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**NAPA COUNTY GRAND JURY  
2014-2015**

**OCTOBER 7, 2014**

**FINAL REPORT**

**REVIEW OF RESPONSES TO THE  
2013-2014 GRAND JURY REPORTS**



# **REVIEW OF RESPONSES TO THE 2013-2014 GRAND JURY REPORTS**

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# **REVIEW OF RESPONSES TO THE 2013-2014 GRAND JURY REPORTS**

## **I. INTRODUCTION**

### **SUMMARY**

The 2013-2014 Grand Jury issued its Consolidated Final Report on May 16, 2014. The Consolidated Final Report consisted of seven individual Final Reports, which included a Review of Responses to the 2012-2013 Grand Jury Reports. The 2013-2014 Grand Jury made Recommendations in all of its Final Reports except the Review of Responses.

Pursuant to California Penal Code Section 933, elected officials are required to respond within sixty days of a Grand Jury Report and government agencies are required to respond within ninety days. Their Responses must be addressed to the Presiding Judge of the Napa County Superior Court.

During its present term, the 2014-2015 Grand Jury reviewed all the Responses provided by government agencies to the six Reports requested by the 2013-2014 Grand Jury. The 2014-2015 Grand Jury finds that all agencies with the exception of the NVUSD filed timely Responses to the Recommendations of the 2013-2014 Grand Jury. The NVUSD submitted its Response on August 22, 2014.

### **BACKGROUND**

State law requires that at least one agency or official submit a written Response to the Presiding Judge for every Recommendation in a Grand Jury Report. The current Grand Jury must assure that each Response was submitted within the statutory time frame and is otherwise compliant with the requirements of California Penal Code Section 933.

In situations regarding taking oral testimony, such testimony must be in front of a minimum of two Grand Jurors to be validated. Every Recommendation in a Report must be supported by at least one Finding. By adhering to these principles, the objectivity and accuracy of the Report is assured.

Recommendations from Grand Juries often suggest shortcomings or call for changes, and they provide an opportunity for governmental agencies to review their policies and procedures.

## **METHODOLOGY**

The 2014-2015 Grand Jury evaluated Responses to the 2013-2014 Grand Jury's Findings and Recommendations to ensure compliance with the Penal Code Section 933. The following criteria were considered:

1. Was the Response timely received by the Presiding Judge, which is within ninety days for a public agency, and within sixty days for an elected official?
2. If a Respondent stated that a Recommendation had been implemented, did the Respondent provide a summary of the implemented action?
3. If a Respondent stated that a Recommendation was to be implemented, did the Respondent provide a summary of the proposed implementing action, and also the time frame for completing the implementing action?
4. If a Respondent stated that a Recommendation required further analysis or study, did the Respondent provide an explanation of the scope and parameters of the proposed analysis or study, and also provide a time frame for completion of the proposed analysis or study?
5. If a Respondent stated that a Recommendation was not to be implemented on the grounds that it was not warranted or unreasonable, did the Respondent include a reasoned explanation supporting its position?

The 2013-2014 Grand Jury issued forty-seven Recommendations to the affected government agencies listed below.

- Napa County Juvenile Hall Director
- Napa County Transportation & Planning Agency
- American Canyon, Napa, Yountville, St. Helena and Calistoga City Councils
- Napa County Board of Supervisors
- Napa Valley Unified School District (NVUSD)

**A. OBSERVATION**

A breakdown of the action taken by these agencies is provided.

1. Napa County Juvenile Hall Annual Review  
2 - Recommendations :  
    Will be implemented - 1  
    Not Implemented - 1
2. Napa County Transportation & Planning Agency  
16 – Recommendations:  
    Implemented - 5  
    Will be Implemented - 7  
    Further Study Required - 1  
    Not Implemented - 3
3. A Review of Public Employee Retirement Benefits for each County Jurisdiction  
2 – Recommendations:  
    Not Implemented - 2
4. Veterans Service and Outreach  
5 – Recommendations:  
    Implemented - 0  
    Will be Implemented - 4  
    Further Study Required - 1

5. Forming Partners with the Community Through Youth Sports

17- Recommendations:

Implemented - 2

Will be Implemented -10

Further Study Required - 2

Not Implemented - 3

6. Napa County Jail Annual Review

2 – Recommendations:

Not Implemented - 2

The foregoing report was duly approved by the 2014-2015 Grand Jury at regular session on October 7, 2014.

Ross Workman, Foreperson  
2014-2015 Napa County Grand Jury

## **II. REVIEW OF RESPONSES TO THE 2013 -2014 GRAND JURY REPORT ON THE NAPA COUNTY JUVENILE HALL**

### **A. DISCUSSION**

On February 19, 2014 the 2013-2014 Napa County Grand Jury submitted its Final Report on the Napa County Juvenile Hall (NCJH) Annual Review. The Grand Jury had requested a Response from the Napa County Juvenile Hall Director, but the responsibility of the Juvenile Hall is with the Chief Probation Officer, who provided Responses.

**R1.** The Grand Jury recommends that by the end of FY 2014-2015, all on duty NCJH employees should wear clothing that clearly identifies them as staff.

**Response:** The Recommendation will not be implemented because it is not reasonable. Budget constraints preclude the County from making such a proposal. This would be a meet and confer issue with the union if the County determined uniforms were appropriate.

**R2.** The Grand Jury recommends that by the end of FY 2014-2015 video equipment should be updated to current state-of-the-art standards, and cameras added to the system to ensure that there are no blind spots within the facility or along the perimeter of the yard.

**Response:** The Recommendation will be implemented. Staff has been working with Public Works to upgrade the video system. Cameras will be replaced by the end of FY 2014-2015. Cameras will be installed to cover blind spots within the facility and along the perimeter of the yard within next year.

### **III. REVIEW OF RESPONSES TO THE 2013-2014 GRAND JURY REPORT ON THE NAPA COUNTY TRANSPORTATION & PLANNING AGENCY (NCTPA) WITH THE SUBTITLE VINE: MANAGEMENT & RIDERSHIP FOR THE FUTURE**

#### **A. DISCUSSION**

On March 18, 2014, the 2013-2014 Napa County Grand Jury issued its Final Report on the Review of Responses to the 2013-2014 Report on the Napa County Transportation & Planning Agency (NCTPA) with the subtitle VINE: Management & Ridership for the Future.

The Napa County Transportation & Planning Board of Directors represent the incorporated cities of American Canyon, Calistoga, Napa, St. Helena, Yountville and Napa County. The Grand Jury

initiated an investigation because of low VINE ridership, notwithstanding an investment of \$12.5 million by the Board of Directors for a new Transit Center, new buses, and increased operational costs to support the new buses, routes and schedules.

The funds are a combination of federal and state grants, local jurisdiction fare payments, and Transportation Development Act funds that are generated by a 0.25% sales tax that is controlled by the Metropolitan Transportation Commission.

The Grand Jury's investigation strived to determine what might be done to ensure that Napa County's transit ridership warrants the significant investment and to engage the incorporated cities in maximizing VINE transit services.

The following Recommendations were addressed to the Napa County Transportation & Planning Agency. Responses follow:

**R1.** The Grand Jury recommends that the Board of Directors adopt and follow a capital budget that anticipates maintenance and equipment acquisitions, projects out costs and funding mechanisms and monitors implementation with a consistent progress reporting method. If the Recommendation is not implemented in the current fiscal year, then it should be implemented in FY 2014-2015.

**Response:** This Recommendation has been implemented. Each year as part of the annual budgeting process, the Board approves the capital expenditures for the year. The capital budget is developed from the Short Range Transit Plan, a 10-year plan that also identifies capital needs. The costs to operate and maintain each capital purchase items is included in the 5 year operating budget projections that are provided to the Board quarterly, and in the 10 year budget projections included in the Short Range Transit Plan.

**R2.** The Grand Jury recommends that the Board of Directors evaluate at least annually, with careful prior analysis by staff, any needed major acquisitions such as buses, maintenance yards and fueling

stations. The goal is to achieve the efficient integration of transit operations.

**Response:** This Recommendation has been implemented. As previously stated under our response in Recommendation 1 above, the Board reviews needed major acquisitions as part of the Short Range Plans and as the project is implemented, the capital needs and financing costs will be included in successive budgeting exercises.

**R3.** The Grand Jury recommends the Board of Directors explore ways to improve Napa County Transportation & Planning Agency management retention such as merit pay or other incentives and put in place for the coming fiscal year.

**Response:** This Recommendation requires further analysis. The Napa County Transportation & Planning Agency Board appreciates the Grand Jury's suggestion and will take it under advisement. It should be noted, however, that the agency has been [in] existence since 1998 and has only had four executive directors in its 16-year history.

**R4.** The Grand Jury recommends planning out the use of the \$10 million reserve fund to meet Transit's existing needs over the next 10 years. This includes capital expenses and marketing costs by the beginning of the next fiscal year.

**Response:** The Recommendation has been implemented. The agency has planned out its capital and operating needs over the next 10 years and it is included in the Short Range Transit Plan. The Short Range Transit Plan is updated every 4 to 5 years; however, every two years Napa County Transportation Agency produces a "mini" Short Range Transit Plan that includes updates to its capital and operating programs as mandated by the Metropolitan Transportation Commission.

**R5.** Napa County should consistently utilize the Napa County Short Range Transit Plan FY 2013-2022 (June 2013) for guidance in the sustainable operation of the Napa Transit System with timely progress reports to the Board of Directors put in place by June 2014.

**Response:** The Recommendation has been implemented. The Short Range Transit Plan is referred to frequently in both setting the groundwork for operations and for the annual development of the operating and capital budget. In conjunction with the budget process, Napa County Transit & Planning Agency staff develops, and the Board adopts, an overall work plan which establishes the number of staff hours required to complete various tasks and projects over the course of the year.

The Board receives quarterly updates on the budget, quarterly updates on transit operations and performance ( more frequently as needed), and semi-annually overall plan updates.

**R6.** Napa County should develop financial, qualitative and quantitative reporting metrics that will identify problems in standards of system performance so operation corrections can be made through adaptive management actions, with appropriate metrics in place by the end of the current fiscal year.

**Response:** This Recommendation has been implemented. Service Policies and performance metrics are adopted by the Board and are summarized in Napa County Transportation & Planning's Short Range Transit Plans. The most recent Service Policies were adopted in March 2013. The Board also received five-year financial projections quarterly.

**R7.** Napa County Transportation & Planning Agency should install at a minimum, temporary signage as soon as possible for the new Transit Center that can be seen from Soscol Avenue and install a complete and consistent branding and marketing signage system for the center, buses and bus shelters within 90 days of this report.

