

**2006-2007 Shasta County Grand Jury Report**  
**Report submitted to the agency on: July 9, 2007**

**CITY OF ANDERSON**

*Destined for Growth*

City of Anderson  
1887 Howard Street  
Anderson, CA 96007  
530-378-6626

**Reason for Inquiry:**

Section 925a of the California Penal Code authorizes the Grand Jury to examine the books and records of any city located within the county, and "investigate and report upon the operations, accounts, and records of officers, departments, and functions, and the method or system of performing the duties of any such city ... and make such recommendations as it may deem proper and fit."

**Background:**

An in-depth investigation of the City of Anderson was not undertaken. Instead, the Grand Jury sought to achieve a better understanding of the activities of the City of Anderson and to inform the public about selected City operations.

The City of Anderson encompasses 6.7 square miles and has a population of 10,660. Anderson was incorporated January 16, 1956, and utilizes a council-manager form of government. The City Council consists of five members elected at-large for staggered four-year terms. It acts as the City's legislative body, prioritizing the needs of its citizens and formulating operating policies for city functions. The Council's authority and responsibilities are broad in scope with the general objective of providing the community's desired levels of service as efficiently and economically as feasible.

The Anderson City Manager is hired by the City Council and is the chief executive officer of the City. In accordance with policy decisions of the Council, the City Manager plans, directs, coordinates, implements, and administers the activities and operations of the City. The City Manager also functions as Personnel Director, Risk Manager, and City Clerk.

The City of Anderson provides services through the following departments:

- The **Finance Department** is responsible for financial administrative functions, approval and processing of all disbursements, collection of business license revenue, billing and collection of general government and utility revenues, payroll processing, assisting in budget preparation, cash management (including investment of funds), and computer operations. The City is in the second year of its two-year budget of approximately \$15 million which expires on June 30, 2007.
- The **Planning Department's** mission is to balance the competing interests and needs of its citizens for the long-term orderly and efficient development of land within the city limits. The City of Anderson is focused on improving and marketing the community's job-base and in achieving a desirable standard of living. The Planning Department's housing program focuses on maintaining and

improving the level of affordable housing for City residents. The department's redevelopment activities facilitate the renewal and revitalization of the business and economic base of the community with the added benefit of retaining current jobs and creating new ones. Future growth of the City will be driven by the economy, and the challenge will be to retain its small town culture while absorbing the growth that appears to be headed for the southern part of Shasta County. The City is in the process of revising its general plan in anticipation of the expected increase of approximately 1,000 approved housing units over the next five to six years. For non-residential development, very few office buildings are expected with the trend going towards commercial and industrial developments.

- The **Public Works Department** has four divisions:
  1. Engineering and Administration is responsible for the design and inspection of infrastructure construction and improvement.
  2. Public Works Maintenance is responsible for road maintenance, storm drain monitoring and repair, landscaping, fleet maintenance (consisting of nearly 100 pieces of equipment), public building maintenance and City domestic water operations.
  3. The Wastewater Division is responsible for the operation of the wastewater collection system and treatment facility.
  4. The Building Division administers programs to ensure compliance with state laws and City ordinances regarding building standards as well as adopted policies and standards designed to safeguard life, health, property, and public welfare. A Code Enforcement Officer was recently hired through a grant.
- The **Parks and Recreation Department** is responsible for offering a wide variety of recreational programs for all ages. Noteworthy are the summer swimming programs, the Mosquito Serenade Concert Series, and the Senior Home Repair Program. The department operates and maintains four parks including the 428-acre Anderson River Park, consisting of picnic areas, trails, group barbeque areas, bocce ball, soccer and softball fields, tennis and basketball courts, and a boat launching facility. For a fee, the park is also available for special events and private parties.

Ground was broken February 23, 2006, for a new teen center/public health building at Howard and East Center Streets. The building will be jointly owned as a partnership of the County of Shasta and City of Anderson. Total project costs for the 11,754 square foot, two-story building, are \$3.5 million. About one third of the space will be occupied by the Anderson Teen Center. The Teen Center will include a dance studio, game room, kitchen, computer lab, outdoor stage and basketball court. Two-thirds of the space will be occupied by the Shasta Public Health Department and will include exam rooms and staff offices. The project also includes an outdoor public plaza for community events and gatherings. The scheduled completion date is March/April 2007.

Additionally, the City of Anderson received one grant for \$200,000 from the state for Volante Park and has applied for a second state bond grant for Anderson River Park for \$100,000.

- The **Police Department** was formed in 1957 with a staff of five. The department now consists of a Police Chief, 20 sworn police officers, and 11 additional full- and part-time non-sworn employees. The Police Department maintains its own 24-hour emergency dispatch center.

**Anderson Fire Protection District:**

The Anderson Fire Protection District is an independent special district whose territory includes all of the City of Anderson, plus some additional unincorporated areas of Shasta County and is not governed by the Anderson City Council. It was established in 1889 after a fire nearly destroyed the entire town in 1887. The District responds to an average of 170 incidents a month of which eight percent are fire related and 85 percent are medical calls and seven percent are miscellaneous. Responses have increased 800 percent since 1970. In 1978, the District had 11 paid firefighters. Today, the District consists of six paid employees and about 20 volunteers. The District has mutual aid and automatic aid agreements with CalFire (CDF) and mutual aid agreements with Redding and Cottonwood fire agencies.

<b>Findings and Recommendations</b>	<b>City of Anderson City Council Response</b> <a href="#">(Anderson Supporting Documents)</a>
<p><b>Findings #1:</b> The Grand Jury found that the overall operations of the City appear to be well run in all the areas reviewed.</p>	<p>The Anderson City Council concurs, and expresses its appreciation of the observation.</p>
<p><b>Finding #2:</b> The Shasta District Fairgrounds is a state owned facility and is the home of the Shasta District Fair, which Anderson hosts each year. While the fair draws over 100,000 people annually, the City does not receive the proceeds from attendance. However, the City does benefit financially from monies spent at local businesses. Other revenue generating events at the fairgrounds include satellite horse racing, stock car racing, third of July fireworks, home shows, boat shows, and exhibitions. Attendance at these other functions attracts an additional 200,000 people.</p>	<p>The City of Anderson appreciates the presence of the Shasta District Fairgrounds within the Anderson city limits, and the City has maintained cooperative working relationships with the Fair to the mutual benefit of our respective organizations, for neighboring property owners, and for the public.</p>
<p><b>Finding #3:</b> City attractions include two golf courses, an 11-screen theatre, and three shopping centers, including the 40 store Prime Outlets of Anderson.</p>	<p>Although there are currently no golf courses within the Anderson city limits, nearby courses provide close-by golf recreation. In addition to movie and shopping opportunities (the factory outlet center is now named the Shasta Factory Outlets), the City is known for its excellent parks and outstanding recreation programs, and the Frontier Senior Center and Anderson Teen Center are among other notable attractions.</p>
<p><b>Finding #4:</b> City of Anderson has five residential subdivisions under construction which will bring a minimum of 1,000 homes to the area in the coming years.</p>	<p>Although each approaches the local housing market and their physical settings somewhat differently, the City believes that each of the five active subdivisions will become good places to live. The sub-division developers and homebuilders within them are building neighborhoods that are consistent with the City's</p>

	<p>General Plan, which seeks to maintain the City's enviable small town, know-your-neighbor character, even as the City grows.</p>
<p><b>Finding #5:</b> The City of Anderson's contribution to its employees' retirement is currently \$1,000,000 per year. Once an employee leaves city employment, the post employment benefits cease, resulting in significant savings to the city over time. Unlike the City of Anderson, some public agencies continue to pay into post employment benefits for their employees.</p>	<p>While the City indeed does not pay any post employment benefits, contractual obligations to its employees will require employee enrollment in two enhanced defined-benefit retirement plans effective July 1, 2008. These enhanced plans, known as the CalPERS "3% at 50" plan for safety employees and "2.7% at 55" plan for miscellaneous employees, will significantly increase the annual cost to the City for providing for employee retirement. Mitigating the future year risk to the taxpayer of this major change are contractually imposed caps on the City's share of the CalPERS annually-recalculated retirement contributions.</p>
<p><b>Finding #6:</b> SHASTECC is a joint redevelopment project of the County of Shasta and the Cities of Redding and of Anderson. The City of Redding is the lead agency for the project. The SHASTECC project boundary has recently been expanded to include the Stillwater Business Park, a planned industrial redevelopment located adjacent to the Redding Municipal Airport and close to the City of Anderson. The business park will be designed to attract medium to large businesses engaged in manufacturing and distribution. City of Anderson officials anticipate that this project should have a positive impact on merchants and future job growth.</p>	<p>The City believes that the SHASTECC contributions that are assisting in funding some of the infrastructure in support of the Stillwater Business Park are an important component of the larger work being undertaken by the City of Redding that should enhance the prospects of early success for the industrial park. The future primary industry economic development and job growth will benefit the region in general and, by proximity, Anderson in particular.</p>
<p><b>Finding #7:</b> Prior to September 2006, the Anderson Public Library was open only 20 hours per week. The library has extended its hours to 40 hours per week from 9:00 a.m. – 6:00 p.m. on Tuesdays through Friday and Saturday from 10:00 a.m. – 2:00 p.m. with the help of a grant from Sierra Pacific.</p>	<p>The City is proud to be one of the partners in funding the longer hours of the Anderson Branch Library. Although Sierra Pacific is a library supporter and funds many local charitable and philanthropic organizations, this particular grant is being donated by Wal-Mart.</p>
<p><b>Finding #8:</b> The City contracts with two labor unions – the Anderson Police Officers' Association, for sworn personnel, and the General Teamsters, Professional, Health Care and Public Employees for other non-sworn city government employees.</p>	<p>In addition to the two represented employee groups, the City also employs certain unrepresented management and part time and seasonal employees.</p>

<p><b>Finding #9:</b> The City of Anderson and the Fire Protection District are studying the feasibility of creating a City-run fire department.</p>	<p>The City Council and Fire District Board have indeed agreed to undertake a joint feasibility study of various organizational and financial alternatives for providing improved fire services. A grant application that would fund an alternatives analysis by an outside organizational consultant has been prepared by the City and is pending before the California Department of Housing and Community Development.</p>
<p><b>Finding #10:</b> The Anderson Police Department manages animal control for the city.</p>	<p>The City provides good quality animal control services, and the City is proud of the relatively-recent acquired impoundment facility on McMurry Drive that previously housed a veterinarian business and is ideally suited for the City's needs. In addition to Police Department personnel, the City is especially appreciative of the dedicated volunteers who assist in caring for stray animals while they are in the City's care.</p>
<p><b>Recommendations:</b> None</p>	

**Method of Inquiry:**

The Grand Jury reviewed the following:

- The City of Anderson website, [www.ci.anderson.ca.us](http://www.ci.anderson.ca.us)
- Anderson Fire District Revenue Budget – 2006/2007
- Anderson FY 2005 Financial Statement Report
- Redding Record Searchlight
- Anderson Valley Post
- Anderson 2006/2007 fiscal budget
- Anderson 2006 Fall/Winter Activity Guide
- *50 Years of Progress*, Anderson, CA – 1956-2000, January 11, 2006, Valley Post
- The Shasta County Grand Jury toured the new Anderson Animal Control Facility.

The Grand Jury interviewed:

- City Manager, City of Anderson
- Chief of Police, City of Anderson
- Interim Chief, Anderson Fire Protection District
- Animal Control Officer, City of Anderson
- Shasta County Fire Warden
- Two school administrators from the City of Anderson
- Former Anderson City Council member



# GRAND JURY REPORTS

**2006-2007 Shasta County Grand Jury Report  
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## ANIMAL SHELTERS IN SHASTA COUNTY

### *Our Animal Friends*

Shasta County Animal Shelter,  
530-245-6065  
Anderson Shelter, 378-6606/378-6600  
Redding/Haven Humane, 530-241-2550  
Shasta Lake Shelter, 530-275-7480

#### **Reason for Inquiry:**

Sections 925 and 925a of the California Penal Code authorize the Grand Jury to investigate and report upon the operations of any departments or municipal agencies within the county. The Grand Jury has chosen to investigate, interview, and tour each animal shelter facility to determine the quality and diversity of animal care in Shasta County. The Grand Jury received no formal complaints regarding animal shelters in Shasta County.

#### **Background:**

Shasta County desperately needs a new animal shelter. A recently completed feasibility study, accepted by the Shasta County Board of Supervisors, explores solutions for a new animal control facility to replace the County's present facility.

There are four governmental animal shelters located within the boundaries of Shasta County. The three city shelters, Anderson, Redding, and Shasta Lake, provide animal regulation and welfare services within their own boundaries. The Shasta County Animal Shelter provides the animal services for the unincorporated areas of the county. All four shelters have different adoption, spay, neuter, and vaccination fees and policies. Euthanization is by lethal injection and dead animals from all four animal shelters currently go to a rendering company, not to a landfill, as there is no local animal crematory in the area. The county is in the process of securing a crematory unit.

- **Shasta County Animal Shelter:** The main shelter is located at 2690 Radio Lane, Redding; there is a small, short-term holding facility in Burney. The unincorporated area of Shasta County has a population of 70,508 and covers 3,774 square miles. The Shasta County Animal Shelter structure is 55 years old. It is too small for the volume of cases it handles, has an inefficient layout, lacks a grooming room, and has no isolation areas separated from the main animal population. The euthanasia room is in the animal housing area, has minimal security, no windows, inadequate air circulation, which makes the euthanasia process uncomfortable for animal regulation officers. There is no air conditioning in the animal housing area and at times it has been known to reach 117° F in the facility. Stacked portable cages are utilized for sick cats and animal impoundment overflow. The stench in the animal housing area cannot be alleviated because the wood surfaces are saturated with urine that no amount of scrubbing or bleach can remove. Modular buildings are used for office space and customer service as well as record storage for the county coroner. Both

employee and visitor parking are very limited.

The County's Animal Control is a Division of the Sheriff's Office and is currently staffed by three animal control officers. Typically, one officer supervises low risk inmate workers as they perform such duties as feeding animals, cleaning cages, and maintaining the landscape, while two officers work in the field, responding to calls. In addition to handling domestic animals, the animal control officers respond to livestock and rabies-related wildlife issues.

The main animal shelter has the capacity to house approximately 87 dogs and 87 cats with a maximum of four animals per cage. There is a six-day holding period, not including the impoundment day, required before adoption or euthanasia can occur.

<b>Shasta County Animal Control Operations, 2006</b>			
<b>Calls For Service</b>	<b>2,551</b>		
	<b><u>Dogs</u></b>	<b><u>Cats</u></b>	<b><u>Other</u></b>
<b>Animals Impounded</b>	<b>1,274</b>	<b>1,277</b>	<b>N/A</b>
<b>Redeemed*</b>	<b>260</b>	<b>7</b>	<b>N/A</b>
<b>Adopted</b>	<b>401</b>	<b>171</b>	<b>N/A</b>
<b>Euthanized</b>	<b>566</b>	<b>926</b>	<b>N/A</b>

\*Returned to owner

- Anderson Animal Shelter:** The Anderson Animal Shelter is located at 2951 Mc Murray Drive, Anderson. Anderson has a population of 10,677 and 6.4 square miles with approximately 900 licensed animals in the city limits. The police department handles the phone inquiries and the shelter is staffed by one part-time Anderson Police Department Community Service Officer who enforces the animal regulation laws and whose job responsibilities are split between animal control, court officer, and vehicle maintenance scheduling. The shelter has a capacity of eight dogs and 12 cats. Other small pets can be handled depending on how many cat cages are available.

<b>City of Anderson, Animal Control Operations, 2006</b>			
<b>Calls For Service</b>	<b>478</b>		
	<b><u>Dogs</u></b>	<b><u>Cats</u></b>	<b><u>Other</u></b>
<b>Animals Impounded</b>	<b>141</b>	<b>142</b>	<b>N/A</b>
<b>Redeemed*</b>	<b>34</b>	<b>1</b>	<b>N/A</b>
<b>Adopted</b>	<b>20</b>	<b>14</b>	<b>N/A</b>
<b>Transferred to the County Shelter</b>	<b>64</b>	<b>119</b>	<b>N/A</b>

\*Returned to owner

The shelter does not offer pasture for livestock or handle wildlife situations; callers are referred to Animal Nuisance Control (a private company), the Livestock Brand Inspector or the Department



of Fish and Game. The shelter is open by appointment only and will hold animals for four business days, not including the impoundment day, before adoption or euthanization. Spay and neuter discount certificates are limited in availability. Anderson has used County inmates in the past for general maintenance of the shelter.

- The City of Redding Animal Shelter/Haven Humane Society:** The Redding Animal Shelter is located at 7449 Eastside Road, Anderson. The City of Redding has a population of 89,973 and 58.4 square miles for animal control officers to cover. The city has contracted with Haven Humane Society, a private corporation, for animal control field and shelter services. While the term of that contract runs out on September 30, 2010, Haven Humane Society has agreed to extend services to September 30, 2015, if needed. Haven Humane Society is a local, non-profit, charitable animal welfare organization that provides for the health, sheltering, and adoption of stray and owner turn-in animals. Haven Humane Society also handles gross neglect cases, wildlife problems, and pre-adoption behavioral testing. It manages foster home and volunteer programs and sends adoptable pets to off-site locations to increase public awareness and expand adoption opportunities. Haven Humane Society has personnel trained in tranquilizing techniques and specialized equipment for wildlife cases. Under the contract with Redding, Haven Humane Society provides four animal control officers to oversee the enforcement of animal regulation laws during daylight hours. An additional 28 employees and approximately 20 volunteers staff the shelter and veterinary clinic. Haven Humane Society does not utilize inmate labor. The shelter can accommodate approximately 125 puppies and dogs, 150 kittens and cats, and several small pets (i.e. rabbits, snakes, etc.) in portable cages. There is pasture space for approximately 20 horses and several smaller livestock such as pigs, goats and sheep.

