



# Superior Court of California County of Colusa

**JEFFREY A. THOMPSON**  
PRESIDING JUDGE

532 Oak Street  
Colusa, CA 95932

**JASON B. GALKIN**  
COURT EXECUTIVE OFFICER  
CLERK OF THE COURT  
JURY COMMISSIONER

**ELIZABETH UFKES OLIVERA**  
ASSISTANT PRESIDING JUDGE

PHONE: 530-458-5149  
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## MEMORANDUM

TO: Governmental Officers and Interested Parties

FROM: Colusa County Grand Jury

SUBJECT: Colusa County Grand Jury 2017-2018 Final Report

DATE: July 2, 2018

Enclosed please find a copy of the 2017-2018 Colusa County Grand Jury Final Report.

A copy of California of California Penal Code Section 933 is attached which provides for comments in response to the Report.



## PENAL CODE - PEN

### **PART 2. OF CRIMINAL PROCEDURE [681 - 1620]** ( *Part 2 enacted 1872. )*

#### **TITLE 4. GRAND JURY PROCEEDINGS [888 - 939.91]** ( *Title 4 repealed and added by Stats. 1959, Ch. 501. )*

#### **CHAPTER 3. Powers and Duties of Grand Jury [914 - 939.91]** ( *Chapter 3 added by Stats. 1959, Ch. 501. )*

#### **ARTICLE 2. Investigation of County, City, and District Affairs [925 - 933.6]** ( *Heading of Article 2 amended by Stats. 1973, Ch. 1036. )*

**933.** (a) Each grand jury shall submit to the presiding judge of the superior court a final report of its findings and recommendations that pertain to county government matters during the fiscal or calendar year. Final reports on any appropriate subject may be submitted to the presiding judge of the superior court at any time during the term of service of a grand jury. A final report may be submitted for comment to responsible officers, agencies, or departments, including the county board of supervisors, when applicable, upon finding of the presiding judge that the report is in compliance with this title. For 45 days after the end of the term, the foreperson and his or her designees shall, upon reasonable notice, be available to clarify the recommendations of the report.

(b) One copy of each final report, together with the responses thereto, found to be in compliance with this title shall be placed on file with the clerk of the court and remain on file in the office of the clerk. The clerk shall immediately forward a true copy of the report and the responses to the State Archivist who shall retain that report and all responses in perpetuity.

(c) No later than 90 days after the grand jury submits a final report on the operations of any public agency subject to its reviewing authority, the governing body of the public agency shall comment to the presiding judge of the superior court on the findings and recommendations pertaining to matters under the control of the governing body, and every elected county officer or agency head for which the grand jury has responsibility pursuant to Section 914.1 shall comment within 60 days to the presiding judge of the superior court, with an information copy sent to the board of supervisors, on the findings and recommendations pertaining to matters under the control of that county officer or agency head and any agency or agencies which that officer or agency head supervises or controls. In any city and county, the mayor shall also comment on the findings and recommendations. All of these comments and reports shall forthwith be submitted to the presiding judge of the superior court who impaneled the grand jury. A copy of all responses to grand jury reports shall be placed on file with the clerk of the public agency and the office of the county clerk, or the mayor when applicable, and shall remain on file in those offices. One copy shall be placed on file with the applicable grand jury final report by, and in the control of the currently impaneled grand jury, where it shall be maintained for a minimum of five years.

(d) As used in this section "agency" includes a department.

(*Amended by Stats. 2002, Ch. 784, Sec. 538. Effective January 1, 2003.*)

