, Dedication to Community"

JUSTIN GIBBS
Sheriff/Coroner
Director O.E.S.

RECEIVED
GLENN COUNTY
AUG 25 2023
CLERK OF THE SUPERIOR COURT
BY _____ DEPUTY

TRAVIS GOODWIN
Undersheriff
Deputy Director O.E.S.

AMY TRAVIS
Deputy Director O.E.S

August 22, 2023

To: Honorable Donald Cole Byrd
Presiding Judge of the Superior Court

Re: Response to the 2022/2023 Grand Jury Final Report

The Glenn County Sheriff's Office – Office of Emergency Services (OES) is providing response to a Finding F4 and Response R4 in the EMS Section of the 2022-2023 Grandy Jury Final Report.

Glenn County Sheriff's Office – OES disagrees with this statement on page 34 of the report listed under EMS Section: If the 911 system goes down, the Sheriff's phone number automatically goes to CodeRed. CodeRED is Glenn County's emergency alert and warning system.

Reasons for disagreement:

CodeRED emergency alert and warnings are not directly tied to the 9-1-1 system. It is a separate, third-party, web-based platform. Alerting Authorities login to the web-based application and initiate an alert when deemed necessary by a member of Sheriff's Administration – OES. It can be used in multitude of events including a widespread, sustained 9-1-1 outage when automatic backups are not in effect to roll to another 9-1-1 call center. For more information on the Alert and Warning Program: https://www.countyofglenn.net/sites/default/files/Office_of_Emergency_Services/Annex%20B%20-%20Emergency%20Public%20Info%20%26%20Warning%202019.pdf

F4: That many Glenn County residents are not aware or have not registered for the CodeRed Alert to be sent to their cell phone.

Glenn County Sheriff's Office – OES disagrees with the finding in F4. Reasons for disagreement:

CodeRED has over 8500 contacts registered in the Glenn County database, with 8100 listed as residential contacts. Each contact may have more than one mode of contact including email and multiple phone numbers for call and/or text. Landline phones are automatically enrolled in CodeRED through a reverse 9-1-1 data port. Residents must self-enroll cell phones, VoIP, and emails as desired. According to the 2020 US Census data, there are a total of 9753 households in Glenn County. With approximately 8100 residential

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Jail (530) 934-6428 • Fax (530) 934-6427

contacts in the Glenn County CodeRED database, most households are included in the receipt of emergency alerts under CodeRED.

2020 US Census Data: https://censusreporter.org/profiles/05000US06021-glenn-county-ca/

Glenn County has actively promoted CodeRED since it was selected as the alert and warning software in 2017. All-call drills were conducted in 2017, 2018, 2019, and 2021. Significant media and social media promotion is conducted in conjunction with the all-call drills to highlight awareness of not only the drill itself but also how to enroll and the importance of enrolling. Annual pre-fire season media interviews are conducted with local media outlets to promote resident enrollment in this critical service.

Social media and community events are utilized to promote resident awareness of the alert and warning platform and encourage enrollment throughout the year. Social media platforms used to promote enrollment include Facebook (Sheriff, VIPS, HHSA) and Twitter (OES). The information has been shared by many of our partner agencies including the cities, fire districts, and Orland PD, as well as promoted in many community-based Facebook groups. Community outreach events are utilized to provide in-person resident education on CodeRED alerts and assist residents with on-the-spot enrollment. Community events include National Night Out, Glenn County Fair, annual Elk Creek Fire Awareness and Ice Cream Social, Willows Street Fair, health fairs, Child and Family Resource Fair, etc.

Presentations and information have been provided community groups and forums including Rotary, Lyons, Ministerial Association, Butte Glenn Voluntary Organizations Active in Disaster (VOAD), Butte-Glenn Healthcare Coalition, American Red Cross, Glenn County Office of Education parent groups, etc. Informational presentations have been provided at several public meetings including the Glenn County Board of Supervisors, Willows City Council, Orland City Council, Glenn County Fire Chiefs Association, and the Glenn County Emergency Medical Care Council (EMCC).

OES partners with Butte-Glenn 2-1-1 to provide information and assistance including enrolling residents in CodeRED emergency alerts and acts as a hotline for residents to access emergency information such as evacuation areas and shelter sites. Residents can dial 2-1-1 from any phone in Butte and Glenn counties to access assistance and information.

