

**2018-2019**

**Shasta County Grand Jury**

**Final Report**



# TABLE OF CONTENTS

<b>Section</b>	<b>Page</b>
<b>Grand Jury Information</b>	
Letter to Presiding Judge of the Superior Court . . . . .	iii
2018-2019 Shasta County Grand Jury Members . . . . .	v
2018-2019 Summary of Full Grand Jury Activities . . . . .	vi
2018-2019 Sites and Facilities Visited. . . . .	vi
2018-2019 Grand Jury Committees and Activities . . . . .	vii
Focusing on the Shasta County Grand Jury. . . . .	ix
<b>Reports</b>	
2018-2019 Grand Jury Compliance Report. . . . .	1
Medical Services at Shasta County Jail . . . . .	9
SHASCOM 911 Services . . . . .	17
Sugar Pine Conservation Camp . . . . .	33





# Shasta County

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## GRAND JURY

June 27, 2019

Honorable Dan Flynn  
Presiding Judge of the Superior Court  
Shasta County Courthouse  
1500 Court Street  
Redding, CA. 96001

Dear Judge Flynn:

The 2018-2019 Shasta County Grand Jury hereby respectfully submits its Final Report.

We worked intently as a team to produce a consolidated report that we hope will prove beneficial to the citizens of Shasta County. This year, we forged a number of new paths that we felt were noteworthy and warranted a brief remark. The year we served on the Grand Jury was a unique and memorable experience for each of us. For three of us it was two rewarding years.

The Grand Jury achieved its goals in large part due to the excellent training by the Shasta County Grand Jury Association. We could not have completed our work without support from the staff of the Superior Court, County Counsel, County Administration, and County Information and Technology Services. A special shout out to Jenn Duval and Michael Stock for all their help and guidance to the Jury members.

The 2018-2019 Grand Jurors faced many challenges. We began our orientation while the City of Redding mourned the sudden loss of Fire Chief Gerry Gray. Summer brought the devastating Carr, Hirz and Delta fires to the region. Jury members, like all citizens in Shasta County, were impacted. In addition, we immediately lost Grand Jury members and utilized all of our alternates. Living through the traumatic, smoky summer months in Shasta County gave us direction and topics we wanted to investigate. Our goal was to offer educational information that would benefit the community in a positive manner. We worked long and hard to identify issues, conduct interviews, and develop sound recommendations to impact change. Not all committees produced a final report, but everyone worked diligently throughout the term. During the term, the Grand Jury conducted a total of seven investigations, including 55 interviews and 13 site visits, and the review of hundreds of documents, as part of our “government watchdog” function. This was a wonderful opportunity for us to learn more about local government.

This Grand Jury decided to organize around topics of interest, complaints from the community, and current events. Innovative procedural changes were implemented. These included the following:

- An Ad Hoc Citizens' Complaint Committee was formed to review all complaints. This group reviewed, conducted passive research and made recommendations to the full Grand Jury at Plenary meetings.
- A new Critical Incident process was initiated. Critical Incidents are those when a person dies while in custody, a death occurs during an officer-involved shooting, or other special cases as defined by the Coroner. The Coroner staff sends a Critical Incident form to the Grand Jury before an autopsy is observed. During the autopsy process, Grand Jurors are able to ask questions of the Coroner's team. When the death investigation is completed, the Grand Jury is invited back to review all documents. This open forum increases transparency and ensures the public agencies involved do in fact follow their procedures and that cases are being appropriately responded to.
- A new random sampling procedure for reviewing the Redding Police Department Internal Affairs investigations was developed. The Grand Jury reviewed a small sampling of the investigations for the year. This procedure reduces the workload for the Police Department and supports our mutual goal of transparency in police internal investigations.
- A new electronic distribution process was developed to expand public access to Grand Jury Reports. We created a list of over 100 public and private agencies, media firms, and public interest groups who will help share our reports to their constituencies. The Grand Jury decided not to publish our full report in the Record Searchlight, but rather directed readers to the Grand Jury website. We estimate this saves the County nearly \$5,000 per year. For those community members who cannot access the reports online, we have arranged with the County Clerk's office to distribute print copies.

This year has gone by so fast, and as we leave our roles as jurors, I know that each of us will always remember this amazing experience, and all those who collaborated to make our report a positive influence for Shasta County. This year's members were very cohesive and everyone felt as if their voice mattered.

Thanks to all my fellow jurors, who retained their sense of humor and worked diligently to produce this report.

Respectfully submitted,

*Johnni Hansen*

Johnni Hansen, Foreperson  
2018-2019 Shasta County Grand Jury



## 2018-2019 Shasta County Grand Jury Members

Johnni Hansen, Foreperson  
Bruce Kilpatrick, Foreperson Pro Tem



Photo by T.A. Schmidt

**2018 – 2019 Shasta County Grand Jury members from bottom to top and left to right**

**Bottom Row**

Linda Wright  
Johnni Hansen  
Bruce Kilpatrick  
Della Saathoff  
Lester Barker

**Row 2**

Kristyn Kuroki  
Sheryl Roscoe  
James Perano

**Row 3**

Donald Owen  
Sandra Fecher  
Randy Trotter  
Darell Stockton-Lewis  
Buford Holt

**Top Row**

Eugene Griffith  
Wane Webber  
Phil Paulsen  
Edwin Lance  
David Ross Hafen  
Larry Solberg

## 2018-2019 Summary of Full Grand Jury Activities

Activity	Total
Agencies, Departments, and Facilities Visited	14
Autopsies Attended	8
Complaints Received	14
Government Board Meetings Attended	15
Meetings of the Full Grand Jury (Plenary)	25
Criminal Indictments	0

## 2018-2019 Sites and Facilities Visited

- Redding Police Department:
  - Internal Affairs Review
  - Use-of-force Training
- Sugar Pine Conservation Camp
- Shasta Area Safety Communications Agency (SHASCOM)
- Shasta County Department of Health and Human Services:
  - Public Guardian
  - Adult Protective Services
- Shasta County Juvenile Hall
- Shasta County Probation Department:
  - Day Reporting Center
  - Day Reporting Center Graduations
  - Shasta County Superior Court Addicted Offender Commencement
  - Shasta County Superior Court Behavioral Court and Re-Entry Court Commencement
- Shasta County Sheriff's Office:
  - Coroner's Office
  - Shasta County Jail

# 2018-2019 Grand Jury Committees and Activities

## **Standing Committees**

- Audit and Finance
- Continuity
- Editorial Committee
- Executive Committee

## **Ad Hoc Investigative Committees**

- Medical Services at Shasta County Jail
- SHASCOM, Emergency Services
- Redding Fire Department Understaffing
- Shasta County Air Quality District
- City of Shasta Lake, Construction Bids and Contracts
- City of Redding Tree Ordinance
- Shasta County Health and Human Services Care and Shelter Plan

## **Ad Hoc Non-investigative Committees**

- Citizens' Complaints
- Media Relations and Promotion
- Critical Incidents - Autopsy
- Redding Police Department Internal Affairs



<b>Summary of Committee Activities</b>				
<b>Committee</b>	<b>Meetings</b>	<b>Investigations*</b>	<b>Interviews</b>	<b>Reports</b>
Audit Finance	4	0	1	0
Continuity	7	0	1	1
Editorial	28	0	0	0
Executive	2	0	0	0
Citizen Complaints	15	0	0	0
Public Relations	6	0	0	0
Redding Police Internal Affairs	3	0	0	0
Medical Services/Jail	26	1	8	1
SHASCOM	55	1	27	1
Redding Fire Department	26	1	13	0
Air Quality	4	1	1	0
City of Shasta Lake	8	1	3	0
City of Redding Tree Ordinance	4	1	0	0
Health and Human Services Care and Shelter Plan	3	1	1	0
<b>Total</b>	<b>191</b>	<b>7</b>	<b>55</b>	<b>3</b>

\*Not all investigations result in a report. Sugar Pine Conservation Camp's Report was a result of the annual on site review.

## FOCUSING ON THE SHASTA COUNTY GRAND JURY

### What is the Grand Jury?

The Grand Jury is an independent body comprised of 19 Shasta County citizens. It functions as an arm of the Judicial Branch of government operating under the guidance of the Presiding Judge of the Shasta County Superior Court. The Grand Jury investigates the operations of local government agencies and officials, ensuring that their activities are authorized by law and services are efficiently provided. Members of the Grand Jury are volunteers selected through an application and interview process by the Superior Court in conjunction with members of the California Grand Jury Association (CGJA) and serve for one year.

### Why does the Grand Jury matter?

The Grand Jury acts as a watchdog for the County, helping to provide transparency into local government. Empowered by the judicial system, it is a fact-finding body that develops meaningful solutions to a wide range of government problems which, in turn, facilitates positive change in the County. The Grand Jury examines statutory aspects of the City governments, County government, special districts, the Local Agency Formation Commission, school districts, housing authorities, joint powers agencies, and non-profit agencies established by or operated on behalf of a public agency. The Grand Jury determines whether monies of local government agencies are handled properly and that all accounts are properly audited – in general, assuring honest, efficient government in the best interest of County residents.



### By what authority does the Grand Jury act?

The California State Constitution requires the Superior Court in each County to impanel at least one Grand Jury each year. Grand Juries are governed and guided by California Penal Code Section 925, et seq. The Code authorizes the Grand Jury to investigate and report on the operations of any local governmental agency within the County. State law requires that the Grand Jury investigate and issue at least one report on the operations or functions of County government each year. At times, the Grand Jury may be called upon to review criminal cases.

All communications with the Grand Jury are confidential. Because the Grand Jury is exempt from the State's open meeting law (the Brown Act), actions are taken by a vote of the Grand Jury in accordance with their own rules and procedures. The ability to internally police itself allows the Grand Jury to operate completely independent of external pressures.

When there is a perception of a conflict of interest involving a member of the Grand Jury, that member has been required to recuse from any aspect of the investigation involving such a conflict and from voting on the acceptance or rejection of that report. Two (2) 2018-2019 Grand Jurors were recused from certain investigations. These jurors were excluded from all parts of the investigations, including interviews, deliberations, and the making and acceptance of the report.

### **How do you file a Citizen Complaint with the Grand Jury?**

The Grand Jury reviews all complaints and, when appropriate, investigates specific issues. All complaints are treated confidentially. The complainant may be asked to appear as a witness. A citizen complaint form may be obtained online at [www.shastacountygrandjury.org](http://www.shastacountygrandjury.org) or by contacting:

Shasta County Grand Jury  
P.O. Box 992086  
Redding, Ca. 96099-2086  
(530) 225-5098

### **How are Grand Jury reports written and published?**

Throughout the course of the 2018-2019 term, the Grand Jury met, discussed policies and procedures, and reviewed possible subjects for inquiry and/or investigation. Committees were formed to perform specific investigations. Subjects for investigation were initiated by citizen complaints or by members of the Grand Jury. Upon completion of the individual investigations, reports were prepared and edited by the Grand Jury and then forwarded on to County Counsel or the District Attorney for legal review. After legal review, the reports were forwarded to the Presiding Judge for final review and approval to release to the public.



At the end of its term, all investigative reports, including any previously released, are compiled into one report referred to as the Consolidated Final Report of the 2018-2019 Grand Jury. A limited number of Consolidated Final Reports are printed and made available at libraries and various other County locations. All Grand Jury reports are available at the Shasta County Clerk's Office and online at [www.shastacountygrandjury.org](http://www.shastacountygrandjury.org).

### **Who responds to the Findings and Recommendations of the Grand Jury report?**

Typically, each report includes both Findings and Recommendations. The Findings consist of conclusions, relevant to the specific entity investigated, which are of concern to the Grand Jury. The Recommendations are proposals to help to remedy problems or inefficiencies within the agency or organization. California Penal Code §933 requires responses to the final report be submitted to the Superior Court in a timely manner. Required responses are to be submitted within 60 days for elected officials and 90 days for elected governing bodies, and within 60 days

for non-elected officials. It is anticipated that the various agencies and governments will respond in a manner that is in the best interest of the residents of the County.

**The 2018-2019 Grand Jury recommends that all governing bodies place their responses to all Grand Jury reports on their Regular Calendars for public discussion, not on their Consent Calendars.**

### **Would you like to serve on the Grand Jury?**

Citizens over the age of 18 in Shasta County may apply to serve on the Grand Jury for a one-year period. For more information, go to the following web page:

<https://www.shastacountygrandjury.org>

Or, visit the following address:

Shasta County Superior Court  
1500 Court Street, Room 205  
Redding, CA 96001



# 2018-2019 GRAND JURY COMPLIANCE REPORT

## Responses to the 2017-2018 Shasta County Grand Jury Reports

### SUMMARY

This Compliance Report covers the responses to the 2017/2018 Grand Jury Consolidated Report. The full Consolidated Report, approved by the Shasta County Superior Court, is available to the public and is archived online at [www.shastacountygrandjury.org](http://www.shastacountygrandjury.org). California Penal Code Sections 933 and 933.05 mandate there be responses to final Grand Jury Reports. The current sitting Grand Jury may review the responses to the Investigative Reports from the prior year's Grand Jury to ensure timely and adequate responses to the reports from the elected officials and governing bodies of the public agencies, special district or educational institution that are the subjects of the reports.

Elected officials must respond within 60 days; governing bodies (i.e., City Council) must respond within 90 days after a report is released to the public. The Grand Jury fully reviewed the Reports from 2017-2018 and the responses from the governing bodies charged with preparing those documents. It is with great appreciation that we report all were in total compliance with the required time period for compliance with Penal Code §933 and all responses complied with Penal Code §933.05.

### BACKGROUND

The goal of the Grand Jury is to provide analysis of local government functions, their effectiveness, compliance with law and effect upon the public. The Grand Jury is also charged with developing verifiable findings and recommendations, appropriate to the governing body or elected official who has jurisdiction over the subject of the investigation. To fully understand an investigative report's findings and recommendations, a careful read of the report is necessary.