**Response:** This Recommendation will not be implemented because it is not warranted and is not reasonable. As previously discussed, the building signage was part of the original SGTC contract but other building signs produced by the subcontractor were substandard.

Consequently, Napa County Transportation & Planning Agency cancelled the contract and solicited a sign contractor elsewhere.

Napa County Transportation & Planning Agency is currently evaluating three quotes. Each of the quotes is deficient in some way and we are unable to proceed until the issues are resolved. Temporary signage would require that we work with the city planning staff on alternate signage design, and release another RFP, which would create unnecessary delay, inefficiencies and costs.

**R8.** Napa County Transportation & Planning Agency should implement within the current fiscal year a coordinated VINE marketing strategy with each Napa County jurisdiction so that Napa County Transportation and Planning's transit services are readily available and consistently communicated across all public, community and visitor websites.

**Response:** This Recommendation will be implemented within 90 days. Napa County Transportation & Planning will work with the jurisdictions and sited and request that information about the VINE and its ancillary services are consistently communicated. It should be noted that Napa County Transportation & Planning Agency has no authority to demand that Napa's jurisdictions or its visitor sites comply with this request.

**R9.** The Grand Jury recommends Napa County Transportation & Planning Agency contract with an agency with transit expertise to develop and implement appropriate marketing efforts to targeted ridership populations and major employers that will drive awareness of all VINE services and improve ridership within the current year and for the future fiscal year.

**Response:** This Recommendation will not be implemented because it is not warranted and is not reasonable. Most transit operators spend approximately 1% of its budget on marketing. The Napa County Transportation & Planning Board allocates roughly 2% of the VINE budget on marketing. The Napa County Transportation & Planning Agency Board is pleased with the marketing effort and acknowledges

that professional support could enhance the marketing materials but is concerned that an advertising professional would consume a significant share of the agency's annual budget for marketing.

**R10.** Napa County Transportation & Planning Agency should explore, adopt and apply sustainability design tools such as Transit-Oriented Development to determine ideal alterations to transit services within the 2014 calendar year.

**Response:** This Recommendation will not be implemented because it is not warranted and is not reasonable. Napa County Transportation & Planning Agency personnel take courses and attend conferences regularly to learn about new trends and technologies in transit. Professionals in the field of transit in rural and suburban areas are often consulted in order to ensure that Napa County Transportation & Planning Agency transit services are utilizing the most up to date technologies and employing state of the art practices.

Transit-Oriented Development's are neighborhoods that are designed by cities and towns. There are times that a transit partner may participate if development occurs on a property owned by that transit operator but transit operators rarely initiate such developments.

The following Recommendation was addressed to the incorporated cities of American Canyon, Calistoga, Napa, St. Helena, and Yountville. Responses follow:

**R11.** Napa County Transportation & Planning Agency should implement within the current fiscal year a coordinated VINE marketing strategy with each Napa County jurisdiction so that Napa County Transportation & Planning Agency's transit services are readily available and consistently communicated across all public, community and visitor websites.

**Response from the City of American Canyon:** The City of American Canyon supports this Recommendation and stands ready to work with Napa County Transportation & Planning Agency to bolster our current marketing efforts to encourage ridership. We are currently

working on a website update and will work with Napa County Transportation & Planning Agency staff to ensure our website provides consistent and clear information about the VINE. The City of American Canyon also routinely conducts community outreach on a variety of topics and will include marketing information about the VINE in the coming months.

**Response from the City of Calistoga:** The Calistoga City Council will direct staff to work with the Napa County Transportation & Planning Agency and other jurisdictions as they develop further marketing strategies so that all Napa County Transportation & Planning Agency's transit services are readily available and consistently communicated across all potential users. This will include placing information on the City's website once the information is developed.

**Response from the City of Napa:** This Recommendation will be implemented by the City of Napa by using its existing website to provide a permanent link to an appropriate website or webpage that provides user information on VINE Services. A permanent link will be created by the end of Fiscal Year June 30, 2014. In addition, the City will regularly post on its website topical and timely information provided by the Napa County Transportation & Planning about VINE services that is pertinent to City of Napa residents and businesses.

These postings will begin July 1, 2014 and continue indefinitely. The selection of items to be posted, the frequency and duration of the posting and the editing of those items will be at the sole discretion of the City of Napa. The City will provide this outreach assistance at no charge to Napa County Transportation & Planning Agency.

**Response from the City of St. Helena:** The City of St. Helena supports this Recommendation and will coordinate efforts with Napa County Transportation & Planning Agency to improve and increase our current marketing efforts to encourage ridership. We plan to start implementation of the following efforts within thirty days: City staff will communicate with Napa County Transportation & Planning Agency staff to integrate an appropriate link on the City website

[www.ci.st-helena.ca.us](http://www.ci.st-helena.ca.us) as provided by Napa County Transportation & Planning Agency. City staff will further evaluate other means of reaching out to the community with such information being included in the water bill, e-news broadcast and posting at public facilities.

**Response from the City of Yountville:** This Recommendation can be implemented within sixty (60) days. Town staff will communicate with Napa County Transportation & Planning Agency staff to integrate an appropriate link on the Town website [www.townofyountville.com](http://www.townofyountville.com) as provided by Napa County Transportation & Planning Agency. Town staff will further evaluate the ability to add a narrative content page on our site about local transportation alternatives.

#### **IV. REVIEW OF THE RESPONSES TO THE 2013-2014 GRAND JURY REPORT ON PUBLIC EMPLOYEE RETIREMENT BENEFITS FOR EACH NAPA COUNTY JURISDICTION**

##### **A. DISCUSSION**

The 2013-2014 Grand Jury issued its Final Report entitled A Review of Public Employee Retirement Benefits for Each County Jurisdiction on April 3, 2014. The topic under investigation was the status of the county's retirement benefit funding levels. The purpose was to provide clarity of the public pension and other post-employment benefits (OPEB) funding liabilities in the county's jurisdictions.

Seven Findings were presented by the Grand Jury. They indicate that no jurisdiction is facing imminent fiscal crisis due to pension fund liabilities but some jurisdictions are in better shape than others. The Grand Jury also found that all jurisdictions had introduced employee sharing of pension costs, although some only applied to future employees, and that most jurisdictions are trying to achieve full funding of their OPEB liability before 2014, which follows the 30-

year amortization rate recommended by the Government Finance Officers Association in March 2013.

Two Recommendations were made by the 2013-2014 Grand Jury to the County Board of Supervisors as well as the cities of American Canyon, Calistoga, Napa, St. Helena and Yountville.

**R1.** Napa County Board of Supervisors and the incorporated Napa Jurisdictions form a pension/OPEB committee with appropriate financial and human resource management to establish a communication process and a planning best practices platform to share insights and collaborate on strategies for addressing and managing pension/OPEB funding.

**Response from the Napa County Board of Supervisors:** The Recommendation will not be implemented because it is impractical with regard to pension and OPEB funding do to the unique obligations and circumstances of each agency. While the Board acknowledges the benefits of collaborating with other public agencies in the County, varying budget circumstances, employee bargaining groups, and other factors make the development of common strategies difficult if not impossible.

**Response from American Canyon:** The City of American Canyon wholeheartedly agrees that the more information we share with our peers about best practices and issues related to pension and OPEB funding, the more insight we can gain and the better we can plan for the future. However, we believe the sharing of information is already well developed and forming a committee locally would be duplicative of other statewide and regional efforts already in place.

**Response from Calistoga:** Each jurisdiction has vastly different circumstances and different options available for managing pension and OPEB funding. What may be a best fit for one agency will not necessarily be the best fit for another. For example, Calistoga has ten retirees in total, while City of Napa has hundreds. That being said, there could be some value in meeting together to discuss pension

funding and managing the pension and OPEB liabilities, but the best options for each agency may be very different.

**Response from Napa:** This Recommendation will not be implemented because it is not warranted. Each jurisdiction has vastly different circumstances and different options available for managing pension and OPEB funding. What may be a solution for one agency will not necessarily be the best fit for another. However, we believe that there is still value in meeting together to discuss pension-funding strategies and managing the pension and OPEB liabilities.

**Response from St. Helena:** Each jurisdiction in Napa County independently has labor unions with existing contracts, which carry an obligation to fulfill. Our fiscal situations are different as well, and it would not be possible for all jurisdictions in the county to be consistent in the provision of retirement and OPEB benefits.

In addition, St. Helena is unique in the fact that it doesn't provide OPEB. However, the City of St. Helena agrees that the collaboration to share best practices and pension information between Napa County Board of Supervisors and the incorporated Napa jurisdictions could potentially be beneficial not only to the jurisdictions but to the public perception as well.

**Response from Yountville:** Our fiscal situations are different, as are our labor contracts, and it would not be possible for all jurisdictions in the County to be consistent in the provision retirement and OPEB benefits.

The Town of Yountville wholeheartedly agrees that the more information we share with our peers about best practices and issues related to pension an OPEB funding, the more insight we gain and the better we can plan for the future.

**R2.** Napa County Board of Supervisors and the incorporated Napa jurisdictions through the pension/OPEB committee, issue an Annual Report that summarizes each entity's pension/OPEB funding status at the end of each fiscal year.

**Response from the Napa County Board of Supervisors:** The Recommendation will not be implemented. Each year the County receives an actuarial report from CalPERS summarizing its funding status. In addition, the County's consultant prepares regular projections, which assist staff in making recommendations regarding the funding of both pension and OPEB during the budget process. Finally, the Auditor-Controller prepares and issues the Comprehensive Annual Financial Report (CAFR) in December of each for the prior fiscal year. The report includes the funding status of both pension and OPEB.

**Response from American Canyon:** Every year, each jurisdiction is required to contract with independent auditors and complete a thorough audit of the agency's financial position. A major component of this audit is an analysis of pension and OPEB liabilities and details of review can be found in each jurisdiction's annual audit report. This audit is updated and available to the public annually.

**Response from Calistoga:** All agencies are issued an actuarial report from CalPERS on an annual basis, and are required to have an actuarial valuation performed on the OPEB liability every 2-3 years, depending on the agency size. All of these reports are public information. Also, the comprehensive annual financial report (CAFR) is prepared by the city auditor each year. This is presented at public meetings and posted on our web site.

**Response from Napa:** This Recommendation will not be implemented because it is not warranted. All agencies are issued and actuarial report from CalPERS on an annual basis, and are required to have an actuarial valuation performed on the OPEB liability every 2-3 years, depending on the agency size. All of these reports are public information and most are available on each agency's web site.

**Response from St. Helena:** The City of St. Helena contracts with an independent auditor to perform an annual financial report, in which an analysis of pension and OPEB liabilities are included. CalPERS issue

an actuarial report on an annual basis, which is factored in the Annual Audit Report. These documents are available to the public.