R4. ...that the OES develop a system to better inform the public of CodeRed and to provide additional visual information for public awareness by October 2023.

Action – Will be completed.

Glenn County Sheriff's Office – OES Response:

Glenn County OES will continue to promote enrollment and sustainment in the CodeRED emergency alert system through an All-Call Drill, media, social media, community outreach events, brochures, and website. Glenn County OES will conduct an All-Call Drill using CodeRED on September 28, 2023. This drill, as well as

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the CodeRED alerting system enrollment, will be promoted throughout the month of September via media, social media, partner agencies, and printed flyer postings at various community locations in both Spanish and English.

Thank you for this opportunity to provide feedback and response,

Justin Gibbs
Sheriff – Coroner – Director of OES

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PUBLIC WORKS AGENCY

P.O. Box 1070 / 777 N. Colusa Street
Willows, CA 95988

Donald Rust, Director

Airports
Engineering
Flood Control
Roads & Bridges
Solid Waste
Surveyor

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AUG 15 2023
CLERK OF THE SUPERIOR COURT
BY _____ DEPUTY

August 15, 2023

Honorable Donald Cole Byrd
Presiding Judge
Glenn County Superior Court
526 West Sycamore Street
Willows, CA

RE: RESPONSE TO THE 2022-2023 GRAND JURY FINAL REPORT RELATED TO THE GLENN COUNTY – PUBLIC WORKS AGENCY: COUNTY ROADS

Your Honor:

The Glenn County – Public Works Agency (GC-PWA) received the 2022-2023 Grand Jury Final Report and the associated findings and recommendations. The GC-PWA would like to thank the members of the 2022-2023 Grand Jury for their time and efforts regarding the GC-PWA's roads & bridges department. Specifically, the agency's staffing levels, state environmental regulations for clean and green energy, current equipment needs and funding resources available to the GC-PWA to operate and maintain the County's Road system. The following are GC-PWA responses to the findings and corresponding recommendations below:

Finding 1: ***It was found that more trained employees are needed to repair the mileage of roadways in Glenn County.***

We agree with the finding.

Currently the Agency has 49 budgeted positions; 11 positions are vacant pending decisions based on Agency needs. Five of these vacant positions are in Engineering and two are in Roads Maintenance.

The GC-PWA recruits' employees on a regular basis to fill vacant positions throughout the calendar year. Currently, the Glenn County employee associations (unions) and County are negotiating new contract agreements for the next several years. The majority of GC-PWA employees are represented by the Glenn County General Unit, and Glenn County Mid-Managers Unit represented by labor representatives from UPEC 792. The GC-PWA employees are seeking cost-of-living increases for salaries and benefits and incentives for employees with a Class A license. GC-PWA administrative staff believes

the employee unions and County will have contract agreements in-place allowing for additional employee funding prior to March 2024.

Finding 2: ***It was found that there is sometimes a quick turnaround of employees and a shortage of staff.***

We agree with the finding.

As stated in the previous response, GC-PWA recruits' employees on a regular basis to fill vacant positions continuously. There are several factors that create turnover in the department: higher salaries and benefits in regional employment markets, higher wages in the agricultural operations within Glenn County, or applicants/employees lack of training, knowledge and skills related to road operations, maintenance and construction. The department provides heavy equipment training for employees and opportunities to gain on-the-job training and experience in road operations, maintenance and construction. However, shortages in staff requires the department to utilize contractors to fulfill specific road operations and maintenance duties, on an as needed basis. GC-PWA staff believes that the current contract negotiations will help recruitment of additional employees to fill any vacant positions prior to March 2024.

Finding 3: ***It was found that there is a need for future and updated equipment to keep in line with current and new trends as well as new legislation, this includes training for mandated and environmental policies.***

We agree with the finding.

In January 2023, GC-PWA staff provided updates to the California Air Resources Board (CARB) regarding small rural agency on- and off-road heavy equipment fleet for Glenn County, this is required annually. In 2024, the County's small rural agency heavy equipment fleet will be required to start the implementation and purchase of clean and green energy vehicles or heavy equipment to meet state mandated policies and regulations throughout California. GC-PWA is working to update the heavy equipment and light-duty vehicle replacement schedule to ensure the department has the required equipment to fulfill its duties and responsibilities on an on-going basis.

Finding 4: ***It was found that the Public is unaware of the duties, functions, and funding of the Public Works Agency which often creates negative views of the Agency.***

We agree with the finding.