### METHODOLOGY

This year's Grand Jury fully reviewed the Reports from 2017-2018 and the responses from the governing bodies and elected officials charged with preparing those documents. The prior year's Grand Jury produced the following Final Reports:

- Protecting Those Who Protect Us – Money Well Spent (Shasta County Law Enforcement Vehicle Recalls and Maintenance)
- City of Anderson 2014 Tax Measure A and B (A Promise Made, A Promise Kept)
- Shasta County Jail: Funding and Capacity (A Public Safety Crisis Deepens)
- Green Rush...Up in Smoke? (Legal Cannabis in the City of Shasta Lake)
- Community Corrections Partnership – AB 109 Funds (\$45.7 Million For Public Safety – Where Has It Gone?)



## **DISCUSSION**

The 2017-2018 Shasta County Grand Jury Consolidated Final Report contained five individual reports with a total of 33 findings, 20 recommendations, and one commendation to the City of Anderson. According to the Penal Code, elected bodies and officials are mandated responders.

There were four required respondents identified in the 2017-2018 Consolidated Final Report. All responded to both findings and recommendations. The 2018-2019 Shasta County Grand Jury reviewed the responses to recommendations for compliance with the Penal Code.

According to the Penal Code § 933.05(b), for each Grand Jury recommendation, *the responding person or entity shall report one of the following actions:*

- (1) The recommendation has been implemented, with a summary regarding the implemented action.*
- (2) The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.*
- (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.*
- (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.*

### **The following two reports offered no Recommendations:**

#### **Protecting Those Who Protect Us - Money Well Spent**

The Grand Jury offered no Recommendations in this Report.

#### **City of Anderson 2014 Tax Measures A and B**

The Grand Jury Commended the City of Anderson Council for keeping the promise they made to voters by fulfilling the intent of Advisory Measure B and offered no Recommendations in this Report.

**TABLES SUMMARIZING RESPONSES RECEIVED**

The responses of each mandated responding agency/entity of the remaining three Reports are summarized in the tables below. To review the complete responses of all respondents, go to the Shasta County Grand Jury’s website at [www.shastacountygrandjury.org](http://www.shastacountygrandjury.org)

**2017-2018 SHASTA GRAND JURY RESPONSE SUMMARY CHARTS**

<b>Shasta County Jail: Funding and Capacity</b>		
<b>THE 2017-2018 SHASTA COUNTY GRAND JURY RECOMMENDED:</b>	<b>REQUIRED RESPONDENT</b>	<b>RESPONSES</b>
<b>R1.</b> By September 30, 2018, the Shasta County Board of Supervisors, based on available or newly solicited information, agree on needed capacity at the Shasta County Jail both now and in 5,10, 15, and 20 years. These capacity needs should be reviewed and updated annually based on new legislation or other pertinent changes.	Shasta County Board of Supervisors	The recommendation has been implemented. The Board approved an immediate addition of 64 Jail beds, which has been approved by the State. In addition, the County is in the process of obtaining approval from the State for an additional 38 beds for a total of 102 Jail beds added to the current facility.
<b>R2.</b> By March 31, 2019, the Shasta County Board of Supervisors adopts a 10-year funding plan for Shasta County Jail capacity expansion including capital and operational costs. This plan should be reviewed annually at a public meeting.	Shasta County Board of Supervisors	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R3.</b> By March 31, 2019 the Shasta County Board of Supervisors identify on-going new sources of revenue to meet current and projected Jail capacity needs.  *The Response to R3 included a description of a proposed Public Safety Special Tax in conjunction with the Cities. This adopted proposal has since failed.	Shasta County Board of Supervisors	The recommendation has already been implemented. Additionally, the Health and Human Services Agency, Housing and Community Action Programs Department have identified a “Jail Diversion” program working to identify and address crimes committed by those in the community that are homeless. Should the Jail Diversion program come to fruition, it is anticipated to be funded through grants.

**Green Rush... Up in Smoke? Legal Cannabis in the City of Shasta Lake**

<b>THE 2017-2018 SHASTA COUNTY GRAND JURY RECOMMENDED:</b>	<b>REQUIRED RESPONDENT</b>	<b>RESPONSES</b>
<b>R1.</b> By September 30, 2018, the City of Shasta Lake City Council, Shasta County Sheriff's Office and other stakeholders begin planning sessions to discuss future law enforcement needs of cannabis-related businesses within the City.	The City of Shasta Lake City Council	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R2.</b> By November 30, 2018, the City of Shasta Lake City Council determine how to address cannabis-related code enforcement. This should include written procedures delineating when a law enforcement presence is needed during a code enforcement response.	The City of Shasta Lake City Council	The recommendation has been implemented. The City of Shasta Lake has already budgeted for additional code enforcement.
<b>R3.</b> By September 30, 2018, the City of Shasta Lake City Council direct the City Manager to write a policy that clearly details the handling of cash payments. The policy should be presented to the City Council in a public forum by November 30, 2018. The policy should require all funds from different sources maintain fiscal integrity and separate accounting. The City of Shasta Lake City Council should contact other cities and states who have expertise in successfully handling cannabis payments in order to ensure best practices are being followed.	The City of Shasta Lake City Council	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R4.</b> Within one week of the publishing of this report, the City of Shasta Lake City Council institute a safe method of transporting cash deposits, such as entering into a contract with an armored car service for the secure transportation of cash. Funds for this expense can come from permits, fees, and taxes from Measure A.	The City of Shasta Lake City Council	The recommendation has been implemented. The City of Shasta Lake has instituted a procedure for all cash deposits to be transported by law enforcement personnel.
<b>R5.</b> By December 31, 2018, the City of Shasta Lake City Council approve the construction of the required secondary access road in the Shasta Gateway Industrial Park. The funding options may include performance bonds, grants, assessments, and fees/tax increases.	The City of Shasta Lake City Council	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R6.</b> By August 31, 2018, the City of Shasta Lake City Council direct the City Manager to notify all current permit holders and applicants that no further plot splits or building can continue or commence until the Shasta Lake Fire Protection District authorizes further activities in the Shasta Gateway Industrial Park.	The City of Shasta Lake City Council	The recommendation will not be implemented because it is not warranted or is not reasonable.

**Green Rush... Up in Smoke? Legal Cannabis in the City of Shasta Lake**

THE 2017-2018 SHASTA COUNTY GRAND JURY RECOMMENDED:	REQUIRED RESPONDENT	RESPONSES
<p><b>R7.</b> By December 31, 2018, the Shasta Lake Fire Protection District Board explore all legal avenues to require the City of Shasta Lake to meet its legal obligation to complete the secondary access road in the Shasta Gateway Industrial Park.</p>	<p>Shasta Lake Fire Protection District Board</p>	<p>The recommendation requires further analysis, with the opportunity for the District to meet with legal counsel and discuss potential options, including the possibility of pursuing litigation to enforce the Uniform Fire Code. The District will prepare the matter for discussion by December 1, 2018. The Grand Jury confirmed that the meeting was held, but at this time there is still no resolution to the issue. The Fire District intends to continue to monitor the situation and is prepared to pursue more significant remedies if no progress occurs.</p>
<p><b>R8.</b> By September 30, 2018, the City of Shasta Lake City Council direct the City Manager to write and implement procedures clearly stating the legal, civil, and administrative consequences of violating City policies regarding ethical conduct, such as employee theft, influence peddling, and/or special permitting exceptions for friends or associates. City employees and City officials should be trained annually on these procedures. The Grand Jury recommends these procedures be updated annually, include what steps employees should follow if actual criminal or ethical violations occur or are suspected, and detail the protections afforded to whistleblowers.</p>	<p>The City of Shasta Lake City Council</p>	<p>The recommendation will not be implemented because it is not warranted or is not reasonable.</p>
<p><b>R9.</b> By August 30, 2018, the City of Shasta Lake City Council direct the City Manager to inform all permit holders and applicants in the Shasta Gateway Industrial Park that no further development will be allowed or approved until all required data and surveys have been submitted by businesses to and approved by the involved City infrastructure departments.</p>	<p>The City of Shasta Lake City Council</p>	<p>The recommendation will not be implemented because it is not warranted or is not reasonable.</p>
<p><b>R10.</b> By December 31, 2018, the City of Shasta Lake City Council shall direct the City Manager to determine code enforcement needs and begin the hiring and training in cannabis specific code enforcement process for staff. As stated in Measure A, this money should come from cannabis-related permit fees and taxes.</p>	<p>The City of Shasta Lake City Council</p>	<p>The recommendation has been implemented. The City of Shasta Lake has already budgeted for expanded code enforcement during the fiscal year 2018/2019 budget process.</p>

**Green Rush... Up in Smoke? Legal Cannabis in the City of Shasta Lake**

<b>THE 2017-2018 SHASTA COUNTY GRAND JURY RECOMMENDED:</b>	<b>REQUIRED RESPONDENT</b>	<b>RESPONSES</b>
<p><b>R11.</b> By August 30, 2018, the City of Shasta Lake City Council direct the City Manager to create and approve written procedures to require City staff to conduct sampling at the discharge stations of the wastewater facility. Random inspections should occur weekly for the first year after initiation of the businesses' production activities, in order to show consistency that harmful discharges are not occurring. These random inspections should continue afterward on a monthly basis. Staff services could be paid from Measure A fees.</p>	<p>The City of Shasta Lake City Council</p>	<p>The recommendation will not be implemented because it is not warranted or is not reasonable.</p>

<b>Community Corrections Partnership - AB109 Funds</b>		
<b>THE 2017-2018 SHASTA COUNTY GRAND JURY RECOMMENDED:</b>	<b>REQUIRED RESPONDENT</b>	<b>RESPONSES</b>
<b>R1.</b> By September 30, 2018, the Shasta County Board of Supervisors designate one of its members, the chief administrative officer for the county, or a designee of the Board of Supervisors to sit on the Community Corrections Partnership, as required by Penal Code § 1230(b)(2)(B).	Shasta County Board of Supervisors	The recommendation has been implemented. An Analyst from the County Administrative Office has been a member of the Community Corrections Partnership since the first meeting on June 8, 2011. Unfortunately, there was no record of these appointments under the previous Chief Probation Officer.
<b>R2.</b> By September 30, 2018, the Shasta County Board of Supervisors begin requiring quarterly written reports from the Community Corrections Partnership that include information on Shasta County recidivism rates and the percentage of programs that are evidence-based.	Shasta County Board of Supervisors	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R3.</b> By December 31, 2019, the Shasta County Board of Supervisors review program evaluations that demonstrate the effectiveness of budgeted services and programs before approving Community Corrections Partnership budgets.	Shasta County Board of Supervisors	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R4.</b> By FY 2019-2020, the Shasta County Board of Supervisors ensure, prior to approving Community Corrections Partnership budgets, that any funds allocated to the Shasta County Jail and the Shasta County Sheriff's Office Work Release Program are used to support increased capacity above pre-Assembly Bill 109 levels or be redirected to another use consistent with Assembly Bill 109's objectives.	Shasta County Board of Supervisors	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R5.</b> By June 30, 2019, the Shasta County Board of Supervisors create a funding plan to address the 25% reduction in public safety services that will occur in FY 2020-2021, after the depletion of unspent fund balances.	Shasta County Board of Supervisors	The recommendation will not be implemented because it is not warranted or is not reasonable.
<b>R6.</b> By June 30, 2019, the Shasta County Auditor-Controller conduct a focused audit to determine whether Assembly Bill 109 funds have been used to replace existing Shasta County funding and present the results to the Community Corrections Partnership and the Shasta County Board of Supervisors at a public meeting. This process should occur annually.	Shasta County Board of Supervisors  and Shasta County Auditor-Controller	The recommendation will not be implemented because it is not warranted or is not reasonable.

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

**Released February 26, 2019**





# MEDICAL SERVICES AT SHASTA COUNTY JAIL

“It Works”



## SUMMARY

In September 2018, the Shasta County Grand Jury received a complaint alleging inadequate medical services and treatment of inmates at the Shasta County Jail. An investigation was conducted relative to the complaint and was expanded to better understand and comprehensively review medical services provided to inmates at the Jail.

The Grand Jury was unable to find evidence supporting the complaint, but instead found that the Jail’s medical services:

- Provide effective, unbiased and timely care for inmates
- Are within budgeted costs
- Met State regulations
- Are largely successful due to effective cooperation between staff of the Sheriff’s Office and the medical services provider

The Grand Jury commends those staff members and offers this report as an overview of and insight into a program that works.

## BACKGROUND

This investigation was originally undertaken by the Grand Jury to address two concerns voiced in a complaint received in September 2018. The complaint alleged the following:

- Inmates did not receive timely or standardized medical care.
- Medical staff were working outside their licensure.

The Grand Jury approved an investigation of the medical services at the Shasta County Jail (Jail). The investigation evolved into a comprehensive review of the contracted medical services between Shasta

County and California Forensic Medical Group (CFMG), and procedures provided at the Jail. Specific items of investigation were:

- Services provided
- Costs
- Availability of medical staff
- Medical staff working within licensure
- Overall satisfaction with the flow and implementation of service

## **METHOD OF INVESTIGATION**

The Grand Jury reviewed legal documents and State requirements for minimum standards of institutional medical care. Refer to **Sources Consulted** for documents and reports reviewed.

### **Interviews:**

- Shasta County Sheriff Jail personnel
- Shasta County Administrative personnel
- California Forensic Medical Group personnel (CFMG, brand name Well Path)

### **Site Visit:**

- Shasta County Jail

## **DISCUSSION**

A Personal Services Agreement between the County of Shasta and CFMG was ratified June 16, 2016. The purpose of the Agreement is to provide comprehensive health care and specified mental health services to inmates in the Shasta County Jail, Shasta County Juvenile Rehabilitation Center, and the Shasta County Adult Rehabilitation Center. The term of the Agreement is for three (3) years (July 1, 2016 - June 30, 2019). The Agreement specifies an automatic renewal of two (2) additional one-year terms at the end of the initial term. The Agreement covers the following:

- Responsibilities of CFMG
- Quality assurance programs
- Standards of care provided
- Staffing levels
- Costs

The Grand Jury conducted interviews with correctional and medical personnel regarding the medical care and services provided by CFMG at the Shasta County Jail. The investigation examined the topics in the following sections.