**Response from Yountville:** Every year, each jurisdiction is required to contract with independent auditors a complete and thorough audit of the agency's financial position. A major component of this audit is an analysis of pension and OPEB liabilities. Details of the review are in each jurisdiction's annual audit report.

The Town of Yountville's most recent audit, which is available on the Town's website, includes several pages of information about our funding status. The audit is made available to the public annually.

## **V. REVIEW OF RESPONSES TO THE 2013-2014 GRAND JURY REPORT ON THE VETERANS SERVICE AND OUTREACH: COUNTY VETERANS SERVICE OFFICE**

### **A. DISCUSSION**

On April 22, 2014, the 2013-2014 Napa County Grand Jury issued its Final Report on the Veterans Service and Outreach.

The Napa County Veterans Service Office (CVSO) serves approximately 11,400 veterans with respect to filing claims for benefits with the U.S. Department of Veterans Affairs (VA). However, it takes too long for veterans seeking benefits to obtain assistance and the outreach by the CVSO in recent years has been marginal at best due to inadequate staffing.

The following Recommendations were addressed to the Napa County Board of Supervisors. Responses follow:

**R1.** The CVSO should set a goal of scheduling a meeting with a veteran within a two-week period.

**Response:** The Recommendation has not yet been implemented, but will be implemented in the future. With the addition of a new Veterans Representative staff person, the CVSO anticipates being able to reach this goal within one year (no later than April 2015).

**R2.** The Napa CVSO should develop an outreach program that ensures that veterans in Napa County are fully aware of its services, including that it will make home visits.

**Response:** The Recommendation has not yet been implemented, but will be implemented in the future. The Veterans Service Office (VSO) had previously done only limited outreach, due to low staffing levels. With the new Veterans Representative hired, the VSO will more frequently attend events and arrange presentations throughout Napa Valley. In addition to outreach, the VSO anticipates being more available to perform home visits as the Veterans Representative takes on an increasing workload over the next year.

**R3.** The Napa CVSO should report annually, in writing, to the Board of Supervisors on the effectiveness of its outreach programs, including not just what it has done but what in its assessment, should be done.

**Response:** The Recommendation has not yet been implemented, but will be implemented in the future. The VSO will: Track outreach activities and claims activity starting with Fiscal Year 2014-2015; assess effectiveness and seek opportunities to increase outreach; and report these findings to the Board of Supervisors annually beginning in November 2015. This will be tied to coincide with Veteran's Day.

**R4.** Napa County should implement changes to its website that facilitate the finding of veteran services on its website.

**Response:** This Recommendation requires further analysis. Using the search feature on the County of Napa's website will take users directly to Veterans Services information and contacts. Also, there may be additional changes to information or links on the website that would assist users. The County's website is under continual review for possible improvements. The Webmaster and CVSO staff will

review the information and evaluate whether additional changes should be made.

**R5.** The Napa CVSO should make available a Veteran Identification Card for Napa County Veterans to enable veterans to receive additional benefits from Napa County businesses with special benefits to veterans.

**Response:** The Recommendation has not yet been implemented, but will be implemented in the future. Equipment to make Veteran Identification Cards has been ordered and received, and staff is currently designing the identification card. Staff is also communicating with the local Chamber of Commerce to identify the most effective way to encourage businesses to offer veteran benefits and communicate the availability of these benefits to patrons with a Veteran ID Card or other military identification.

Staff expects to start advertising the availability of these cards no later than September 2014, with a “soft roll out” starting in July for veterans who are already at our office for other services.

## **B. COMMENT**

Notwithstanding understaffing of the CVSO at the time of the Report, that entity had a high grant rate of 98% and achieved record benefit results in fiscal year 2012-2013. It is foreseeable that proper staffing and outreach will result in benefits for a larger number of veterans. Responses from the Napa County Board of Supervisors to the Report are encouraging with respect to veterans.

## **VI. REVIEW OF THE RESPONSES TO THE 2013-2014 GRAND JURY REPORT ON FORMING PARTNERS WITH THE COMMUNITY THROUGH YOUTH SPORTS - “PUTTING KIDS FIRST”**

### **A. DISCUSSION**

On April 22, 2014, the 2013-2014 Grand Jury issued its Final Report entitled Forming Partners With the Community Through Youth Sports – “Putting Kids First.” The topic under investigation in the Report focused on management and operation of the Joint Field Use Agreement between Napa Valley Unified School District (NVUSD) and the Non-profit Youth Sports Organizations (NYSO) in the City of Napa.

A majority of the Findings and Recommendations in the Report deal mainly with NVUSD. However, the City of Napa’s Parks and Recreation Department’s role in the funding for field maintenance was also examined. Several members of the City of Napa staff were interviewed.

The following Recommendations were addressed to the Napa City Council. Responses follow:

**R1.** That the Superintendent of the NVUSD and the City of Napa Parks and Recreation Department re-establish within the next six months a new Joint Use Agreement for Maintenance of School Sports Fields for School and Community.

**Response:** The City stated that this Recommendation has not yet been implemented, but will be implemented within the statutory six months time frame. The City of Napa Parks and Recreation Department and the NVUSD have met and initiated discussions regarding the development of a new Joint Use Agreement for Field Maintenance.

**R14.** That the City of Napa and the NVUSD continue to collaborate in the development of more playing fields on city-owned land for community use such as Kennedy Park.

**Response:** The City of Napa stated that this Recommendation has not yet been implemented, but will be in the near future with the development of a Master Plan at Kennedy Park. The City stated that they are in the process of contracting with a firm that will develop a Master Plan within the next seven months.

**R17.** That the Parks and Recreation Department resume the responsibility for collecting field use fees from the NVUSD as it did prior to 2007.

**Response:** This Recommendation will not be implemented because it is unwarranted. The NVUSD currently schedules the use of the fields directly with the NYSO, and accordingly should collect fees associated with the scheduled use. The fees are intended to be used for field maintenance activities by the NVUSD, so there would be no merit from the City collecting fees associated with a schedule developed by the NVUSD and subsequently forwarding fees to the NVUSD.

The City of Napa stated there were no financial impacts from Recommendations R1, R14 and R17.

The following Recommendations were addressed by the NVUSD. Responses follow:

**R1.** That the Superintendent of NVUSD and the City of Napa Parks and Recreation Department re-establish within six months a new Joint Use Agreement for Maintenance of School Sports Fields for Community Use.

**Response:** NVUSD agrees to implement this Recommendation within the statutory time frame of six months. Representatives from NVUSD and the City of Napa have met to discuss the details of a new Joint Use Agreement.

**R2.** That the Director of Maintenance and Construction develop a more consistent maintenance program to ensure the playing fields at all schools are maintained in a safe, playable condition.

**Response:** NVUSD agrees to implement this Recommendation. NVUSD has put in place a scheduled maintenance program that distributes the workload equitably between all elementary, middle and high schools.

**R3.** That the Assistant Superintendent of Business Services develops written procedures for the enrollment of all non-profit youth sports leagues to ensure consistent tracking of applications, payments, billing and usage.

**Response:** NVUSD agrees to implement this Recommendation by January 2015 with a new written procedure document that can be used for the identification of all non-profit user groups.

**R4.** That the Assistant Superintendent of Business Services prepare quarterly financial reports for the Youth Sports Council Meetings detailing current revenues and expenses in the Napa Youth Sports League account.

**Response:** NVUSD agrees to implement this Recommendation. NVUSD will make these reports available for public view by the 15<sup>th</sup> day following each fiscal quarter.

**R5.** That the Director of General Services and Facilities implement within the next six months, a computerized system for the reservation of playing fields.

**Response:** NVUSD agrees to implement this Recommendation within the time frame through the use of the current “School Dude Facilities Direct” software program for field and facilities reservations.

**R6.** That the Director of General Services and Facilities adopt a lottery or similar system to assign playing fields that would replace the current “historic” system.

**Response:** NVUSD will not implement this Recommendation because the School District is hesitant to support a lottery system where groups will be denied access based on a random selection process.

**R7.** That the Assistant Superintendent of Business Services immediately allow the use of credit cards for the payment of field use fees to ensure more efficient tracking of funds and team payments.

**Response:** NVUSD says that this Recommendation requires further analysis and study. Currently, funds deposited for field use are sent directly to the County Treasurer where the District manages most cash assets. The use of a credit card service would require the establishment of a stand-alone bank account.

**R8.** That the Assistant Superintendent of Business Services establish, in the next six months, stricter enforcement policies for the non-payment of field use fees.

**Response:** NVUSD will develop a non-payment enforcement policy within the next six months and include said language in the newly developed Joint Use Agreement with the City of Napa.

**R9.** That the Director of Maintenance and Construction, in conjunction with the principals at each elementary school site, place at the entrance of each playing field updated, highly visible signage stating that a use permit for organized sports is required to use the field.

**Response:** NVUSD will not implement this Recommendation because it is unwarranted. Current facility design and the spirit of the Civic Center Act limit NVUSD’s control of open campus access from organized public use of the facilities. NVUSD will continue to

enforce permitted use of the facilities through the reservation process and District Staffing.

**R10.** That the Director of Maintenance and Construction establish procedures that expedite and track emergency work order requests within the web-based, electronic “School Dude” system.

**Response:** NVUSD supports the expedition and tracking of emergency work order requests, but the School District did not specify a time frame for implementing this Recommendation nor did they provide a summary of how it would integrate the new procedures within the web-based, electronic “School Dude” system

**R11.** That the Director of General Services and Facilities within the next six months create a computerized, online Facilities Use Application form designed for the exclusive reservations of playing fields.

**Response:** NVUSD states that this Recommendation requires further analysis and study. NVUSD indicated that its staff would be working on developing a program for internal use over the next few months. A completely automated online system, whether it is “School Dude,” or another system will require a longer implementation period.

**R12.** That the Director of Maintenance and Construction continue to research and apply the most effective methods of controlling gopher infestation observed at many of the fields.

**Response:** NVUSD agrees to implement this Recommendation but it does not specify which type of new management techniques it intends to use to control the gopher infestation.

**R13.** That the Superintendent of Schools and the Director of General Services and Facilities establish written guidelines for the public posting of Youth Sports Council meetings, agendas and minutes.

**Response:** NVUSD will not implement this Recommendation because it is not warranted. NVUSD feels that the Youth Sports

Council is most effective if it remains an autonomous organization, outside the direct supervision and control of either NVUSD or the City of Napa.

**R15.** That the Assistant Superintendent of Business Services implement and maintain a new financial software system for accounting services within the NVUSD to include the Napa Youth Sports League account.

**Response:** NVUSD has implemented this Recommendation effective July 1, 2014.

**R16.** That the NVUSD establish, within the next six months, written policies defining the type of work that can be performed on the fields by volunteers from non-profit sports organizations.