# COLUSA COUNTY GRAND JURY

2017-2018

## FINAL REPORT

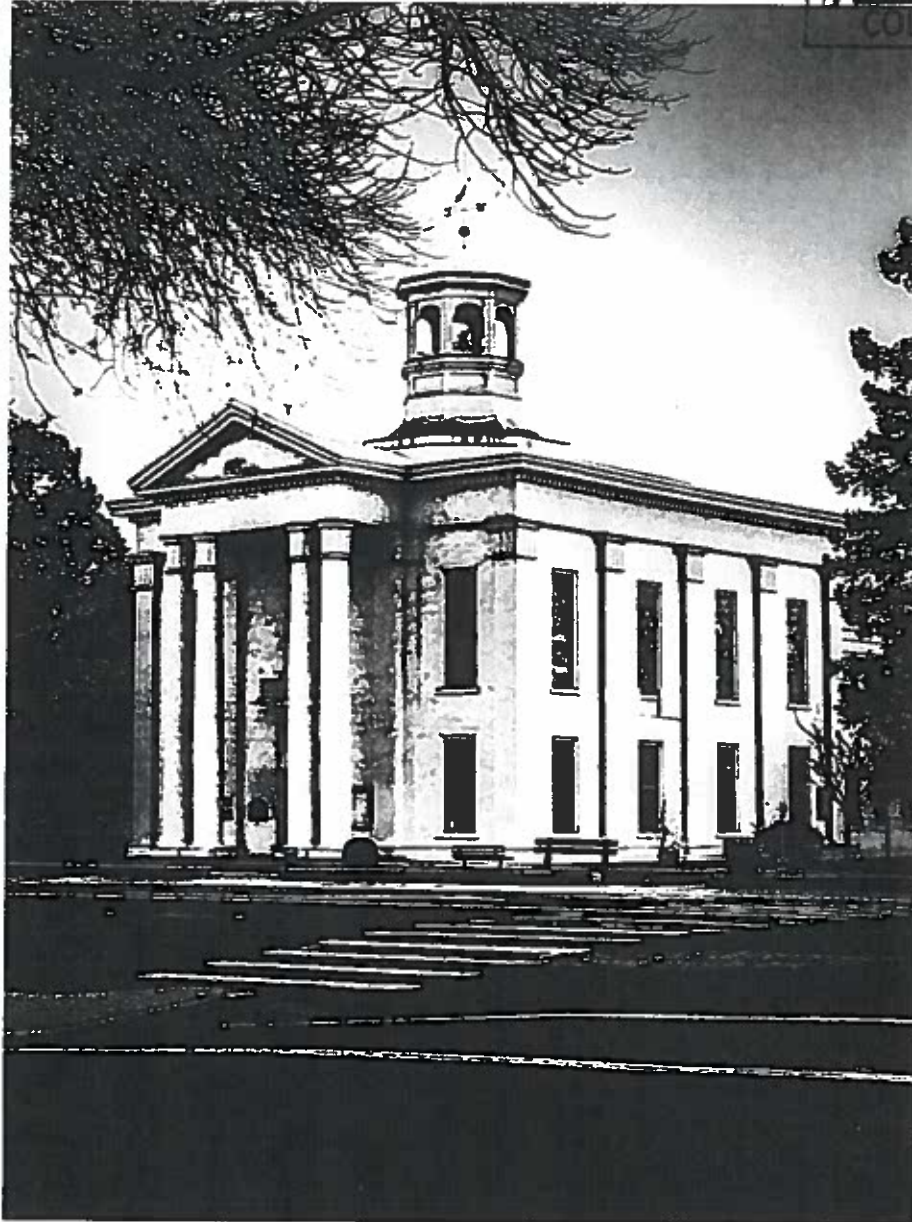


Photo by Neil Cotter

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COUNTY OF COLUSA  
GRAND JURY  
PO Box 715, Colusa, CA 95932



June 13, 2018

Honorable Jeffery Thompson  
Presiding Judge, Superior Court of California  
County of Colusa  
532 Oak Street, Colusa, CA 95932

Dear Judge Thompson:

As foreperson of the 2017-2018 Colusa County Grand Jury, I present you with the jury's final comprehensive report for our term. The report consists of five completed inquiries, ranging from public works projects to cemetery district operations. It is the result of hard labors by the jury. As in any group project there are those who are the driving force, those who participate to the extent possible, and, sadly, those who choose not to put any effort into the jury's duty. Our group was no different, but with that said, the overwhelming majority of the jurors put forth great effort in completing the jury's mission of providing oversight into local government operations.

This year's jury enjoyed the full cooperation from all the public entities that were subject to a Grand Jury inquiry. That included (but is not limited to) the County Administrative Office, the staff of the Sheriff's Department, the Williams Cemetery District and the Probation Department.