## **Intake Screening**

This is the first medical screening for persons brought into the Jail. This includes new arrestees and persons being transferred from other institutions. A standardized health questionnaire (Shasta County Correctional Facility Medical Pre-screening Form CFMG–MPS-SH) is completed by correctional staff for all intakes. If no issues are noted, the person is cleared for booking.

Any mental, medical, Americans with Disabilities Act, or mobility concerns noted or requested during the intake process require further evaluation by medical staff before the incoming person can be formally brought into the Jail for booking. When the screening responses indicate, or the intake officer suspects that further evaluation is needed, the intake officer must call for medical staff. The medical interviewer, usually a Licensed Vocational Nurse or a Registered Nurse, is required to complete an extensive questionnaire (CFMG Medical Intake Triage/Receiving Screening form). The Triage Form questions are both medical and psychiatric in nature and are used to determine if the intake's health issues can be met by Jail medical resources. If not, the person is rejected for intake and transported to a facility that can accommodate their medical needs. It is dependent upon the medical staff to approve admittance to the Jail.

If the intake exhibits signs of being under the influence of alcohol, drugs, or mental distress, appropriate housing is ordered. Dependent upon the severity of the disorder, well-being checks can be performed every 15 minutes by custody staff, with medical checks at a minimum of every six hours. Severe psychological distress can be immediately addressed via consultation/interview with a licensed consultant or a tele-med physician. Careful attention is given to withdrawal issues; it should be noted, however, it is CFMG policy to not prescribe addictive narcotics.

## **Referral Services**

Issues identified on the Triage Form may require a referral. Services are prioritized based upon the severity of need. Medical referrals typically occur within 24-48 hours. Referral services include the following:

- Communicable-disease testing with treatment done in partnership with Shasta County Public Health
- Mental health evaluation
- Dental treatment
- Management of medications
- Pregnancy care
- Dietary needs
- Substance abuse

## **In-Custody Care and Treatment**

Jail medical staff is on-site 24/7. Correctional and medical staff verified that all newly housed inmates receive an in-custody health appraisal (even if their intake pre-screening presented no evidence of health problems). A tuberculosis test is given, and an HIV test is offered. State guidelines require that this appraisal be done within 14 days of intake; inmates at the Shasta County Jail receive the appraisal within 10-12 days, 10 days being the norm. The evaluation provides an individual health profile that covers the following:

- Family health history
- Dental history and identification of current needs
- Mental health history and identification of current needs

Per State regulations, a physical examination is conducted by medical staff after six months in custody, and thereafter on a yearly basis. Confidentiality requirements for medical records and Health Insurance Portability and Accountability Act (HIPAA) regulations are observed.

### **Access to Health Care**

In addition, inmates have access to medical care by personal request. Inmates may directly contact correctional staff or medical staff during rounds, or complete a Medical Sick Request (sick call slip). Requests for treatment are recorded and typically addressed within 24-72 hours.

Limited-use personal devices are being pilot-tested in the housing units to enhance the documentation and scheduling of sick call requests. These devices provide digital accountability and documentation to the medical provider, correctional staff, and the inmate. Furthermore, confidentiality is increased for the inmate.

### **Off-Site Medical Treatment**

In the event an inmate needs a service or specialty care that is beyond the capability of the Jail medical facility (examples: dialysis, orthopedics, critical chronic condition treatment), appointments are scheduled with an appropriate off-site provider. Transportation to and from the Jail is supplied by correctional staff. Security is a prime concern. Typically, two officers accompany inmates for off-site care. Inmates with private insurance coverage may be referred to their personal physician or dentist at the inmate's request.

### **Review of Grievances**

Inmates dissatisfied with their care may initiate a grievance. Medical grievances are reviewed and responded to by the Jail Medical Program Manager. The Grand Jury examined the grievance log (June 2018 –November 2018), and confirmed that documented responses regularly occur within 1-3 days after the grievance is submitted.

## **Emergency, Prolonged, or End-of-Life Care**

All sources verified that immediate response to dire emergency care is the mutual duty and humanitarian response of the Jail's medical and correctional staff. Protocol tasks both with best care on-site until outside medical emergency services assume responsibility. The Compassionate Care Act (California Government Code Title 3) allows for non-custodial exceptional care outside of the Jail. Interviewees confirmed that this option has been occasionally used by the Sheriff's Department.

## **Quality Assurances**

Jail medical management meets weekly with correctional administration to discuss current and potential medical concerns regarding inmate care. Staff members are in constant communication with each other and the inmates. Interviews with the medical and correctional staff revealed mutual respect for each other's roles, and a shared interest to provide quality, unbiased care for all Jail inmates.



CFMG is contractually mandated to maintain accreditation with the Institute for Medical Quality (IMQ). CFMG is required to provide the Jail with medical care that meets IMQ standards. The Agreement further mandates compliance with requirements of the California Code of Regulations, Title 15, as they apply to correctional facilities.

A Quality Assurance Committee comprised of representatives from CFMG, Jail administration, County departments of Public Health, Health and Human Services, and Mental Health meet on a quarterly basis to discuss and review quality performance. The Grand Jury's review of 2017 Quality Assurance/Peer Review documents, and Main Jail Annual Report of Medical Services (2016 and 2017), indicated that the medical services at the Jail met or exceeded contractual standards.

## **Medical Staffing**

CFMG is responsible for the hiring, training, and licensure compliance of the medical staff. Nursing pay is competitive with local health facilities. However, working within a correctional facility has its own unique challenges. Retention of nursing staff depends upon availability of desired positions, additional on-site training requirements, expectations of duties, personal preference, and opportunity for outside employment. Physician staffing is particularly challenging for many of the same reasons.

CFMG is contractually obligated to ensure that all of its employees have completed a new employee orientation program for the Jail. This orientation includes in-service training specific to Jail medical procedures.



CFMG staff verified that on-call procedures provide for assistance in medical assessment 24/7. According to CFMG and correctional staff, there is always an on-call registered nurse and physician available who can determine medical incident triage. This ensures that medical staff are not working outside their licensure.

**Cost/Compensation for Medical Services**

Funding for the Jail’s medical service is drawn from a variety of sources, including the Shasta County General Fund and California State (AB109) support. CFMG is compensated on a monthly basis for medical services. In addition to the base monthly fee, the contract allows for additional compensation or rebate, depending on the average monthly Jail population. Compensation was initially based upon an inmate population of 343. In December 2018, the Agreement was jointly amended to accommodate the increased jail capacity of 435.

Review of the County of Shasta Financing Sources and Uses by Budget Unit, 2018-2019 (Budget Unit: 260-Jail Fund 0195), and supported by interviewees, did not reveal excessive expenditure(s) over the contracted costs.

<p>Monthly County Compensation to CFMG for Inmate Medical Services  (Section 5 of the Personal Services Agreement)</p>
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Fiscal Year	Contracted	Actual
2016/2017	\$235,835	\$235,645
2017/2018	\$242,910	\$243,688
2018/2019	\$250,197	\$250,613 estimate*

\* This estimate was projected from the 2018/2019 budget adopted by the Shasta County Board of Supervisors and reflects the increase in the Jail population.

CFMG’s fiscal responsibility per inmate/per incident for off-site medical treatment is \$25,000. Emergency transportation is included in the cost. Routine transportation for off-site medical care is the responsibility of the Sheriff’s Office. The budgeted amount for the mandated accompaniment and supervision of the inmate, by at least one officer, is also borne by the Sheriff’s Office. Cost-effective outsourcing of security supervision in low-risk situations may be utilized by the Sheriff’s Office.

## **FINDINGS**

- F1: Correctional and medical staff complete the intake medical screening process in a consistent and uniform manner, leading to equal treatment for all intakes.
- F2: All intakes are subject to the same procedure and are evaluated by qualified staff, failing to substantiate alleged bias.
- F3: Primary medical care for all inmates, including referrals for specialty care, are coordinated in a timely fashion, providing optimal medical services.
- F4: State correctional regulations (Title 15) for inmate medical care are being met, thus assuring that inmates receive appropriate, standardized care.
- F5: Protocols for emergency, prolonged, and end-of-life care are followed by medical and correctional staff providing avenues for compassionate care.
- F6: The allegation that medical staff is required to work beyond their licensed skill level was not supported. Protocols are in place to provide 24-hour medical care by appropriately licensed staff.
- F7: Medical and correctional staff work together to strive to provide quality assurance through a cohesive medical services program for the benefit of the inmates.
- F8: Compensation for medical services was found to be within the contracted budget for fiscal years 2016/2017 and 2017/2018, allowing services to be provided as required within a fiscally responsible manner.

## **COMMENDATIONS**

- C1: The Grand Jury commends the medical and correctional staff of the Shasta County Jail on providing efficient and compassionate medical care for the inmates at the Jail.
- C2: The Grand Jury commends the medical and correctional staff of the Shasta County Jail for meeting or exceeding its contractual obligations during fiscal years 2016/2017 and 2017/2018.

## **REQUEST FOR RESPONSES**

Pursuant to Penal Code Section 933.05, the following response is required from the following elected county officer (within 60 days):

Shasta County Sheriff: F1-F8

## SOURCES CONSULTED

- Personal Services Agreement between the County of Shasta and California Forensic Medical Group, Inc., June 16, 2016
- State of California. Title 15: Minimum Standards for Local Detention Facilities, April 1, 2017 ([Title 15 Hyperlink](#))
- State of California. Business and Professions Code. Division 2. Healing Arts. Chapter 6. *Article 2. Scope of Regulation (2725-2742)* ([Division 2 Hyperlink](#))
- California Government Code Title 3, Division 2, Part 3, Chapter 2, Article 1 (26600 – 26616)
- Shasta County Jail Medical Sick Request Slip
- First Amendment to the Agreement Between the County of Shasta and California Forensic Medical Group, Inc., Dec. 4, 2018
- Shasta County Correctional Facility Medical Pre-screening Form (CFMG–MPS-SH).
- CFMG Medical Intake Triage/Receiving Screening Form.
- Shasta County Jail Inmate Grievance Log (June 2018-November 2018).
- County of Shasta. *Financing Sources and Uses by Budget Unit by Object Governmental Funds, Fiscal Year 2018-19. Budget Unit: 260-Jail (Fund 0195)*
- Shasta County Sheriff’s Office Main Jail Annual Report of Medical Services, 2016 and 2017
- 2017 Quarterly Quality Assurance minutes (Feb.14, May 16, Aug. 15, and Nov. 21)
- CFMG Shift Schedule (Aug.2018 – Jan. 2019)
- Shasta County Sheriff Policy 503: Safety and Sobering Cells, 2019

When there is a perception of a conflict of interest involving a member of the Grand Jury, that member has been required to recuse from any aspect of the investigation involving such a conflict and from voting on the acceptance of or rejection of that report. No members of the Grand Jury were recused from this report.

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

**Released June 27, 2019**

# SHASCOM 911 SERVICES

## “911, WHAT’S YOUR EMERGENCY?”



### SUMMARY

Over the past 23 years, Shasta County Grand Juries have produced six reports on the Shasta Area Safety Communications Agency (SHASCOM): 1995/96, 2000/01, 2003/04, 2005/06, 2007/08, 2009/10. This year’s report brings the total to seven. As the County’s emergency communication provider, SHASCOM is responsible for a vital public service. Similarly, the Grand Jury provides an important public service by periodically assessing SHASCOM. After nine years, a thorough, fresh assessment with recommendations of SHASCOM’s operations was overdue.

The 2018/19 Shasta County Grand Jury found that many concerns highlighted in past reports are still significant today. In particular, vacant dispatcher positions continue to be a chronic and debilitating issue. Unfilled dispatcher positions lead to excessive overtime and low employee morale. Inadequate recruitment efforts fail to meet staffing needs.

Dispatching is a difficult job. Excessive overtime is an added burden that increases stress. Overtime and related personnel management issues need to be resolved for the good of the employees and for the good of SHASCOM. SHASCOM has adopted the standards for training from the California’s Commission on Peace Officer Standards and Training (POST). However, not all training required by POST gets completed, in part because dispatchers have insufficient time to complete their training. We recommend that an outside consultant be hired to analyze SHASCOM’s operational needs and propose fixes for staffing and related personnel management issues.

The Grand Jury also identified issues related to SHASCOM's technical support systems. The Agency has a new Computer-Aided Dispatch (CAD) system that became operational in October 2018 and is still undergoing modification and fine tuning. Because the new CAD does not yet meet the complex, multi-agency dispatching needs of SHASCOM, it is imperative that member agencies and SHASCOM's Board receive regular updates on CAD performance and system integration. This information will aid the Board in determining if the CAD system is adequate. CodeRED is the County's emergency alert system. It warns the public of emergencies and advises on how to respond. The system communicates information that is critical to everyone's safety. Citizens of the County increase their options for receiving emergency alerts by registering for CodeRED. Our primary concern is that CodeRED is underutilized because it is poorly advertised to the public and is minimally user-friendly. We are especially concerned about citizens with disabilities or other conditions that limit their ability to receive and respond to emergency alerts. SHASCOM needs to promote CodeRED to the public. Read further to learn more about this important public service.

The SHASCOM Board is ultimately responsible for how well the Agency functions. Ongoing issues suggest the Board needs to be more proactive in its oversight of SHASCOM. To be more effective, the Board needs regular updates on performance-related issues, data to analyze the issues, and options on how the issues can be resolved. We found no clear process of how the Board makes recommendations for improvement. An outside consultant could recommend how best to optimize the communication of performance data and other important issues between the Board and the Director. We recommend a stepwise process to advance Board oversight:

- Hire a management consultant to analyze SHASCOM / Board operations.
- Schedule a workshop including the Board, Director, and consultant to address important issues, and review and clarify the roles and expectations of the Director and Board Members.
- Establish a standing Advisory Board composed of community volunteers to assist the Board.