**Response:** NVUSD has implemented this Recommendation. A volunteer site improvement plan is in place that allows for a case –by– case review of all proposed site improvements projects. This includes: scope of the project; scale of the project; staffing impact; and potential liability exposure mitigation by the District.

## **B. OBSERVATIONS**

The Grand Jury requested responses from both NVUSD and the City of Napa. The City of Napa filed timely responses within the ninety-day statutory time frame. NVUSD submitted its Responses on August 22, 2014, thirty days after the statutory time frame of ninety days.

## **VII. REVIEW OF RESPONSES TO THE 2013-2014 GRAND JURY REPORT ON THE NAPA COUNTY JAIL**

### **A. DISCUSSION**

Each Grand Jury is required to issue an Annual Report on the conditions and management of the public prisons within its county (CA Penal Code 919(b)). The 2013-2014 Napa County Grand Jury issued its Final Report on the Napa County Jail (NCJ) on May 13, 2014.

The Napa County Grand Jury inspected the Jail and found it adequately maintained despite the fact that it is approaching four decades of use. The correctional staff that was observed appeared professional in appearance and attitude. The correctional staff noted that the 2011 Public Safety Realignment Act shifted the burden for incarceration, monitoring and rehabilitation of certain felonies to California's counties.

The Napa County Jail facility has adequately handled the additional number of inmates but the addition of more criminally sophisticated felons has impacted the system. A new county jail is in the planning stages with a completion date in 2018. The new jail facility should help ease the problem of overcrowding.

Both the 2006-2007 and the 2010-2011 Grand Juries recommended that the Board of Supervisors (BOS) consider returning the management of the Jail to the Sheriff (Napa is one of two California counties still with a civilian-run jail).

The following two Recommendations were addressed to the Napa County Board of Supervisors. Responses follow:

**R1.** The 2013-2014 Grand Jury has identified three “compelling issues” in favor of returning the management of the Napa County Jail facility to the Napa County Sheriff and requests that the Board of

Supervisors reconsider its prior position on the management structure of the jail.

**Response:** The Recommendation will not be implemented because it is not warranted. The Grand Jury identified three issues in their report: the impact of Realignment; the extreme difficulty in recruiting and retaining quality personnel; and the inadvisability of structuring the system around one extraordinary individual – the Director of Corrections.

The Board of Supervisors acknowledges that the impact of Realignment on operations in the jail has been significant. However, the Board disagrees that returning the management of the jail to the Sheriff's Office is the appropriate response.

Realignment has required all counties to deal with inmates who are incarcerated for longer terms. Regardless of whether the jail is operated by the Sheriff or under the Board of Supervisors authority, the impact of Realignment will continue to challenge jails and change the way counties deal with their local corrections issues. In Napa County, the Correctional Officers are trained to address these changes and are seen as professionals in the field of corrections.

The level of training and education required for correctional officers at Napa County Detention Center (NCDC) is exactly the same as the level of training and education required for correctional deputies who are employed at Sheriff-run jails. Unlike many Sheriff's departments, NCDC Correctional Officers have sought out the position and are not seeking to work a minimum amount of time in the jail before being assigned to patrol functions. Because of this the Board does not believe that shifting management to the Sheriff's Office would result in any tangible benefits.

As to the recruitment and retention issues, the Board of Supervisors does not believe these issues are unique to NCDC. Law enforcement/corrections agencies have been experiencing a downward trend in gaining the interest of well-qualified candidates. Changes in retirement benefits have affected virtually all agencies in the state, and

many agencies continue to deal with budget constraints in this uncertain economic period which has decreased the overall number and quality of candidates looking to move into the field.

Additionally, Realignment funding and subsequent jail construction funding that was made available to increase correctional beds throughout the state has resulted in an increase in recruitments as multiple agencies are attempting to fill similar positions simultaneously.

This year the Board of Supervisors supported legislative efforts (Senate Bill 1406), which was passed and recently signed by the Governor, to allow for enhanced inmate custodial duties for NCDC Correctional Officers. Under SB 1406, correctional officers are given the ability to perform almost all of the functions that correctional deputies are allowed to perform in sheriff-run jails.

Once authorized by a vote of the BOS, this bill comprehensively gives correctional officers authority similar to those previously granted to correctional officers. For example, in the County of Santa Clara this includes serving warrants, court orders, writs, and subpoenas in the detention facility, performing searches, and making arrests within the facility.

Additionally, the bill designates our Correctional Officers as “custodial officers” under the State’s definition, which allows for higher charges against inmates who may assault correctional officers. The BOS believes this improved slate of duties and protections will assist with recruitment and retentions.

Over the last three years, the Director of Corrections has undertaken additional efforts to recruit staff. Correctional officer job postings are now advertised on national websites, and staff has been working to establish protocols regarding recruiting from nearby military bases. There have also been targeted recruitments at local police academies.

It is hoped that with the steps taken by the department to recruit nationally and to access potential candidates from the local military bases, Napa County will see some favorable results.

Finally, the BOS agrees that the current Director of Corrections has been outstanding in helping the County to navigate the historic changes in criminal justice management brought on by the passage of realignment. The Director of Corrections is supported by the Board of Supervisors in his efforts, as well as by colleagues, in every criminal justice agency in the county.

Napa County has a long history of collaborative efforts and while the management of the jail is under the control of the Director of Corrections, he enjoys dedicated partnerships from his peers.

Although not mentioned in the Report, relationships with the Superior Court, District Attorney's Office, Probation Department, Public Defender's Office, Health and Human Services Agency, as well as local law enforcement further support the Director's success. Moving the management of the jail to the Sheriff's Office would not create any substantive advantages over the current model, which is very successful and cost effective.

The Jail and its operations are dependent upon the support and backing of various agencies and personnel. In Napa County, the cooperative relationships ensure that various partners consider the impact of their actions on other members in the criminal justice community. This also explains the level of success seen by the Grand Jury members. NCDC is one portion of the larger criminal Justice system and the Board of Supervisors sees it as an integral part of the overall team.

**R 2.** The Grand Jury requests that the Board of Supervisors implement any changes in management structure by the end of FY 2015-2016.

**Response:** The Recommendation will not be implemented because it is not warranted. Based on the Response to Recommendation No. 1, there is no action warranted in response to Recommendation No. 2.



**NAPA COUNTY GRAND JURY  
2014-2015**

**JANUARY 12, 2015**

**FINAL REPORT**

**NAPA COUNTY JUVENILE HALL  
ANNUAL REVIEW**



## **NAPA COUNTY JUVENILE HALL ANNUAL REVIEW**

### **SUMMARY**

Each year, as mandated by State law, the Napa County Grand Jury must physically inspect all jail and detention facilities within Napa County. The 2014-2015 Grand Jury inspected the Napa County Juvenile Hall (NCJH) on October 27, 2014, and met with senior supervisory staff. At a later date, follow up interviews were conducted with two of the juveniles, along with two counselors. The Grand Jury also interviewed the Napa County Deputy Public Defender who is assigned to cases within the juvenile justice system.

The focus on juvenile detention at NCJH is centered on rehabilitation rather than punishment. NCJH uses a variety of evidence-based programs to achieve this goal, such as the Evening Support Center. Educational and counseling services are also offered the juveniles in an effort to help offset the negative effects of alcohol and drug abuse. Mental health counseling is available as well to help the juveniles take responsibility for their own behavior.

Visitation rights are limited to family members over the age of 18. However, the Court or Probation Officer can grant special authorization to allow visitation for siblings under the age of 18. Juveniles are afforded the opportunity to file grievances against other juveniles or counselors.

A nurse is present on a daily basis and also available on-call 24 hours to accommodate the medical needs requested by the juveniles. Exercise for all juveniles is part of the daily routine at NCJH. The supervisory staff and counselors are required by state law to complete training classes every year as a requirement for employment.

Security is a high priority at NCJH with a central control room that monitors all movement within the building and along the perimeter of the exercise yard. The Grand Jury would like the Chief Probation Officer to re-visit the Recommendations by the 2013-2014 Grand Jury that address the updating of video equipment in the Juvenile Hall facility. Overall, the Grand Jury found the NCJH to be a secure, well maintained, and professionally operated facility.

## **II. BACKGROUND**

Juvenile Detention centers in California are required to adhere to mandated standards, rules and regulations under Title 15 and Title 24 of the California Code of Regulations. Every two years, the Board of State and Community Corrections reviews/inspects the Juvenile Hall to make sure the standards are being met. Each year, the Juvenile Justice Commission, a mandated county commission, conducts a thorough and comprehensive inspection of the Napa County Juvenile Hall facility.

In 2004, a new Juvenile Hall was built adjacent to the Napa County Department of Health and Human Services facility on Old Sonoma Road in the City of Napa. The new juvenile detention and rehabilitation center is administered by the Napa County Probation Department. The Chief Probation Officer is responsible for the overall operation of the Juvenile Hall, which is managed by a Superintendent and Assistant Superintendent.

NCJH currently employs 27 full time counselors with one Spanish bilingual staff per shift, all of which are classified as peace officers. NCJH also employs 16 extra-help staff to assist the counselors. The ideal ratio of staff to juveniles for supervision is one to 10. However, this ratio may fluctuate depending upon the number of juveniles under supervision. The staff does not carry weapons or pepper spray within the facility.

The maximum capacity of NCJH is 60 youths although the Probation Department has limited the facility to 50. The population fluctuates with an average being 25 juveniles per day. The average population for the month of November 2014 was 21. The Assistant Superintendent told the Grand Jury that a gradual downward trend in the facility's population has been evident since 2004.

The average age of the juveniles is between 15 and 17 years old, with more males than females. However, the Grand Jury was told by the Chief Probation Officer that juveniles as young as 11 have been incarcerated. The length of stay for juveniles in the Juvenile Hall ranges from a few weeks to several months depending on their status and the charges against them. NCJH is a locked, secure, 24-hour facility.

Upon intake, all juveniles undergo comprehensive medical and mental health screenings, after which they are classified according to their arrest status and housed on an appropriate unit. There are two housing units in the Juvenile Hall. The Merit Unit houses females and/or male juveniles with less serious charges. The Prospect Unit houses the older male juveniles. In addition to the rooms on each unit, there is a TV, a dining area, showers, interview areas and two telephones accessible to the juveniles.

NCJH mission is to provide custody, counseling, medical care, and guidance to delinquent and custodial children in a variety of short and medium term programs. In recognition of its outstanding programs, the American Probation and Parole Association awarded Napa County Probation Department the American Probation “Presidents Award” in 2014.