<b>Redding Animal Control Operations, 2006</b>			
<b>Calls For Service (wildlife calls)</b>	<b>6,533 (366)</b>		
	<b><u>Dogs</u></b>	<b><u>Cats</u></b>	<b><u>Other</u></b>
<b>Animals Impounded</b>	<b>2,190</b>	<b>2,345</b>	<b>107</b>
<b>Redeemed*</b>	<b>630</b>	<b>35</b>	<b>11</b>
<b>Adopted</b>	<b>558</b>	<b>416</b>	<b>27</b>
<b>Euthanized</b>	<b>699</b>	<b>1,812</b>	<b>72</b>

\*Returned to owner

Redding Animal Control/Haven Humane Society has an Office of Emergency Services Plan (OESP) in place for large-scale disasters. Three Haven Humane Society personnel are trained to support the plan. They have a new rescue and mobile adoption vehicle.

- City of Shasta Lake Animal Shelter:** In September 1999, the City of Shasta Lake opened its animal shelter at 3025 Ashby Road. With a population of 10,325 and 10.9 square miles, the City has one, non-sworn, full time supervising animal control officer who spends approximately 70 percent of his time on animal control activities, and the remaining 30 percent on other city-related duties, as required. The supervising animal control officer manages a staff of two animal control officers who also work 70 percent on animal control. One volunteer manages the submissions to the Pet Finder's Adoption website. The City of Shasta Lake has incorporated the *Petware* software program that has become popular among animal shelters for managing the welfare and

adoption processes. The shelter houses up to 20 dogs, 19 cats and other small domestic pets.

<b>City of Shasta Lake Animal Control Operations, 2006</b>			
<b>Calls For Service</b>	<b>871</b>		
	<b><u>Dogs</u></b>	<b><u>Cats</u></b>	<b><u>Other</u></b>
<b>Animals Impounded</b>	<b>424</b>	<b>540</b>	<b>N/A</b>
<b>Redeemed*</b>	<b>150</b>	<b>18</b>	<b>N/A</b>
<b>Adopted</b>	<b>179</b>	<b>111</b>	<b>N/A</b>
<b>Euthanized</b>	<b>95</b>	<b>411</b>	<b>N/A</b>

\*Returned to owner

Arrangements for pasturing can be made for impounded livestock. Wild animal incidents are referred to Fish and Game. The animal shelter provides emergency animal collection services 24 hours a day, seven days a week and will open the shelter during off hours to help persons retrieve their lost pets. Animals are held four full days, not counting the impoundment day, before being adopted or euthanized. If adopting, a prepaid spay and neuter plan is mandatory. The City of Shasta Lake animal licensing fee includes \$5.00 per license to go toward the "Pup Fund." This fund provided a \$15.00 dollar off coupon to help defray the cost of spaying or neutering 77 cats and 69 dogs in 2006. In the event of a local disaster, the shelter has in place an OESP with a coordinator who has incorporated the shelter plan into the City of Shasta Lake Evacuation Plan; with an animal overflow procedure if the shelter is full. The plan would first disperse animals to participating City of Shasta Lake veterinary clinics, second to the Shasta County Shelter, and third to various rescue groups.

**Citygate Associates, LLC feasibility study:** In 2006, the Shasta County Board of Supervisors contracted with Citygate Associates, LLC at a cost of \$49,950, to prepare a feasibility study for a new animal shelter. The Citygate study reviewed the *Shasta County Animal Services Facility Needs Assessment Study* (March 2004) completed by George Miers and Associates, which included building plans for a new county shelter and its associated costs. Citygate conducted interviews to determine the appropriate size and compared the costs of building a new county shelter against contracting with Haven Humane Society. Citygate also developed a recommendation for locating a new animal shelter and prepared a report to the Board on its findings and recommendations.

The feasibility study recommendations are:

1. Build a shelter following the recommendations contained in the George Miers and Associates 2004 study. The preferred facility floor plan gave two building size options: either a building of 26,000 square feet at an approximate cost today of \$7,433,000 for the County's impoundment cases, or a structure of 36,000 square feet that would also include the City of Redding's animal population, at today's cost of \$10,021,000. Citygate asked Miers to reduce the building size to correlate with the 2006 county animal impoundment numbers and Miers reduced the sizes to 18,000 and 26,000 square feet, respectively. The cost of the 18,000 square foot building would be approximately \$5,640,000, which includes \$410,063 for site preparation, \$239,330 for a pre-engineered barn and \$30,000 for existing building demolition. If the county builds the shelter, fees could be charged to other shelters by providing housing for animal overflow, euthanization fees and crematory services.

2. Build a less expensive prefabricated shelter, but forgo the many benefits inherent in a properly designed and constructed shelter. Citygate concluded this is less expensive but still represents a significant amount of money. Citygate does not recommend this approach.
3. Contract with Haven Humane Society for shelter services. There are many factors the county must consider before this is a viable option. According to the Citygate report, the cost of the contract must present a clear and sustainable savings to the county. The initial cost savings of the contract option could appear enticing in the short run, but in the long run, without cost escalation protection provisions and cancellation clauses, the county might be better off to construct and maintain its own facility. There are also concerns such as adoption policies, public access, establishment of clear and practical guidelines, and policies and procedures that will govern the day-to-day interface between the county's animal regulation activities and the Haven Humane Society.

The Citygate study was presented to citizens and the Board in their chambers during a regular meeting on February 13, 2007. At this meeting, it was decided that a Blue Ribbon Committee would be formed to analyze the Citygate recommendations and determine the best management strategies for Shasta County Animal Control. Two committee members per county supervisorial district were appointed a few weeks later. At the May 8, 2007 Board meeting, the Blue Ribbon Committee recommended that Shasta County continue to own and operate the County Animal Control Facility.

<b>Findings and Recommendations</b>	<b>Agency Response</b>
<b>Findings #1:</b> The Shasta County Animal Shelter facility needs to be replaced.	No response required.
<b>Finding #2</b> Citygate and Associates, LLC recommends: <ol style="list-style-type: none"> <li>a) Shasta County should build a facility based on the Miers plans, or</li> <li>b) Build a less expensive prefabricated shelter, or</li> <li>c) Contract with Haven Humane Society for shelter service.</li> </ol> Citygate recommends option "a" as the best long-term solution.	No response required.
<b>Finding #3:</b> Interviews revealed that retention of officers at the Shasta County Animal Shelter is a problem due in part to the adverse working conditions at the shelter facility.	No response required.
<b>Finding #4:</b> Understaffing of the Shasta County Animal Regulation Unit has had a significant impact on the number of impounded animals. In 2002, the Sheriff's Office employed six animal control	No response required.

<p>officers, compared to 2006 where six officers were budgeted but only three were employed. This left three fewer officers in the field to respond to calls and collect animals.</p>	
<p><b>Finding #5:</b> The Shasta County Animal Shelter has purchased a mobile crematory unit.</p>	<p>No response required.</p>
<p><b>Finding #6:</b> The 2004 George Miers Study was based on impoundment statistics with a full staff of six county animal control officers. In January 2007, Citygate requested that George Miers &amp; Associates recalculate the square footage of the proposed animal shelter facility, based upon the 2006 county shelter impoundment numbers. The 2006 impoundment numbers were affected, in part, by a reduction of field staff. This explains the decrease in the size of the proposed new facility; however, it does not accurately reflect impoundment totals that could be possible with a full staff of animal control officers.</p>	<p>No response required.</p>
<p><b>Finding #7:</b> The Shasta County Animal Shelter does not utilize volunteer labor. According to those interviewed, it would take additional staff time, which is not available, to oversee a volunteer program.</p>	<p>No response required.</p>
<p><b>Finding #8:</b> The use of inmate labor is inefficient. They tend to do, as little as possible but require maximum supervision. On the other hand, a regular employee understands the task at hand and is able to work independently.</p>	<p>No response required.</p>
<p><b>Finding #9:</b> The Anderson Animal Shelter is very clean and well maintained; however, there is room for only a few animals and the services are limited. Anderson has a contract for its overflow of animals with the Shasta County Shelter for a fee. The county shelter also charges a fee to Anderson to euthanize its animals, but the task is performed by the Anderson Animal Control officer.</p>	<p>No response required.</p>
<p><b>Finding #10:</b> The Redding Animal Regulation/Haven Humane Society shelter is well managed and clean, and the</p>	<p>No response required.</p>

<p>animals have access to onsite health care on weekdays. As a private organization, Haven Humane Society has a large budget, large staff and strong volunteer program which enhance its ability to reduce costs and provide more hours to giving compassionate care. Haven Humane Society solicits donations to offset its costs. It would like to purchase a crematory unit to reduce the cost of carcass disposal. Haven Humane Society needs about 100 more portable crates for emergencies to satisfy the City's OESP objective.</p>	
<p><b>Finding #11:</b> The City of Shasta Lake has a new facility, which is clean and well kept. According to the City of Shasta Lake OESP, in the event of a local, large-scale emergency, the current county shelter would be able to assist with housing of displaced animals.</p>	<p>No response required.</p>
<p><b>Finding #12:</b> All shelters will accept donations of towels, blankets, food, kitty litter, pet toys, leashes, collars, and similar items.</p>	<p>No response required.</p>
<p><b>Finding #13:</b> All of the Shasta County governmental animal shelters euthanize animals that are too sick, injured, vicious or unadoptable, but this process is not necessarily done at their own facility.</p>	<p>No response required.</p>
<p><b>Finding #14:</b> All shelters must adhere to state laws and local ordinances regarding how long a shelter must hold a stray animal. This time limit varies depending on the facility's hours of operation and number of employees. It is up to the owner of the lost pet to determine this period of time by calling the shelter as soon as the pet is lost, and to keep visiting the shelter in person, because sometimes an over-the-phone description is not clear enough to identify a pet and the inventory is constantly changing as new strays are picked up.</p>	<p>No response required.</p>
<p><b>Recommendation #1:</b> The Grand Jury agrees with the Citygate recommendation that Shasta County build and retain ownership of its own shelter, regardless of who manages the day-to-day operations of the facility.</p>	<p><b>Response from Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>) The Board of Supervisors concurs with the recommendation. The Board appointed a 10-member Blue Ribbon Citizen's Committee (Committee) on March 27, 2007 to study this</p>

	<p>issue. The Committee returned to the Board on May 8, 2007 with this precise recommendation which the Board approved. On March 13, 2007, the Board of Supervisors allocated \$4 million for public safety capital projects including a new animal shelter. The construction of a new animal shelter is dependent on the County's ability to finance the project</p>
<p><b>Recommendation #2:</b></p> <p>The Grand Jury recommends that the Shasta County Sheriff's Office continue to manage and supervise its Animal Control officers and not permit private organizations to enforce state and local animal control laws.</p>	<p><b>Response from Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board appointed a 10-member Committee on March 27, 2007 to study this issue. The Committee returned to the Board on May 8, 2007 with this precise recommendation which the Board approved.</p> <p><b>Response required from Shasta County Sheriff:</b> (<a href="#">SC Office of the Sheriff Documentation</a>)</p> <p>The Shasta County Sheriff agrees with the recommendation</p>
<p><b>Recommendation #3:</b></p> <p>The Grand Jury recommends that Shasta County privatize the day-to-day operations of the animal shelter facility; manage the animal care needs and adoption process. This private group could manage volunteer programs, solicit donations, and manage special adoption programs and offsite adoption fairs.</p>	<p><b>Response from Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors will continue to utilize the Sheriff's Office to operate these programs. Upon completion of the new Animal Control Facility the Board will review the benefits of privatization.</p>
<p><b>Recommendation #4:</b></p> <p>The Grand Jury recommends that Shasta County Sheriff's Office fill the three vacant animal control officer positions as soon as possible.</p>	<p><b>Responses from Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors concurs with the recommendation. During the design and construction phases of the new Animal Control Facility the Board will review staffing and budgetary issues. The Sheriff is an independent elected official and responsible for hiring staff.</p> <p><b>Response from Shasta County Sheriff:</b> (<a href="#">SC Office of the Sheriff Documentation</a>)</p> <p>I agree with the recommendation. The recruitment and filling of all vacancies in the Sheriff's Office is a <u>top</u> priority. Currently, one position has been filled and two vacancies remain in Animal Control. The Sheriff's Office</p>

	<p>has actively recruited since 2003. However, it is very challenging to find qualified candidates for these positions.</p>
<p><b>Recommendation #5:</b></p> <p>The Grand Jury recommends that Shasta County offset the overall costs of its mobile cremation unit by charging a fee to other agencies that wish to use the services of this unit.</p>	<p><b>Response from Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors will seriously consider the recommendation. The Sheriff’s Office very recently obtained this unit and will need some time to develop a baseline for usage and related costs and expenditures including operational expenses such as short-term and long-term maintenance and replacement costs. There should be sufficient data available during the fiscal year 2008/2009 proposed budget process in spring 2008 to determine if this recommendation is feasible and beneficial.</p>
<p><b>Recommendation #6:</b></p> <p>The Grand Jury recommends the County follow the findings of the 2004 George Miers Study requiring a larger building because it more accurately reflects the potential animal impoundment numbers with a full staff.</p>	<p><b>Response from Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Grand Jury’s recommendation requires further analysis. The Board of Supervisors has approved agreements to consider space planning including construction of a new animal control facility. Site assessment should be substantially completed by winter of 2007. Once site assessment is completed a Request for Proposal will be issued to obtain architectural services for the design of the new facility. The Committee will be involved in this process along with the Sheriff’s Office, the Public Works Department and the County Administrative Office.</p>
<p><b>Recommendation #7:</b></p> <p>The Grand Jury recommends that the City of Redding commit to using the proposed County Shelter to impound their animals, manage their adoption program and all animal care needs which would justify a larger shelter.</p>	<p><b>Response required from City of Redding City Council:</b> (<a href="#">City of Redding Documentation</a>)</p> <p>The City Council will continue to analyze and study this recommendation. The City of Redding currently contracts with the Haven Humane Society for shelter services. The City of Redding has the contractual right to utilize the Haven Humane Society shelter through September 30, 2015. As noted in the Grand Jury’s report, “The Redding Animal Regulation/Haven Humane Society shelter is well managed and clean, and the animals have access to onsite healthcare on weekdays. As a private organization, Haven Humane Society has a large budget, large staff and strong volunteer program which enhance its ability to reduce costs and provide more hours to</p>

	<p>giving compassionate care.”</p> <p>The City of Redding and the Haven Humane Society have worked with the County of Shasta in the past on the possibility of developing a new joint use shelter. The City of Redding and the Haven Humane Society are willing to continue to explore this option. In the interim, the City of Redding will continue to contract with the Haven Humane Society for shelter services. The City of Redding and the Haven Humane Society have enjoyed an excellent working relationship over the past 20 years. It is anticipated that the current contract between the City of Redding and the Haven Humane Society will continue to meet the community’s needs through September 30, 2015, at a minimum.</p>
<p><b>Recommendation #8:</b></p> <p>The Grand Jury recommends that the City of Redding Police Department manage and supervise the City of Redding Animal Control Officers, in enforcing the state and local animal control laws.</p>	<p><b>Response required from City of Redding City Council:</b> (<a href="#">City of Redding Documentation</a>)</p> <p>The City of Redding does not intend to implement this recommendation. The City of Redding contracts with the Haven Humane Society for animal regulation service. This is an efficient and cost-effective model to provide high-quality animal regulation services to the community. The City of Redding and the Haven Humane Society have enjoyed an excellent working relationship over the past 20 years. The Haven Humane Society has the necessary resources and expertise to provide quality animal regulation services to the City of Redding. There is not a compelling reason to transfer these responsibilities back to the Redding Police Department at this time.</p>

**Responses Required:**

1. Shasta County Board of Supervisors as to Recommendations 1-6
2. Shasta County Sheriff as to Recommendations 2 & 4
3. The City of Redding City Council as to Recommendations 7 & 8

**Commendations:**

The Grand Jury commends the Shasta County Animal Control Officers for their endurance and commitment to provide the best possible animal care while working in a difficult environment.

The Grand Jury commends the Anderson, Shasta Lake and Redding/Haven Humane Society shelter employees for maintaining clean and pleasant facilities while providing compassionate care for the animals.



The Grand Jury commends the Shasta County Sheriff's Office and the Shasta County Board of Supervisors for recognizing the need for a new animal shelter facility and for the priority placement it has received.

**Method of Inquiry:**

The Grand Jury interviewed:

- Chief Executive Officer, Haven Humane Society
- Shasta County Sheriff's Office, Animal Regulations Manager
- City of Anderson Community Service Officer/Animal Control Officer
- City of Shasta Lake, Animal Control Supervisor
- City of Shasta Lake, Finance and Administrative Services Director
- Shasta County Sheriff's Office, Captain
- The Grand Jury attended several Shasta County Board of Supervisors' meetings

The Grand Jury reviewed the following documents:

- Haven Humane Society Report, Winter 2006
- Feasibility Study for the Shasta County Sheriff's Office, Animal Regulation Division, Final Report, February 14, 2007

The Grand Jury toured the following facilities:

- The City of Anderson Animal Shelter
- The City of Redding Animal Shelter/Haven Humane Society
- The City of Shasta Lake Animal Shelter
- The Shasta County Animal Shelter

**2006-2007 Shasta County Grand Jury Report**  
**Report submitted to the agency on: July 9, 2007**

**REDDING AREA BUS AUTHORITY**

*An Underused Resource*

**Redding Area Bus Authority (RABA)**

777 Cypress Avenue  
Redding, CA 96001  
530-241-2877

**Reason for Inquiry:**

Section 925 of the California Penal Code authorizes the Grand Jury to investigate and report upon the operations, accounts, and records of the officers, departments, and functions of a county and to make such recommendations, as it deems proper. The Shasta County Grand Jury last investigated the Redding Area Bus Authority in 1997/1998 and this year determined a new inquiry was appropriate. The Grand Jury received no formal complaint regarding the Redding Area Bus Authority.

**Background:**

The Redding Area Bus Authority (RABA) is a valuable asset that is underutilized in Shasta County. One of the managers interviewed felt approximately one third of the people have no interest in riding any bus and another third depend on the bus as a regular means of transportation. Enticing the final third to explore the feasibility of riding the bus as an effective means of transportation appears to be one of the immediate goals. As the area served by RABA continues to grow, problems associated with traffic congestion will increase. Solutions to these problems may include increasing ridership while expanding the public transportation system. Creating an aggressive marketing and advertising program, which projects RABA "The Ride" as a "community-oriented service," is essential.