The Grand Jury believes outside eyes can help the Board and management of SHASCOM find new ways of addressing important issues and improve transparency.

## **BACKGROUND**

With the Carr Fire fresh in Grand Jurors' minds, the 2018/19 Shasta County Grand Jury decided to look more closely at the County's emergency response services and infrastructure. This devastating fire presented emergency response challenges never before experienced within Shasta County. The Grand Jury recognizes that first responders did their best to manage the challenges through tireless and professional work. Still, responders and the public were at times overwhelmed, particularly by the explosive fire behavior of July 26<sup>th</sup> when an unprecedented number of lives and structures were lost in Shasta County. All Grand Jury members know people who lost their homes, and some knew people who lost their lives. The Grand Jury started its research by looking at various aspects of emergency response. We ultimately focused on SHASCOM (911 service).

When 911 is called, most of us know and expect that the call will be answered, our emergency issue addressed, and appropriate responders dispatched. All this is done with speed and professionalism. Similarly, if an area-wide emergency threatens us, our expectation is that we will be alerted to the threat in a timely and effective manner. SHASCOM is the conduit for communications between first responders and the public – communications that are critical to our safety. Most of us take this service for granted, but how many of us know how the service works and how best to use it? In an emergency, you might wish you knew more.

SHASCOM was created in 1990 through a Joint Powers Agreement (JPA) between the County of Shasta and the cities of Anderson and Redding. SHASCOM answers 911 calls, issues emergency alerts to the public, and provides emergency dispatch and communication for the Shasta County Sheriff's Office, City of Redding Police Department, City of Redding Fire Department, City of Anderson Police Department, and two emergency medical service / ambulance companies (EMS) in the County. The California Department of Forestry and Fire Protection (CAL FIRE) and the California Highway Patrol provide separate emergency dispatch, but interface directly with SHASCOM. Redding Fire is the only *City* fire department in the County. The County contracts with CAL FIRE to serve as the County's fire department. Fire Districts within the County are dispatched by CAL FIRE.

Full-time staff at SHASCOM include (as of March 2019):

- Director
- Support Manager
- Operations Manager
- Systems Analyst
- Administrative Assistant
- Five Dispatch Supervisors, including an Administrative Supervisor
- Thirty-one Dispatchers / Call Takers

SHASCOM is overseen by a five-member Board composed of the City Managers of Redding and Anderson, the Shasta County Administrative Officer, the Shasta County Sheriff, and a fifth member that alternates between the Police and Fire Chiefs of Redding. Board meetings are scheduled bimonthly and are open to the public.

This Grand Jury's first contact with SHASCOM was during a site visit to the Agency's headquarters and dispatch center in August 2018. Shasta County Grand Juries have often taken a tour of the SHASCOM facility as a standard part of the Jury's orientation to local government services. There are reports of these prior tours, as well as more in-depth investigations that were undertaken. These Grand Jury reports provide a track record of the issues that were interpreted as significant in the past. With the Carr Fire fresh in everyone's mind, this Grand Jury's tour was especially poignant and thought-provoking. The Grand Jury felt that it was necessary to once again to take a closer look at SHASCOM's operations.

## METHOD OF INVESTIGATION

Refer to **Sources Consulted** section for documents and reports reviewed.

### **Interviewed:**

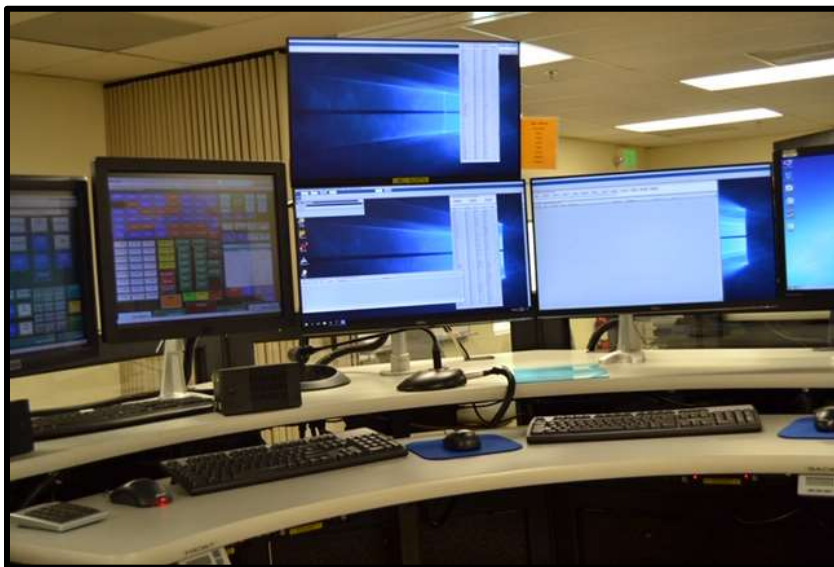
Shasta County Sheriff's Office personnel  
Redding Fire Department personnel  
Redding Police Department personnel  
Anderson Police Department personnel  
Anderson Fire Protection District personnel  
Community Notification / Alert System vendor OnSolve (CodeRED)  
SHASCOM personnel  
Members of the SHASCOM Board of Directors  
EMS (Emergency Medical Services) personnel  
Shasta County Health and Human Services Agency (HHS) personnel

### **Site visit:**

SHASCOM offices

## DISCUSSION

In the course of the investigation, the Grand Jury was impressed by the hard work and dedication of staff at SHASCOM. Dispatchers work behind the scenes performing a service that few of us have the ability or fortitude to do. The job includes long shifts, overtime, focus, skill at



multitasking, and a demeanor that remains calm and professional during periods of intense activity.

Dispatchers are among the many unsung public servants that help to keep us safe.

Dispatchers often enjoy the challenges and diversity of their work.

Dispatching is a unique and demanding job. The task of running a dispatch center is also quite demanding. This

task falls on many shoulders, including managers, the Director, participating agencies, and the SHASCOM Board. It is a complex task involving sophisticated technology, people management, and accountability to different agencies and ultimately the public.

Some of the significant issues identified during the investigation were also identified by previous Grand Juries. The issues involve: personnel management, technical support systems, and Board oversight and administration. Are these unresolved issues destined to continue, or are there ways to effectively resolve them?

**PERSONNEL MANAGEMENT**

Maintaining full staffing is one of the ongoing and challenging personnel issues faced by SHASCOM managers. Previous Grand Jury reports have identified unfilled dispatcher positions as a chronic issue. While a college degree is not required, interviews revealed that only a small percent of the population is capable of performing the demanding job of a dispatcher. Recruitment efforts have not met the staffing needs of SHASCOM. Furthermore, extensive ongoing training is a requirement of the job and places additional strain or shortages on the pool of experienced dispatchers available to work. Overtime, both mandatory and otherwise, is necessary to meet SHASCOM’s dispatch needs and to ensure that an essential public service is fulfilled. Management utilizes overtime as a response to unfilled positions and this impinges upon a critical element of morale - the work / life balance of employees. Excessive overtime is a reason for employee dissatisfaction and stress. Recruitment, training, and overtime are intertwined elements of the staffing issue.

**Dispatcher Staffing at SHASCOM, 2016-2019**

Fiscal Year	Public Safety Dispatcher I			Public Safety Dispatcher II			PSD I and II Total Vacancies per FY
	Budgeted	Filled	Vacancy	Budgeted	Filled	Vacancy	
2016-2017	13	7	6	22	19	3	9
2017-2018	13	12	1	22	19	3	4
2018-2019*	13	10	3	22	21	1	4

\* as of 3/26/19

**Recruitment**

Advertising for SHASCOM dispatcher positions is handled through various media, with Craigslist being consistently mentioned by interviewees. The Grand Jury did not find an effective recruitment plan. Some applicants knew little about public safety dispatching as a career when they applied and their application was more or less a chance decision.

Job applications are accepted by SHASCOM on an ongoing basis, however to hire a permanent, full-time dispatcher is a lengthy process. Four applicants are hired to start a training and probationary period of up to 18 months. Because in-house training is time consuming and removes personnel from their normal dispatcher duties to do the training, typically only one group of four is trained at a time. Ideally, all four are hired permanently. However, not all trainees successfully complete probation. As few as one dispatcher may complete probation and be hired during a recruitment cycle from a pool of 20-25 qualified applicants. Due to the lengthy



recruitment, training, and hiring process, many qualified applicants may withdraw from the process to seek employment elsewhere.

Recruitment efforts fail to meet staffing needs and contribute to excessive overtime. The process deserves a closer look to determine how it can be improved.

## **Training**

No one can step into a dispatcher position without a significant amount of training. In-house training is essential as each dispatch center has its own set of employee expectations, procedures, and technical support systems to be learned. In-house training of new dispatchers involves a standard set of milestones. Employees transferring from another dispatch center also require in-house training. Multi-agency dispatch centers, like SHASCOM, require that dispatchers learn the jargon and idiosyncrasies of separate agencies. SHASCOM dispatches for three law enforcement departments, two EMS (ambulance) companies, and one fire department. The dispatch world is ever changing. Initial and on-going training is required to build and maintain competency.

SHASCOM uses experienced dispatchers to train new employees. A defined course of milestones must be attained before the trainee is hired permanently. While the training has defined goals, trainers receive little instruction on how to conduct the training they are expected to provide. Since milestones must be attained in a given amount of time, failure to meet goals could be due to a lack of consistency among trainers. A better defined and standardized approach to “training the trainer” would ensure that all new hires get the same quality instruction.

SHASCOM utilizes California’s Commission on Peace Officer Standards and Training (POST) program for additional training and certification of its dispatchers. The program requires a Basic Course for Public Safety Dispatchers of 120 hours. In addition, Continuing Professional Training (CPT) of 24 or more hours is required every two years. All dispatchers at SHASCOM complete the Basic POST Course. SHASCOM is out of compliance with the CPT requirement.

POST certification is geared toward law enforcement. SHASCOM has two Public Safety Dispatcher (PSD) classifications, PSDI and PSDII. Only PSDIIs handle law enforcement dispatch. There are other available public safety dispatcher certification programs. The SHASCOM Board is currently reviewing whether to continue with POST and/or to use, in whole or in part, another certification program that provides more flexibility.

## **Overtime**

Training, whether in-house or POST, reduces the number of staff available to work. This in turn compounds overtime and staffing issues. Unfilled positions exacerbate the need for overtime. A typical shift is 12 hours with eight dispatchers and a supervisor. Even with overtime, it's not unusual for either night or day shifts to be understaffed. When positions are not filled, supervisors are required to perform dispatcher duties as well as provide break relief.

Overtime rules are governed by SHASCOM’s Memorandum of Understanding (MOU) with the dispatchers’ union. There is no cap on overtime stated in the MOU. The overtime burden falls disproportionately on the most qualified dispatchers (PSDIIs). PSDIIs are required to have the

skills to perform all dispatch functions, notably law enforcement dispatch, which PSDIs are not qualified to do. The vast majority of calls at SHASCOM are for law enforcement. If a PSDII calls in ill, another PSDII must be available to fill the vacancy. Thus, the majority of overtime goes to PSDIIs. Overtime for PSDIIs commonly exceeds 40 hours per month or the equivalent of an entire week or more of extra work. Added to this burden is the uncertainty of not knowing when overtime might be required. The overtime expectation is a disincentive for advancing from PSDI to PSDII. SHASCOM's overtime totals are currently running in excess of 1,000 hours per month and have exceeded 2,000 hours.

During a two-week work schedule, SHASCOM dispatchers work six 12-hour shifts and one 8-hour shift. The benefit of this schedule is that there are more days off in a two-week work schedule. This benefit, however, can be negated by having to work overtime on days off. Days off are essential for work / life balance.



Overtime is an expectation of any job that involves public safety / emergency response. Dispatchers expect and accept this. However, chronic, excessive overtime with no end in sight should not be the norm. It creates a sense that employees have no control over their lives and lowers morale.

## **TECHNICAL SUPPORT SYSTEMS**

### **Computer-Aided Dispatch (CAD)**

CAD is an acronym for the computer software that stores, manages, and retrieves information essential to the dispatcher's job. The current CAD system from Spillman Technologies (Motorola Solutions) became operational in Shasta County in October 2018 and is still undergoing modification to meet local needs. The previous CAD was outdated and did not meet contemporary needs.

An important attribute of the Spillman CAD is that it integrates a variety of functions that previously were handled separately. Thus, a greater amount of information is available to dispatchers and agencies in real time, and information can be shared more readily among different levels within an organization. Other useful features are:

- An increased capacity for mapping incident locations.
- Automated Vehicle Locator (AVL) which automatically tracks and routes emergency vehicles.
- The ability to capture information (flag) that alerts first responders to potential hazards, persons with specific needs, or individuals requiring a cautious approach.

Spillman is working with SHASCOM and its participating agencies to resolve issues and fine tune the new CAD. This is a necessary, critical, and time-consuming aspect of bringing any complex software system up to the client's specifications. This process has been productive.

Our investigation into CAD covered all sectors that utilize or oversee the system – law enforcement, fire, EMS, supervisors, managers, and SHASCOM Board members. Law enforcement had the greatest input into the selection of the Spillman CAD system and has the greatest satisfaction with its performance. Redding Fire Department (RFD) has the greatest dissatisfaction. There is concern that the new CAD was inadequate for fire or multi-agency dispatching.

A significant issue for RFD is that the AVL feature does not consistently identify the closest available or correct type of fire engine and crew to dispatch to an incident. The AVL routing function is not accurately calculating fire unit response times. This dispatching /response issue is further compounded by the fact that many RFD engines are currently staffed with only two-person crews. Engine staffing may require that a second engine be dispatched, adding to response time and reducing the number of resources available for other incidents.