### **III. METHODOLOGY**

#### **A. Interviews Conducted**

- Napa County Chief Probation Officer
- Assistant Superintendent of Napa County Juvenile Hall
- Two Napa County Juvenile Hall Counselors
- Napa County Deputy Public Defender
- Two Napa County Juvenile Hall Detainees

#### **B. Documents Reviewed**

- NCJH Policy and Procedures Manual
- Nineteen Incident Reports – January 2013 to September 2014
- Grand Jury Reports – 2009 through 2013
- Biennial Inspection of NCJH by Board of State and Community Corrections
- NCJH Grievance Manual
- Juvenile Justice Commission Annual Inspection Report -2014

#### **C. Napa County Juvenile Facility Inspection**

- Holding Cells
- Restrooms and shower area
- Visitation Area
- Control Room
- Classrooms
- Dining Area
- Exercise yard
- Library

## **IV. DISCUSSION**

### **A. Rehabilitation vs. Punishment**

The Chief Probation Officer of NCJH told the Grand Jury that the primary goal of the staff at NCJH is to focus on rehabilitating troubled juveniles rather than on punishing them for their offenses. The detained juveniles are held accountable for their behavior, but the nature of the detention is more centered on changing their behavior in an effort to reduce the rate of recidivism.

The Assistant Superintendent told the Grand Jury that it is difficult to measure accurately the rate of recidivism because of the complex structure of the reporting agencies. However, the Grand Jury was told that the current average daily population of detained juveniles is the lowest it's been in 10 years.

The Grand Jury was informed during an interview with the Chief Probation Officer that 90% of the detained juveniles return home on probation after an initial detention of one to 10 months. The remaining 10% of the detained juveniles are either placed in residential treatment centers or assigned to Juvenile Camps where they receive treatment for mental health, substance abuse, and behavioral issues.

NCJH uses a variety of evidence-based programs to discourage juveniles from the frequency of coming in contact with the juvenile justice system. The primary goals of the evidence-based programs are to hold juveniles accountable for their behavior while reducing the negative outcomes experienced by those who enter the juvenile justice system. Some of the evidence-based programs include the Evening Support Center, Anger Replacement Therapy, Thinking for Changes and Youth at Risk. Most of the programs in the Hall are provided by volunteer organizations.

### **B. Educational and Counseling Programs**

The Grand Jury verified through interviews and observations that the NCJH educational program offers a clear pathway for all detained juveniles to obtain high school diplomas. The classes are small with students attending classes Monday through Friday. The educational program is coordinated through the Napa County Office of Education.

The Grand Jury further learned that the counseling services provided at NCJH enable juveniles to practice cognitive thinking skills to help them cope with anger management, life skills, and peer resolution.

Juveniles are given one hour of outside exercise activity each day, which is the state mandated minimum time limit. The juveniles told the Grand Jury that sometimes the

exercise activities are limited or too structured, and that they would like to have more free exercise time.

The visitation rights of the juveniles allow two family visits per week but no one under the age of 18 is allowed to visit without prior authorization of the assigned Probation Officer or the Court. Two juveniles, who were interviewed, expressed a desire to visit with their younger siblings but were unaware of the procedure for them to request visits. The juveniles also said they would like their parents to be given written guidelines governing the visitation rights for younger siblings.

### **C. Mental Health Services**

The Grand Jury learned from the Chief Probation Officer that crisis intervention for juveniles with severe mental health issues is available on a 24-hour basis. The Chief Probation Officer of NCJH also told the Grand Jury that more juveniles are now being detained at NCJH for behavioral problems consistent with mental health issues.

### **D. Security**

NCJH has a Control Center that monitors all movement on the exterior and interior of the building. All doors are locked and can only be opened by a staff member in the Control Center. Video cameras are located at strategic locations throughout the facility.

The video feed from the cameras to the screens in the Control Center lacked a clear resolution, making it difficult to clearly identify individuals in the building. The Grand Jury also made note of several blind spots in the exercise yard that were not covered by video cameras. Supervisory staff is aware of these issues.

The 2013-2014 Grand Jury Report included a Recommendation that addressed the outdated and inadequate video/camera system at the NCJH. The Recommendation stated that the video/camera system located within the NCJH facility should be updated within a reasonable time frame with current state-of-the-art equipment.

A second Recommendation by the 2013-2014 Grand Jury stated that additional cameras should be installed at locations in the exercise yard to ensure that there are no blind spots within the facility. The Director of NCJH responded to the Recommendations by stating that by the end of FY 2015 these two Recommendations would be fully implemented.

The tour conducted by the 2014-2015 Grand Jury on October 27, 2014, revealed little or no progress on the implementation of either Recommendation. However, it was noted by a supervisor that the NCJH staff have initiated a process to research the viability of purchasing and installing a new video system consistent with current budget limitations.

A variety of video systems are currently being examined for their compatibility with the existing technology at NCJH.

The Grand Jury was told that the replacement and updating of equipment currently in use at the NCJH would be delayed due to the financial impact of repairing other county buildings caused by the August 24, 2014 earthquake.

### **E. State Mandated Training for Staff**

When hired, Juvenile Hall Counselors complete 40 hours of orientation training. Within their first year of employment, they also must complete five-weeks of Correctional Worker Core Academy (CORE) training certified through the Standards and Trainings of Corrections (STC). In addition, they complete a week of training on powers of arrest pursuant to Penal Code section 832. Extra help Juvenile Hall counselors are not required to complete STC training. However, they are expected to complete the other required training for Napa County Probation personnel.

### **F. Grievance Policy**

Juveniles may file a grievance at any time against another juvenile or a counselor. Most grievances filed by juveniles center around the interpersonal relationships between either another juvenile or a counselor. All grievances are handled confidentially and in a timely manner.

## **V. FINDINGS**

- F1.** The video/camera system at the NCJH is still in need of the technical upgrading that would better identify the individuals on the monitoring screens in the Control Center.
- F2.** Extra surveillance cameras are still needed in the exercise yard area to help eliminate blind spots within the yard and on the perimeter of the facility.
- F3.** Some juveniles at NCJH are unaware of the procedures to arrange for visits by their younger siblings.

## **VI. RECOMMENDATIONS**

- R1.** The Grand Jury recommends that the Chief Probation Officer expedite by the end of FY 2105, the process of purchasing and installing upgraded video equipment in the Control Center consistent with current state-of-the-art equipment.
- R2.** The Grand Jury recommends that the Chief Probation Officer expedite by the end of FY 2015, the process of adding extra cameras in the exercise yard to ensure that there are no blind spots within the facility or along the perimeter of the yard.
- R3.** The Grand Jury recommends that the Chief Probation Officer provide both the parents and the juveniles with a written copy of the guidelines governing the visitation rights of younger siblings and post the guidelines in the visitation area.

## **VII. REQUEST FOR RESPONSES**

Pursuant to Penal Code Section 933.05, the Grand Jury requests Responses as follows:

From the following individuals:

- Chief Probation Officer: **R1, R2, R3**

It is requested that the NCJH Chief Probation Officer certify by signature that the responses conform to the requirements of Penal Code Section 933.05

## **VIII. COMMENDATIONS**

The 2014-2015 Grand Jury commends the Director of NCJH for her leadership role in achieving the nationally recognized American Probation “Presidents Award” in 2014.





**NAPA COUNTY GRAND JURY  
2014-2015**

**MARCH 23, 2015**

**FINAL REPORT**

**HEALTH AND HUMAN SERVICES  
AGENCY  
VAST AND VISIONARY**



# **HEALTH AND HUMAN SERVICES AGENCY**

## **VAST AND VISIONARY**

### **SUMMARY**

The mission of the Grand Jury is to help local government be more efficient and accountable to the residents of Napa County. To accomplish this task, the Grand Jury conducts investigations into local government agencies assuring they are being administered in the best interests of the County's residents. With this charge in mind, the 2014/15 Napa County Grand Jury chose to investigate and report on the Health and Human Services Agency (HHS). Specifically, the Grand Jury examined the ability of such a large agency to function effectively and the extent of services being provided to Up Valley residents (St. Helena and Calistoga).

The investigation involved several interviews with Health and Human Services Agency staff, as well as individuals from nonprofit organizations, email contact with various county staff and a review of numerous contracts and documents and the Napa County Website.

The Grand Jury found that the current director for HHS is responsible for managing a large agency with a vast number of services. Although relatively new to the Agency, he has a vision which seems well received by staff within the Agency as well as community partners. Overall, the Grand Jury was pleased with the services provided by HHS. However, we recognize a need to improve Up Valley services in the area of drug treatment for both youth and adults.

Additionally, the Grand Jury learned that Napa was one of the counties which received funds resulting from the 1998 nationwide lawsuit settlement with the largest tobacco companies in the United States. Napa County currently has \$11,000,000 in their Tobacco Master Settlement Agreement account (MSA). However, the Grand Jury found that applying for MSA Grant funds is burdensome and needs review and adjustment to be more accessible to nonprofits and thereby more beneficial to the community.

### **GLOSSARY**

A&D: Alcohol and Drug Division. A division of the Health and Human Services Agency.

CEDV: Children Exposed to Domestic Violence.

CWS: Child Welfare Services. A division of the Health and Human Services Agency.

HHS: Health and Human Services Agency

Integrated Services: A term defined by the HHS Director as referring to individuals and families receiving services from various parts of Health and Human Services in a seamless fashion to meet all of their needs. Integrated services requires good communication and planning between the different components of the agency to minimize service fragmentation and provide a comprehensive and holistic approach to service delivery in partnership with the community.

LHNC: Live Healthy Napa County

MH: Mental Health Division. A division of the Health and Human Services Agency.

MHSA: Mental Health Services Act.

MSA: Tobacco Master Settlement Agreement.

PEI: Prevention and Early Intervention

SSD: Self Sufficiency Division. A division of the Health and Human Services Agency.

WIA: Welfare Investment Act.

## **BACKGROUND**

The 2010 Census showed Napa County having a total population of 136,484 with the following breakdown of incorporated areas:

Calistoga:	5,155 (Hispanic population: 49.4%)
City of Napa:	76,915 (Hispanic population: 37.6%)
St. Helena:	5,814 (Hispanic population: 32.9%)

The Health and Human Services Agency (HHS) is the largest of the County departments having a total of 12 divisions totaling 457 allocated positions. The

2014/15 annual budget is \$93,090,001 out of the County's final adopted budget for all funds of over \$450 million.

According to the HHSA website, their mission is to foster a partnership of clients, community members, and staff to create leadership, vision, and advocacy for the evolving health and human service needs of the people of Napa County in a manner that:

- Focuses on the strengths of individuals, families and neighborhoods;
- Provides support for the most vulnerable members of our community;
- Honors and enhances the gifts and talents of employees and community members who share this purpose;
- Is ethical, culturally competent, and accountable;
- Effectively integrates the resources of the entire community for the betterment of the whole.