In completing this year's report, I wish to commend the jurors who held over from the previous year's term on the Grand Jury, which includes Armando Diaz, William Dogali, and this year's jury Foreperson Pro Tem, Ross Stark. Their experience was especially welcome for the rest of us, who were newcomers to the Grand Jury process. I could not have accomplished my task without the help of Ross Stark, who had been the Foreperson for the prior year's jury, and was a wealth of knowledge to both the jury and myself. For this, I will be forever grateful.

Our committees were chaired by individuals who worked diligently with their committee members to maintain a high level of professionalism. The chairperson of the Editorial committee, Julie Morgan, and her committee members put in countless hours to complete our final report in a timely manner. I thank them all very much.

It has been my honor to be this year's jury Foreperson and witnessing a truly democratic process wherein 19 citizens from all walk of life, with varied backgrounds, come together to scrutinize and report their findings pertaining to their local government. I wish the same success to following juries.

Sincerely,

A handwritten signature in blue ink that reads "Mary Lytle".

Mary Lytle, Foreperson  
2017-2018 Grand Jury

## **GRAND JURY'S OATH**

**"I do solemnly swear (or affirm) that I will support the Constitution of the United States and of the State of California, and all laws made pursuant to and in conformity therewith, will diligently inquire into, and true presentment make, of all public offenses against the people of this State, committed or triable within this county of which the Grand Jury shall have or obtain legal evidence. Further, I will not disclose any evidence brought before the Grand Jury, nor anything which I or any other Grand Juror may say, nor the manner which I or any other Grand Juror may have voted on any matter before the Grand Jury. I will keep the charge that will be given to me by the court."**

**(California Penal Code §911)**

# GRAND JURY MEMBERS

## 2017-2018

### OFFICERS:

Mary Lyttle, Foreperson  
Ross Stark, Foreperson Pro Tem and Audit & Finance Chairperson  
Cynthia Reister, Secretary  
Jeanie Kessinger, City Government Chairperson  
Armando Diaz, County Government Chairperson  
Monica Sankey & William Dogali, Criminal Justice Co-Chairpersons  
Janet Grimmer, Special Districts Chairperson  
Julie Morgan, Editorial Chairperson

### MEMBERS:

Danna Burrious  
Mike Herrick  
Cynthia Jones  
Erica Miles  
Julia Quinteros-Alcaraz  
Terri Rivera  
Loretta Salveson  
Cindy Solis  
Barbara Walker  
Cecil Wellborn

# **WILLIAMS CEMETERY DISTRICT**

## **Gateway to Efficiency in Progress**





# **WILLIAMS CEMETERY DISTRICT**

## **SUMMARY**

The Colusa County Grand Jury - Special Districts Committee reviewed the Williams Cemetery District as numerous improvements have been made in the past ten years. A storage area/office facility with solar panels was built and installed. Trees have been removed, fence panels installed, and an entrance archway designed and installed. Through strategic public donations and a forfeiture of an option to purchase property, the Williams Cemetery District has improved their facility, grounds and quality of equipment.

## **BACKGROUND**

The 2007-2008 Grand Jury determined that the Williams Cemetery District was well managed and efficiently run. It was the goal of the 2017-2018 Grand Jury to identify the strategic plans implemented to maintain and improve the grounds, reduce labor-intensive maintenance, review the cost-effective strategies for improvements and public donor sponsorships.

## **METHODOLOGY**

The Special Districts Committee arranged for an interview at the Williams Cemetery District Monday, January 29, 2018, at 10:00 a.m. The cemetery office and grounds are located at 7348 Zumwalt Road, Williams, CA. The five members of the Special Districts Committee were met by the district's representative at the cemetery office. The opening advisement and admonishment were provided to the interviewee. The committee interviewed one person, took a

walking tour of the facility, and obtained official records from the Williams Cemetery District, Colusa County Clerk/Recorder and Colusa County Auditor's Office to support the report.

## **DISCUSSION**

### **Overview:**

The Williams Cemetery District consists of a five-member board appointed by the Colusa County Board of Supervisors, serving four-year terms. The Statement of Facts, Roster of Public Agencies filing was last filed with the Colusa County Clerk on August 05, 2011, and another one with the Secretary of State on January 14, 2015. Vacancies resulted in the appointment of two new trustees in 2017. An updated Statement of Facts, Roster of Public Agencies, had not been filed with the Secretary of State and the Colusa County Clerk. However, after the Grand Jury's visit, the Williams Cemetery district filed on March 30, 2018.