RFD is dispatched by SHASCOM, while all other fire departments in the County are dispatched by Shasta County Fire (CAL FIRE) which uses fire-trained personnel in its dispatch center. In addition to CAD-specific issues, firefighters have reservations with the dispatchers' understanding of the wide range of incident types and scenarios to which RFD responds. Fire-related training for dispatchers could be improved. Suggestions include dispatcher ride-a-longs with firefighters and having a firefighter at the dispatch center to interact directly with dispatchers.

The Spillman CAD can create flags by location, but it cannot automatically retrieve such data from the old CAD. Information transfer must be done manually. To transfer all the old flagged data would be prohibitively time consuming. Not all the old information is useful or valid. High priority information is being identified and transferred.

The Spillman CAD is undergoing operational review and modification, but has yet to meet the needs of SHASCOM's member agencies. The new system experiences downtimes (crashes). Written performance data from SHASCOM on the new CAD was not available. The problems with fire / multi-agency dispatch still require revisions.

## CodeRED (Public Alert System)

CodeRED is an OnSolve business product used by numerous counties in the State. SHASCOM operates the County's 911 system and utilizes CodeRED software to send out public safety alerts that warn of hazardous situations and advise the public of appropriate responses, such as mandatory evacuations. The Shasta County Emergency Operations Plan (EOP) designates SHASCOM as the emergency communications provider in Shasta County.

It is critical that citizens understand that they bear a large measure of responsibility for making the CodeRED alert system successful. Shasta County residents may register for the service by visiting any of the following websites to access the link to CodeRED registration:

- SHASCOM
- Shasta County Sheriff
- Redding Police Department
- Redding Fire Department
- Anderson Police Department

Once at the CodeRED website, residents may create an account for two geographical locations associated with their landline and/or cell phone numbers. Residents may also register a TTY address (telecommunications device for the deaf). Residents who have already registered should revisit the website periodically to make sure their information is complete and up to date. Some public alerts can be received by residents who have not registered for CodeRED, but being registered is the best way to ensure that you will receive all possible alerts.

Stay safe and informed during an emergency – **register for CodeRED!** Click on the red button.



Data provided by OnSolve indicate that less than half the households in Shasta County are registered with CodeRED. The CodeRED registry links phone numbers to addresses. OnSolve data (provided 2/18/19) show 29,978 household addresses in the County's registry. Census data (7/1/17) estimates the County households at 78,847.

CodeRED has the capacity to tailor the message and geographic area of an alert broadcast. During the Carr Fire, dispatchers were able to map the identity and location of at-risk people who required direct assistance in evacuating, based upon 911 calls and radio traffic from first responders in the field. This mapping was in real time and was the only method to identify vulnerable people who needed assistance.

CodeRED information on the SHASCOM website is minimal. It should be expanded to inform residents how to change or update information and offer guidance to those who have problems accessing the CodeRED registry.

Informational bulletins, posted on the OnSolve public website, recommend a thorough review and testing of operational CodeRED systems. The Grand Jury was unable to obtain CodeRED performance data from SHASCOM. There should be a performance review of the County's CodeRED system and alert procedures to verify that they meet requirements.

Power disruptions and downed phone lines are common during fires or severe weather and may compromise or prevent emergency messaging via landlines. Residents dependent on landline phones should verify the capabilities of their service and consider alternate methods for receiving emergency alerts.

SHASCOM does not have a process for educating the public about CodeRED and the importance of registering. Dedicated staff time is needed to manage the CodeRED registration process, improve the registry web page, and conduct an ongoing education campaign to raise public awareness and registration. According to OnSolve, the CodeRED registry can be modified to include additional clarifying information. Marketing assistance is also available from OnSolve for increasing public awareness and registration. An emergency alert system should reach as many people as possible, in as many ways as possible, and as quickly as possible.

### **Identifying and Alerting those with Special Needs**

According to the Federal Emergency Management Agency (FEMA), FEMA News Release 4086-212 (Aug 2013), a new category for targeted assistance during emergencies was designated as Individuals with Access and Functional Needs. Examples in the News Release include:

- Those who are deaf or hard of hearing and need to make special arrangements to receive emergency warnings.
- People without vehicles who may need to make arrangements for transportation.
- Those with physical limitations that may affect their ability to care for themselves in an emergency.

Some residents of Shasta County face hurdles registering for, receiving, and reacting to emergency alerts due to a variety of reasons, some of which are listed above. The County's EOP states, "County emergency communications services will be provided in such a way that populations with access and functional needs receive adequate timely warning and emergency information." According to CAL FIRE's 2019 Community Wildfire Prevention & Mitigation Report, citizens who are at increased risk during a wildfire include:

- Families in poverty
- People with disabilities
- People with limited English skills
- People over age 65
- Children under age five
- Households without transportation

Identifying citizens with special needs is the first step in providing adequate emergency services to this group. SHASCOM is able to flag individuals, their residence location, and special needs

within the CAD system. Fire, law enforcement, and SHASCOM personnel have a significant dependence on flagged information to help prioritize responses. This information might be added as the result of a 911 call, but it is not added systematically. A standard process is needed to meet the County's EOP goal. Such a system will enhance, but not guarantee, that first responders can safely reach specific people in the midst of a disaster.

A voluntary registry for citizens with special needs is a possible solution. The registry would:

- Be advertised to target citizens with special needs.
- Have the capacity to keep information current.
- Have enhanced registration and alert options to accommodate special needs.

The success of such a registry would be dependent on public participation.

OnSolve is developing plans to address the issues of people with disabilities. This could provide an avenue for SHASCOM and OnSolve to partner in assessing the feasibility, scope and design of a special needs registry. The intent would be to improve emergency alerts for citizens that might be underserved by the existing system.

### **BOARD OVERSIGHT AND ADMINISTRATION**

According to the Joint Powers Agreement, the principal function of the Board is “to set policy for the operation of SHASCOM,” including “functions of program development, policy formulation and program management.” The Board meets bi-monthly and receives information primarily from the SHASCOM Director and Board members who represent their respective Agencies. Procedural and technical issues related to dispatching are dealt with informally or through regularly scheduled Operational Meetings between staff of the various Agencies and SHASCOM. Such issues may or may not be brought to the attention of the Board. While the Board does not need to be apprised of day-to-day issues, Board members need to be aware of some of the broader SHASCOM performance issues. There is no standard protocol or written report of issues that may be relevant, ongoing or unresolved.

The Board is required to comply with the Brown Act. The Brown Act (see Sources Consulted) requires public agencies post agendas 72 hours prior to their meetings and the public be notified. This Grand Jury and previous Grand Juries have noted apparent Brown Act violations.

Former Grand Juries have recommended broader representation than the existing five voting Board members. There is no formal public representation on the Board. With respect to the functioning of SHASCOM, previous Grand Jury Reports have identified these additional issues:

- Understaffing (four Reports)
- Excessive overtime (three Reports)
- Failure to meet training requirements for certification (two Reports)
- Failure to maintain and update the website (one Report)

As noted in this Report's Discussion, all these issues are still of concern to this Grand Jury and have yet to be effectively resolved.

The Board's ability to make informed decisions is impaired when the Board does not have essential information. This Grand Jury found no evidence of a consistent flow of information to the Board and whether its decisions are based on performance data and analysis.

The Board's oversight role is more important now than it has ever been. The County's population continues to grow and increases demands for service from SHASCOM. Wildfires are becoming larger and more damaging, and the potential impact of other disasters increases along with development. Now is an appropriate time for the Board and management of SHASCOM to consider new ways of addressing important issues:

- Hire a management consultant to analyze SHASCOM / Board operations.
- Schedule a workshop including the Board, Director, and consultant to discuss important issues and clarify the roles and expectations of the Director, Board members, and Advisory Board.
- Release the Consultant's report to stakeholder agencies and the public.
- Establish a standing Advisory Board, composed of community volunteers, to assist the Board. Volunteers should have a strong working knowledge of and interest in emergency communications or be able and motivated to become so informed. They could assist with demanding and time-consuming issues, such as investigating the options for a special needs registry, promoting CodeRED, and expanding recruitment efforts.

## **FINDINGS**

- F1. Chronic understaffing necessitates excessive overtime, creating stress and negative morale.
- F2. Public Safety Dispatchers II (PSDII) have a disproportionate overtime burden because they are qualified for all dispatcher functions.
- F3. The amount of overtime required of PSDIIs is a disincentive for Public Safety Dispatchers I (PSDI) to advance.
- F4. Current recruitment efforts are inconsistent and limited, thus contributing to unfilled dispatcher positions and excessive overtime.
- F5. The limit of four training slots restricts the number of vacancies that can be filled in a training cycle.
- F6. Training efforts are not standardized among the trainers resulting in an inconsistent training program.
- F7. The SHASCOM Board has not effectively dealt with the overtime and recruitment issues which have caused chronic staffing problems.
- F8. Overtime and staffing issues limit SHASCOM's ability to timely comply with all Peace Officer Standards and Training (POST) accreditation requirements.

- F9. The Computer- Aided Dispatch (CAD) system does not satisfactorily meet the needs of Redding Fire Department and Emergency Medical Services (ambulances) which causes dispatch and first responder complications.
- F10. SHASCOM has no systematic process for utilizing CAD system's capability for flagging specific information on populations with access and functional needs, leaving this group vulnerable in emergency situations.
- F11. CodeRED is underutilized due, at least in part, to a lack of systematic effort to increase registrations.
- F12. SHASCOM and participating agencies' websites lack adequate information about the function of CodeRED alerts and the registration process, leaving the public with insufficient information as to why or how to register.
- F13. The current CodeRED registration process is not sufficiently effective at enabling or achieving registration of people with access and functional needs. This may leave this population vulnerable to future emergencies for lack of receiving a CodeRED alert.
- F14. There has been no available comprehensive testing or analysis by SHASCOM to determine if CodeRED meets the County's needs for an emergency alert system.
- F15. The Board does not receive standardized, system-wide reporting or documentation from the various Operational meetings between participating Agencies and SHASCOM, impacting their ability to make informed decisions.
- F16. There is not a shared understanding of roles and responsibilities among Board members and the Director, which results in less than effective governance. This lack of consistent and comprehensive oversight of SHASCOM allows chronic issues, as outlined in the report, to persist.

## **COMMENDATION**

Thank you to Agencies that put links to CodeRED on their websites.

## **RECOMMENDATIONS**

- R1. By September 30, 2019, the SHASCOM Board will begin the process of hiring a subject matter expert (management consultant) to review and analyze personnel management issues related to overtime, staffing levels, and dispatcher responsibilities and classifications (PSDI and PSDII). Funding could come from current-year budget savings or be allocated to the following year's budget.
- R2. By October 31, 2019, the SHASCOM Board will instruct the SHASCOM Director to prepare a comprehensive recruitment plan that analyzes appropriate targets and details the timing and methods of recruitment.



- R3. Beginning January 31, 2020, the SHASCOM Board will require the SHASCOM Director to provide quarterly reports on recruitment efforts and outcomes, based on the comprehensive recruitment plan.
- R4. By January 31, 2020, the SHASCOM Board will require the SHASCOM Director to have prepared and initiated the Request For Proposals (RFP) process for hiring the management consultant.
- R5. By November 30, 2019, the SHASCOM Board will require the SHASCOM Director to present a timeline for achieving compliance with accreditation certification of the dispatch center, either through POST or an alternate accreditation organization.
- R6. By November 30, 2019, the SHASCOM Board will require that each employee's annual evaluation include continuing education requirements and provide a reasonable timeframe to complete the training.
- R7. By November 30, 2019, the SHASCOM Board will instruct the SHASCOM Director to conduct an in-house audit on the effectiveness of the training program and report the results to the Board by January 31, 2020.
- R8. Beginning at the September 2019 SHASCOM Board meeting, and at each bi-monthly meeting thereafter, the Board will require written updates on the performance of CAD until all issues are resolved to the satisfaction of participating Agencies.
- R9. By January 31, 2020, the SHASCOM Board will instruct the SHASCOM Director to present a project plan for incorporating information on people with access and functional needs into the CAD database.
- R10. By January 31, 2020, the SHASCOM Board will instruct the SHASCOM Director to plan the implementation of an annual performance test of CodeRED with a subsequent report to the Board on the system's effectiveness within 60 days of the test.
- R11. By January 31, 2020, the SHASCOM Board will instruct the SHASCOM Director to appoint a staff member of SHASCOM to improve the CodeRED registry website and expand public registration, including persons with special access and functional needs.
- R12. By May 31, 2020, the SHASCOM Board will establish an operational, standing Advisory Board, composed of community volunteers as outlined in this report.