The Redding Area Bus Authority is a joint powers authority, formed in 1976, to provide transportation services to the citizens of Shasta County. Its governing body consists of eight members – one Shasta County Board Supervisor and seven city council members (five from the City of Redding, one from the City of Shasta Lake, and one from the City of Anderson). RABA Resolution #115, *Public Participation Policy for Transportation Planning*, dated November 1995, states under *Purpose*, "to develop public participation policies and procedures . . ." and under *Procedures* "to encourage a greater public participation in the planning process. . ." This policy also provides for the formation of a RABA Transit Advisory Committee to include representatives from civic groups with a vested interest in public transportation. An agreement between the Redding Area Bus Authority and Veolia Transportation Company provides transportation services to the citizens of Shasta County. The current agreement is for three years beginning July 1, 2005. The agreement includes two extended term options of two years each. If both options are exercised, the agreement will end on June 30, 2012. Under this agreement, RABA's obligation to Veolia for the initial three-year term is \$8,224,824.

The Regional Transportation Planning Authority (RTPA) Board determines how much money RABA receives annually. The largest portion of RABA's funding comes from a ¼ percent state sales tax levied since 1972 and distributed to counties. The amount allocated to each county is based on population under the terms of the State Transportation Development Act (TDA Public Utilities Code, section 99200, et seq.). The RTPA Board is comprised of three members of the Shasta County Board of Supervisors, one Redding City Council member, one representative from the City of Anderson, one representative from the

City of Shasta Lake, and one representative from RABA. In Shasta County, the distribution of TDA funds is determined by the RTPA. These TDA funds make up 78 percent of the revenue utilized for operating RABA in 2006. The remaining source of funds is derived from a federal operating assistance grant, contract services, and passenger fares. Bus stops are paid for, built and maintained by Stott Advertising of Chico. They are built to RABA's specifications and add additional revenue to RABA of approximately \$50,000 per year. In counties with populations of less than 500,000, public transportation expenditures have priority for the TDA funds. Funds not used for transit may be used for other transportation needs such as road and street maintenance. In densely populated counties, the funding must be dedicated to mass transit, such as buses and light rail.

According to the City of Redding Municipal Utility Manager, in 2006, \$9.5 million was allocated by RTPA for transportation in Shasta County, \$8 million from state sources and \$1.5 million from federal sources. Of the total amount, RABA received only \$4.3 million. In order for RTPA to receive more funds from the state, RABA needs to increase the current fare box ratio of 13%. Fare box ratio is calculated by fares received divided by the overall operating costs i.e.,  $\text{Fare Box Ratio} = \frac{\text{Total Fares Collected}}{\text{Costs}}$ . Attempts to increase the fare box ratio may create a dilemma or "Catch 22" scenario in that, if RABA spends more money to increase the fare box ratio, i.e., by implementing an aggressive marketing strategy using advertising, promotions, billboards, television and radio spots, the results could initially be a further reduction of the fare box ratio. Increased ridership will be necessary to offset the additional costs of marketing.

An overview of the RABA operation reveals that its drivers are well trained. They receive 50 hours of classroom training with 20-30 hours behind the wheel with a trainer. This is followed by 40-50 hours of actual route training with paying riders and orientation with a trainer before drivers are allowed to work on their own. Operators are organized under the Teamsters' Union. Veolia, the contractor, is experiencing problems with retaining drivers. Contributing factors may include low operator wages. Thirty hours per week is considered full time with a health benefits package being offered. New hires are paid \$8.25 per hour with more senior drivers receiving \$12.74 per hour. From interviews, the Grand Jury learned that the contractor is experiencing a 10 percent driver turnover rate each year. Drivers are trained in Redding and leave the area to work at higher paying jobs in cities such as Sacramento. Per those interviewed, this exodus of trained personnel is turning Redding into a training facility for other higher paying entities. The return for the training dollar spent will continue to spiral downward if this issue is not addressed.

RABA provides Fixed Route bus service in three zones along 12 routes covering approximately 100 square miles from the City of Shasta Lake to Anderson and Shasta College to Buenaventura Blvd. at Placer Street. These routes operate on a 60-minute schedule, with stops approximately one-quarter mile apart. Service is provided Monday through Friday, 6:00 a.m. to 7:30 p.m. and Saturday, 9:30 a.m. to 7:30 p.m. The base one-way fare for ages 6-61 is \$1.50; for ages 62 and up the fare is 75 cents, children under six and attendants to the disabled ride free. Currently, there are no plans to raise fares. Transfers are free with a half hour time limit. Over the past five years, overall ridership has declined, and fluctuates from month to month.

The Demand Response service is curb-to-curb public transportation in vans for individuals who, because of a disability, are not able to use a regular fixed route bus. The service area boundary is within  $\frac{3}{4}$  of a mile of a fixed route, as required by the Americans with Disabilities Act. To be eligible, a rider must apply and be accepted into the system; applications are available at Redding City Hall. At this time, the application does not require certification that an attendant is needed. To receive service, passengers call the office and give their origin, destination, and desired travel time. The van routings are arranged to serve as many passengers as possible on a single trip (shared rides). The service is available Monday through Friday, 6:30 a.m. to 7:30 p.m. and Saturday, 9:30 a.m. to 7:30 p.m. This service is approaching 7,000 riders per month, and is increasing. Customers pay a \$3.00 fare, but attendants ride free. According

to interviewees, the operating costs and the time and individual assistance required of drivers make this system expensive to operate.

There are two Express Route services. The Burney Express service originates in Burney and operates twice a day primarily to accommodate commuters, and provides direct, comfortable buses on long routes with fewer stops. The money for this route is provided by the County of Shasta and RABA provides the service. The bus leaves Burney Monday through Friday at 6:00 a.m. and noon, arriving at the Downtown Transit Center in Redding at 7:25 a.m. and 1:25 p.m., respectively. This schedule allows for easy transfer to other RABA routes. The return trips from Redding to Burney depart at 10:35 a.m. and 5:45 p.m. The one-way fare is currently \$3.00. The fare is expected to increase prior to publication of the Grand Jury report. The second Express route is the Anderson Express service. This route operates five times daily from the Downtown Transit Center in Redding to Anderson and back, Monday through Saturday, at a cost of \$1.50 each way.

There are no RABA services on New Year’s Day, Memorial Day, Fourth of July, Labor Day, Thanksgiving Day or Christmas Day.

RABA has a fleet of 18 buses (35 ft. in length), 19 vans (23 ft. in length), one service vehicle, and two supervisor’s vehicles. All buses are equipped to handle wheelchairs and can carry two bicycles.

RABA is currently experiencing a downward trend in ridership. In the last five years, total passengers riding on Fixed Routes and Express Service have gone from a high of 869,567 in 2001/02 down to 685,931 in 2005/06, a 21 percent reduction.

There are no shuttle routes during community events. The Redding Rodeo, the 4<sup>th</sup> of July at the Convention Center, Fiddlers Fair at Shasta, and events at the Shasta District Fairgrounds are examples of events in which RABA could participate to increase ridership. There is a limited marketing plan in effect that projects the message or image of RABA as community-service oriented.

<b>Findings and Recommendations</b>	<b>Agency Response</b> (Unedited)
<p><b>Findings #1:</b></p> <p>RABA ridership is declining. Multiple reasons contribute to this decline:</p> <ul style="list-style-type: none"> <li>The community served by RABA is spread over a large area</li> <li>It is often easier to drive than to take a bus</li> <li>Most commutes to shopping and work can be made within 20 minutes</li> <li>There is ample free parking available in the areas served by RABA</li> <li>A reduction in spending for marketing and advertising (from \$78,000 in 2005 to \$47,655 in 2006)</li> </ul>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors concurs that ridership is declining and we look forward to reviewing RABA’s new short-range transit plan which will determine possible causes and recommended resolutions.</p> <p><b>Response from the City Council of the City of Redding:</b> (<a href="#">City of Redding Documentation</a>)</p> <p>The City of Redding partially disagrees with this finding. The City agrees that ridership on the RABA system has declined over the past five years and that there are likely a number of causes. However, there is insufficient data available to confirm that a reduction in the marketing budget has contributed in any significant way to this decline. The City of</p>

	<p>Redding would recommend that decisions regarding marketing and advertising be postponed until after decisions are made relative to the current short-range transit plan.</p> <p><b>Response from the City Council of Shasta Lake City:</b> (<a href="#">City of Shasta Lake Documentation</a>)  The City of Shasta Lake recognizes that ridership on the Redding Area Bus Authority (RABA) system has experienced a 21 percent reduction over the past five years and that there may be a number of causes for this.</p> <p><b>Response from the City Council of the City of Anderson:</b> (<a href="#">City of Anderson Documentation</a>)  The City of Anderson is quite concerned about the decline in ridership, particularly ridership in the Anderson service area, and especially since the City of Anderson’s share of RABA transit costs has grown nearly fourfold in just three years. In 2004-2005, the City provided RABA the sum of \$154,185 for transit services. In 2007-2008, the City of Anderson’s budget for RABA transit services is \$612,212.</p>
<p><b>Finding #2:</b></p> <p>Interviewees indicated there is some fare abuse by attendants for the disabled.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)  The Board of Supervisors finds that attendants for disabled riders are not required to pay a fee. Quote from RABA website: “If the rider does require more assistance, an attendant may ride free. Arrangements can be made on a case-by-case basis for those persons requiring extra assistance.” We have no direct knowledge of any specific instance or persons abusing this policy and defer to RABA.</p> <p><b>Response from the City Council of the City of Redding:</b> (<a href="#">City of Redding Documentation</a>)  The report does not include sufficient information, nor is the City of Redding aware of the existence of such information, that would allow an informed response to this item.</p> <p><b>Supplemental response dated November 7, 2007</b>  The City of Redding respectfully disagrees with this finding. The Shasta County Grand Jury did not provide sufficient information to support this</p>

	<p>finding, nor is the City of Redding aware of any independent analysis that would confirm this finding.</p> <p><b>Response from the City Council of Shasta Lake City:</b> (<a href="#">City of Shasta Lake Documentation</a>) The City of Shasta Lake is unaware of this information and unable to comment on this finding without further information.</p> <p><b>Supplemental response dated December 11, 2007.</b> The City of Shasta Lake respectfully disagrees with this finding. RABA does have a policy that attendants ride free. The Grand Jury has not provided, nor, has the City received any information or reports that support this finding.</p> <p><b>Response from the City Council of the City of Anderson:</b> (<a href="#">City of Anderson Documentation</a>) The City of Anderson is unaware that the stated problem is indeed a problem.</p> <p><b>Supplemental response dated January 3, 2008</b> The City of Anderson respectfully disagrees with this finding. The 2006-2007 Grand Jury did not provide sufficient information to support this finding, nor is the City of Anderson aware of any independent analysis that would confirm this finding.</p>
<p><b>Finding #3:</b></p> <p>Driver recruitment and retention need to improve. RABA has become a training facility for other transit agencies. Drivers receive their training and then move on to other, higher paying entities.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>) The Board of Supervisors concurs with the findings that driver recruitment and retention need to improve; however, the Board of Supervisors maintains that RABA drivers are paid higher than some other transit providers in the area. The median income for Shasta County is lower than the median income for Sacramento or San Francisco. Shasta County encourages longevity in employment.</p> <p><b>Response from the City Council of the City of Redding:</b> (<a href="#">City of Redding Documentation</a>) The City of Redding partially disagrees with this finding. Based upon the stated 10 percent turnover rate, the City does not find the turnover to be excessive, when compared to other private</p>

	<p>employers. The City acknowledges that there have been drivers who have left the employment of the contract operator and moved on to other entities where they may have taken high-paying positions. The City of Redding agrees that it is important to retain quality employees.</p> <p><b>Response from the City Council of Shasta Lake City:</b> (<a href="#">City of Shasta Lake Documentation</a>)  The City of Shasta Lake recognizes the training that is received by the RABA drivers per this report and appreciates the contractor’s efforts to ensure the health and safety of all riders. The report does not provide a comparison of the turnover rate of similar operations to make an informed response on whether 10 percent is excessive. The City of Shasta Lake agrees that it is important to retain well trained employees.</p> <p><b>Response from the City Council of the City of Anderson:</b> (<a href="#">City of Anderson Documentation</a>)  The City of Anderson is unaware that the stated problem is indeed a problem.</p> <p><b>Supplemental response dated January 3, 2008</b>  The City of Anderson partially disagrees with this finding. While improved employee retention should always be an organizational goal, the stated ten percent annual turnover is not at all unusual for private sector employees such as RABA’s contract operator.</p>
<p><b>Finding #4:</b></p> <p>A timely allocation of capital funding for the expansion of the maintenance facility is essential. The city-owned facility located at 3333 South Market Street is too small. Future plans call for two additional maintenance bays and parking areas for employees and the transit fleet.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)  The Board of Supervisors concurs with the findings. The maintenance facility expansion is currently in the design stage. The timely allocation of funds is a determination to be made by the RABA Board. Changes in operational funding that may result from the transit plan, to be released this summer and will need to be considered in relation to funding the maintenance facility.</p> <p><b>Response from the City Council of the City of Redding:</b> (<a href="#">City of Redding Documentation</a>)  The City of Redding partially disagrees with this finding. Expansion of the existing RABA maintenance facility (which is owned by RABA</p>

and not the City of Redding) would provide a benefit and could increase some efficiencies in the overall operations. However, the City of Redding defers to the RABA Board as to the final decision regarding the funding and timing of the expansion of the facility. The City of Redding would recommend that those decisions be postponed until after decisions are made relative to the current short-range transit plan effort.

**Response from the City Council of Shasta Lake City:** ([City of Shasta Lake Documentation](#))

The City of Shasta Lake relies on the RABA Board for determining when capital funding for the expansion of the facility should occur. The RABA Board will be reviewing a “Short Range Transit Plan” Administrative Draft at an upcoming meeting. Included in this document is a “Capital and Financial Plan.”

**Supplemental response dated December 11, 2007.**

The City of Shasta Lake cannot agree or disagree with this finding until discussions occur with the RABA Board. The Joint Powers Agreement for the Operation of RABA, which the City entered into on December 16, 1997, specifically states that “RABA shall have the following powers and duties...#9) To acquire, construct, manage, maintain, or operate any building, works, or improvement and to acquire rolling stock and other capital facilities.” The RABA Board is tasked with determining when the expansion of the facility is appropriate. The City of Shasta Lake recognizes that expansion of the existing RABA maintenance facility could provide a benefit and might increase efficiency in operations.

**Response from the City Council of the City of Anderson:** ([City of Anderson Documentation](#))

The City of Anderson is unaware that the stated problem is indeed a problem.

**Supplemental response dated January 3, 2008**

The City of Anderson respectfully disagrees with this finding. The City of Anderson believes that the near-term implementation of operational improvements, as proposed in the Short Range



	<p>Transit Plan Alternative A-1, should be a much higher RABA priority than any capital funding for expansion of the RABA maintenance facility.</p>
<p><b>Finding #5:</b></p> <p>Existing service hours are a limiting factor in meeting the needs of the community. Routes do not run late enough for many retail employees, students returning from night classes, evening entertainment sites, and there is no service on Sunday.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors finds that the current RABA system is already falling below its prescribed farebox requirements as established by the State Transportation Development Act. Extended hours of service or Sunday service typically fare worse than mid-day, mid-week service. The extended hours of service could further weaken the system. Any extended hours would be subject to review.</p> <p><b>Response from the City Council of the City of Redding:</b> (<a href="#">City of Redding Documentation</a>)</p> <p>The City of Redding agrees with this finding. However, as noted in the Grand Jury report, efforts to increase ridership through marketing or by increasing service hours would result in increased operating costs, as well. Those additional costs could have a negative impact on achieving the Shasta County Regional Transportation Planning Agency (RTPA)-required fare-box ratio.</p> <p><b>Response from the City Council of Shasta Lake City:</b> (<a href="#">City of Shasta Lake Documentation</a>)</p> <p>The City of Shasta Lake relies on the RABA Board for determining the service hours. The RABA Board will be reviewing a “Short Range Transit Plan” Administrative Draft at an upcoming meeting. Included in this document is an “Operations Plan.”</p> <p><b>Response from the City Council of the City of Anderson:</b> (<a href="#">City of Anderson Documentation</a>)</p> <p>The City of Anderson believes that funding limitations will always drive service hour decisions, with the highest demand times offered first, and lower demand times being unaffordable.</p>
<p><b>Finding #6:</b></p> <p>Positive community perception of RABA has diminished with the reduction of marketing and advertising and the elimination of bus services for</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors will give serious consideration to and look forward to reviewing</p>

<p>community events unless contracted by a private entity, i.e. Kool April Nights.</p>	<p>RABA’s short-range transit plan which will address this issue.</p> <p><b>Response from the City Council of the City of Redding:</b> (<a href="#">City of Redding Documentation</a>) The report does not include sufficient information, nor is the City of Redding aware of the existence of such information, that would allow an informed response to this item.</p> <p><b>Supplemental response dated November 7, 2007</b> The City of Redding respectfully disagrees with this finding. The Shasta County Grand Jury did not provide sufficient information to support this finding, nor is the City of Redding aware of any independent analysis that would confirm this finding.</p> <p><b>Response from the City Council of Shasta Lake City:</b> (<a href="#">City of Shasta Lake Documentation</a>) This report does not provide information that would allow the City of Shasta Lake to make an informed comment on this item. This is an item for discussion with the “Short Range Transit Plan.”</p> <p><b>Supplemental response dated December 11, 2007.</b> The City of Shasta Lake disagrees with this finding. Information provided by the Shasta County Grand Jury does not support this statement. The City is not aware of any document that supports this claim, and sufficient information was not provided that can confirm this finding.</p> <p><b>Response from the City Council of the City of Anderson:</b> (<a href="#">City of Anderson Documentation</a>) The City of Anderson believes that problematic fixed route changes made in 2005 may also be contributing to whatever diminishing community perceptions there may be of RABA.</p> <p><b>Supplemental response dated January 3, 2008</b> The City of Anderson agrees with this finding.</p>
<p><b>Finding #7:</b> In years past, RABA had a nine member citizens’ advisory committee which provided community</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>) The Board of Supervisors concurs with the</p>