The Williams Cemetery District Board of Trustees meet the first Wednesday of the month at 4:00 p.m. The agenda is posted in a glass enclosed case on the outside of the cemetery office. Agenda and minutes were made available for perusal.

The Williams Cemetery District operates under the laws of the State of California, Health and Safety Code and other related California codes. A copy of the Policy Manual for the Williams Cemetery District was provided for review. There are 10.7 acres of developed property and 13 acres of undeveloped property.

Over 3,000 burial plots are in use. In the older section, there are additional plots that have not been utilized. Some family burial plots were purchased and only a few plots may have been used. Other life events may have caused family members to be buried elsewhere and some family plots remain unused and may never be used.

The "Parsage Section" is the area on the Crawford Road side being used for burials. The columbarium wall is near the office. Niche cremation urns are placed in the spaces allocated in

the columbarium. The representative noted that 50% of California burials are cremations and the Williams Cemetery District cremation burials run close to that percentage. It is estimated that it could be 70 to 80 years before the undeveloped parcel area is utilized. The “Parsage Section” derives from the family name of one of the original Williams settlers.

The Williams Cemetery District has two operational wells and thus able to meet the watering needs of the grounds.

The Williams Cemetery archway indicates it was established in 1880. The earliest burial records are recorded in large ledger books. With assistance from high school students, the names, placement of burial plots, birth and death dates have been updated and are available in a searchable database and a hard copy binder is available at the cemetery office.

The County of Colusa provides for cremation and a dignified place for burial of pauper or indigent persons. Burial arrangements are processed through the Colusa County Public Administrator’s office. There may be some unmarked indigent or pauper graves in one area of the grounds. Unfortunately, the location and plot records were either lost or never documented.

The area previously designated as Catholic was maintained by Catholic church volunteers from 1914 to 1970. In the Colusa County Recorder’s Office records, no documentation was located to reflect there was any church ownership of the land area designated Catholic. The property maintenance and upkeep was taken over by the Williams Cemetery District in 1970. The Williams Cemetery is a public cemetery and is open for use by the community at large.

**Revenue:**

For the 2017-2018 fiscal year, the Williams Cemetery District Revenue Budget was adopted at \$106,101 and proposed Expenditures \$105,892. The Williams Cemetery District operates within their budget. They employ one year-round maintenance/grounds employee, one seasonal employee and one part-time office manager. The tax revenue base for the Williams Cemetery District continues to increase each year and meets the needs of the district.

A portion of the Williams Cemetery District acreage was sold in 2006 to a land developer to connect the undeveloped parcel of the cemetery to two other adjacent housing development sites. The terms were agreed upon and an initial deposit was made to the Williams Cemetery District. The title documents were recorded February 7, 2006 (Document No. 2006-0000709). Within the first few years of the agreement with the district, the effects of the housing market downfall impacted the developer. Because of this, another agreement was written and the developer was allowed to return the title and was relieved of the responsibilities and liabilities of the property. The recording documents were prepared by a local title company and the deed was recorded June 16, 2009 (Document No. 2009-0002548). The deposit of \$100,000 was retained by the Williams Cemetery District.

**Bequests, Public Gifts and Donations:**

Family bequests or donation of public funds can be accepted by the Williams Cemetery District. The district has been able to generate additional revenue through donated archway and fence design and private sponsorships for special projects, such as, the Williams Cemetery Archway, Veterans Memorial Flag area and fence panels. Specifics for developing the private donation process for purchasing metal benches is being developed.

**Agriculture Leasing of the Undeveloped Acreage:**

The undeveloped portion of the cemetery parcel is under an agricultural farm lease which provides additional revenue to the district.

**Expenditures:**

Prior to the hiring of an office manager (January 2000) and maintenance/groundskeeper (March 2000), the grounds were maintained by volunteers. Since 2000, the goal has been to purchase commercial and durable equipment needed by the cemetery. Each purchase of equipment is paid off before acquiring the next. The Williams Cemetery District has been able to purchase a tractor, trailers, bobcat excavator, commercial lawn mower and other pieces of specialized equipment.