The Director of the Health and Human Services Agency assumed his position in Napa only a little over one year ago, on January 13, 2014, coming from a similar position in a larger county. He is responsible for all 12 divisions under the HHSA umbrella:

- Agency Administration
- Alcohol and Drug
- Child Welfare Services
- Comprehensive Services
- Fiscal
- Health Care Enhancement
- Mental Health
- Operations
- Organizational Resource
- Public Health
- Quality Management

- Self Sufficiency Services

Each of the above divisions is managed by its own Deputy Director. In 2014, HHSA served over 33,000 clients from throughout the Napa Valley.

The Grand Jury was concerned with the ability of one Director to manage such a large agency charged with providing a vast and varied number of services to the community. In the course of our investigation on this issue, the Grand Jury was apprised of two additional issues: the adequacy of County services provided to the Up Valley communities, particularly Calistoga, and the burden on nonprofits in regards to the County's MSA grant process.

A review of the Grand Jury reports over the past few years did not find that an investigation had been conducted regarding the above issues of the HHSA. In 2009/10, the Grand Jury investigated the activities of the Adult Mental Health Emergency Response Center, and in 2010/11, the Grand Jury completed an investigation and report of Child Welfare Services, both of which are divisions of the Health and Human Services Agency. However, those reports were not specifically related to the functionality of the whole agency nor the extent of services provided Up Valley.

The Health and Human Services Agency supplied the Grand Jury with a chart of HHSA services provided to Up Valley residents by its own staff. (This chart is attached hereto for reference and marked Exhibit 1.) The chart shows that the County also has numerous contracts with community nonprofits which provide many necessary services for the health of needy valley residents. For example:

- A contract with Clinic Ole provides indigent medical care with Spanish speaking staff available.
- Care Network and Your Home have a contract with the County that provides Nursing Emergency in-home care for older or disabled adults.
- A contract with Progress Foundation provides intense wraparound services for transition age youth (ages 16 to 24), case management, therapy, and support to locate resources.
- A contract with the Up Valley Family Center allows for a variety of services including application assistance for MediCal, monetary aide, and CalFresh/Food Stamps, as well as mental health information and referrals

offered through the Promotoras Program (bi-lingual community workers trained to provide basic health education) and youth mentoring groups.

- Aldea also has a contract with the County to provide school based alcohol and drug prevention and an early intervention program as well as a contract to provide substance abuse treatment services for youth.

## **METHODOLOGY**

### **Interviews conducted**

- Director of Health and Human Services Agency
- Deputy Director of the Mental Health Division
- Deputy Director of the Alcohol and Drug Division
- Deputy Director of Child Welfare Services
- Deputy Director of the Self Sufficiency Division
- Deputy Director of the Operations Division
- Unit Supervisor II of the Child Welfare Division
- Child Protective Services Worker II of the Child Welfare Division
- Program Manager of the Alcohol and Drug Division
- Mental Health Worker II with the Mental Health Division
- Two nonprofit agencies

### **Documents Reviewed**

- MHSA resolution and 2013/14 Annual Plan
- CEDV Grant
- MSA Grant
- Professional Services Agreements between the County of Napa and the following nonprofits:
  - Aldea Inc. (No. 8198) addressing prevention and early intervention of substance abuse.
  - Aldea Inc. (No. 8207) pertaining to substance abuse treatment for youth.
  - Area Agency on Aging Serving Napa and Solano, Inc. (No. 7543) for outreach and education to older adults and for participation in the Prevention and Early Intervention Collaborative.
  - Barbara McCarrol, PhD (No. 4458) specialized services of an Infant/Child Mental Health Counselor.

- Care Network LLC (No. 7698) for in-home protective services for frail or elderly adults at risk of abuse or neglect.
- Community Health Clinic Ole (No. 3740) for medical services for indigent county residents.
- Lilliput Children’s Services, Inc. (No. 6977) for specialized services relating to administration of the use of Kinship Support Services Programs (KSSP) funding.
- Napa Valley College (No. 8106) for educational training.
- On the Move, Inc. (No. 7785) for employment services for disadvantaged youth.
- Planned Parenthood-Shasta Diablo (No. 4181) for case management services to pregnant and parenting teens.
- Progress Foundation (No. 8145) addressing early intervention and crisis stabilization.
- Progress Foundation (No. 6902) for mental health services for youth.
- Queen of the Valley Medical Center, Inc. pertaining to HIV treatment and services.
- Up Valley Family Resource Centers of Napa County, Inc. (No. 75370) for culturally based group mentoring on site at St. Helena and Calistoga Elementary and Junior/Senior High Schools.
- Your Home Nursing Services, Inc. (No. 4596) for in-home protective services to frail and elderly adults.

### **Websites Reviewed**

- Napa County: [www.countyofnapa.org](http://www.countyofnapa.org)
- Live Healthy Napa County: [www.countyofnapa.org/LHNC/](http://www.countyofnapa.org/LHNC/)
- US. Census 2010: [www.census.gov/](http://www.census.gov/)

## **DISCUSSION**

### **Health and Human Services Agency Challenge**

The vision of the Health and Human Services Agency provides the Director with a broad span of executive authority over separate and distinct divisions and services. The stated overall objective is to run an efficient and integrated operation. Managing such a diverse array of functions requires a clear-eyed and well-coordinated management plan, allowing for significant collaboration of services yet permitting division autonomy.

The Grand Jury is impressed that the Agency seems headed by a motivated and experienced Director. He has a number of ambitious yet cautious goals and objectives. Attached hereto and included in this report as Exhibit 2 is a letter to the Grand Jury from the Director of HHSA with comments on his vision for the Agency.

Positive reports from within the County and without, from supervisors, front line staff and nonprofits, were received in regard to the positive changes in leadership since the arrival of the Director. He was particularly praised for reaching out to and willingness to cooperate with community partners, meeting personally with nonprofit staff, his open-door policy for staff, and his hands-on, get the job done approach.

During the course of its investigation, the Grand Jury identified some areas of concern:

1. The lack of drug treatment located at Up Valley sites for both youth and adults
2. The lack of specificity in HHSA records in order to monitor and evaluate both Up Valley needs and the adequacy of services at Up Valley locations, and
3. The burdensome application process for the MSA Grant

### **Up Valley Resources**

During the Grand Jury investigation, County staff as well as nonprofit agency staff favorably cited Live Healthy Napa County (LHNC), a public-private partnership which brings together health and healthcare organizations, businesses, public safety, education, government and the general public to build strategies with the purpose of creating a healthier Napa County. The LHNC reportedly conducted a community needs assessment of the county to determine if and where disparity of services occurred. The LHNC website noted the assessment consisted of four separate evaluations:

- 1) The Community Themes and Strengths Assessment to provide an understanding of health concerns of the local residents, businesses and neighborhood groups.
- 2) A Local Public Health System Assessment to learn about the capacity and capability of the local public health system.

- 3) The Community Health Status Assessment to provide answers on the health status among residents.
- 4) The Forces of Change Assessment to identify what impending changes will affect the health of community residents.

The assessments were published in 2013 and the website provides additional information on LHNC, the results of their assessments, as well as the Community Health Improvement Plan for 2014 – 2017.

A HHSA staff person advised that the Live Healthy Napa County assessment was the impetus for HHSA deciding to have an adult drug treatment counselor on site in Calistoga to conduct assessment of needs and treatment. The site has been located and submitted to the State for certification. The Grand Jury was advised that certification can be a lengthy process which HHSA has no control over. However, once certification is received, a counselor will be placed in Calistoga and assessments and services provided for adults. Drug and Alcohol Services for youth are contracted out to Aldea, Inc.

The Health and Human Services Agency provided the Grand Jury with a chart entitled HHSA Services Provided Up Valley along with a cover letter indicating the services depicted were those either provided by HHSA staff or by contractors. Although some of the locations listed in the column entitled, “Site” are clearly identified as being Up Valley, Lake County and American Canyon are also noted in addition to locations identified as clients’ “homes and schools,” “throughout the community,” “throughout the county,” and “various location.” Such notations do not necessarily refer to Up Valley sites; therefore, the Grand Jury was not able to assess if HHSA staff and/or contracted nonprofit staff are actually going to appointments Up Valley or if they are asking clients to travel to Napa in order to receive the service. Interviews with nonprofit agencies indicated that the latter is more often the case.

Also of concern are the entries under the column entitled “Frequency of Services.” Several of the notations in this column are “as needed,” “periodically,” “continually,” and “throughout the year.” These notations are vague and do not provide the reader with any clear concept on how often the services are actually provided, or who determines what is “as needed.” Community partners working Up Valley as well as several HHSA staff indicated to the Grand Jury that “as needed” was not often enough, citing particularly the lack of youth drug treatment in Calistoga.

HHSa provided two contracts between the County and Aldea, Inc. A review of both contracts found No. 8198 dealt with implementing substance abuse prevention programs at the middle and high school campuses. These programs include student assessments and referrals for treatment. In contract No. 8207, Aldea agrees to provide a substance abuse **treatment** program for youth.

Grand Jury interviews with HHSa, Alcohol and Drug Division staff as well as staff from a nonprofit advised that drug treatment is not being provided Up Valley. Rather, identified youth are required to travel to Napa to receive such treatment. Although Aldea or HHSa staff may provide clients with a free bus pass to travel from Calistoga to Napa, having a youth who is struggling with addiction issues take this journey on his/her own is risky and does not adequately constitute treatment.

### **Tobacco Master Settlement Agreement (MSA) Grant Challenges**

During the HHSa investigation, the Grand Jury was told that applying for the MSA Grant is overly burdensome to nonprofits who typically operate with relatively limited resources. To learn more about the MSA Grant, the Grand Jury was referred to the Deputy Director of Operations for HHSa who administers the program. He reported the MSA Grant was the result of a lawsuit settlement with the largest tobacco companies in America. The essence of this settlement was that the tobacco companies pay millions of dollars to the states for 20 to 25 years. He advised that the Napa County Board of Supervisors currently holds \$11 million in MSA monies of which \$1 million is awarded annually to Napa Valley nonprofits to be used for the health needs of the Napa Valley community.

In 2006, the HHSa was charged with the responsibility of coming up with a process to disperse fairly the millions of dollars of public money. To do that, the HHSa developed a competitive grant program. The process, set out in some 20 pages of instructions, requires that nonprofits attend a mandatory pre-application conference, and submit a pre-application. If the pre-application is rated one of the top 17 pre-applications, the applicant submits a full application. In the fiscal year 2014-15, there were 26 pre-applications received with 18 invited to submit full applications. Seventeen submitted the full application and 12 of these applicants received funding from the MSA grants. In total, \$954,468 of public funds were awarded to the 12 successful programs. Additionally, contracts for multi-year grants awarded in previous grant cycles received MSA funds in the fiscal year 2014-15.