<p>input. At the present time, as mandated by the Public Utilities Code, RABA is structuring a new advisory committee whose members are required to represent various groups of under-served transit users.</p>	<p>findings and understands that RABA intends to use the Social Services Transportation Advisory Council, an existing committee mandated by the Transportation Development Act.</p> <p><b>Response from the City Council of the City of Redding:</b> <a href="#">(City of Redding Documentation)</a> The City of Redding agrees with this finding. The Social Services Technical Advisory Committee of the RTPA currently operates as the advisory committee for RABA.</p> <p><b>Response from the City Council of Shasta Lake City:</b> <a href="#">(City of Shasta Lake Documentation)</a> Currently, the City of Shasta Lake is aware that the Social Services Technical Advisory Committee of the Regional Transportation Planning Agency operates as the advisory committee for RABA. As indicated above, RABA is structuring a new advisory committee as mandated by the Public Utilities Code.</p> <p><b>Response from the City Council of the City of Anderson:</b> <a href="#">(City of Anderson Documentation)</a> The City of Anderson believes that RABA will meet the citizen participation requirements of the Public Utilities Code.</p>
<p><b>Recommendation #1:</b></p> <p>The Grand Jury recommends that RABA complete and implement a needs assessment study to explore the feasibility of expanding or modifying routes and schedules to improve transit service. To increase ridership, routes must be adjusted, hours of operation increased, and a student fare rate implemented.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a> The Board of Supervisors concurs with the findings. RABA's short-range transit plan is expected to be completed and approved by Fall 2007. Goals of the plan include improving transit service, increasing ridership, creating reliable service, and alternatives to improve the efficiency of the transit system. This recommendation includes only options that increase costs with an assumption that such investments will substantially boost ridership. This is speculative and counter intuitive. Operational costs need to be reduced.</p> <p><b>Response from the City Council of the City of Redding:</b> <a href="#">(City of Redding Documentation)</a> The City of Redding, as a member agency of RABA, plans to implement this recommendation by completing the short-range transit plan currently being prepared by Moore and</p>

	<p>Associates. It is anticipated that the plan will be formally presented to the RABA Board in August 2007. The study will examine a variety of ways to increase ridership and make the system more efficient, including the items recommended by the Grand Jury. It is premature to speculate as to what changes will be made by the RABA Board.</p> <p><b>Response from the City Council of Shasta Lake City:</b> (<a href="#">City of Shasta Lake Documentation</a>)</p> <p>The City of Shasta Lake, as a member agency of RABA, plans to implement this recommendation by completing the short-range transit plan prepared by Moore and Associates scheduled to be reviewed by the RABA Board in August 2007.</p> <p><b>Response from the City Council of the City of Anderson:</b> (<a href="#">City of Anderson Documentation</a>)</p> <p>The City of Anderson has provided RABA with a route-specific recommendation for improving the Anderson area service at a lower cost and has asked the RABA Board to approve it.</p>
<p><b>Recommendation #2:</b></p> <p>The Grand Jury recommends that an I.D. card be issued by RABA to any disabled rider who requires an attendant.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors concurs with the findings. The mobility impaired are required to fill out an application, with a physician's verification, in order to obtain an identification card. The card is to be in the immediate possession of the rider, as the rider may be required to show proof of enrollment in the service as well as ID Cards should be required of attendants.</p> <p><b>Response from the City Council of the City of Redding:</b> (<a href="#">City of Redding Documentation</a>)</p> <p>The City of Redding believes this item needs additional analysis and study. The issuance of ID cards for attendants would need to be studied in terms of its cost compared to benefits.</p> <p><b>Supplemental response dated November 7, 2007</b></p> <p>The City Council does not intend to implement this recommendation. The City Council does not govern the Redding Area Bus Authority. The</p>

	<p>Board of Directors of the Redding Area Bus Authority is the only entity that can implement this recommendation.</p> <p><b>Response from the City Council of Shasta Lake City:</b> (<a href="#">City of Shasta Lake Documentation</a>)  The City of Shasta Lake, as a member agency of RABA, would need additional information about the costs and benefits of this recommendation.</p> <p><b>Supplemental response dated December 11, 2007.</b>  The City of Shasta Lake disagrees with this recommendation, as it is not under the purview of the City. The Joint Powers Agreement for the Operation of RABA, which the City entered into on December 16, 1997, specifically states that “Operation details and level of service decisions shall require the affirmative vote of a majority of the RABA Board members from each affected participating agency.” This recommendation must be implemented by the RABA Board.</p> <p><b>Response from the City Council of the City of Anderson:</b> (<a href="#">City of Anderson Documentation</a>)  The City of Anderson would need to understand the extent of the stated problem and the cost-effectiveness of the proposed Grand Jury solution prior to forming an opinion on this recommendation.</p> <p><b>Supplemental response dated January 3, 2008</b>  The City of Anderson respectfully disagrees with this finding. The stated problem appears to be fairly isolated, and the proposed solution appears cost-ineffective</p>
<p><b>Recommendation #3:</b></p> <p>The Grand Jury recommends that in future negotiations between RABA and the service provider provisions be included requiring compensation for the drivers to be comparable to other transit companies to encourage driver retention.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)  The Board of Supervisors finds that RABA driver’s compensation is higher than some other transit providers in the area. RABA drivers are represented by the Teamsters Union. Such a requirement does not exist for other government employees or contactors. The RABA board, not the Board of Supervisors sets the compensation for the RABA drivers. The Board of Supervisors encourages RABA to consider all information in determining the compensation for RABA</p>

	<p>drivers.</p> <p><b>Response from the City Council of the City of Redding:</b> <a href="#">(City of Redding Documentation)</a>  The City of Redding, as a member agency of RABA, does not plan to implement this recommendation. The matter of driver compensation is best determined through the agreements between the contract operator and its employees' union.</p> <p><b>Response from the City Council of Shasta Lake City:</b> <a href="#">(City of Shasta Lake Documentation)</a>  The City of Shasta Lake, as a member agency of RABA, does not plan to implement this recommendation. Driver compensation is a topic of discussions between the operator and its employee's union.</p> <p><b>Response from the City Council of the City of Anderson:</b> <a href="#">(City of Anderson Documentation)</a>  The City of Anderson disagrees with this recommendation. The local labor market for drivers is not comparable to the labor markets for drivers in urban areas of the state, and local cost containment and required farebox ratios are already difficult enough to achieve already without adding unnecessary additional labor costs to the mix.</p>
<p><b>Recommendation #4</b></p> <p>The Grand Jury recommends that monies currently budgeted by the City of Redding for the maintenance facility expansion be allocated and construction completed.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a>  The Board of Supervisors finds that the timing of the maintenance facility expansion will depend on changes in operational costs resulting from the short-range transit plan. The RABA board should review these items concurrently.</p> <p><b>Response from the City Council of the City of Redding:</b> <a href="#">(City of Redding Documentation)</a>  The City of Redding, as a member agency of RABA, believes that this item needs additional analysis and study. It should be noted that the City of Redding does not have any monies currently budgeted for maintenance facility expansion as this is a RABA facility. RABA currently has funds budgeted for this purpose, but the City of Redding would recommend that the RABA Board defer any decision on</p>

	<p>maintenance facility expansion until after action is taken on the short-range transit plan.</p> <p><b>Supplemental response dated December 31, 2007</b></p> <p>The City of Redding is not able to implement this recommendation. The City Council does not govern the Redding Area Bus Authority (RABA). The Board of Directors (Board) of RABA is the only entity that can implement this recommendation. As previously stated, the City of Redding does not have any monies budgeted for expansion of RABA’s maintenance facility (facility). The Board has authorized a request for Proposition 1B funding to be used to expand the facility. The design of the facility is complete and a building permit can be issued at any time. It is expected that the Board will consider whether or not to advertise the project for construction in the spring of 2008.</p> <p><b>Response from the City Council of Shasta Lake City:</b> <a href="#">(City of Shasta Lake Documentation)</a></p> <p>The City of Shasta Lake recognizes funds budgeted by the City of Redding are under the direction and discretion of the City of Redding.</p> <p><b>Response from the City Council of the City of Anderson:</b> <a href="#">(City of Anderson Documentation)</a></p> <p>The City of Anderson would need to understand the extent of the implied need, the cost-effectiveness of the proposed construction, and the opportunity cost of the proposal prior to forming an opinion on this recommendation.</p> <p><b>Supplemental response dated January 3, 2008</b></p> <p>The City of Anderson would need to understand the extent of the implied need, the cost-effectiveness of the proposed construction, and the opportunity cost of the proposal prior to forming an opinion on this recommendation.</p>
<p><b>Recommendation #5:</b></p> <p>The Grand Jury recommends the RABA board restore the level of funding for marketing. More billboards, newspaper ads, TV and radio advertising to emphasize the benefits of riding the bus may increase ridership and improve the fare box ratio.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a></p> <p>The Board of Supervisors concurs with the findings. Marketing funding should be considered as part of the review and approval of the short-range transit plan by the RABA board.</p> <p><b>Response from the City Council of the City of</b></p>

**Redding:** ([City of Redding Documentation](#))

The City of Redding, as a member agency of RABA, believes that this item needs additional analysis and study. The short-range transit plan currently under development will provide recommendations for marketing expenditures.

**Supplemental response dated November 7, 2007**

The City Council does not intend to implement this recommendation. The City Council does not govern the Redding Area Bus Authority. The Board of Directors of the Redding Area Bus Authority is the only entity that can implement this recommendation.

**Response from the City Council of Shasta Lake City:** ([City of Shasta Lake Documentation](#))

The City of Shasta Lake, as a member agency of RABA, will be reviewing the “Short-Range Transit Plan” shortly.

In conclusion, in accordance with Section 933.5 of the California Penal Code, the City of Shasta Lake appreciates the opportunity to respond to the respective portions of the Shasta County Grand Jury Report for 2006-07.

**Supplemental response dated December 11, 2007.**

The City of Shasta Lake disagrees with this recommendation. The Joint Powers Agreement for the Operation of RABA, which the City entered into on December 16, 1997, specifically states that “Operation detail and level of service decisions shall require the affirmative vote of a majority of the RABA Board members from each affected participating agency.” This recommendation must be implemented by the RABA Board.

**Response from the City Council of the City of Anderson:** ([City of Anderson Documentation](#))

The City of Anderson understands that the RABA transit consultant also believes that additional marketing efforts would help increase ridership and improve fare box ratios. The City of Anderson also understands that on time performance is a critical component of improved ridership and fare box performance, and urges



	<p>RABA to seek to improve its on time performance.</p> <p>In conclusion, in accordance with Section 933.5 of the California Penal Code, the City of Anderson appreciates this opportunity to respond to relevant portions of the 2006-2007 Shasta County Grand Jury Final Report. We think the Grand Jury system helps strengthen the provision of local government service in California, and we are pleased to provide our comments.</p> <p><b>Supplemental response dated January 3, 2008.</b></p> <p>The City of Anderson agrees with the recommendation for RABA to increase its marketing efforts. An increase in funding for marketing is part of the near-term implementation of operational improvements, as proposed in the Short Range Transit Plan Alternative A-1, which will be considered by the RABA Board later this month. The City of Anderson supports Short Range Transit Plan Alternative A-1.</p>
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**Responses Required:**

Shasta County Board of Supervisors, City Councils of Redding, Shasta Lake, and Anderson as to Findings 1 – 7 and Recommendations 1 – 5.

**Method of Inquiry:**

The Grand Jury interviewed:

- City of Redding, Assistant City Manager
- Two City of Redding Council members
- City of Redding, Director of Engineering and Transportation
- City of Redding, RABA Municipal Utilities Manager
- Manager of Veolia Transportation Company
- Two RABA Drivers

The Grand Jury reviewed the following documents:

- Redding Area Bus Authority Board Policy, dated 11/20/95
- RABA System Map and Route Guide, dated October 2005
- RABA website: [www.ci.redding.ca.us/raba/rabahome.htm](http://www.ci.redding.ca.us/raba/rabahome.htm)
- RABA Redding Area Bus Authority website: <http://ci.redding.ca.us/raba/transcenter.htm>
- RABA Proposed Procurement Policies and Procedures Manual, October 2006
- RABA Short- and Long-Range Transit Plan Study, Final Report, dated July 24, 2001
- Application for RABA Demand Response Transportation for the Mobility Impaired
- RABA Comprehensive Annual Financial Report for Fiscal Year Ended June 20, 2006
- Shasta County Regional Transportation Planning Agency, Unmet Transit Needs Assessment – 2007/2008

- Background and Present Situation Paper obtained from the RTPA website
- Shasta County RTPA Public Transit paper obtained from the RTPA website
- Agreement between RABA and Veolia Transportation, dated February 28, 2005.

**2006-2007 Shasta County Grand Jury Report  
Interim Report submitted to the agency on: July 9, 2007**

**SHASTA COUNTY SCHOOLS**

*Earn High Marks on School Safety*

Superintendent of Schools  
Shasta County Office of Education  
1644 Magnolia Avenue  
Redding, CA 96001  
530-225-0200

**Reason for inquiry:**

Section 933.5 of the California Penal Code provides that the Grand Jury may investigate and report on the operations of any special-purpose assessing or taxing district located wholly or partly within the county. No formal complaints were received by the Grand Jury about the level of safety and preparedness of Shasta County schools. However, the Grand Jury sought to better understand and inform the public on this topic.

**Background:**

In the recent past, a significant number of tragic incidents have occurred on school campuses across the country. Consequently, school safety and security in Shasta County has become a greater concern to its citizens. This has resulted in a more proactive role by educators, law enforcement, fire, and emergency personnel.

After the September 11, 2001 attack, Shasta Area Safety Communications Agency (SHASCOM) began obtaining street maps and the floor plans of each school in Shasta County in order to increase the speed and effectiveness of responses to criminal incidents on school property. SHASCOM designated one individual to coordinate this project. After several months, it was discovered that the Shasta County Sheriff's Office was also obtaining school site plans. As a result, the projects were merged into a coordinated effort. The California Highway Patrol also helped in the process by providing aircraft for the aerial photography of school sites.

In 2002, the Shasta County Office of Education became a participant in the effort. During 2002 and 2003, several meetings were hosted by the Shasta County Office of Education, involving school principals, district superintendents, a representative from SHASCOM, and representatives from law enforcement and fire agencies in Shasta County. What evolved was an *Emergency Response Plan* (ERP) for each school in Shasta County.

By 2004, the first phase of the ERPs was completed, which consisted of individual school response plans, road maps, on-site school maps, and aerial photographs. This data was placed on the computer hard drive of each Shasta County Sheriff's patrol vehicle. The data was also given to the Redding and Anderson Police Departments. In addition, each school principal was given a CD copy of his or her school's emergency response plan. School staff was trained to access the plan on their desktop computers.

The Redding Police Department used the data and modified it to fit the particular needs for the schools within the City of Redding. Once the Anderson Police department completed its portion of the emergency

response plan, it was added to the database. The plans and maps allow responders to make a coordinated and rapid response to an incident.

The second phase of the ERP process involves updating them, at least annually. The updates will note new school personnel, changed responsibilities, new telephone numbers, and new construction at the school sites. As part of the second phase, digital photography of the interior portions of each school will be included and will provide a visual display for responding emergency personnel.

Preventing illegal drugs, gangs, and bullying on school campuses is another aspect of providing a safe learning environment. The school officials interviewed by the Grand Jury stated that their respective schools have policies in place to prevent these undesirable activities. In general, those policies include discipline, counseling, involvement of local law enforcement, peer conflict resolution, staff training, parental awareness, and zero tolerance toward such activities. Violations can lead to expulsion and enrollment in a learning facility designed to handle this type of student. These programs are not just limited to high school campuses but are included in the administrative policies at the elementary and middle school levels as well.

<b>Findings and Recommendations</b>	<b>Agency Response</b> <a href="#">(SC Schools Documentation)</a>
<p><b>Findings #1:</b> Most of the public schools and at least four private schools in Shasta County have developed emergency response plans in coordination with local law enforcement. The information in these plans is updated annually.</p>	None Required.
<p><b>Finding #2:</b> Schools in Shasta County must comply with basic state safety laws and maintain an accessible “safety box” that contains prescribed information and other items that may be needed in the event of an emergency.</p>	None required.
<p><b>Finding #3:</b> Shasta County schools, to varying degrees, maintain emergency procedure reference guides in each classroom, and conduct periodic drills. However, the codes, alarms, and procedures described in the emergency procedure reference guides are not consistent from school to school. This poses a problem for substitute teachers and personnel who work at multiple locations.</p>	None required.
<p><b>Finding #4:</b> Some school officials stated that the use of radios and surveillance cameras is a valuable safety tool. Others commented that they did not have up-to-date radios and surveillance cameras, and the</p>	None required.