## **REQUEST FOR RESPONSES**

Pursuant to Penal Code § 933.05, the following response/s is/are required:

From the following governing bodies (within 90 days):

- Shasta County Board of Supervisors, Redding City Council, and Anderson City Council: **F1, F4, F7, F8, F9, F10, F11, F12, F13, F14, F15, F16, and R1, R2, R3, R4, R5, R6, R7, R8, R9, R10, R11, and R12.**

From the following elected county officer and governing board (within 60 days):

- Shasta County Sheriff: **All Findings and Recommendations**
- SHASCOM Board of Directors: **All Findings and Recommendations.**

**The Grand Jury recommends that all governing bodies place their responses to all Grand Jury Reports on their Regular Calendars for public discussion, not on their Consent Calendars.**

## **INVITED RESPONSES**

NONE

## **SOURCES CONSULTED**

### **Shasta Area Safety Communications Agency (SHASCOM)**

- SHASCOM (<http://www.shascom911.com/>)
- Shasta Area Safety Communications Agency. *Amended and Restated Joint Powers Agreement*, Sept. 30, 1996.
- First Amendment to Shasta Area Safety Communications Agency. *Amended and Restated Joint Powers Agreement*, Aug. 1, 2000.
- Shasta Area Safety Communications Agency. *Second Amended and Restated Joint Powers Agreement*, Feb. 28, 2012.
- Shasta Area Safety Communications Agency. *Resolution No. 2012.07: Resolution for Third Amendment to the SHASCOM Joint Powers Agreement*, Nov. 13, 2012.
- Shasta Area Safety Communications Agency. *Third Amended and Restated Joint Powers Agreement*, Dec. 11, 2012.
- *Bylaws of the Shasta Area Safety Communications Agency*, [n.d.]
- *Memorandum of Understanding (MOU) Between SHASCOM and General Teamsters Local 137*, July 1, 2018 – June 30, 2021.
- *SHASCOM Standard Operating Procedure*, Jan. 30, 2018.
- California Attorney General's Office. *The Brown Act*. [Code 54950-54960.5.] 2003.
- "Service Inquiry Log:" APD, EMS, Incident, Misc., RFD, RPD, S/O. For the year 2018. [APD: Anderson Police Department; EMS: Emergency Medical Service; RFD: Redding Fire Department; RPD: Redding Police Department; S/O: Sheriff's Office.]
- SHASCOM Director [job description] [n.d.]
- SHASCOM Seniority List [updated Mar. 26, 2019.]
- Handrick, Laura. *What is an EAP and How does it Work?*[Feb. 5, 2018]

## CodeRED and CAD

- OnSolve (<https://www.onsolve.com/>)
- State of California. Senate Bill 833. Chapter 617. Office of Emergency Services. *Alert and Warning Systems*.
- Centers for Disease Control and Prevention. *Disability and Health Emergency Preparedness*, Aug. 9, 2018.
- Spillman Flex. Computer-Aided Dispatch (CAD). (<https://www.spillman.com/>)

## Websites and Other Sources

- U. S. Census Bureau. Shasta County, California. Quickfacts.
- Shasta County Office of Emergency Services.
- Shasta County Emergency Operations Plan.
- Shasta County Health and Human Services Agency.
- Association of Public Safety Communications Officials (APCO).
- Peace Officer Standards and Training (POST).
- POST. Public Safety Dispatcher Basic Course.
- Westlaw. California Code of Regulations. 1018. *Public Safety Dispatcher Programs*. 11 CA ADC 1018. [2019].
- Westlaw. California Code of Regulations. 1005. *Minimum Standards for Training*. [2019].
- California Department of Forestry and Fire Protection. *Community Wildfire Prevention & Mitigation Report*, Feb. 22, 2019.
- “Help with disaster planning and recovery is available for those with access and functional needs,” *FEMA News Release*, Number 4086-212, Aug. 26, 2013.

When there is a perception of a conflict of interest involving a member of the Grand Jury, that member has been required to recuse from any aspect of the investigation involving such a conflict and from voting on the acceptance of or rejection of that report. No member of the Grand Jury recused from this report.

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

**Released June 27, 2019**

# SUGAR PINE CONSERVATION CAMP



## SUMMARY

California Penal Code § 919 (b) mandates that the Grand Jury inquire into the condition and management of public prisons within the County. Sugar Pine is the only public prison in Shasta County. To meet the requirement, the Shasta County Grand Jury toured the Sugar Pine Conservation Camp February 19, 2019.

## BACKGROUND

Located 25 miles east of Redding, near Bella Vista, the Sugar Pine Conservation Camp is operated jointly by the California Department of Corrections and Rehabilitation (CDCR) and the California Department of Forestry and Fire Protection (CAL FIRE). Opened in June 1988, Sugar Pine is one of 39 conservation camps. About 4,000 inmates are housed throughout the State.

## METHOD OF INVESTIGATION

The 2018/19 Shasta County Grand Jury toured the Sugar Pine Conservation Camp February 19, 2019. During the tour, the Conservation Camp personnel and inmates gave presentations to the Grand Jury. Each Grand Juror received an information packet with details about the Camp and the inmates' activities.



## DISCUSSION

Sugar Pine is designed to house up to 120 inmates. Inmates are interviewed, and their records are rigorously reviewed and screened, before being accepted by the Camp. Eligible inmates are assigned a minimum custody status and cannot have escape, arson, or violent behavior on their record. Most are serving time for substance-related offenses. Typically, these inmates serve the last 9-12 months of their sentence at Camp. The inmates live in open dormitories. CDCR staff provides around-the-clock supervision.

While fighting fires, eligible inmates may earn \$1 per hour. In Camp, the majority of inmates are paid \$1.45 a day for their work. Jobs requiring specialized skills pay up to \$2.56 a day. Skilled inmates include: mechanics, clerks, cooks, plumbers, welders, carpenters, and electricians. These skilled inmates support Camp operations. In addition, Sugar Pine has an engraving shop which makes plaques, signs, and nameplates. The Camp also has a cabinet shop that turns out one-of-a-kind crafted items. Staff and inmates from Sugar Pine assisted in fire suppression during the Carr Fire (18,920 hours), Delta Fire (7,866 hours), Hirz Fire (20,034 hours) and the Camp Fire (8,340 hours) for over 55,000 hours during the 2018 fire year.

Camp personnel consist of the following.

CDCR:

- 8 correctional officers
- 2 correctional sergeants
- 1 correctional lieutenant (the Camp Commander)
- 1 stationary engineer (provides maintenance needs)

## CAL FIRE:

- 12 crew captains
- 1 heavy equipment mechanic
- 1 water and sewer plant operator
- 1 office technician
- 1 division chief
- 1 battalion chief

### **SUGAR PINE CONSERVATION CAMP FIRE HOURS**

(graph courtesy of the 2019 Grand Jury Sugar Pine Camp Information Packet)

Between the beginning of the 2011 fire season, and the end of the 2018 fire season, annual fire response hours increased 493% for the Sugar Pine Conservation Camp fire crews!



While the Camp's primary mission is to provide inmate crews for fire suppression in the Shasta/Trinity County region, the Camp also provides a year-round work force to do the following:

- Disaster relief and recovery
- Erosion control
- Tree planting
- Conservation projects
- Playground construction and maintenance
- Historic cemetery maintenance
- Highway 299 and Highway 44 corridor maintenance





**One of many California Conservation Camp Crews**

Sugar Pine Conservation crews provided fire defense improvements during 2018 to local government agencies such as Redding Fire Department, Redding Parks Department, and the Anderson Cottonwood Irrigation District totaling 45,232 hours. This is billed at approximately \$200/day per crew, saving Shasta County local governmental entities a substantial amount of money.

According to a Sugar Pine Camp publication, it is estimated that inmate fire crews provide cost savings to the taxpayers of California and Shasta and Trinity Counties upwards of \$2 million annually through their work and service on emergency responses to fires, floods, and service project work.

Family and friends may visit on weekends. Inmates may spend their off-duty time in numerous programs or activities. Inmates can pursue a GED (General Equivalency Diploma) or take college correspondence courses.

Corrections staff, CAL FIRE staff and inmates support and rely upon one another with shared responsibilities. This working structure is successful because of the communication, trust and sense of fair play among all parties. Inmates are treated as valued members of the team. They, in turn, choose to conduct themselves in a manner that allows them to remain at Camp.

According to Camp personnel, Camp graduates' recidivism rate is much lower than in a conventional corrections setting. We had a chance, as members of the Grand Jury, to talk to many inmates. They expressed a desire to get their lives on the right track following the completion of their sentence. We were impressed with their work ethic and attitudes. We commend the Sugar Pine Conservation Camp for being a positive force in our County and the State correctional system.

## **FINDINGS**

- F1. Respect between Camp staff and inmates provide a positive and supportive work environment.
- F2. Sugar Pine provides a training ground for low-risk inmates to learn critical skills for reentry into the community.
- F3. Sugar Pine provided valuable fire suppression services during the 2018 major wildland fires that devastated Shasta County and the surrounding area at minimal cost to local government.
- F4. Sugar Pine crews provide much needed services to local governments and districts at a much reduced cost.

## **COMMENDATION**

The Grand Jury commends the Sugar Pine Conservation Camp for being a positive force in our County and the State correctional system.

## **RECOMMENDATIONS**

NONE

## **REQUEST FOR RESPONSES**

NONE

## **DISCLAIMERS**

When there is a perception of a conflict of interest involving a member of the Grand Jury, that member has been required to recuse from any aspect of the investigation involving such a conflict and from voting on the acceptance of or rejection of that report. No member of the Grand Jury recused from this report.

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

**Released June 27, 2019**





Superior Court of California  
County of Shasta

DANIEL E. FLYNN  
Presiding Judge

MONIQUE D. McKEE  
Asst. Presiding Judge

August 27, 2019

Stan Neutze, Mayor  
City of Anderson  
1887 Howard Street  
Anderson, CA 96007

Re: Grand Jury Report re "911: What's your Emergency?"

Dear Mayor Neutze:

This is to acknowledge receipt of your response dated August 20, 2019, to the 2018-2019 Grand Jury report regarding "911: What's your Emergency?".

I would like to thank you for your response to the Grand Jury Report. Pursuant to the provisions of Penal Code §933, I shall transmit your response to the Office of the County Clerk to be maintained on file there. An additional copy shall be provided to the Clerk of the Court also to be maintained on file.

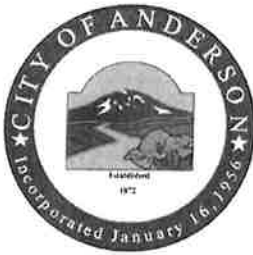
Thank you again for your response.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel E. Flynn", is written over a large, stylized, cursive flourish.

Daniel E. Flynn  
Presiding Judge

cc: Office of the County Clerk (original response)  
Melissa Fowler-Bradley, Clerk of the Court (for Admin file)  
Grand Jury



August 20, 2019

Presiding Judge, Honorable Daniel E Flynn  
Shasta County Superior Court  
1500 Court Street  
Redding, California 96001

RE: Anderson City Council Response to 2018-2019 Grand Jury Report titled "911:  
What's Your Emergency

Dear Judge Flynn:

First and foremost, the City of Anderson City Council would like to thank you and the Grand Jurors for all of the time and energy put forth in creating the 2018- 2019 Grand Jury Report. The hard work of all involved is greatly appreciated.

This correspondence is to address the report entitled "911: What's Your Emergency," which focuses on the SHASCOM Operations. Within that report, the Grand Jury requested that the City of Anderson respond to findings and recommendations of the Grand Jury. The City of Anderson does not agree that it is required to respond to the findings and recommendations, and through this letter, declines to respond. Pursuant to Penal Code Section 933, "A final report may be submitted for comment to **responsible** officers, agencies, or departments..." (Emphasis added.) In this case, SHASCOM is the responsible agency, as it is a separate legal entity under the Joint Exercise of Powers Act set forth in Government Code Section 6500 et seq. SHASCOM was created through a joint powers agreement, which formed the entity as a separate body with its own Board of Directors. Those Board of Directors govern SHASCOM, and are responsible for its operations.

In effect, the Anderson City Council is not the governing body of SHASCOM and has no authority or responsibility over that agency. As such, the City of Anderson City Council is not required to respond to the findings and recommendations of the Grand Jury, and hereby declines to respond.

Sincerely,

Stan Neutze  
Mayor, Anderson City Council



Superior Court of California  
County of Shasta

DANIEL E. FLYNN  
Presiding Judge

MONIQUE D. McKEE  
Asst. Presiding Judge

August 21, 2019

Julie Winter, Mayor  
City of Redding  
P.O. Box 496071  
Redding, CA 96049-6071

Re: Grand Jury Report re "911: What's your Emergency?"

Dear Mayor Winter:

This is to acknowledge receipt of your letter dated July 23, 2019, to the 2018-2019 Grand Jury report regarding "911: What's your Emergency?".

I would like to thank you for your letter to the Grand Jury Report. Pursuant to the provisions of Penal Code §933, I shall transmit your letter to the Office of the County Clerk to be maintained on file there. An additional copy shall be provided to the Clerk of the Court also to be maintained on file.

Thank you again for your letter.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel E. Flynn", is written over a horizontal line.

Daniel E. Flynn  
Presiding Judge

cc: Office of the County Clerk (original letter)  
Melissa Fowler-Bradley, Clerk of the Court (for Admin file)  
Grand Jury



**CITY OF REDDING**

777 CYPRESS AVENUE, REDDING, CA 96001

P.O. BOX 496071, REDDING, CA 96049-6071

**JULIE WINTER, MAYOR**

530.225.4447  
530.225.4463 FAX

July 23, 2019

Honorable Gary Gibson  
Presiding Judge, Shasta County Superior Court  
1500 Court St., Rm. 205  
Redding, CA 96001

Re: Response of the City of Redding City Council to Fiscal Year 2018-2019 Grand Jury Report:  
"911: What's Your Emergency?"

Dear Judge Gibson:

The City of Redding City Council thanks you and the Grand Jury for its time, effort, and consideration in addressing Shasta Area Safety Communications Agency (SHASCOM) operations.

In connection with the report entitled "911: What's Your Emergency", the City Council of the City of Redding respectfully declines to comment except as set forth herein. Specifically, the City Council disagrees with the Grand Jury's conclusion that the City Council is required to provide a response to the Grand Jury's findings and recommendations in this matter.

Pursuant to subdivision (c) of Penal Code section 933, the requirement to respond to the Grand Jury's findings and recommendations is with the governing body of the public agency at issue and only as to those matters under the control of the governing body.

As you are aware, SHASCOM is the public agency at issue. SHASCOM is a legal entity established under the Joint Exercise of Powers Act (Gov. Code section 6500 et seq.). As such, its functions, legal area of responsibility, and governance are distinct from its constituent members. The City Council is not the governing body of SHASCOM, and it would not be prudent to respond when the City Council does not direct the operations of SHASCOM. The City Council is therefore not required to respond to the Grand Jury's findings and recommendations. The findings and recommendations of the Grand Jury involve matters that are not within the control and governance of the City Council. As such, the City Council declines to respond.

Sincerely,

A handwritten signature in cursive script that reads "Julie Winter".