The pre-applications and full applications are rated by a board comprised of County employees. The Executive Director of the Nonprofit Coalition sits on the rating board but does not vote. The grant applicants must provide evidence based practices to address the interventions as well as a list of outcomes. During the year, the grant awardees must complete three reports and each quarter, the awardee receives payment. There is also an opportunity for multiple year grants. The Deputy Director of Operations for HHSA stated that the grant process is tough but fair, and acknowledged that completing the required criteria is difficult and time consuming. He also acknowledged that a significant amount of county staff time is required to administer the program. Yet, in his view, the requirements as currently developed, allow for the most transparent and fair process as well as being necessary to make sure the beneficiaries of the programs are getting what the public's money is paying for.

In an attempt to lessen the difficult process, the Deputy Director advised that at the end of each grant cycle, a survey is sent to all the parties who have applied asking for suggestions on how the process can be improved. The suggestions from this survey are provided to the Board of Supervisors who have the authority to adopt or reject the suggestions. According to the Deputy Director, in every case the Board has supported the recommended suggestions each year. Other steps taken to lessen the difficulty of the process have included removing the redundancy in the pre-application and application process, providing training for nonprofits and asking them to work with consultants so the applicants can achieve better outcomes. When applicants are not funded, they are provided with explanations as to why not.

The nonprofits reported that they often stretch beyond their capacity in meeting the very real needs of the people they serve. They further reported that most of their resources go to providing the direct services, not to top-heavy administrative positions. They expressed frustration that so many of their limited resources must be directed to raising funds in order to continue providing the needed services. They cited another County grant process, the Prevention and Early Intervention (PEI) grant, as an example of a process they felt was both fair and less burdensome than the MSA, but met the County's concern for accountability.

The Grand Jury is sympathetic to the difficulties nonprofits face in seeking public funds from the County through the MSA grant process. It is also mindful of the County's responsibility to manage the disbursement of millions of dollars of public funds in a fair, careful and transparent manner. It is perhaps time for fresh eyes or an outside consultant to take a look at the MSA process and see if simpler, more streamlined procedures can be fashioned for the applicants and reduce the county administrative time, while meeting the County's accountability concerns.

## **FINDINGS**

- F1.** The Director of the Health and Human Services Agency, while relatively new to the position, receives uniformly high praise both from Agency staff and community partners.
- F2.** The Director's introductory meeting with staff from Up Valley nonprofits was favorably received by the Up Valley Community.
- F3.** The Napa County HHSA provides broad and extensive services under the ultimate managerial responsibility of its Director.
- F4.** The requirements and procedures of the Tobacco Master Settlement Agreement (MSA) grant appear burdensome to nonprofits.
- F5.** HHSA lacks alcohol and drug treatment service located at Up Valley sites for both youth and adults.
- F6.** The site in Calistoga that was selected to accommodate an adult drug counselor is not yet certified by the State.
- F7.** The contract between the County and Aldea, Inc. (No 8207) is not clear as to whether or not the substance abuse treatment services for youth are to be provided at Up Valley sites.
- F8.** From the information provided, HHSA apparently lacks specific measures to determine the adequacy of services provided at Up Valley locations.

## **RECOMMENDATIONS**

- R1.** HHSA Director to meet personally on an annual basis with contracted nonprofits and other community leaders located Up Valley to determine directly whether the needs of the community are being met.
- R2.** By December 31, 2015, HHSA to review the application process for obtaining the MSA grant, and redesign the process for less burdensome completion and administration.
- R3.** By December 31, 2015, HHSA to institute alcohol and drug treatment for adults at a location in Calistoga.
- R4.** By July 1, 2015, HHSA to ascertain from Aldea how they are fulfilling their contractual commitment to provide drug and alcohol treatment to Up Valley

youth at Up Valley locations. HHSA to institute corrective measures if such is not being provided there.

- R5.** By December 31, 2015, HHSA to establish a mechanism for measuring services located Up Valley more often than or more specifically than “as needed.”
- R6.** By December 31, 2015, HHSA to review case reporting information within HHSA Divisions to ascertain the frequency and actual locations where Up Valley services are reportedly being provided.
- R7.** In all future contracts for Up Valley Services, where feasible, HHSA to include requirement that the service be provided at an Up Valley location.
- R8.** HHSA to institute a reporting requirement regarding demographic locations of service for all HHSA Divisions and include in future nonprofit contracts.

## **REQUEST FOR RESPONSES**

Pursuant to California Penal Code section 933.05, the 2014-2015 Grand Jury requests responses as follows:

- Napa County Board of Supervisors: **R1 – R8**

It is requested that the official responding to the foregoing recommendations certify above his or her signature that the response conforms to the requirements of section 933.05 of the Penal Code.

## **COMMENDATION**

The Grand Jury commends the Director for his institution of an integrated services philosophy which has been broadly accepted within HHSA and appears to continue improving the Agency’s functioning and the quality of services it renders to Napa County.

## **APPENDIX**

Exhibit 1: Chart entitled, “HHSA Services Provided Up Valley.”

Exhibit 2: Letter from the Director of HHSA addressed to the Grand Jury.

## **DISCLAIMER**

During the course of its investigation, the Grand Jury received two unrelated complaints regarding specific individuals and practices within the Agency. The complaints were handled internally within the HHSA, separately from the matters covered by this report.

## HHSA Services Provided Up Valley

December 2014

Location	Services	Site	Staff	Frequency of Services
<b>Calistoga:</b>				
1	Adult Mental Health Services: Therapy services for Medi-Cal eligible Spanish-speaking individuals with severe mental illness	Up Valley Family Center (Calistoga)	1 Mental Health System Navigator	As needed
2	Culturally aware mental health outreach, education and service connection	Up Valley Family Center (Calistoga)	1 Mental Health System Navigator	Monthly
3	Women, Infants and Children (WIC) services	Up Valley Family Center (Calistoga)	1 FTE Office Asst. & up to 3 FTE WIC Community Aides or Health Education Specialist	2 <sup>nd</sup> and 4 <sup>th</sup> Mondays
4	Self Sufficiency Services application assistance	Up Valley Family Center (Calistoga)	2 vacant Community Aide positions	Twice per month
5	Kinship Support Services	Up Valley Family Center (Calistoga)	1 FTE Bilingual Community Aide Contracted to Lilliput	Provides Kinship Support Service (KSSP) and, from time to time, arranges to use the Family Centers for groups or activities or as a place to meet with families (if the home is unavailable or inappropriate for some reason)

EXHIBIT 1

6	Calistoga/St. Helena Prevention and Early Intervention (PEI) Project: mental health support and information about mental health and wellness services offered through Promotora program and youth mentoring groups.	Up Valley Family Center (Calistoga) Calistoga elementary, middle and high schools	Contracted to Up Valley Family Center: 2 Promotora coordinators.	As needed
7	MDT's and case plans for specific clients (APS, Family Center, Police & Fire Departments, Rianda House)  Quarterly meetings to coordinate services for seniors in Calistoga (APS, Family Center, Police & Fire Departments, Rianda House, local community members, local church officials)  APS social worker works with first responders, hospitals & others who come into contact with older adults who may be at risk in the up valley community Medi-Cal eligibility	Up Valley Family Center (Calistoga), Rianda House  Up valley area  Up Valley Family Center (Calistoga)	Promotora "mentors" rotate throughout the year  1 FTE  1 FTE  1 FTE bilingual eligibility worker available on drop-in basis	As needed  As needed  As needed  Fridays
8				
9	Public Health: Medical Therapy Program	Calistoga Elementary School, Calistoga Pre-school	PT OT	Monthly
10	Health Care Enrollment Events	American Canyon City Hall	Varies	Varies during Covered California Open Enrollment (Nov. 15-Feb. 15)
11	School-based alcohol and drug prevention and early intervention program	Calistoga High School	Contracted to Aldea, Inc.	Scheduled program
12	Indigent medical care	Calistoga Clinic	Contracted to Community Health Clinic Ole	Continually
13	Assistance to pregnant and parenting teen parents receiving CalWORKS to obtain education, health and social services	Meet with pregnant and parenting teen parents in homes and schools	Contracted to Planned Parenthood	As needed
14	Employment, education and training services to youth enrolled in WIA	Meet with individuals in schools, libraries, coffee shops	Contracted to On the Move	As needed

Lake County:	Employment services (Workforce Investment Act program adult and dislocated case management services, youth services/fiscal administration and technical assistance and One Stop – Career Center)	Lake County One Stop	Staffing provided via contract with MPIC, Inc.	Full Time
1	Women, Infants and Children (WIC) services	First Presbyterian Church of St. Helena	1 FTE OA and 3 FTE Community Aides or Health Education Specialist	2 <sup>nd</sup> Thursday
2	Kinship Support Services	Up Valley Family Center (St. Helena)	Contracted to Lilliput	Provides Kinship Support Service (KSSP) and, from time to time, arranges to use the Family Centers for groups or activities or as a place to meet with families (if the home is unavailable or inappropriate for some reason).
3	St. Helena/Calistoga Prevention and Early Intervention (PEI) Project: mental health support and information about mental health and wellness services offered through Promotora program and youth mentoring	Up Valley Family Center (St. Helena) St. Helena Elementary, RLS Middle School, St. Helena High School	Contracted to Up Valley Family Center. 2 Promotora coordinators Promotora "mentors" rotate throughout the year 1 FTE	As needed
4	APS social worker works with first responders, hospitals & others who come into contact with older adults who may be at risk in the up valley community	Up valley area	Contracted to Area Agency on Aging, which recently sub-contracted with Family Service of Napa Valley	Twice per week
5	Older Adult Prevention and Early Intervention (PEI) Project (Healthy Minds/Healthy Aging): short-term therapy or case management as needed, provider training, community gatekeeper training in Spanish and English	Rianda House	Contracted to Area Agency on Aging, which recently sub-contracted with Family Service of Napa Valley	Twice per week