<p>addition of these items would be beneficial; the law enforcement officials the Grand Jury spoke to agreed.</p>	
<p><b>Finding #5:</b> Some schools use law enforcement personnel, known as School Resource Officers, to aid in campus security. These positions are generally funded by school districts and law enforcement agencies</p>	<p>None required.</p>
<p><b>Finding #6:</b> Some schools in Shasta County have a communicator system to quickly advise parents of an emergency situation by automated telephone contact.</p>	<p>None required.</p>
<p><b>Finding #7:</b> The use of schools as polling places allows the general public access to student areas during school hours. This reduces the control schools have over campus security on election days. For the 2006 general election, 21 out of the 95 polling sites in the county were located on school campuses.</p>	<p>None required.</p>
<p><b>Finding #8:</b> The Shasta County Sheriff's Office, Anderson Police Department, and Redding Police Department have emergency response plans for each school in their respective jurisdictions, on the computer hard drives in each of their patrol vehicles.</p>	<p>None required</p>
<p><b>Finding #9:</b> Each law enforcement agency's emergency response plan is designed to adapt to various types of emergencies, including but not limited to, an intruder on campus or and earthquake, flood, or fire.</p>	<p>None required</p>
<p><b>Finding #10:</b> Schools in Shasta County and law enforcement agencies are significantly better prepared today to handle emergency situations on campuses than prior to September 11, 2001.</p>	<p>None required</p>
<p><b>Recommendation #1:</b> The Shasta County Office of Education should spearhead a program to establish a uniform format for the emergency procedures reference guide in each classroom, at both public and private schools,</p>	<p>The Shasta County Office of Education worked collaboratively with law enforcement and school representatives during the 2006-07 school year to help spearhead an effort to develop common</p>

<p>to eliminate differences in code words and phrases, alarms, and color-coding that may cause confusion during interaction of various agencies.</p>	<p>response plans for all schools  In addition to public school representatives, private school representatives were contacted and a few private school representatives attended to help in these efforts. Beyond notification and efforts to collaborate, the Shasta County Office of Education does not have jurisdiction over private schools. We will continue to work with them to collaborate on the behalf of the children in Shasta County.</p> <p>As a result of meetings held with these representatives, agreement was reached on common code words, evaluation plans and classroom procedures. Three School Crisis Response trainings for the new plan were conducted by the Shasta County Office of Education in August 2007 and three more trainings will be conducted in November 2007. Local school superintendents have agreed to have a principal from every public school in Shasta County attend one of the trainings. Private schools will also be invited and encouraged to attend.</p>
<p><b>Recommendation #2:</b>  Schools should update and expand the use of two-way radios and surveillance cameras.</p>	<p>The purchase of two way radios has been suggested as part of the School Crisis Response training. In addition, the Shasta County Office of Education hosted an event, similar to the one that will be offered for surveillance cameras, where school district representatives were invited to attend presentations by vendors who offer automatic dialer phone systems that are able to relay a recorded message to all families in a matter of minutes. From this presentation, one vendor was selected and a discounted rate was provided to schools that purchased the system. This was very successful and we are excited to have been able to facilitate this endeavor.</p>

**Responses required:**

Shasta County Superintendent of Schools as to Recommendations 1 and 2.

**Method of inquiry:** The Grand Jury interviewed the following:

- Shasta County Administrative Officer
- Redding City Manager
- Shasta County Sheriff
- Anderson Chief of Police

- Redding Chief of Police
- Redding Assistant Manager
- Three vice principals of public schools in Shasta County
- Two administrators of private schools in Shasta County
- Commander of SINTF
- Superintendent of the Shasta County Office of Education
- A captain in the Shasta County Sheriff's Office
- A staff member of SHASCOM
- Shasta County Clerk/Registrar of Voters

The Grand Jury reviewed the following documents:

*Safe School Initiative* of the Shasta County Sheriff's Office

*School Safety Assessment Protocol* of the Shasta County Office of Education and the Shasta County Sheriff's Office

- *Emergency Procedures Reference Guide* from Enterprise High School
- *Emergency Procedures Reference Guide* from Shasta Lake School
- Critical Incident Information Inventory, Shasta Lake School
- Incident Command System Organizational Chart, Shasta Lake School
- School Crisis Response Staff Assignments, Meadow Lane Elementary School
- School Incident Command - Structure, Meadow Lane Elementary School
- School Incident Command - Logistic Team, Meadow Lane Elementary School
- School Incident Command - Planning, Meadow Lane Elementary School
- Meadow Lane Elementary School, Safe School Questionnaire
- Shasta County Office of Education Memorandum, "Crisis Plan Response" dated October 30, 2006

**Commendations:**

The Grand Jury is impressed with the character, integrity, and dedication of the SHASCOM employee interviewed in preparation of this report regarding the development and implementation of the Emergency Response Plan project.

The Grand Jury commends the Shasta County Sheriff's Office and the Shasta County Office of Education for their diligence in overseeing the implementation of the Safe Schools Initiative.

**2006-2007 Shasta County Grand Jury Report**  
**Report submitted to the agency on: July 9, 2007**

**COUNTY SERVICE AREAS**

*How They Work and Why!*

Shasta County - Department of Public Works  
1855 Placer Street  
Redding, CA 96001  
530-225-5661

**Reason for Inquiry:**

Section 925 of the California Penal Code authorizes the Grand Jury to investigate and report upon the operations, accounts, and records of the officers, departments, and functions of a county. The Shasta County Department of Public Works manages and provides certain services such as water, sewer, street lighting, and storm water drainage in select unincorporated areas of the County called County Service Areas (CSAs). The Shasta County Grand Jury received no formal complaint regarding the CSAs or the Department of Public Works.

**Background:**

A CSA is an administrative unit of the County established to provide a governmental service to a selected area. Currently, the services provided by Shasta County within its CSAs include fire protection, water, sewer, street lighting, parks, and storm water drainage. When a particular area of the county has a need for one or more of these services, the Board of Supervisors decides whether or not to establish a CSA, or annex an area into an existing CSA, after completing an evaluation of cost and need. The evaluation takes into consideration potential threats to public health and safety, economics, efficiency, consolidation and quality of services, and existing service boundaries. The Local Agency Formation Commission (LAFCO) must approve the establishment of a CSA or annexation into an existing CSA.

When the citizens of a particular area of the county turn over the responsibility for their service to Shasta County, a Community Advisory Board (CAB) is formed in order to maintain communications between the citizens in the CSA, the Public Works Department, and the County Board of Supervisors. Each CAB consists of five or seven property owners within that CSA. They are appointed for a two-year term by the Shasta County Board of Supervisors after an informal election in the community. Not all CSAs have a CAB due to a lack of public interest.

Current CSAs, their location, utility service(s), and approximate number of connections are:

- CSA #2, Sugarloaf, provides water service to 82 customers
- CSA #3, Castella, provides water service to 111 customers
- CSA #6, Jones Valley, provides water service to 380 customers
- CSA #7, Burney, maintains storm drainage systems
- CSA #8, Palo Cedro, provides water and sewer service to 191 customers
- CSA #11, French Gulch, provides water service to 123 customers
- CSA #13, Alpine Meadows, (Shingletown) provides water and sewer service to 55 customers
- CSA #14, Belmont Storm Drain, maintains a drainage pond in the Burney area
- CSA #17, Cottonwood, provides sewer service to 1,137 customers



- CSA #23, Crag View, provides water service to 73 customers
- CSA #25, Keswick, provides water service to 193 customers

Note: CSA #1 provides countywide fire protection through the Shasta County Fire Department; CSA #15 provides street lighting, which is maintained by the Public Works Roads Division.

Most CSAs began as utility districts with residents gathering together and starting a public service for the good of that community. As the demand for the service increased, so did the complexity and expense of managing services. The County responded by establishing CSAs. The Department of Public Works, CSA Division, is responsible for maintaining, upgrading or replacing equipment. They also manage budgets, suggest rates for services, and assure compliance with all laws relating to quality, health and safety.

Water rates vary among CSAs, depending on individual water rights, water sources, quality, treatment technology, pumping costs, system configuration and condition, and the number of connections. Shasta County assures high quality water to their CSA customers at rates, which are competitive with the larger districts that typically have a much larger customer base that can divide the operational expenses among more users.

The Department of Public Works, CSA Division, manages funds for capital improvement projects, bond assessments, and debt service of the CSAs. The billing of CSA customers is performed by the Department of Public Works, Administration Division.

The Department of Public Works, CSA Division, manages 11 CSAs with five full- time field staff and five part-time operators in training (OIT) for approximately 2,350 water and sewer customers. All water and sewage systems are monitored daily.

The full-time field staff manages, maintains, repairs, upgrades, and monitors the pumping, storage, filtration, distribution, and water quality of those CSAs, which provide water service. The part-time employee typically resides in or near the CSA and reads water meters, and monitors and maintains some systems located in the far reaches of the County.

The full-time field staff members manage, monitor, maintain, repair, and upgrade the sewer systems and the associated equipment, sewer lines and ponds. Other jobs performed by the full-time staff include maintenance of storm drainage ditches and ponds, and the monitoring of county landfills and septic ponds.

<b>Findings and Recommendations</b>	<b>Agency Response (Unedited)</b>
<p><b>Findings #1:</b> The expertise of the CSA field staff in managing and monitoring the 11 CSAs helps to ensure efficient and uniform compliance with complex state laws and regulations.</p>	<p>No response required.</p>
<p><b>Finding #2:</b> New equipment, technology, and chemical processes are very expensive for small CSAs. Each CSA is responsible for its own equipment costs. In addition, the daily needs for monitoring and</p>	<p>No response required.</p>

<p>maintenance of water and sewer systems may cause operational budgets to significantly increase.</p>	
<p><b>Finding #3:</b>  Due to efficient management of the CSA field staff, the quality of water service has improved with faster response times when system breakdowns or malfunctions occur. This reduces the time a system is down and results in less customer inconvenience. There is staff available on-call at all times for CSA emergencies.</p>	<p>No response required.</p>
<p><b>Finding #4:</b>  Currently, the CSA Division staffing has not kept up with the growing number of CSAs. Since 1989, five CSAs have been added with the addition of only two part-time (non-certified) positions. State certification is required for sewer and water operations, making it difficult to find qualified field staff. Typically new employees will have one certificate but not both; therefore, they start at the lower pay level until they obtain the proper certification to work on both systems.</p>	<p>No response required.</p>
<p><b>Finding #5:</b>  The wide range of water rates is determined by the age of the system, the size of the customer base, and water allotment costs.</p>	<p>No response required.</p>
<p><b>Finding #6:</b>  Most of the CSAs do not have a backup electrical source. Water systems, even those that operate on a gravity flow basis, need backup power. Systems with gravity flow will have water available for its customers until the storage is depleted, but some systems require power for distribution and filtration.</p>	<p>No response required.</p>
<p><b>Finding #7:</b>  Bypassing filtration increases the flow of water to the storage tanks. Fire suppression efforts require 500 gallons per minute from a hydrant to effectively fight a structure fire; this quickly depletes water storage.</p>	<p>No response required.</p>
<p><b>Finding #8:</b>  Residents in the County who have private water sources yielding poor quality or quantity, who would like to be annexed into a CSA, may experience difficulty obtaining water allotments.</p>	<p>No response required.</p>

<p>New CSA customers often experience high costs for extending and upgrading existing main water lines, and increasing pumping and storage needs. These costs tend to slow the connection process. For example, the Elk Trail Expansion Project in the Jones Valley area, a homeowners' group that desires annexation to a CSA at this time, will experience very high connection fees.</p>	
<p><b>Finding #9:</b> CSAs experience occasional unlawful removal of water from fire hydrants for various private and public road and construction projects. To legally obtain CSA water from a hydrant, the Shasta County Department of Public Works must be contacted to obtain a "receipt of deposit" or a "receipt of purchase" depending on the availability of a meter for that hydrant. If this is not done, the water use is recorded as a loss and all water customers of that CSA bear the cost.</p>	<p>No response required.</p>
<p><b>Recommendation #1:</b> It is recommended that Shasta County purchase, or negotiates a contractual agreement to rent, at least two mobile backup generators to provide emergency electrical power for the CSA water systems.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a> The Board of Supervisors finds that the County has existing purchasing agreements in place with local vendors that provide emergency electrical power for the CSA.</p>
<p><b>Recommendation #2:</b> The current water system configurations in the CSAs should have an emergency method to bypass the filtration system to increase water availability for fire suppression. A reverse 911 can warn residents of the need to boil water until filtration is restored.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a> The Board of Supervisors finds that in most of the CSA's, bypassing the filtration system would not increase the amount of water available for fire suppression. There are other limitations that would constrain water flows. These limitations include distribution lines that are too small to carry the increased flow and insufficient pump capacity. Bypassing the filtration system in CSA-6 may increase the amount of water available for fire suppression. The County will explore the viability of constructing a filtration bypass system for fire suppression in Jones Valley, in conjunction with the proposed Elk Trail annexation. It should be noted that the water production capacity of the existing system exceeds the amount required by code.</p>

<p><b>Recommendation #3:</b></p> <p>The Department of Public Works, with the aid of the CSA division, should establish a procedure to identify and recommend prosecution of people who unlawfully remove water from fire hydrants.</p>	<p><b>Response from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)</p> <p>The Board of Supervisors finds that the County has an established water purchase procedure, with mechanisms to minimize theft. Water purchasers are issued a portable hydrant meter. Each CSA has a specific hydrant that is designed for such purposes. Thus, if anybody is seen drafting water from another hydrant, they are obviously stealing water. The members of the Community Advisory Boards, Public Works employees, as well as many of the customers are on the lookout for such theft, and individuals identified will be prosecuted.</p>
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**Responses Required:**

Shasta County Board of Supervisors as to Recommendations 1- 3.

**Commendations:**

The Grand Jury is impressed with the ability of those employees of the Department of Public Works who are assigned to the operation of CSAs. They maximize time and resources to successfully operate and maintain water and sewer systems 24 hours a day, seven days a week.

The Grand Jury found the CSA system to be a valuable asset to our citizens in rural areas.

**Method of Inquiry:**

The Grand Jury interviewed:

- Shasta County Director of Public Works
- Department of Public Works, CSA Division Superintendent
- Six CAB members representing five CABs
- Department of Public Works, Development Services Division, Supervising Engineer

The Grand Jury reviewed the following documents:

- Water rate tables, budget and staffing information, FY 2006, (provided by the Department of Public Works)
- Department of Public Works organizational chart, dated 9/21/06
- LAFCO Municipal Services Review, May 2003
- CSA Water Production/Sales, Calendar Year 2006

The Grand Jury attended one CAB meeting.

**2006-2007 Shasta County Grand Jury Report**  
**Report submitted to the agency on: July 9, 2007**

**SHASTA COMMUNITY SERVICES DISTRICT**

*Problems in a Small District, Again*

Shasta Community Services District 10711 French Alley Shasta, CA 96087 530-241-6264
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**Reason for Inquiry:**

Section 933.5 of the California Penal Code provides that the Grand Jury may investigate and report on the operations of any special-purpose assessing or taxing district located wholly or partly within the county.

The 2006/2007 Grand Jury received six citizen complaints regarding the Shasta Community Services District (SCSD). Central to the complaints was a proposed water rate increase of approximately 50 percent, possible Brown Act alleged violations, perceived conflicts of interest, and alleged violations of Proposition 218.

This is the sixth Grand Jury investigation of this district since 1990 and the third within the past four years.

**Background:**

Tucked away among the western Shasta County hills is the small community of Shasta, known in its early years for stormy battles, hangings, and contentious decisions regarding property and water disputes. Gold, hard work and hard living brought strong-minded people to this small community, which became the first county seat. Though times have changed and many governmental decisions are made elsewhere, in the area around Shasta the sons and daughters of those earlier residents still argue over the rights and wrongs of the community.

The SCSD was formed in 1959 for the purpose of “supplying the inhabitants with water for domestic use, irrigation, sanitation, industrial use, fire protection and recreation.” A community service district is an independent special district which is authorized to provide more than one type of service. It is subject to the Community Service District Law (beginning at section 61000 of the California Government Code).

The SCSD purchases the majority of its water from the United States Bureau of Reclamation with supplemental amounts from the Anderson/Cottonwood Irrigation District (ACID). The SCSD serves approximately 708 active and 50 inactive water connections in “Old Shasta”, an area of about 7,360 acres. The District is governed by a five member elected board.

In 2006, the District Board of Directors chose to apply for a low-interest (2.39 percent), 20-year loan from the California Department of Health Services (DHS), Safe Drinking Water State Revolving Fund, in order to comply with rules of the United States Environmental Protection Agency (EPA). According to the District’s loan application, basic water rates would increase from the current \$24 base rate to \$38 base rate per month in order to repay the loan. The average projected residential water bill would rise from \$38

to \$52 per month. The SCSD user water rates have not been increased for at least 10 years.

Originally, the project described in the loan application was to encompass the following improvements to the water system:

1. Construction of a pre-chlorination facility
2. Installation of automated controls for the filtration system
3. Improvements to the backwash pond
4. Installation of an intertie with the City of Redding water system and a new booster pump station

The first three improvements were mandated by the State Department of Health Services. The non-mandated intertie and booster pump station would allow the District to tie into the City of Redding water system in case of emergency. The need for a booster pump station was presented to the community by the District as an emergency fire suppression aid. Some community members expressed their belief at public meetings of the Board and to the Grand Jury during interviews that the pump station was included primarily to provide water delivery for the benefit of the future real estate developers, but would be paid for by all current rate payers. The four item project cost was to be approximately \$2.4 million.

On January 31, 2007, a public hearing was held to present the proposed plan to the public before enacting the rate increase. At that meeting, a modified plan was presented by the District Board to include only the three mandated projects and excluded the controversial intertie and pump station. The new plan decreased the overall cost from \$2.4 million to \$2.061 million. The posted agenda for that meeting, however, did not reflect that the modified plan would be presented; therefore, members of the public did not have adequate time to prepare an informed response to the new proposal.

Some complaints centered around alleged violations of the requirements of Proposition 218 which was an initiative measure approved by California voters on November 5, 1996. This proposition added language to the state constitution designed to restrict the ability of local governments, including special districts such as SCSD, to raise or add “property-related” assessments and fees. In July 2006, the California State Supreme Court (*Bighorn-Desert View Water agency v. Beringon*), ruled that metered charges for water are regulated by Proposition 218. Fees for water cannot be increased without a 45 day notice to all property owners and a public hearing. If, during the required 45 day period, a majority of property owners submit a protest of the proposed fee increase, the measure is subject to a community vote.

The Grand Jury received a complaint that some real estate developers are being improperly exempted from a requirement to secure new water allotments (from ACID or U.S. Bureau of Reclamation, for example), as required in SCSD Ordinance 1-05, adopted August 9, 2005. Once a developer locates an available allotment of water, the District negotiates a contract with the water source provider for that allotment. This ordinance exempts any development to which a “Will Serve” letter was issued by the District prior to enactment of the ordinance. A “Will Serve” letter is authorized and issued by the board of directors which obligates the District to provide water to one or more parcels located within the District.