JULIE WINTER, Mayor  
City Council of the City of Redding



Superior Court of California  
County of Shasta

DANIEL E. FLYNN  
Presiding Judge

MONIQUE D. McKEE  
Asst. Presiding Judge

August 16, 2019

Larry Lees, Chairman  
SHASCOM  
3101 South Street  
Redding, CA 96001-2379

COPY

Re: Grand Jury Report re "911: What's your Emergency?"

Dear Chairman Lees:

This is to acknowledge receipt of your response dated August 8, 2019, to the 2018-2019 Grand Jury report regarding "911: What's your Emergency?"

I would like to thank you for your response to the Grand Jury Report. Pursuant to the provisions of Penal Code §933, I shall transmit your response to the Office of the County Clerk to be maintained on file there. An additional copy shall be provided to the Clerk of the Court also to be maintained on file.

Thank you again for your response.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel E. Flynn", is written over the word "Sincerely,".

Daniel E. Flynn  
Presiding Judge

cc: Office of the County Clerk (original response)  
Melissa Fowler-Bradley, Clerk of the Court (for Admin file)  
Grand Jury

# SHASCOM

SHASTA AREA SAFETY COMMUNICATIONS AGENCY  
3101 South Street, Redding, CA 96001-2379  
(530) 245-6500

August 8, 2019

The Honorable Gary Gibson  
Presiding Judge, Shasta County Superior Court  
1500 Court St., Rm. 205  
Redding, CA 96001

Dear Judge Gibson:

**Re: Response of SHASCOM Board of Directors to FY 2018-19 Grand Jury Report:  
911: What's your Emergency?**

SHASCOM appreciates the time and dedication which the 2018-2019 Grand Jurors contributed to their charge. The following findings and recommendations are under serious consideration and discussions are being held regarding solutions to any unresolved problems.

## FINDINGS

The Grand Jury findings:

**F1. *Chronic understaffing necessitates excessive overtime, creating stress and negative morale.***

**Response:** SHASCOM Board of Directors agrees with the finding. Staffing in 9-1-1 centers is an industry wide, long-standing issue due, in part, to what the Grand Jury identified as a "demanding job" that only "a small percentage of the population is capable of performing".

Although the Board and the Agency have taken steps to increase retention through retention bonuses and streamlining the hiring process, the small pool of available applicants in Shasta County, coupled with demanding background requirements and the complexity of the work and work schedule, have not enabled us to achieve full staffing levels for any length of time.

**F2. *Public Safety Dispatchers II (PSDII) have a disproportionate overtime burden because they are qualified for all dispatcher functions.***

**Response:** SHASCOM Board of Directors disagrees with this finding. In 2018, there was a total of approximately 8,600 hours in overtime. Of that, 6,060 were

filled by PSD II's and 2,540 by PSD I's. Of the 35 budgeted positions, 22 are PSD II and 13 are PSD I. For the majority of 2018, there were 19 PSD II positions staffed and 9 PSD I's, which means staff from both job classifications worked approximately 300 hours of overtime annually.

***F3. The amount of overtime required of PSDIIs is a disincentive for Public Safety Dispatchers I (PSDI) to advance.***

***Response:*** SHASCOM Board of Directors disagrees with this finding. 6,060 were filled by PSD II's and 2,540 by PSD I's. Of the 35 budgeted positions, 22 are PSD II and 13 are PSD I. For the majority of 2018, there were 19 PSD II positions staffed and 9 PSD I's, which means staff from both job classifications worked approximately 300 hours of overtime annually.

***F4. Current recruitment efforts are inconsistent and limited, thus contributing to unfilled dispatcher positions and excessive overtime.***

***Response:*** SHASCOM Board of Directors partially agrees with this finding. The Agency has tried a number of different approaches to hiring and recruiting with the goal of finding one that attracts the most and best qualified candidates.

Within the last 5 years SHASCOM has implemented a one-day assessment center to streamline the interview and background process, which has reduced the hiring time by as much as half, greatly increasing the number of qualified applicants that can be hired in a year.

***F5. The limit of four training slots restricts the number of vacancies that can be filled in a training cycle.***

***Response:*** SHASCOM Board of Directors agrees with this finding. We found that having too many people in training at the same time put a strain on the existing dispatchers and trainers, increased overtime and reduced the quality of training. Therefore, we limited the number of trainees at any given point to 4. Although this decreased the number of employees hired, we believe it will ultimately produce less stress on existing staff and trainees.

***F6. Training efforts are not standardized among the trainers resulting in an inconsistent training program.***

***Response:*** SHASCOM Board of Directors agrees with this finding. SHASCOM is currently developing a comprehensive training program and training manual that would standardize training and provide for a more consistent environment.

***F7. The SHASCOM Board has not effectively dealt with the overtime and recruitment issues which have caused chronic staffing problems.***

***Response:*** SHASCOM Board of Directors partially agrees with this finding. The Board has consistently made efforts to empower the Agency Director and staff to

explore and implement new strategies for recruitment and the reduction of overtime.

Large job boards, such as Monster, allow people to select multiple job positions to email their resume to, but do not require that the applicant understand the position or follow the hiring process. We have found that using local ads on Craigslist and using our staff to recruit those who they feel would make good dispatchers has been the most effective tool.

**F8. *Overtime and staffing issues limit SHASCOM's ability to timely comply with all Peace Officer Standards and Training (POST) accreditation requirements.***

**Response:** SHASCOM Board of Directors partially agrees with this finding. Although staffing has not enabled the Agency to send dispatchers to relevant training, the California Commission on Peace Officers Standards and Training (POST) does provide video-based training. Since January 2019, staff has been participating in this video-based training and anticipates being fully in compliance with POST training by the end of the calendar year.

**F9. *The Computer-Aided Dispatch (CAD) system does not satisfactorily meet the needs of Redding Fire Department and Emergency Medical Services (ambulances) which causes dispatch and first responder complications.***

**Response:** SHASCOM Board of Directors partially agrees with this finding. Although the new system has different features and reporting than the system it replaced, it does provide most of the necessary functions in different formats. Implementation was started in October, 2018 and has not been completed. We are optimistic that any outstanding reporting formats can be made to mirror the old system before system acceptance.

The Board will reevaluate this finding once system acceptance has been completed to ensure the unique needs of our local fire and EMS agencies have been met.

**F10. *SHASCOM has no systematic process for utilizing CAD system's capability for flagging specific information on populations with access and functional needs, leaving this group vulnerable in emergency situations.***

**Response:** SHASCOM Board of Directors partially agrees with this finding. Although the CAD system does have the capability to flag specific addresses for special needs, there are nearly 3,300 such locations that frequently change. SHASCOM is still in the process of implementing the new CAD system and has yet to reach a point where the system is fully functional.

Once system acceptance is reached, SHASCOM will research the viability of uploading the special needs list received from HHS directly into CAD. Until



then, HHS regularly sends SHASCOM the list of special needs individuals which is available to first responders upon request.

**F11. *CodeRED is underutilized due, at least in part, to a lack of systematic effort to increase registrations.***

**Response:** SHASCOM Board of Directors disagrees with this finding. SHASCOM has done multiple educational events, community meetings and press releases to educate the public about the CodeRED notification system, including efforts after the Santa Rosa fire (2017) and Carr fire (2018). Beginning on June 24, 2019, SHASCOM did a large media blitz to inform residents of a county wide test that was occurring at the end of the week. Interviews were done on social media, television, newspapers and radio to encourage the public to sign up for the notifications and at last count had nearly 150,000 numbers enrolled. An additional 12,000 numbers were enrolled in the system following the media campaign.

**F12. *SHASCOM and participating agencies' websites lack adequate information about the function of CodeRED alerts and the registration process, leaving the public with insufficient information as to why or how to register.***

**Response:** SHASCOM Board of Directors disagrees with this finding. The SHASCOM webpage has a prominent section dedicated to CodeRED notifications and enrollment. In each of the public awareness campaigns, SHASCOM has encouraged citizens who do not have internet access or who have difficulty enrolling to call SHASCOM so we can enroll them personally.

**F13. *The current CodeRED registration process is not sufficiently effective at enabling or achieving registration of people with access and functional needs. This may leave this population vulnerable to future emergencies for lack of receiving a CodeRED alert.***

**Response:** SHASCOM Board of Directors disagrees with this finding. As stated in F13, the public is encouraged to contact SHASCOM directly with any special needs or difficulties when attempting to enroll in CodeRED.

**F14. *There has been no available comprehensive testing or analysis by SHASCOM to determine if CodeRED meets the County's needs for an emergency alert system.***

**Response:** SHASCOM Board of Directors partially agrees with this finding. A county wide test was conducted on June 28, 2019 and an additional 12,000 numbers were enrolled into the system. The full results of the test should be provided in the next few months from CodeRED.

**F15. *The Board does not receive standardized system-wide reporting or documentation from the various Operational meetings between participating Agencies and SHASCOM, impacting their ability to make informed decisions.***

**Response:** SHASCOM Board of Directors disagrees with this finding. The only operational meetings are for law operations and fire/ems operations, which are held bimonthly. Any pertinent issues arising from these meetings are brought to the Boards attention by the Agency director. Additionally, the member agency liaisons bring any issues to their respective chain of command.

**F16.** *There is not a shared understanding of roles and responsibilities among Board members and the Director, which results in less an effective governance. This lack of consistent and comprehensive oversight of SHASCOM allows chronic issues, as outlined in the report, to persist.*

**Response:** SHASCOM Board of Directors disagrees with this finding and finds nothing in the Grand Jury report that would indicate what is meant by "lack of consistent and comprehensive oversight". The Board will consider encouraging new Board members to attend an orientation of the Agency's roles and responsibilities.

### RECOMMENDATIONS

The Grand Jury recommends:

**R1.** *By September 30, 2019, the SHASCOM Board will begin the process of hiring a subject matter expert (management consultant) to review and analyze personnel management issues related to overtime, staffing levels, and dispatcher responsibilities and classifications (PSDI and PSDII). Funding could come from current-year budget savings or be allocated to the following year's budget.*

**Response:** The recommendation will not be implemented and is not warranted. The staffing shortage and recruitment challenges are felt at most 9-1-1 centers and are not unique to SHASCOM.

The responsibilities and classifications (PSD I and PSD II) were negotiated items with the employee bargaining group and are a part of their Memorandum of Understanding.

**R2.** *By October 31, 2019, the SHASCOM Board will instruct the SHASCOM Director to prepare a comprehensive recruitment plan that analyzes appropriate targets and details the timing and methods of recruitment.*

**Response:** The recommendation will be partially implemented. The current director will be retiring in September, but the full recommendation will be implemented within six months of the appointment of a new SHASCOM director.

**R3.** *Beginning January 31, 2020, the SHASCOM Board will require the SHASCOM Director to provide quarterly reports on recruitment efforts and outcomes, based on the comprehensive recruitment plan.*

**Response:** The recommendation will be implemented by January 31, 2020.

**R4.** *By January 31, 2020, the SHASCOM Board will require the SHASCOM Director to have prepared and initiated the Request for Proposal (RFP) process for hiring the management consultant.*

**Response:** The recommendation will not be implemented as it is not warranted at this time. The Board will reevaluate the recommendation at a future date after allowing time for other Grand Jury recommendations to be completed and results evaluated.

**R5.** *By November 30, 2019, the SHASCOM Board will require the SHASCOM Director to present a timeline for achieving compliance with accreditation certification of the dispatch center, either through POST or an alternate accreditation organization.*

**Response:** The recommendation was already met when a training timeline was agreed to between the Agency and POST at the January 14, 2019 Board meeting. A staff report will be presented to the Board prior to the recommended date to codify the timeline and agreement with POST.

**R6.** *By November 30, 2019, The SHASCOM Board will require that each employee's annual evaluation include continuing education requirements and provide a reasonable timeframe to complete the training.*

**Response:** The recommendation will be implemented by November 30, 2019.

**R7.** *By November 30, 2019, the SHASCOM Board will instruct the SHASCOM Director to conduct an in-house audit on the effectiveness of the training program and report the results to the Board by January 31, 2020.*

**Response:** The recommendation will not be implemented by November 30, 2019 due to the current director's retirement. The Board will instruct the new director to comply with the recommendation by January 31, 2020.

**R8.** *Beginning at the September 2019 SHASCOM Board meeting, and at each bi-monthly meeting thereafter, the Board will require written updates on the performance of the CAD until all issues are resolved to the satisfaction of participating Agencies.*

**Response:** The recommendation will be implemented at the September 2019 Board meeting.

**R9.** *By January 31, 2020, SHASCOM Board will instruct the SHASCOM Director to present a project plan for incorporating information on people with access and functional needs into the CAD database.*

**Response:** The recommendation will be implemented by January 31, 2020.

**R10.** *By January 31, 2020, the SHASCOM Board will instruct the SHASCOM Director to plan the implementation of an annual performance test of CodeRED with a subsequent report to the Board on the system's effectiveness within 60 days of the test.*

**Response:** The recommendation will not be implemented as it is not warranted. Such wide scale testing is disruptive to the Agency, which received 1,200 additional 9-1-1 calls during the 2 hours of the last system test. It can also have the unintended result of numbing the public to future emergency notifications.

The Board will continue to evaluate the need for such wide scale tests in the future.

**R11.** *By January 31, 2020, the SHASCOM Board will instruct the SHASCOM Director to appoint a staff member of SHASCOM to improve the CodeRED registry website and expand public registration, including persons with special access and functional needs.*

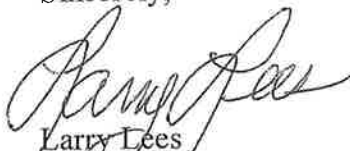
**Response:** The recommendation will not be implemented as it is unwarranted. With nearly 150,000 registered contacts, we feel the system is properly and adequately utilized.