With the representative of the district, the committee toured the various areas of the facility. The lawns were green and well maintained, standing monument sites mowed and trimmed. The buildings and equipment storage areas were well organized and clean. The newly constructed archway, fence panels and Veterans Memorial Flag area provide an attractive entrance.

The tour of the cemetery grounds provided examples of how maintenance can be labor intensive. Because of the age and design of older portions of the cemetery, there are areas with broken or cracked cement plot dividers and borders. Sidewalks and grass areas are settling irregularly, making mowing difficult. The older, elevated plots require mowers to be lifted or the use of weed-trimmers. The trustees have been researching remedies for the needed repairs.

The Williams Cemetery District purchased specialized equipment for funeral, memorial or graveside services. This included items such as, lifts, tents, chairs and various supplies. The ability to charge for the use of the burial service provides additional income, and allows for continuity if a mortuary service provider is from out-of-area.

Funds from the forfeiture of the previously noted land sale, enabled the Williams Cemetery District to build an office/storage facility and install solar panels. The monthly expense of the solar panels runs \$250. In six years the district will own the solar panels.

The “Williams Cemetery” archway and fencing was designed and offered by a private individual of the community. Through a local corporate donation of tooling equipment and manpower, the steel was formed into the archway and the fence panels framed. Public donations from the community allowed the fence panels to be purchased one at a time. The archway blends with the pillars and fencing alongside the Veteran’s Memorial Flag area which can be viewed from the Zumwalt Road entrance of the facility.

Proposed benches were viewed and criteria for public sponsorship is being developed by the Board of Trustees.

Eight years ago, due to safety and liability issues, the trees on the grounds were trimmed. In 2015, the trees had to be removed and the stumps ground, costing the cemetery \$32,150. Tree

stumps are being treated for further eradication prior to developing new landscaping. Research for developing the new landscape for the type of trees and placement will begin after the eradication of the stumps.

In 1998 the Endowment Care Cemetery Trust Fund was established by the State Legislature. This allowed for a portion of the cemetery burial fees to go into the fund. The Williams Cemetery Endowment Fund No. 03161 has monies set aside towards the maintenance of the cemetery. The projected interest income would be able to assist cemeteries in maintaining their facilities. Due to the small percentage of monies going into the fund for the Williams Cemetery District, concerns were expressed that it could be a period of time before a sufficient interest income would be a viable resource to the district.

## **FINDINGS**

F1. The “Statement of Facts, Roster of Public Agencies” for the Williams Cemetery District, had not been updated and filed with the Secretary of State and the County Clerk for a number of years. However, after their visit, the Grand Jury was advised by the Secretary of State’s office that an updated statement was filed on March 30, 2018 as required.

F2. The Williams Cemetery District has sufficient acreage for future burials, possibly for 70 to 80 years, in the 10.7 developed acres, plus an additional 13 acres of undeveloped property.

F3. The Williams Cemetery District received public donations to construct an entrance archway and fencing, and is working on criteria for bench donations. All these measures help to reduce the expenditure of public funds.

F4. The forfeiture of the funds from the terminated land development project provided funding for the Williams Cemetery District to make significant facility improvements. Improvements include the storage/office building, solar panels, and tree trimming/removal projects.

F5. The cemetery has labor intensive areas of upkeep and maintenance pertaining to the elevated plot sites, irregular dividers and borders, broken cement pavers or soil settling on family owned plots and public areas.

F6. The district is researching cost-effective measures for lawn care in the elevated plot sites, restoration of broken or irregular dividers and borders, broken cement pavers and soil settling on family owned plots and public areas.

F7. The Williams Cemetery is eradicating tree stumps before developing a functional and cost-effective tree planting design.

F8. The Williams Cemetery District has been fiscally responsible with their funds.

## **RECOMMENDATIONS**

R1. The 2017-2018 Colusa County Grand Jury recommends the Chairman of the Board of Trustees initiate and file with the Secretary of State and the Colusa County Clerk a "Statement of Facts, Roster of Public Agencies" as required.