SCSD retains a local firm as its consulting engineer, and this same engineering firm also represents at least two real estate developers with projects in the District. SCSD recognizes that this is a conflict of interest and requires the engineering firm to maintain an internal “ethical wall” to preclude any impropriety. The “ethical wall” is designed to prevent direct, substantive communication within the engineering firm between the individual working for SCSD and the engineers working with the developers on projects within the District.

<p align="center"><b>Findings and Recommendations</b></p>	<p align="center"><b>Response required from the SCSD Board of Directors</b> <a href="#">(SCSD Board Documentation)</a></p>
<p><b>Findings #1:</b> The Grand Jury found that the four-item project was changed prior to the public hearing on January 31, 2007 to include only the three mandated items. Therefore, the agenda description was inaccurate. Adequate time was not given prior to the public hearing for citizens to become aware of the changes and prepare an informed response.</p>	<p>The Board acknowledges the four-item project was reduced to a three-item project subsequent to the agenda being posted, and therefore, the agenda description was inaccurate in that regard. The main decision under discussion, however, was whether to raise rates to fund the improvement project; this is what the Board voted on, not the specific project items. The project had undergone continuous refinement (and continues to be refined) through its open review and discussion with the public and the District’s engineer. Between the time of the agenda’s publication, and the public hearing, the one non-mandated project item was eliminated, due to public concern for the item’s cost and necessity. A minority of Board members believes the inaccuracy of the agenda amounts to “harmless error,” as the public was informed that four project items were subject to discussion. The announcement at the hearing’s outset that the non-mandated item was being eliminated from the project did not hinder informed discussion on the three remaining project items, nor hinder informed discussion on the reasons for, and ramifications or, removing the forth project item.</p>
<p><b>Finding #2:</b> The Grand Jury found that a citizen of the community developed a second plan which was presented at the Board meeting of April 19, 2007 requesting a Peer Review/Value Added Engineering Plan for the original design of the improvement project. The Board agreed to spend the additional funds to have this plan reviewed by an independent engineering firm.</p>	<p>The Board agrees with finding. The citizen’s alternative plan was openly reviewed and discussed with the public and the Director’s engineer. Elements of the citizen’s plan have been incorporated into District’s plan, and with the understanding of the citizen who advanced the alternative plan, the “peer review” funds have now been directed toward the refined project.</p>
<p><b>Finding #3:</b> This Grand Jury found no improprieties in the application of Ordinance 1-05, as some real estate developers received “Will Serve” letters from the District prior to the enactment of the ordinance. It should be noted that all developments occurring after the enactment of Ordinance 1-05 are required to secure water allotments.</p>	<p>The Board agrees with the finding.</p>

<p><b>Finding #4:</b>  The Grand Jury found that there is an appearance of impropriety regarding the SCSD using the same engineering firm as some of the new developers. An “ethical wall” does not eliminate the appearance of impropriety.</p>	<p>The Board is aware and concerned that an appearance of impropriety exists on the occasions the engineering firm PACE Civil is retained by a developer with a matter before the Board, as Tom Warnock, a principal engineer with PACE, is District’s engineering consultant. On these occasions, the District has required that a PACEE engineer other than Tom Warnock be the engineer of record for the developer. There are a limited number of engineering firms in the area that qualify to perform the District’s work, and do not cause a conflict of interest with a sitting board member. PACE has done fine work for the District, which cannot prevent a developer from retaining the same engineering firm. PACE has advised the Board that both California State Law and the American Society of Civil Engineers Code of Ethics allow engineers to provide professional services to two or more clients on a project, or related projects, as long as the engineer discloses the relationship in writing to all parties, and all parties consent. Such disclosure and consent occurs between PACE, the Board, and the developer(s) as required.</p>
<p><b>Finding #5:</b>  The State of California has mandated Ethics and Public Service Law and Principles (AB 1234) training. The training is required of, among other public officials, all members of special district boards and must have been completed before January 1, 2007. The Grand Jury found that there is incomplete documentation showing that the training was attended by all board members.</p>	<p>The Board agrees with this finding.</p>
<p><b>Finding #6:</b>  The Grand Jury found a significant lack of communication and distrust existing between the SCSD Board and its customers regarding the rate increase and the state loan. For example, the Board did not make a clear distinction between the state-mandated improvements and non-mandated improvements listed in the loan application, and did not clearly distinguish the commercial versus residential rates.</p>	<p>The Board disagrees with this finding. The improvement project, state loan, and rate increases were fully disclosed and discussed at many (lightly attended) monthly Board meetings. An informational mailing of “Questions and Answers” describing the project and its funding was sent to all customers before the public hearing. Further, a public informational meeting was held with representatives of the Department of Health Services, Regional Water Quality Control Board, and the District’s engineer, at which time the nature of the improvements and funding were</p>



	<p>explained, and questions from the public answered. The state-mandated and non-mandated improvements were made clear to the public, whose disapproval of the non-mandated item led, in part, to its removal from the project. The Board openly discussed the need for differentiation between commercial and residential rate increases, which is still under review. The distrust of the Board appears to be harbored by a few vocal customers, who have affected others through activities including the dissemination of flyers and petitions containing misleading and inaccurate information.</p>
<p><b>Finding #7:</b>  The Grand Jury compared audio tapes of past Board meetings to the draft and final minutes of those same Board meetings and found significant differences. It was discovered that on several occasions, draft minutes prepared by the administrative assistant were presented to one or more of the Board members prior to the next Board meeting for “edit.” The “edits” were submitted back to the assistant, some by e-mail, and new draft minutes were prepared for the next meeting. At the next Board meeting, minutes were formally voted on by the Board. The Grand Jury concluded that the prior “edits” were not fully disclosed or discussed by all Board members for an informed review and vote at the next meeting. The “edits” significantly changed the substance of what was actually discussed at the meeting and some items were added that were not on the tapes.</p> <p>For example, on May 18, 2006, in the public discussion portion of the Board meeting, the Board members were asked if they were aware that the water rates cannot be raised for future development according to Proposition 218. The answer from the Board was, “Yes, the developers, when they come in, pay development costs.” The draft minutes, after having been edited by e-mail, showed the response to that question as: “Director ... stated that it was the Board’s understanding that monthly rates could be raised under Proposition 218, to provide funds for system improvements, as long as a public hearing was conducted and a vote-by-mail ballot was circulated.” The edited draft minutes were approved at the June 15, 2006 Board meeting</p>	<p>The Board acknowledges there may occasionally have been significant differences between the words recorded at the Board meetings, the draft minutes, and the final minutes. The Board meetings usually last at least three hours and yield extremely lengthy verbiage, which is then transcribed into a summary by a District employee, and then reviewed by Board members a month after the words were spoken. This process provides fertile ground for misinterpretation and inaccuracy by the transcriber, as well as revisionism by the speaker based on subjective recall. In an effort to streamline the laborious process of summarizing, reviewing and ratifying the verbatim minutes, the Board experimented its s members previewing the minutes via e-mail. To the extent Board members made substantive deletions, additions, or changes to their spoken words during the process of reviewing the minutes, such actions were inappropriate. The District and Board are currently exploring more streamlined and transparent methods for recording, transcribing, editing and adopting the minutes.</p>

<p>with no reference or discussion regarding this change. There are other examples of significant changes in context in other Board minutes.</p>	
<p><b>Finding #8:</b> The Grand Jury could not determine whether the SCSD Board followed the requirements of Proposition 218 when increasing water rates. Posted notices of the public hearing were not dated and therefore the 45 day notice and comment period requirement could not be verified. Additionally, the SCSD Board did not clearly explain the protest process in notices or at the public hearing, thereby leaving the public uninformed of their rights under Proposition 218.</p>	<p>The Board is aware of the requirements of Proposition 218, including providing public notice of hearings related to proposed water rate increases. The Board agrees that posted notices of such public hearings must be dated, and that the public must be informed of their right to protest, and the process. To the extent these requirements were not followed, the notice and hearing processes should be repeated (another hearing is planned for early December 2007).</p>
<p><b>Finding #9:</b> The Grand Jury found that the central cause of community discontent was due to the relative size of the water rate increase. Because rates have not been increased for at least 10 years, adequate money has not been added to reserve funds to cover future improvements.</p>	<p>The Board agrees with this finding. The Grand Jury found that customers are upset about a sharp increase in their monthly water bill, particularly after a decade of receiving the same, modest will. The District had not substantially raised water rates for the past 10 years (a small increase was instituted about 2 years ago), resulting in minimal funds having been generated and reserved for future system upgrades. The current Board inherited the situation, as well as the brunt of community discontent caused by the Board's having to make an overdue correction in water rates.</p>
<p><b>Finding #10:</b> The Grand Jury found that SCSD Board members did not consistently follow recusal requirements for a perceived conflict of interest. Two members of the Board began to recuse themselves from some Board discussions of a particular development project in the District, but had not done so during a number of previous Board discussions of that same issue. Only once did they fully leave the room when those agenda items were considered.</p>	<p>To the extent Board members did not consistently follow recusal requirements for perceived conflicts of interest upon learning their company was associated with a development project subject to Board consideration, such action was inappropriate. As far as customer's concern that several Board members were also members of an informal "council" that seeks to preserve a Federal land parcel for public use, the Board acknowledged that a perceived conflict of interest would result, and disclosure by the affected members would be necessary, if the Board was ever required to take action on the parcel.</p>
<p><b>Finding #11:</b> The Grand Jury observed that the posted agenda for the January 31, 2007 Public Hearing did not</p>	<p>See Response to Finding #1</p>

<p>accurately reflect the items to be considered at the meeting.</p>	
<p><b>Recommendation #1:</b> Before implementing the water rate increase, the SCSD should hold another public hearing, with a proper 45 day notice, to clarify the scope of the improvements to be paid for with the increased revenue. A clear explanation of the protest process in Proposition 218 must be provided with the notice of the public hearing.</p>	<p>The majority of the Board agrees with this recommendation. The Board will carry out recommendation #1.</p>
<p><b>Recommendation #2:</b> The SCSD Board should inform the community, through newsletters and/or notices, of information that would be of public interest. For example, a clear explanation of the “ethical wall” established within the District’s engineering firm would help to reduce the appearance of impropriety that exists when both the District and real estate developers use the same engineering firm.</p>	<p>The Board agrees that informational newsletters and/or notices from the District to the community would be of mutual benefit. The Board will consider this recommendation in light of its cost and author availability.</p>
<p><b>Recommendation #3:</b> The Grand Jury recommends that a tracking mechanism be in place to ensure that every Board member has attended state-mandated ethics training programs and a record be maintained in the District office. It is strongly suggested that the Board and staff members attend educational programs on the Brown Act, and other applicable laws, such as Proposition 218.</p>	<p>The Board agrees with this recommendation, particularly with respect to improved record-keeping by the District, and Board member attendance at state-mandated training programs.</p>
<p><b>Recommendation #4:</b> The Grand Jury recommends that in order to improve communication with its customers, any proposed rate change notices be included in the monthly billing as well as notifying the absentee property owners. Additionally, the SCSD Board should place a monthly community newsletter in its billings and include a section for suggestions and/or comments that could be returned with the payment. To encourage greater participation by the customers, meeting notices should be posted in more visible locations.</p>	<p>Proposed rate change notices have been included in customer monthly billings. Providing notice to absentee property owners merits consideration. A monthly newsletter with a return section for comments/suggestions is also a good idea, and will also be considered. The public can be consulted on whether a more visible location exists for notice posting than the currently utilized location.</p>
<p><b>Recommendation #5:</b> The Grand Jury recommends that Board minutes not be corrected or changed by individual Board members prior to the next Board meeting. Corrections should be made during the next Board</p>	<p>The Board agrees with this recommendation, and is currently exploring more streamlined and transparent methods for recording, transcribing, editing and adopting the minutes.</p>

meeting by the Board members. The minutes should be a true reflection of what occurred during the meeting.	
<b>Recommendation #6:</b> The Grand Jury recommends that all public documents and notices be dated.	The Board agrees with this recommendation
<b>Recommendation #7:</b> To prevent the necessity for large rate increases, the SCSD should provide for the growth of its reserve funds by periodic rate increases before large increases are needed for major maintenance or expansion projects. Increases in small increments are easier for consumers to accept.	The Board agrees with this recommendation. See Response to Finding #9.
<b>Recommendation #8:</b> The Grand Jury recommends that the Board members become knowledgeable of the recusal process as stated in the Political Reform Act, as amended on January 1, 2003. The requirements are that the Board member publicly identifies the financial interest that gave rise to the conflict of interest, recuse him or herself from any discussion or voting on the matter, and physically leave the room until the matter is resolved.	The Board Agrees with this recommendation, and will follow recusal procedures according to the amended Political Reform Act, and advice of District counsel.
<b>Recommendation #9:</b> The Grand Jury recommends that the SCSD Board consider or take action at Board meetings only on those items appearing on or appropriately added to the agenda, as required by the Brown Act.	The Board agrees with this recommendation.

**Responses Required:**

SCSD Board of Directors as to Findings 1 through 11, and Recommendations 1 through 9.

**Method of Inquiry:**

The Grand Jury interviewed the following:

- The SCSD President of the Board of Directors
- The SCSD General Manager
- The SCSD Administrative Assistant
- The consulting engineer for the SCSD
- Two former SCSD Board Members
- Two customers of the district
- The Shasta County Director of Public Works
- The Shasta County Fire Warden

The Grand Jury attended:

- Several regularly scheduled SCSD Board meetings
- One special Board meeting

- One public hearing.

The Grand Jury toured the following facilities:

- The water treatment plant
- Backwash ponds
- Pump station
- Proposed pump station site
- District Office

The Grand Jury reviewed the following SCSD documents/tapes:

- The SCSD board meeting agendas, minutes and bill payment records for the periods of September 30, 2004 thru March 31, 2007
- The SCSD audio tapes of public board meetings and workshops of October 5 through June 2006
- E-mail corrections to the draft public board meeting minutes between board members and administrative assistant
- Department of Health Services, Safe Drinking Water State Revolving Fund Application for Construction Funds 2005/2006
- SCSD Ordinances 1-04, (Ordinance 2-99 Revised), dated April 2004
- SCSD Ordinance 1-05, dated June 2005
- SCSD Ordinance 1-05 (Ordinance 2-99, 1-04 Revised), adopted August 9, 2005
- SCSD Resolution 04-05, dated August 18, 2005
- SCSD Resolution 01-07, dated January 31, 2007
- SCSD Policy and Procedure Manuals (Revised November 3, 2006)
- SCSD Master Water Plan, dated November 2003
- Maps of SCSD service areas
- California Proposition 218, dated December 1996
- The Brown Act, Government Code section 54950, et seq.
- Roberts Rules of Order
- California Public Records Act, Government Code section 6250, et seq.

**2006-2007 Shasta County Grand Jury Report**  
**Report submitted to the agency on: July 9, 2007**

**OFFICE OF THE SHERIFF**

***Inmate Welfare Fund***

Shasta County - Office of the Sheriff 1525 Court Street Redding, CA 96001 530-245-6165
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**Reason for Inquiry:**

The Grand Jury is charged with the responsibility to inquire into the operations of local governments and the conduct of those officials who oversee the expenditure of funds held in public trust. Penal Code Section 921 provides that the Grand Jury is entitled to examine all public records within the county.

The Grand Jury received a complaint concerning the proper accounting of the Shasta County Jail Inmate Welfare Fund.

**Background:**

California State Penal Code, Section 4025 states the Shasta County Sheriff's Office may establish, maintain and operate a store (commissary) in connection with the county jail to sell certain supplies to inmates of the jail. Sale prices for articles offered are determined by the Sheriff and profits from those sales must be deposited in an inmate welfare fund in the county treasury. In addition, Title 15, Section 1043, California Code of Regulations, establishes accounting procedures for the expenditure of inmate welfare fund revenues.

The monies deposited into the Shasta County Inmate Welfare Fund are generated by:

- Inmate commissary purchases
  - Refunds, rebates, and commissions attributable to inmate use of pay telephones
  - Recyclable materials sales
  - Interest or dividends earned by the fund

Commissary items available for purchase by inmates include confectionary, postage and writing materials, toilet articles, and sundry supplies. Monies which are not immediately utilized are held in trust by the Shasta County Treasurer, and earn interest or dividends, which are then deposited into the Inmate Welfare Fund.

The Shasta County Sheriff may expend money from the Inmate Welfare Fund, as per Penal Code Section 4025 (e), "solely for the benefit, education, and welfare of the inmates confined within the jail." The expenditures include, but are not limited to:

- Salary and benefits of personnel used in programs to benefit the inmates, including the Jail Commissary officer's salary
- Education, drug and alcohol programs, and General Education Diploma testing

- Maintaining the jail's law library
- Books for recreational reading
- Chaplain services and religious supplies for inmates
- Indigent inmate supplies, such as toiletries and stationary
- Hair cutting supplies, portable toilets, work release program equipment, televisions, and other miscellaneous items
- Jail facility maintenance
- Home electronic monitoring rental fees
- Inmate Work Release Program costs

Expenditures from the inmate welfare fund cannot be used to pay required expenses of confining inmates such as meals, clothing, housing, or medical services.