GC-PWA staff appreciates the 2022-2023 Grand Jury for helping to educate the citizens of Glenn County that County General Funds do not support the Agency's activities in providing road and bridge operations and maintenance, operating the landfill closure/transfer station, or operating the two municipal county airports.

GC-PWA recognizes that even with the gas tax due to the Road Repair and Accountability Act, known as Senate Bill 1 (SB 1), approved in April 2017, the funding is insufficient to

meet the needs for the County's Road system. Road system funding is a problem all counties in California are facing and trying to address.

In Fiscal Year 2020-21, the Glenn County Transportation Commission contracted with NCE Engineering & Environmental Services to update the Pavement Management System software and provided a final report that analyzed the overall conditions of the County's 673.2 centerline miles of paved roads. The NCE report and analysis showed the County will need to spend $352 million over the next ten years to bring the maintained paved roads to a condition that can be maintained with on-going preventative maintenance in the most cost-effective way.

The SB1 funding has allowed Glenn County to provide preventative maintenance through chip seal operation in the past three year for approximately 172 centerline miles of road, purchased a water-truck, three-axle tractor and two dump trucks and allowed GC-PWA to manage and start to recover from the 2023 winter storms that impact Glenn County; however, the NCE report highlights the County's need to be about 5 times the funds received by the SB-1 funding and the recent increases in all petroleum based products has driven the cost of road operations and maintenance even higher.

GC-PWA continues to seek additional funding through various federal and state grant funding opportunities and programs. We try to complete road operations and maintenance work through force account labor and to stretch Road Fund revenues as much as possible. However, additional revenues sources may be needed to meet the rising costs of an aging infrastructure and road system.

GC-PWA will continue to provide updates to the Glenn County website and transparency in the fiscal health of the department, continue to educate the public of the functions and operations of the department, participate in community events and develop a Public Works Agency social media page(s) to provide information, frequent updates and road conditions/closures by March 2024.

Sincerely

Donald Rust, Director.
Public Works Agency

cc: Scott De Moss, County Administrative Officer
Glenn County Board of Supervisors

Criminal Justice: Detention Facility Reviews

Pursuant to California Penal Code (CPC) section 939.9 "A grand jury shall make no report, declaration, or recommendation on any matter except on the basis of its own investigation of the matter made by such grand jury. A grand jury shall not adopt as its own the recommendation of another grand jury unless the grand jury adopting such recommendation does so after its own investigation of the matter as to which the recommendation is made, as required by this section." Pursuant to CPC section 919(b) "The grand jury shall inquire into the condition and management of the prisons within the County."

The California Attorney General issued an opinion (No. 18-103, dated March 10, 2022) stating that the term "public prisons" in CPC section 919(b) includes "local detention facilities," defined as facilities that confine prisoners for more than 24 hours. A county or city jail is a typical example of such a local detention facility. The Attorney General has concluded that each grand jury must inquire into the "local detention facilities" located within their county–but the CPC does not require the jury to conduct an investigation or write a report about the inquiry. In fact, a report cannot be written on an inquiry; instead, a full investigation is needed so all the facts can be verified. (CPC 939.9)

Previous Grand Juries in Glenn County have submitted reports that included statements regarding conditions of the facilities and recommendations based on their jail inspections. This Grand Jury will not be providing such a report based on an interpretation of CPC section 939.9, which prohibits the Grand Jury from making such statements and recommendations without first conducting a full investigation. Nonetheless, this recent interpretation of the CPC does not prohibit the Grand Jury from having access to jails and custody facilities, or launching a formal investigation if the circumstances call for one. However, it does stop Grand Juries from making statements or "findings," which make up the vast majority of what a Grand Jury normally reports on after inspecting these facilities.



To fulfill the requirement to inquire into the detention facilities in Glenn County, the Glenn County Civil Grand Jury members toured the Tehama County Juvenile Detention Facility and Glenn County Jail facilities in May 2024. The jurors also interviewed the warden or jail commander in charge of the facility, as well as other staff members at the site.

The esteemed members of the 2023-2024 grand jury earnestly recommend that the succeeding grand jury panel undertake a comprehensive investigation into both facilities and initiate said inquiry early within their term of service, so as to ensure the completion of a thorough and detailed report.

"We are more fulfilled when we are involved

in something bigger than ourselves."

- John Glenn, 2009 commencement speech
(Ohio State University)