	Public Health: Medical Therapy Program	St. Helena Elementary	OT, PT	Monthly
6	Public Health: Medical Therapy Program	St. Helena Elementary	OT, PT	Monthly
7	Public Health: Child Health and Disease Prevention	Community Health Clinic Ole		Annually
8	Public Health: Child Health and Disease Prevention	Harvest Pediatrics, Inc.		Annually
9	Health Care Enrollment Events	St. Helena Library	Varies	During Covered California Open Enrollment (Nov. 15-Feb. 15)
10	Indigent medical care	St. Helena Clinic	Contracted to Community Health Clinic Ole	
11	Assistance to pregnant and parenting teen parents receiving CalWORKS to obtain education, health and social services	Meet with pregnant and parenting teen parents in homes and schools	Contracted to Planned Parenthood	As needed
12	WIA education and/or training programs to adult participants enrolled in WIA Adult Program	Napa Valley College St. Helena Campus	Contracted to Napa Valley College	Regularly scheduled classes
13	Employment, education and training services to youth enrolled in WIA	Meet with individuals in schools, libraries, coffee shops	Contracted to On the Move	As needed
<b>Yountville:</b>				
1	Medi-Cal and CMSP eligibility	Veterans Home	1 FTE	2 days/week (rotate staff)
2	Veterans services	Veterans Home	1 FTE	1 day/month
<b>Throughout the County:</b>				
1	Mental Health Adult Full Service Partnership (FSP) Age 26 to 59	Hospitals, clients' homes, in the office, homeless shelter, and throughout the community	3 FTE	As needed
2	Mental health screenings in English and Spanish at community health fairs	Various locations	2 Mental Health System Navigators & 2 MH Worker Aides	Throughout the year

3	<p>Mental Health Children's Full Service Partnership (FSP): (1) provide direct services in clients' homes (for family meetings); (2) meet clients at schools (all or NVUSD/NCOE) for IEP's, and meet with school teachers and officials at schools when issues relate to FSP clients; (3) meet clients in Juvenile Hall (if they are receptive or there is a referral); (4) participate in meetings with clients at Napa Police Department when working with the Youth Diversion Officer; (5) accompany clients and families to Family Centers and other non-profit agencies (Aldea, COPE, NEWS, etc.); (6) accompany clients to community centers (library, parks), Target, etc. if needed for clients' rehab plans; (7) when children/youth are hospitalized in a psychiatric facility, meet with family, client and providers at the hospital.</p>	<p>Various locations throughout the county – Pope Valley, Angwin, Calistoga and American Canyon</p>	<p>5 FTE Children's FSP staff</p>	<p>Intensive services, meeting with families at least 1-3 times per week or as frequent as needed.</p>
4	<p>Strengthening Families at-Risk Program: Support for parents in families at-risk; parenting skills, support groups, brief therapy for parents/couples</p>	<p>Various locations - American Canyon, Napa, St. Helena / Calistoga</p>	<p>Lead Agencies: Aldea, Cope and Family Service of the Napa Valley Cope (lead agency); Family Service of the Napa Valley</p>	<p>As needed</p>
5	<p>Mental Health Children's Services - Foster Care Mental Health Screening</p>	<p>Countywide at foster homes</p>	<p>3 FTE</p>	<p>Continually</p>
6	<p>Adult mental health case management</p>	<p>Various locations throughout the County (clients' homes, board and care homes)</p>	<p>5 FTE</p>	<p>Continually</p>

	Hospital Liaison	Hospitals (including non-contracted hospitals)	1 FTE	As needed
7	Public Health Nursing: Targeted Case Management, Perinatal Outreach and Education, home visits and outreach events	60 days after stay: in clients' homes, Progress Place Throughout the County	5.9 FTE	Daily
8	Public Health Nursing: Targeted Case Management, Perinatal Outreach and Education, home visits and outreach events	Throughout the County	5 FTE	As needed
9	Communicable disease control in-home services	Throughout the County	5 FTE	As needed
10	Immunization clinics: annual influenza clinics and, as needed, other vaccinations (e.g., pertussis)	Sites throughout the County including all of the incorporated cities/town, as well as unincorporated areas such as Angwin and Lake Berryessa	4 FTE core staff + up to 15 additional staff for clinics	Annual and as needed

11	Therapeutic Child Care Center (TCCC) Contracted Psychologist and/or HHSA MFT makes home visit upon initial enrollment of TCCC children	Home visits throughout the County	0.5 FTE	As needed
12	Emergency preparedness trainings	Locations throughout the County including various sites in City of Napa, American Canyon, Yountville and Calistoga	2 FTE	Periodically
13	Medical Therapy Program home visits to assess equipment needs and home accessibility issues and to train location-specific ADL's	Homes throughout the County	6.55 FTE	Periodically
14	Medical Therapy Program school visits to assess and monitor equipment needs and consult with classroom staff; participate in Individualized Education Plan team meetings	Schools throughout the County	5.55 FTE	Periodically

15	In-Home Supportive Services (IHSS)	Throughout the County in homes	6 FTE  all IHSS SW's also see clients up valley.	As needed
16	Adult Protective Services (APS)	Throughout the County in homes or other locations	4 FTE All SW's see clients up valley	As needed
17	Older Adult mental health case management	Throughout the County and out of county in homes or other locations	1 FTE	As needed
18	Older Adult Full Service Partnership (FSP)	Board and Care Homes, IMD's, clients' homes and throughout the County	3 FTE	As needed
19	Older Adult Prevention and Early Intervention (PEI) Project: short-term therapy or case management as needed, provider training, community gatekeeper training in Spanish and English	Queen of the Valley Outreach offices (Napa), Hospice and Adult Day Services (Napa) and various locations throughout the County	3 FTE (Area Agency on Aging contract) plus 2 HHSA contract coordinators	Throughout the year
20	Public Guardian services	Throughout the County and out of county in homes or other locations	3 FTE	As needed

21	Public Health Nursing visits	Throughout the County in homes	Assistant Any of the following staff provide up valley services as needed.  Communicable Disease Public Health Nurses (PHN).  Communicable Disease Investigators (CDI)  Maternal Child and Adolescent Health PHNs.  Community Health Assistants.	As needed
22	Veterans services	Throughout the County in homes	2 FTE Veterans Services Officer Veterans Representative	As needed
23	Core Child Welfare Services: Emergency Response, Family Reunification, Family Maintenance and Permanent Placement, Family Preservation Foster Home Licensing, and Adoption	Throughout the County in homes	CWS cases are not assigned to individual staff geographically; all of the 30 staff members who provide services in the "field" routinely receive	As needed

			<p>Adoption services</p>	<p>Throughout the County in homes (and at 650 Imperial Way, Napa)</p>	<p>cases or referrals involving up valley families; currently, we have 10 children in active cases living up valley and 2 referrals under investigation 4 FTE</p>	<p>As needed</p>
24						
25			<p>Transition Age Youth (TAY) Full Service Partnership (FSP): intense wraparound services for TAY ages 16-24—case management, therapy, support to locate resources</p>	<p>Hospitals, VOICES, clients' homes, and throughout the County</p>	<p>Contracted to Progress Foundation</p>	<p>Throughout the year</p>
26			<p>Car Seat Safety program: car seat check-ups, individual and group education classes and proper car seat installation, outreach events</p>	<p>Throughout the County</p>	<p>Contracted services (however, currently there is no contract in place)</p>	<p>Throughout the year</p>
27			<p>Crisis Triage: adult mental health services for individuals experiencing an emerging mental health crisis. Short-term supportive mental health services for a maximum of 30 days.</p>	<p>New contract; services will be provided in a variety of community based locations</p>	<p>Contracted services: 2 case managers (Family Service of Napa Valley) 3 case managers (Progress Foundation)</p>	<p>Any one of 5 case managers will provide services on continuing basis</p>
28			<p>Children/Family Mental Health Services: Individual or family therapy, rehab, case conferences, case management and collateral services, including accompanying youth to various locations</p>	<p>Schools, Up Valley Family Center</p>	<p>9 case managers 5 FTE Children's FSP staff</p>	<p>As needed</p>

			<p>Children's MH Full Service Partnership</p> <p>Parent Advocate provides 40 hours/ week of parental support</p>	
29	Emergency in-home care for older or disabled adults	Throughout the County based on where client resides	Contracted to Care Network and Your Home Nursing	As needed
30	Ambulance service and EMS specifications	Ambulance response throughout the County	Contracted to American Medical Response West (AMR)	As needed
31	HIV care	Home visits throughout County	Contracted to Care Network/ Queen of the Valley Medical Center	As needed



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Health & Human Services Agency  
Administration Division

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## Grand Jury Inquiry

What we would see in the organization and community if the Health and Human Services Agency (HHS) provided a higher level of integrated neighborhood based services (preliminary thoughts).

- Families receiving services from multiple Divisions will have an opportunity to meet collectively with all of their service providers and develop a unified case plan that meet the family's needs and identify everyone's responsibilities including the family in working on the family's challenges.
- Within the guidelines of categorical funding restrictions, funding will be leveraged so that the funding follows the needs of the family and not the needs of the family being partially met through eligibility to restrictive funding.
- Family and Community voice are genuine partners with the Agency in addressing the overall needs in building healthy families, neighborhoods and communities.
- Baseline data will be gathered at a neighborhood level and will be variables connected to the outcome of the overall health of the neighborhood, including social determinants of health.
- Contracted vendors working in the neighborhoods will be held to outcomes that are based on the determinants of health.
- Integrated teams representing all Divisions will be assigned to geographical areas based on neighborhoods so that relationships with the community can be developed and sustained over time.
- Agency would be developing and utilizing para-professional networks such as promontories, parent partners and community aides. The networks will support a grass roots intervention strategy that supports communities by helping them develop organized and productive community groups through skill building and active participation.

It is important to note that the outcomes highlighted above require a significant paradigm shift of fairly entrenched organizational cultures within the agency. It will require a reorganization and redesign of the Health and Human Services system based on the concept: Systems are designed to produce the outcomes they produce and the only way to change or improve outcomes is by changing the system. It will also require work within the community to provide opportunities for "voice" and involvement. Finally, it will require an ability to use relevant data to inform strategies and to develop measurable outcomes on a neighborhood level.

The work has begun within the organization through such strategies as: Live Healthy Napa County, Collaborative Management, Diversity and Inclusion and Prevention. In addition, through our Mental Health Services Act and through Live Healthy Napa County there are neighborhood based strategies that target community and neighborhood development. Wide spread system and organizational culture change does not happen overnight

(some research indicates 3-5 years) and will require diligence from both the community and agency in continuing to pursue the goal of integration through both setbacks and improvements.

There are many existing strengths within the organization and the community that can be built upon to support the integration of services. In my initial conversations with the community and with internal staff there appears to be a strong desire to improve services and to work collaboratively with each other for the improvement of the issues within the community. The recent earthquake illustrated the resiliency and collective spirit of cooperation within this community and within HHS and highlighted the opportunities that exist to “move the needle” in terms of system and community integration.

Thank you for letting me express my preliminary thoughts on this issue. The work represents evolutionary change and I am sure that some of my initial ideas or thoughts will change as the work progresses.

Director of Napa County Health and Human Services

Member Name  
Member Title

Member Name  
Member Title

Member Name  
Member Title

Member Name  
Member Title



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