<b>Findings and Recommendations</b>	<b>Agency Response (Unedited)</b>
<p><b>Findings #1:</b> Penal Code 4025 provides relatively broad discretion to the sheriff to expend the profits realized from the jail commissary and other sources of revenue.</p>	<p>No response required</p>
<p><b>Finding #2:</b> The Sheriff has furnished to the County Board of Supervisors a detailed list of revenue and expenditures for the Inmate Welfare Fund annually, as required by Title 15, Section 1043, Subdivision (a) 3. While some descriptions of the expenditure items were not specific, Grand Jury inquiries into those items were clarified by the Sheriff's Office.</p>	<p>No response required</p>
<p><b>Finding #3:</b> An audit of the Inmate Welfare Fund by the Shasta County Auditor-Controller's Office was completed on April 30, 2007. The audit did find deficient internal control procedures for the fund; however, the Grand Jury found there were no improprieties in the administration of the fund. The previous audit was conducted in 2002.</p>	<p>No response required</p>
<p><b>Finding #4:</b> The Sheriff's Department has agreed to implement all the recommendations noted in the audit.</p>	<p>No response required</p>
<p><b>Recommendation #1:</b>  It is recommended that the Shasta County Sheriff's Office request that the Audit Committee conduct biennial audits of the Inmate Welfare Fund.</p>	<p><b>Response from Shasta County Sheriff:</b> <a href="#">(SC Office of the Sheriff Documentation)</a> The Sheriff partially agrees with the recommendation and recognizes the importance of audits of the Inmate Welfare Fund. As the new Sheriff-Coroner, I requested an audit be</p>

	conducted by the Shasta County Auditor's Office after being sworn in as Sheriff. The April 30, 2007, audit did find areas for improvement but there were no improprieties in the administration of the fund. The last prior audit was conducted in 2002. I would recommend that audits for the account be conducted on an as-needed basis or every four years.
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**Response Required:**

Shasta County Sheriff as to Recommendation 1

**Method of Inquiry:**

The Grand Jury reviewed the following documents:

- California State Penal Code, Section 4025
- Title 15, California Code of Regulations
- County of Shasta Report on Financial Transactions Audit, Sheriff's-Inmate Welfare Fund for the calendar years 2006, 2005, 2004 and 2003, dated April 30, 2007
- Shasta County Main Jail Policy and Procedures Manual, Chapter 3, 2007 Edition
- 2005 Inmate Welfare Fund Expenditures Report
- Internal Inmate Welfare Fund Financial Statement, fiscal year-to-date through December 31, 2006

The Grand Jury interviewed:

- Captain, Shasta County Custody Division
- Shasta County Auditor-Controller



**2006-2007 Shasta County Grand Jury Report  
Interim Report submitted to the agency on: July 9, 2007**

**SINTF/SAGE: AN IMPORTANT PARTNERSHIP**

**Did You Know?**

Commander of SINTF  
1656 Zachi Way  
Redding, CA 96003

Chief of Police - Redding Police Department  
1313 California Street  
Redding, CA 96001  
530-225-4200

**Reason for inquiry:**

Sections 925 and 925a of the California Penal Code authorize the Grand Jury to investigate and report on the operations and records of any city or county. The Grand Jury received no formal complaints; however, we sought to better understand and inform the public about the Shasta Interagency Narcotic Task Force (SINTF) and the Shasta Anti-Gang Enforcement Unit (SAGE), two law enforcement cooperatives which are supported by Shasta County and the cities of Redding and Anderson.

**SINTF Background:**

SINTF was formed to combat an increasing problem of sales, use, and manufacturing of illegal drugs. Twenty years ago, various State and Shasta County law enforcement agencies were confronting a growing illegal controlled substance problem with inadequate individual resources. By combining their limited resources, those agencies were able to create a means to combat the problem. With the aid of the California Department of Justice and guidance from the Bureau of Narcotic Enforcement, SINTF was created.

The agencies which form SINTF are the Bureau of Narcotic Enforcement, California Highway Patrol, California Department of Corrections and Rehabilitation-Parole, Shasta County Sheriff's Office, Shasta County District Attorney's Office, Shasta County Probation Department, Redding Police Department and Anderson Police Department (three state agencies, three county agencies and two city agencies).

At full strength, SINTF has seven law enforcement personnel from the contributing agencies. Due to the needs of each agency, the level of personnel may fluctuate at times. The personnel costs are borne by each agency. The California Office of Criminal Justice-Planning also funds SINTF from the sale of forfeited assets. SINTF is directed by an advisory counsel that is made up of departmental managers from the participating agencies.

**SAGE Background:**

Gang activity, if left unchecked in a community, can spread like a cancer, damaging all aspects of that community. In an attempt to prevent the proliferation of gang activity in Shasta County, SAGE was formed in 2004. Under the leadership and driving force of the current Redding Chief of Police, whose early recognition that gang activity could easily overwhelm the resources of a single agency, a multi-

agency anti-gang effort was launched. Its goals are to provide proactive enforcement, education, intelligence, and resources to discourage and eliminate gang presence by the partnering of personnel from many agencies. Currently, 19 agencies comprise SAGE with the Redding Police Department as the lead agency.

Representatives of SAGE meet at least once a month to discuss gang problems and neighborhood safety issues. Operational strikes are coordinated by the agency having a particular problem and backed in strength by available personnel from other cooperating agencies. This allows for a strong presence with minimal impact on day-to-day law enforcement activities.

<b>Findings and Recommendations</b>	<b>Agency Response (Unedited)</b>
<p><b>Findings #1:</b> SINTF has met and continues to meet its goals of effectively enforcing substance abuse laws in Shasta County. It is only limited in its function by the constraints of budget and personnel.</p>	None Required.
<p><b>Finding #2:</b> During SINTF's 20 year existence, it has had a noticeable and positive impact on the goal of diminishing the availability and use of illegal drugs in Shasta County.</p>	None required.
<p><b>Finding #3:</b> Currently, methamphetamine is the number one drug problem in Shasta County followed by marijuana usage. A rising problem is the illegal use of pharmaceutical drugs, the drug of choice among students.</p>	None required.
<p><b>Finding #4:</b> SINTF provides awareness training to school staff, civic groups, business organizations, and governmental agencies. The training is available upon request.</p>	None required.
<p><b>Finding #5:</b> SINTF works jointly with SAGE on drug-related issues.</p>	None required.
<p><b>Finding #6:</b> SAGE started under the leadership of the Redding Chief of Police, whose goal was to eliminate gang activity in Shasta County by creating an awareness of growing gang activity through education of citizens and training of law enforcement personnel.</p>	None required.

<p><b>Finding #7:</b> The goals and objectives of SAGE are stated in its task force plan:</p> <p>“The long term plan would examine the future trends in anti-gang enforcement. The SAGE unit would reach out to neighboring counties and larger metropolitan areas to assist in creating partnerships. Education and training of law enforcement, school officials and members of the community would continue with the goal of recognizing gang activity. Using these methods, the SAGE unit will strive to eliminate the gang mentality and behavior throughout the county. This education and enforcement partnership, involving members of the community as well as law enforcement will serve to enhance the quality of life in our communities.”</p>	<p>None required.</p>
<p><b>Finding #8:</b> According to representatives from SAGE, there are no formal gangs in Shasta County. There are, however, approximately 160 individuals with outside gang affiliation residing in the county.</p>	<p>None required</p>
<p><b>Finding #9:</b> SAGE has been so successful it has become the template for other law enforcement agencies and communities outside Shasta County. Yuba and Sutter Counties asked for assistance in starting similar programs. Butte County is interested in having SAGE help set up a program. The office of U.S. Senator Diane Feinstein requested a copy of the SAGE task force plan.</p>	<p>None required.</p>
<p><b>Finding #10:</b> In an effort to tackle potential gang problems, not only in Shasta County, but in much of the north state, a combined enforcement unit was formed called North State Anti-Gang Enforcement (NSAGE), which consists of representatives from Butte, Glenn, Shasta, Siskiyou, Sutter, Tehama, Trinity, and Yuba counties.</p>	<p>None required</p>
<p><b>Finding #11:</b> SAGE has enhanced the cooperation between the Shasta County Sheriff’s Office and the Redding and Anderson Police Departments since its inception. This also applies to other agencies involved with SAGE.</p>	<p>None required.</p>

<b>Recommendation:</b> None	None required
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**Responses Required:** None

**Method of inquiry:**

The Grand Jury interviewed the following:

- Shasta County Administrative Officer
- Redding City Manager
- Anderson City Manager
- Shasta County Sheriff
- Anderson Chief of Police
- Redding Chief of Police
- Redding Assistant Manager
- Three vice principals of public schools in Shasta County
- Two administrators of private schools in Shasta County
- Commander of SINTF
- A captain in the Shasta County Sheriff's Office

The Grand Jury reviewed the following documents:

- Memorandum of Understanding, SINTF, dated 2006
- SINTF press release dated August 2006
- 2003-2004 Shasta County Grand Jury Report on SINTF
- Memorandum of Understanding, Project Safe Neighborhood, SAGE, dated 2004
- Shasta Anti-Gang Enforcement Unit 2005 statistics
- Emerging Gangs in Shasta County DVD, by SAGE
- Shasta Interagency Narcotic Task Force 20 year statistic chart.

**Commendations:**

The Grand Jury commends those agencies that contribute their personnel and other resources to the success of SINTF and SAGE.

The Grand Jury commends the Redding Chief of Police for his dedication and leadership in establishing the SAGE unit and his personnel who oversee the daily operation of the unit.

**2006-2007 Shasta County Grand Jury Report**  
**Report submitted to the agency on: July 9, 2007**

**VOLUNTEER FIRE COMPANIES**

*A Hot Topic*

Shasta County Fire Department/CAL FIRE 875 Cypress Avenue Redding, CA 96001 530-225-2418
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**Reason for Inquiry:**

Section 925 of the California Penal Code authorizes the Grand Jury to investigate and report on the operations and records of Shasta County departments and their operations, accounts, and records. The California Department of Forestry and Fire Protection (CAL FIRE) through a contract with Shasta County, manages the Shasta County Fire Department (SCFD). Within the SCFD there are 19 Volunteer Fire Companies (VFCs). One complaint about a VFC was received by the Grand Jury.

**Background:**

Adequate fire protection is a vital concern of any community. Within Shasta County, wildland fire protection areas are administered by CAL FIRE, the United States Forest Service, and the National Park Service. The Redding Fire Department, 11 independent fire districts, and the Shasta County Fire Department (SCFD) have primary responsibility for response to structure fires within their territorial boundaries.

The Shasta County Fire Department is managed by the CAL FIRE Shasta Trinity Unit Chief, who wears both CAL FIRE and SCFD hats and spends approximately 60 per cent of his time on SCFD duties. Five CAL FIRE/SCFD battalion chiefs manage the VFCs. SCFD is composed of one full-time engine currently housed at state fire station #43 at the Redding Airport and 19 volunteer fire companies, located mainly in smaller rural communities serving a population of approximately 68,000 in an area of 3,400 square miles. In 2006, SCFD VFCs responded to 68 structure fires that resulted in an estimated loss to property owners of \$2,340,020.

Independent fire districts have been formed in larger, more populated areas along Interstate 5 and in the easternmost areas of the county connected by State Highway 299. These districts are governmental entities separate from the county and the cities. At the current time, SCFD handles all emergency dispatches (fire, medical emergencies and public assists) for VFCs and all independent fire districts, but not for the Redding Fire Department.

VFCs grew out of a community need for fast response times to structure fires and small wildland fires that threatened nearby homes and property. Typically, VFC facilities were built and equipped by volunteers with donated funds. In many communities, VFC fire houses still serve as a location for public meetings, fund raising events, and polling places.

Over time, the VFCs have chosen to become part of SCFD which enables volunteers to participate in SCFD training programs, adopt standard operating policies and procedures, receive funding to maintain

and upgrade facilities and equipment, and earn a small stipend when responding to incidents. VFC volunteers are eligible for Shasta County's Workers' Compensation coverage and qualify for some Public Employee Retirement System (PERS) benefits after 10 years of service.

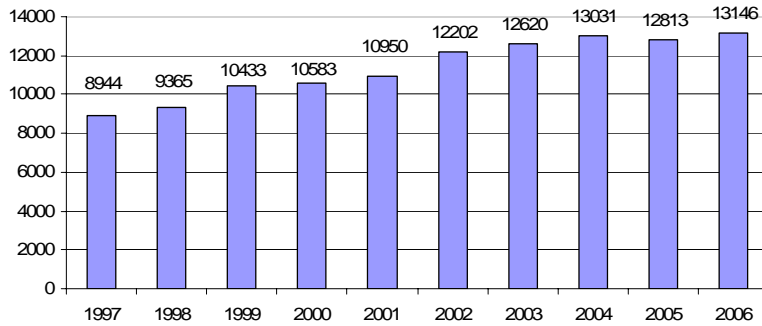
A number of the VFCs have formed non-profit 501(c) (3) corporations to provide tax exempt status for fund raising activities with a board of directors elected by members of the corporation. Since the board of directors controls these funds, this removes appearances of impropriety on the part of fire personnel. It has the added advantage of allowing the VFC, through its corporation, to apply for grants available to non-profit corporations. While this is an advantage for the specific VFC, it can also result in that VFC acquiring equipment that may not be the best overall selection for the SCFD and may require additional maintenance expenses impacting the overall budget.

The 19 Shasta County Fire Department VFCs with the number of volunteers and incidents for 2006 are:

- Station 10, Cassel, 11 volunteers, 63 incidents
- Station 11, Hat Creek, 10 volunteers, 53 incidents
- Station 12, Old Station, 7 volunteers, 61 incidents
- Station 13, Soldier Mountain, 10 volunteers, 29 incidents
- Station 20, Shingletown, 14 volunteers, 438 incidents
- Station 30, Oak Run, 6 volunteers, 54 incidents
- Station 31, Whitmore, 14 volunteers, 69 incidents
- Station 32, Palo Cedro, 23 volunteers, 338 incidents
- Station 33, Bella Vista, 17 volunteers, 231 incidents
- Station 50, Igo-Ono, 8 volunteers, 101 incidents
- Station 52, Centerville, 12 volunteers, 118 incidents
- Station 53, Keswick, 9 volunteers, 118 incidents
- Station 54, Lakehead, 9 volunteers, 311 incidents
- Station 55, West Valley, 14 volunteers, 116 incidents
- Station 59, French Gulch, 5 volunteers, 72 incidents
- Station 66, Platina, 4 volunteers, 19 incidents
- Station 70, Big Bend, 6 volunteers, 39 incidents
- Station 71, Montgomery Creek, 10 volunteers, 15 incidents
- Station 72, Jones Valley, 18 volunteers, 196 incidents

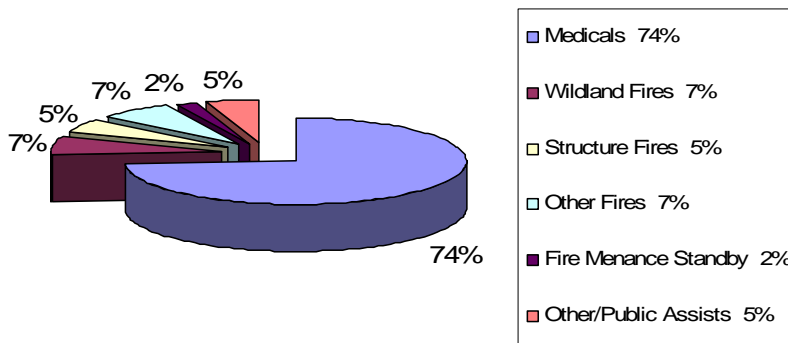
Today's VFC fire fighters must be prepared to respond to many diverse situations such as traffic accidents, medical emergencies, water craft incidents and the handling of hazardous materials, in addition to the traditional duties of fire fighting. The number of incidences that the VFCs are responding to have increased dramatically over the past 10 years.

**Shasta County Fire Department  
10 Year Incident Summary**



In the past, each fire district or volunteer fire company established its own emergency response policies, procedures, and training requirements. Today there are state laws and local ordinances in place that require all fire fighters to complete rigorous training and certification. Beginning fire fighters must complete 160 hours of training before being qualified to respond to an incident. As an example, the training needed to reach Fire Control III status, which is required to enter a burning structure, might take over one year to complete. All fire fighters must regularly participate in refresher training and recertification activities. To summarize the 2006 SCFD training, 58 classes were offered, 3,572 sessions with 17,217 student contact hours – 4,000 hours of which were specifically for emergency medical services training. All SCFD training is tracked by a county-wide data base maintained by SCFD. Fire fighters performing prehospital emergency care must qualify under the state Emergency Medical Technician (EMT) requirements and gain certification from Northern California Emergency Medical Services (NORCAL-EMS), an oversight agency for emergency medical services in Shasta County. Medical emergencies and non-fire related calls constitute a majority of VFC incident responses.

**SHASTA COUNTY FIRE DEPARTMENT  
INCIDENTS, BY TYPE**



The Redding Interagency Command Center provides emergency dispatching to all the fire entities in Shasta County with the exception of the City of Redding. The center is staffed 24 hours a day. Another primary task of the Command Center is the mobilization of County, Fire District and City resources for the State Office of Emergency Services (OES) for major rescue and fire disasters, utilizing various interagency agreements both within and outside Shasta County. The Command Center serves as a back-up facility for SHASCOM and the California Northern Region Interagency Dispatch Center for CAL FIRE.

**Responses Required:**

Shasta County Board of Supervisors as to Findings 1 and 3 and Recommendations 1 through 3

**Invited Responses:**

SCFD Warden/CAL FIRE Unit Chief as to Findings 1, 3 and 4 and Recommendations 1 through 3

Shasta County Counsel as to Recommendation 2

**Commendations:**

The Grand Jury is very impressed with the enormous responsibility and time commitment undertaken by the men and women volunteer firefighters of SCFD. Their selfless service to the communities that they serve is literally priceless. They are our true heroes! We applaud and thank you.

The Grand Jury commends the efforts of the SCFD management in improving the conditions of the VFCs in regard to new equipment, maintenance, training opportunities, improved budget management techniques, and standardizing policy and procedures for operating policies within each VFC. This creates harmony among the fire fighters when working with each other and other VFCs as well as other fire agencies. It clarifies communication and reduces accidents.