**R12.** *By May 31, 2020, the SHASCOM Board will establish an operational, standing Advisory Board, composed of community volunteers as outlined in this report.*

**Response:** The recommendation will not be implemented as it is unwarranted.

This concludes the responses of the SHASCOM Board of Directors to the FY 2018-19 Grand Jury Report entitled 911 "What's your Emergency?"

Sincerely,

  
Larry Lees  
Chairman



Superior Court of California  
County of Shasta

DANIEL E. FLYNN  
*Presiding Judge*

MONIQUE D. McKEE  
*Asst. Presiding Judge*

August 13, 2019

Leonard Moty, Chairman  
Board of Supervisors  
County of Shasta  
1450 Court Street, Suite 308B  
Redding, CA 96001-1680

Re: Grand Jury Report re "911: What's Your Emergency?"

Dear Chairman Moty:

This is to acknowledge receipt of your response dated August 13, 2019, to the 2018-2019 Grand Jury report regarding "911: What's Your Emergency?"

I would like to thank you for your response to the Grand Jury Report. Pursuant to the provisions of Penal Code §933, I shall transmit your response to the Office of the County Clerk to be maintained on file there. An additional copy shall be provided to the Clerk of the Court also to be maintained on file.

Thank you again for your response.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel E. Flynn", is written over the word "Sincerely,".

Daniel E. Flynn  
Presiding Judge

cc: Office of the County Clerk (original response)  
Melissa Fowler-Bradley, Clerk of the Court (for Admin file)  
Grand Jury



# Shasta County

## BOARD OF SUPERVISORS

1450 Court Street, Suite 308B  
Redding, California 96001-1680  
(530) 225-5557  
(800) 479-8009  
(530) 225-5189-FAX

JOE CHIMENTI, DISTRICT 1  
LEONARD MOTY, DISTRICT 2  
MARY RICKERT, DISTRICT 3  
STEVE MORGAN, DISTRICT 4  
LES BAUGH, DISTRICT 5

August 13, 2019

The Honorable Gary Gibson  
Presiding Judge, Shasta County Superior Court  
1500 Court St., Rm. 205  
Redding, CA 96001

Dear Judge Gibson:

**Re: Response of Board of Supervisors to Fiscal Year 2018-2019 Grand Jury Report:  
911: What's your Emergency?**

The Shasta County Board of Supervisors appreciates the time and dedication which the 2018-2019 Grand Jurors contributed to their charge.

In connection with the above-referenced Grand Jury Report, the Board of Supervisors respectfully disagrees with the Grand Jury's conclusion that the Board of Supervisors is required to provide a response to the Grand Jury's findings and recommendations. Pursuant to Penal Code § 933(c), the requirement to respond to the Grand Jury's findings and recommendations is with the governing body of the public agency at issue and only as to those matters under the control of that governing body.

The Shasta Area Safety Communications Agency (SHASCOM) is the public agency at issue. SHASCOM is a separate, legal entity created by a Joint Powers Agreement under Government Code sections 6500 et seq., and governed by its own Board of Directors. As such, the Board of Supervisors is not the governing body of SHASCOM and is not required to respond to the Grand Jury's findings. Furthermore, the findings and recommendations of the Grand Jury involve matters that are not within the control of the Board of Supervisors. The Board of Supervisors therefore declines to respond.

Sincerely,

LEONARD MOTY, Chairman  
Board of Supervisors  
County of Shasta



Superior Court of California  
County of Shasta

DANIEL E. FLYNN  
Presiding Judge

MONIQUE D. McKEE  
Asst. Presiding Judge

August 22, 2019

Tom Bosenko, Sheriff  
County of Shasta  
300 Park Marina Circle  
Redding, CA 96001

Re: Grand Jury Report re "911: What's your Emergency?"

Dear Sheriff Bosenko:

This is to acknowledge receipt of your response dated August 12, 2019, to the 2018-2019 Grand Jury report regarding "911: What's your Emergency?".

I would like to thank you for your response to the Grand Jury Report. Pursuant to the provisions of Penal Code §933, I shall transmit your response to the Office of the County Clerk to be maintained on file there. An additional copy shall be provided to the Clerk of the Court also to be maintained on file.

Thank you again for your response.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel E. Flynn", is written over a faint circular stamp.

Daniel E. Flynn  
Presiding Judge

cc: Office of the County Clerk (original response)  
Melissa Fowler-Bradley, Clerk of the Court (for Admin file)  
Grand Jury



# SHASTA COUNTY

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## Office of the Sheriff



Tom Bosenko  
SHERIFF - CORONER

August 12, 2019

The Honorable Gary Gibson  
Presiding Judge, Shasta County Superior Court  
1500 Court St., Rm. 205  
Redding, CA 96001

Dear Judge Gibson:

**Re: Response of Shasta County Sheriff Tom Bosenko to Fiscal Year 2018-2019  
Grand Jury Report: 911: What's your Emergency?**

As Sheriff of Shasta County, I appreciate the time and dedication the 2018-2019 Grand Jurors contributed to their charge. While the Grand Jury has requested responses to the Recommendations and Findings of this report from the Sheriff of Shasta County, responding to these items is beyond my purview as Sheriff, and would not be appropriate.

As stated in the Grand Jury report, *the SHASCOM Board is ultimately responsible for how well the Agency functions.* Oversight for SHASCOM is provided by a five-member Board; responses to this report from one board member is not prudent.

### FINDINGS

The Grand Jury findings:

**F1. *Chronic understaffing necessitates excessive overtime, creating stress and negative morale.***

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F2. *Public Safety Dispatchers II (PSDII) have a disproportionate overtime burden because they are qualified for all dispatcher functions.***

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F3. *The amount of overtime required of PSDIIs is a disincentive for Public Safety Dispatchers I (PSDI) to advance.***

**Response:** As Sheriff, a response is beyond my purview and inappropriate.



**F4.** *Current recruitment efforts are inconsistent and limited, thus contributing to unfilled dispatcher positions and excessive overtime.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F5.** *The limit of four training slots restricts the number of vacancies that can be filled in a training cycle.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F6.** *Training efforts are not standardized among the trainers resulting in an inconsistent training program.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F7.** *The SHASCOM Board has not effectively dealt with the overtime and recruitment issues which have caused chronic staffing problems.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F8.** *Overtime and staffing issues limit SHASCOM's ability to timely comply with all Peace Officer Standards and Training (POST) accreditation requirements.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F9.** *The Computer-Aided Dispatch (CAD) system does not satisfactorily meet the needs of Redding Fire Department and Emergency Medical Services (ambulances) which causes dispatch and first responder complications.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F10.** *SHASCOM has no systematic process for utilizing CAD system's capability for flagging specific information on populations with access and functional needs, leaving this group vulnerable in emergency situations.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F11.** *CodeRED is underutilized due, at least in part, to a lack of systematic effort to increase registrations.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F12.** *SHASCOM and participating agencies' websites lack adequate information about the function of CodeRED alerts and the registration process, leaving the public with insufficient information as to why or how to register.*

**Response:** The Shasta County Sheriff's Office has shared, and continues to share, information regarding CodeRED registration via the Sheriff's Office official social media accounts and at various community outreach events. Prior to the release of this Grand Jury report a direct link to CodeRED registration was added to our Sheriff's Office webpage.

**F13.** *The current CodeRED registration process is not sufficiently effective at enabling or achieving registration of people with access and functional needs. This may leave this population vulnerable to future emergencies for lack of receiving a CodeRED alert.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F14.** *There has been no available comprehensive testing or analysis by SHASCOM to determine if CodeRED meets the County's needs for an emergency alert system.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F15.** *The Board does not receive standardized system-wide reporting or documentation from the various Operational meetings between participating Agencies and SHASCOM, impacting their ability to make informed decisions.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**F16.** *There is not a shared understanding of roles and responsibilities among Board members and the Director, which results in less an effective governance. This lack of consistent and comprehensive oversight of SHASCOM allows chronic issues, as outlined in the report, to persist.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

## RECOMMENDATIONS

The Grand Jury recommends:

**R1.** *By September 30, 2019, the SHASCOM Board will begin the process of hiring a subject matter expert (management consultant) to review and analyze personnel management issues related to overtime, staffing levels, and dispatcher responsibilities and classifications (PSDI and PSDII). Funding could come from current-year budget savings or be allocated to the following year's budget.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate..

**R2.** *By October 31, 2019, the SHASCOM Board will instruct the SHASCOM Director to prepare a comprehensive recruitment plan that analyzes appropriate targets and details the timing and methods of recruitment.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R3.** *Beginning January 31, 2020, the SHASCOM Board will require the SHASCOM Director to provide quarterly reports on recruitment efforts and outcomes, based on the comprehensive recruitment plan.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R4.** *By January 31, 2020, the SHASCOM Board will require the SHASCOM Director to have prepared and initiated the Request for Proposal (RFP) process for hiring the management consultant.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R5.** *By November 30, 2019, the SHASCOM Board will require the SHASCOM Director to present a timeline for achieving compliance with accreditation certification of the dispatch center, either through POST or an alternate accreditation organization.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R6.** *By November 30, 2019, The SHASCOM Board will require that each employee's annual evaluation include continuing education requirements and provide a reasonable timeframe to complete the training.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R7.** *By November 30, 2019, the SHASCOM Board will instruct the SHASCOM Director to conduct an in-house audit on the effectiveness of the training program and report the results to the Board by January 31, 2020.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R8.** *Beginning at the September 2019 SHASCOM Board meeting, and at each bi-monthly meeting thereafter, the Board will require written updates on the performance of the CAD until all issues are resolved to the satisfaction of participating Agencies.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R9.** *By January 31, 2020, SHASCOM Board will instruct the SHASCOM Director to present a project plan for incorporating information on people with access and functional needs into the CAD database.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R10.** *By January 31, 2020, the SHASCOM Board will instruct the SHASCOM Director to plan the implementation of an annual performance test of CodeRED with a subsequent report to the Board on the system's effectiveness within 60 days of the test.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R11.** *By January 31, 2020, the SHASCOM Board will instruct the SHASCOM Director to appoint a staff member of SHASCOM to improve the CodeRED registry website and expand public registration, including persons with special access and functional needs.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

**R12.** *By May 31, 2020, the SHASCOM Board will establish an operational, standing Advisory Board, composed of community volunteers as outlined in this report.*

**Response:** As Sheriff, a response is beyond my purview and inappropriate.

This concludes the responses of the SHASCOM Board of Directors to the FY 2018-19 Grand Jury Report entitled 911 "What's your Emergency?"

Sincerely,



Tom Bosenko  
Sheriff-Coroner  
County of Shasta

TMB/ckw



Superior Court of California  
County of Shasta

DANIEL E. FLYNN  
Presiding Judge

MONIQUE D. McKEE  
Asst. Presiding Judge

August 22, 2019

Tom Bosenko, Sheriff  
County of Shasta  
300 Park Marina Circle  
Redding, CA 96001

Re: Grand Jury Report re "Medical Services at Shasta County Jail "It Works"

Dear Sheriff Bosenko:

This is to acknowledge receipt of your response dated August 12, 2019, to the 2018-2019 Grand Jury report regarding "Medical Services at Shasta County Jail "It Works"."

I would like to thank you for your response to the Grand Jury Report. Pursuant to the provisions of Penal Code §933, I shall transmit your response to the Office of the County Clerk to be maintained on file there. An additional copy shall be provided to the Clerk of the Court also to be maintained on file.

Thank you again for your response.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel E. Flynn", is written over a faint circular stamp.

Daniel E. Flynn  
Presiding Judge

cc: Office of the County Clerk (original response)  
Melissa Fowler-Bradley, Clerk of the Court (for Admin file)  
Grand Jury



# SHASTA COUNTY

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## Office of the Sheriff



August 12, 2019

Tom Bosenko  
SHERIFF - CORONER

The Honorable Gary Gibson  
Presiding Judge, Shasta County Superior Court  
1500 Court St., Rm. 205  
Redding, CA 96001

Dear Judge Gibson:

**Re: Response of Shasta County Sheriff Tom Bosenko to Fiscal Year 2018-2019  
Grand Jury Report: Medical Services at Shasta County Jail "It Works"**

As Sheriff of Shasta County, I appreciate the time and dedication the 2018-2019 Grand Jurors contributed to their charge. The Grand Jury's Commendations to the medical and correctional staff of the Shasta County Jail on their efficient and compassionate medical care for the inmates at the Jail along with meeting or exceeding its contractual obligations is highly valued.

### FINDINGS

The Grand Jury findings:

- F1.** *Correctional and medical staff complete the intake medical screening process in a consistent and uniform manner, leading to equal treatment for all intakes*
- F2.** *All intakes are subject to the same procedure and are evaluated by qualified staff, failing to substantiate alleged bias.*
- F3.** *Primary medical care for all inmates, including referrals for specialty care, are coordinated in a timely fashion, providing optimal medical services.*
- F4.** *State correctional regulations (Title 15) for inmate medical care are being met, thus assuring that inmates receive appropriate, standardized care.*
- F5.** *Protocols for emergency, prolonged, and end-of-life care are followed by medical and correctional staff providing avenues for compassionate care.*
- F6.** *The allegation that medical staff is required to work beyond their licensed skill level was not supported. Protocols are in place to provide 24-hour medical care by appropriately licensed staff.*

**F7.** *Medical and correctional staff work together to strive to provide quality assurance through a cohesive medical services program for the benefit of the inmates.*

**F8.** *Compensation for medical services was found to be within the contracted budget for fiscal years 2016/2017 and 2017/2018, allowing services to be provided as required within a fiscally responsible manner.*

**Response:** F1-F8 We will continue working to provide efficient and compassionate medical care for the inmates in the jail, and will not be complacent, rather strive for improvement.

This concludes the responses to Fiscal Year 2018-2019 Grand Jury Report: Medical Services at Shasta County Jail "It Works"

Sincerely,

A handwritten signature in black ink that reads "Tom Bosenko". The signature is written in a cursive style with a long horizontal stroke at the top.

Tom Bosenko  
Sheriff-Coroner  
County of Shasta

TMB/ckw