**Method of Inquiry:**

The Grand Jury interviewed:

- Complainant
- SCFD Warden/CAL FIRE Unit Chief
- Three VFC Fire Chiefs
- One VFC Assistant Fire Chief/Paramedic
- NOR-CAL EMS Chief Executive Officer
- CAL FIRE/SCFD Division Chief
- CAL FIRE/SCFD Battalion Chief
- Shasta County Sheriffs Office, Captain

The Grand Jury reviewed the following documents:

- CDF/Shasta County Fire Department, Policies and Procedures Manual, Revised May 2006.
- Shasta County Fire Department, Candidate Self-Paced Training Manual, August 2006
- Shasta County Fire Department 2006 Annual Report
- Local Agency Formation Commission (LAFCO) Municipal Services Review, May 2003 (latest version)
- VFC Chief's Reports for 2006
- State of California Standard Agreement between the California Department of Forestry and Fire Protection and Shasta County, July 1, 2005 – June 30, 2007.
- Shasta County Fire Department Master Plan, 2007

Attended one monthly Shasta County Chiefs meeting

Attended one Five Year Fire Plan approval meeting



<p style="text-align: center;"><b>Findings and Recommendations</b></p>	<p style="text-align: center;"><b>Agency Response</b> (Unedited)</p>
<p><b>Findings #1:</b></p> <p>The Shasta County Fire Department and the California Department of Forestry and Fire Protection in Shasta and Trinity Counties benefit from sharing the resources of both agencies such as management, personnel and equipment.</p>	<p><b>Responses from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a> The Board of Supervisors concurs with the finding.</p> <p><b>Invited Responses SCFD Warden/CAL FIRE Unit Chief:</b> <a href="#">(SCFD Documentation)</a> The Shasta County Fire Department concurs with the finding.</p>
<p><b>Finding #2:</b></p> <p>VFCs have lost much of their direct control of the operational funds that are provided by the county. SCFD has reduced the individual VFC operational budget and (in turn) pays directly for their rent, utilities, fuel and maintenance. The SCFD annually allots \$3,000 to each VFC for discretionary expenditures. This system aids VFCs by eliminating some of the routine business activities and was welcomed by the VFC chiefs interviewed.</p>	<p><b>Responses from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a> The Board of Supervisors concurs with the finding. Additionally, this has created some efficiencies associated with economies of scale.</p> <p><b>Response for Shasta County Fire Department:</b> <a href="#">(SCFD Documentation)</a> The Shasta County Fire Department concurs with the finding. This created efficiencies and economies of scale, reduced administrative duties for the VFC and also created better accountability of the public's monies.</p>
<p><b>Finding #3:</b></p> <p>A number of the VFCs have formed non-profit 501(c) (3) corporations to provide tax exempt status for fund-raising activities. This places the management of these funds under the direction of the corporation's board of directors and removes any appearances of impropriety on the part of fire personnel. A non-profit corporation has the added advantage of being able to apply for grants. While this is an advantage for the specific VFC, it can also result in acquiring equipment that may not be the best overall selection for the SCFD. Additionally, because title of some assets are vested with the VFC or the corporation instead of the County, liability, maintenance, and improvement issues have arisen regarding the ownership of the equipment and facilities. According to <i>SCFD Master Plan 2007</i>, "SCFD continues to work with County Counsel in determining the appropriateness of expending public monies on non-County owned facilities</p>	<p><b>Responses from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a> The Board of Supervisors concurs with the finding.</p> <p><b>Invited Responses SCFD Warden/CAL FIRE Unit Chief:</b> <a href="#">(SCFD Documentation)</a> The Shasta County Fire Department concurs with the finding. Shasta County Fire Department is currently working on a re-write of the 1987 agreement between the County and the Volunteer Fire Companies. When completed the re-write will address the issues listed within #3 of the findings.</p>

and/or equipment.”	
<p><b>Finding #4:</b>  Many VFCs experience difficulty in maintaining a full contingent of volunteers. According to the <i>SCFD Master Plan 2007</i>, “SCFD is authorized a total of 385 volunteers,” but as of September 2006, had only 182 volunteers. The decline in the numbers of active volunteers can be attributed largely to the very significant time commitment for initial and continuing training, and for time spent in service to the community. Moreover, most volunteers have employment which prevents them from responding during their working hours thereby creating lapses in coverage.</p>	<p><b>Invited Responses SCFD Warden/CAL FIRE Unit Chief:</b> (<a href="#">SCFD Documentation</a>)  The Shasta County Fire Department concurs with the finding. Effective July 1, 2007 Shasta County Fire Department had 220 volunteers, an increase of 38 volunteers since September 2006. Shasta County Fire Department continues to implement procedures that improve recruitment and retention for our volunteers.</p>
<p><b>Recommendation #1:</b>  VFCs and Shasta County should continue to contract with CAL FIRE and continue the current management and budgetary structure.</p>	<p><b>Responses from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)  The Board of Supervisors has implemented this recommendation. On November 8, 2005 after six months of study on this issue by the SCFD Task Force, the Board accepted the Task Force’s recommendation which essentially concurs with this recommendation from the Grand Jury. The Board of Supervisors approved the FY 07/08 contract on August 14, 2007.</p> <p><b>Invited Responses SCFD Warden/CAL FIRE Unit Chief:</b> (<a href="#">SCFD Documentation</a>)  The Shasta County Fire Department concurs with the finding.</p>
<p><b>Recommendation #2:</b>  Once the legal issues concerning ownership of equipment, facilities and liability are resolved with the County, SCFD should encourage all VFCs to incorporate.</p>	<p><b>Responses from the Shasta County Board of Supervisors:</b> (<a href="#">SC Board of Supervisors Documentation</a>)  The Grand Jury’s recommendation requires further analysis. As the Grand Jury mentions above, there are advantages and disadvantages to this recommendation (see finding number three listed above.) There are 19 Shasta County VFCs. Given the unique circumstances in each situation, issues relating to ownership, maintenance and liability of personal and real property are complex. The Fire Warden has been analyzing, with assistance from the County Administrative Office and County Counsel’s Office, the County’s relationship with VFCs, related non-profit corporations, and other interested entities in order to recommend to the Board of Supervisors the most effective course of action. However, an individual VFCs decision</p>

	<p>on whether to incorporate may depend on the unique circumstances of each VFC.</p> <p><b>Invited Responses SCFD Warden/CAL FIRE Unit Chief:</b> <a href="#">(SCFD Documentation)</a>  The Shasta County Fire Department neither agrees nor disagrees with the finding. The decision to incorporate should be solely up to the individual Volunteer Fire Company.</p> <p><b>County Counsel – Invited Response:</b>  The Office of the County Counsel has provided legal assistance to the County Fire Warden with regard to the issues of ownership of the equipment and facilities of the volunteer fire companies and questions concerning liability connected with that ownership. The Fire Warden and his staff are beginning their drafting of an agreement which will address such issues as insurance for the facilities and equipment, defense and indemnification in case of loss or claims of liability, and other matters. The specific terms of the agreement will be negotiated with the nineteen volunteer fire companies. As that process goes forward, the County Counsel’s Office will assist the Fire Warden with regard to any legal issues which may arise.</p> <p>The Grand Jury’s recommendation, as far as it relates to the County Counsel’s Office, has been implemented. In addition, should additional legal issues arise, our office will assist the Fire Warden in addressing those issues.</p>
<p><b>Recommendation #3:</b></p> <p>SCFD should continue to work on its five year plan, with thoughts of adding more paid personnel to stations throughout the county, especially during crucial hours when the volunteers are not available to respond. Volunteers should continue to work alongside paid personnel.</p>	<p><b>Responses from the Shasta County Board of Supervisors:</b> <a href="#">(SC Board of Supervisors Documentation)</a>  The Board of Supervisors has implemented this recommendation in that the five year plan was approved by the Board of Supervisors on May 15, 2007. The Board will consider each item in the five year plan during the annual County budget process.</p> <p><b>Invited Responses SCFD Warden/CAL FIRE Unit Chief:</b> <a href="#">(SCFD Documentation)</a>  The Shasta County Fire Department will continue to look at staffing improvements and efficiencies. Additional paid personnel may require budget augmentation from the County</p>



*And . . .*

Section 888 of the California Penal Code requires the grand jury to investigate matters of civil concern. Section 925 states the grand jury shall investigate and report upon the operations, accounts and records of the officers, departments or functions of the county. Section 925a empowers a grand jury to investigate and report upon the operations, accounts, and records of the officers, departments, functions, and the method or system of performing the duties of any city or joint powers agency and make such recommendations, as it may deem proper and fit. Section 933.5 provides that the grand jury may investigate and report on the operations of any special purpose assessing or taxing district located wholly or partly within the county. Section 919 of the California Penal Code requires that the Grand Jury inquire into the condition and management of all public prisons located within the county.

**Shasta County Annual Audit:**

The Single Audit Act of 1984 is a federal law, which requires state, and local governments that receive federal funds to publish annual audited financial statements. California Government Code Section 25250 requires the County Board of Supervisors to conduct an annual audit of all county accounts. Penal Code Section 926 requires the Grand Jury to annually examine the accounts and records of the county, and allows the Grand Jury and the Board of Supervisors to enter into a joint contract to employ an auditor to fulfill both requirements. The auditor currently contracted for these requirements is Bartig, Basler & Ray, LLP of Roseville, California.

For the *Shasta County Audit Report for the Year ended June 30, 2006*, the auditor determined that the County's financial statements are fairly stated in all material respects. The auditor found no material weaknesses involving internal controls, or instances of noncompliance that are required to be reported under Government Auditing Standards, and determined that Shasta County complied in all material respects with the requirements for federal programs.

**Crystal Creek Regional Boys Camp:**

The Grand Jury toured the Crystal Creek Regional Boys Camp near French Gulch on January 18, 2007. This was done in accordance with the Grand Jury's responsibility of annually visiting all detention facilities within the County.

The mission of the Crystal Creek Boys Camp is to provide an alternative to delinquent behavior through a positive learning experience consisting of hard work, education, counseling, and personal initiative.

All referrals to the camp are made through the Camp Director or Probation Officers throughout Northern California. The camp accepts 35 to 45 non-violent offenders called "cadets," ages 13 to 18. The Crystal Creek program emphasizes self-discipline, education, and teamwork. Every cadet receives a standard educational program tailored to the student's needs; the camp prides itself on a ratio of six students to one staff member with the strong use of technology in its curriculum.

The camp offers, among other programs, an excellent Regional Occupational Program (ROP) in Culinary Arts. The involved cadets prepare the daily meals, including baking their own bread. The cadets receive detailed instruction and skill development in food service, from safe food handling to preparation and serving. The camp uses this program to offer contracts for catering for events of up to 200 people in the community.

In addition, the cadets at Crystal Creek work within the community in work crews where they learn how to develop good work habits and skills. In past years, the cadets have accumulated over 10,000 man-hours of volunteer service in the community.

The Grand Jury was impressed with this well run facility and its philosophy of teaching the cadets self-respect by learning to respect others. Good job, Crystal Creek!

### **Downtown Parking:**

The Downtown Parking Committee submitted their report in January 2007 to the Redding City Council and presented their information to the Grand Jury. The study area and focus of the report was the downtown Central Business District (CBD) zone. Within this zone, new development is not required to provide off-street parking, creating a potential conflict in supply and demand. The committee conducted an occupancy survey and developed forecasts of the future development potential. In brief, there are 528 on-street public parking spaces, 933 off-street public parking spaces, and 701 private, off-street parking spaces within the study area, for a total of 2,162 spaces with 68 percent of those for public use. If parking requirements within the CBD zone used the same standards as outside the zone, 638 more spaces would be required.

The conclusion of the Downtown Parking Committee was that in the short-term, there is enough parking. However, based on the committee's assessment of future development in the next 5 to 10 years, downtown will need more parking spaces. The committee suggested that instead of requiring new development to provide off-street parking, an in-lieu parking fee should be required to help pay for new parking facilities. The fee should start low and increase over time as the downtown becomes more successful.

### **Shasta County Jail:**

The Grand Jury inspected the Shasta County Jail on December 11, 2006. After an orientation and briefing, a tour was conducted by the County Sheriff and jail staff.

The inspection included both male and female housing facilities, kitchen, recreation areas, medical facilities, law library and learning facility. The jail was found to be clean and well run.

The Grand Jury interviewed two female and two male inmates and found no major complaints regarding their living conditions, food and medical treatment.

As of December 11, 2006, the average daily population of the jail was 372.5. Projected bookings for 2006 were 11,823. Early releases to avoid overcrowding were projected to be 1,900 by the end of the year.

### **Juvenile Hall Facility:**

The Juvenile Hall was toured by the Grand Jury on January 24, 2007. The facility, operated by the County of Shasta Probation Department, is located at 2680 Radio Lane in Redding and houses a maximum of 60 minors. Minors held at Juvenile Hall are serving court ordered sentences or are awaiting adjudication.

The Grand Jury toured the school, cells and recreation areas. It was evident that the facility is old and deteriorating. Many of the cells have no restrooms, which requires one of the staff to escort the inmate to and from the restroom.

While the juveniles are incarcerated they are required to attend regular school instruction. The Richard B. Eaton School operates within this facility and has four instructors who teach various classes.

Even though the facility is aging and should be updated and enlarged, it is staffed by dedicated personnel who genuinely care about their charges.

### **Sugar Pine Conservation Camp #9:**

On March 1, 2007, the Grand Jury toured the camp, which is located 25 miles east of Redding, off State Highway 299 East. The camp is jointly operated by the California Department of Corrections (CDC) and the California Department of Forestry and Fire Protection (CAL FIRE) and is staffed by 29 personnel.

The primary mission of the camp is to provide inmate fire crews for fire suppression, principally in the Shasta County area. However, the camp does much more than that! It provides a work force for floods, conservation projects, and various community services. The inmates' in-camp facilities include shops for engraving for nameplates and signs, welding, carpentry, maintenance, and mechanics.

The camp is designed to house 120 minimum-security male convicted felons. This represents six 17-man fire crews. The inmates are selected from the California Correctional Center near Susanville and serve, on average, the last nine months of their total sentence at Sugar Pine. There are no high violence or sex related criminals at Sugar Pine; most inmates are serving time for alcohol or drug related crimes.

The inmates can leave camp with skills such as mechanic, clerk, cook, plumber, welder, carpenter, engraver, or electrician. The inmates are paid for their work. Their wage may be used to pay restitution, purchase comfort items, or send money home.

The camp is designed to house 120 minimum-security male convicted felons. This represents six 17-man fire crews. The inmates are selected from the California Correctional Center near Susanville and serve, on average, the last nine months of their total sentence at Sugar Pine. Inmates in camp cannot have on their record any sex related offences, escapes, arson, or high violence potential crimes or behavior. Most inmates are serving time for alcohol or drug related crimes.

The inmates can leave camp with skills such as mechanic, clerk, cook, plumber, welder, carpenter, engraver, or electrician. They are paid for their work. Their wage may be used to pay restitution, purchase comfort items, or send money home.

The Grand Jury members who toured the camp left with the opinion that this was an example of how all-penal institutions should be operated, in a perfect world, of course. Based upon documentation from CDC and CAL FIRE, it is estimated that through emergency responses to fires, floods, and project work, inmates from this camp provided a cost-avoidance to the taxpayers of California of approximately 1.5 million dollars in 2006.

### **Shasta County Tobacco Settlement Grants:**

In 1998 the tobacco industry settled litigation brought against it by 46 states and six U.S. territories for recovery of Medicare payments made by the states on behalf of residents who received medical services for tobacco-related conditions. Payments have been made to the states, and through the State of California, to each of its counties, since December 1999. The California Attorney General reported that the total local government share for California counties and its four largest cities exceeded \$3 billion for 2006, and that Shasta County's share was 1.615 million dollars. The settlement agreement did not specify any conditions on the use of its share of the settlement funds.

In 2006, Shasta County allocated \$700,954 of the Tobacco Settlement Fund for grants. The Board of Supervisors identified four focus areas for proposals: (a) Parks/Recreation/Youth/Seniors; (b) Public Safety; (c) Prevention of tobacco-related illnesses and/or the effects of second hand smoke; (d) Health programs including mental health, public health, emergency medical services, services for the uninsured, rural indigent care, and programs through rural health centers.

The Grand Jury interviewed a Shasta County Health and Human Services Agency staff member familiar with the grant requirements and the selection process. Of 91 proposals submitted, 87 met the grant criteria. Twenty-one grants were awarded: eight mini grants (\$5,000 or less) and 13 full grants (\$10,000 or more).

Shasta County Board of Supervisors appointed a committee of seven members to the Shasta County Tobacco Settlement Fund Citizens' Advisory Committee. The Grand Jury determined that these members represent broad, unrelated community interest groups. The committee's primary responsibility was to oversee the entire grant process to see that the application forms were complete, the grant writing requirements were met, make recommendations to the Board of Supervisors, and oversee the distribution of funds.

The Grand Jury received one complaint regarding the grant selection process.

The Grand Jury found no indication that the selection of proposals and the awarding of grants were conducted unfairly.

#### **Shasta County Sheriff's Work Release Facility:**

The Grand Jury, on January 25, 2007, paid an announced visit to the Work Release Facility at 4560 Veterans Lane in Redding. The jury was met by the Shasta County Sheriff, a Captain, and a Lieutenant from the Sheriff's Office. The Sheriff reviewed all the functions and activities of the Work Release program.

This facility is a "relief valve" for the county jail, which is consistently full. Inmates convicted of lesser, non-violent type crimes may be sentenced to Work Release rather than being locked up in a capacity jail. They gladly work off the sentence at Work Release which enables them to spend evenings and weekends at home. The Work Release program charges the inmate \$5.00 per day to participate. Any "walk-aways" or "no-shows," when found, are arrested, and spend the remainder of their sentence in the jail.

The inmates are assigned different tasks based on their capabilities, skills, and willingness to work. The program supplies, schedules, and transports inmates to many local events throughout the year. Events sponsored by The Asphalt Cowboys, Shasta Senior Nutrition Program, NAACP, Sons of Italy, The Exchange Club, Kool April Nites, etc., are assisted by Work Release inmates in setting up and taking down chairs and tables, cleaning up sites, etc. free of charge.

Many of the improvements around the Work Release compound are accomplished by inmates. Recent improvements were re-roofing the south side of the Work Release shop and construction of a car wash cover over the Work Release car wash. The inmates also maintain a garden and provide some of the produce used by the jail. A highlight of the program is to collect, repair, and recondition bicycles. These bikes are given away to children and adults, mainly at Christmas and holiday times. The Work Release Program also gives away pumpkins to children in October.