R2. The 2017-2018 Colusa County Grand Jury reiterates the report/investigation of the 2007-2008 Grand Jury that the Williams Cemetery District is well managed and efficiently run. The Grand Jury recommends the Williams Cemetery District continue to develop and strategically implement plans to hold down labor-intensive maintenance, continue to develop cost-effective strategies for improvements, and continue to develop public donor sponsorships to attain their goals.

## **REQUEST FOR RESPONSES:**

No response needed.

# **COLUSA COUNTY JAIL INSPECTION**



# **COLUSA COUNTY JAIL INSPECTION**

## **SUMMARY**

The management and operation of the Colusa County Jail was observed and recorded by every visiting Grand Jury from 2012 to 2016, as well as the Board of State and Community Corrections (BSCC) and the United States Marshals Service.

Within the Colusa County Jail security risks exist to both staff and the inmate populations due to the outdated linear design that necessitates frequent contact with prisoners during periods of inmate control and movement. The American Correctional Association states that “linear design should absolutely be avoided.” The proposed new jail facility will implement a more modern and secure design.

## **BACKGROUND**

The Grand Jury is authorized to visit and inquire into the conditions of any public jail within the county, as outlined in Section 919 (a) and (b) of the California Penal Code. Inspecting safety and security in jails are priorities along with ensuring inmates are treated in a safe and humane manner. The California Board of State and Community Corrections (BSCC) is the state regulatory agency that establishes and oversees standards for the construction, operation, and administration of county detention facilities.

## **METHODOLOGY**

Information for this investigation was sourced from the following:

- Grand Jury tour of the jail facility and court holding facility at the Court Annex;
- Interview with the sheriff, administrative staff, and line personnel who work in the jail on a daily basis;

- Interviews with a male and female inmate concerning jail conditions;
- Review of jail inspections conducted by other agencies, including the Board of State and Community Corrections (BSCC) and by the United States Marshals Service;
- Research on data concerning jail services, including contracted services;
- Fire, health, and safety inspection reports;
- Review of past Grand Jury reports;
- Research via the Internet.

## **DISCUSSION**

October 19, 2017, was the introductory meeting of the Grand Jury members and jail staff. The meeting served to acquaint the members with the overall custodial responsibilities of the Colusa County Jail.

On November 6, 2017, members of the Colusa County Grand Jury conducted an in-depth inspection of the Colusa County Jail, located on Bridge Street in Colusa. The Grand Jury members were taken on a tour of the 56 year-old jail facility by the jail commander, that included interviews with the sheriff, correctional staff, and inmates.

The jail commander gave a briefing on the various functions of the jail, including topics such as security, inmate confinement, medical/psychological care, and food services. Voluntary educational and sentence reduction work programs are also available to the inmates.

The Colusa County Jail also houses the Sheriff's Department. It is a single floor facility with an authorized housing capacity of 92 inmates. In addition to holding recently arrested prisoners, the jail also houses inmates who are awaiting further court hearings, and detainees serving jail sentences. The jail is also used as a holding facility for federal prisoners awaiting court hearings in federal court. At the time of the jury's inspection, there were 71 inmates in custody. The jail is staffed by 13 sheriff's department employees.

Interviews with a male and female inmate confirmed that inmates are provided with all their physical needs, i.e. three meals daily, bathroom facilities, and a bed, while they serve their various sentences, or await sentencing. Reasonable commissary, education facilities, and basic liberal arts classes are also available for interested inmates.

An explanation was given by staff of the critical services, including the medical and food preparation facilities, both of which are contracted. Psychological services are provided by Colusa County Behavioral Health. The food storage area, the medical station, and commissary were observed during the tour and appeared adequate. The current linear jail design does not allow for continuous observation of inmate living areas. Security and how it might be improved was discussed, including safety features in a proposed new detention facility.

In addition to the main jail facility, the jury members also toured the prisoner holding facility at the Superior Court Annex at 532 Oak Street, Colusa on February 2, 2018. The holding area is adjacent to the courtroom and consists of two holding cells capable of holding up to 12 prisoners each. There is also a secure room for attorneys to conference with their clients.

## **FINDINGS**

F1. In its current state, the Colusa County Jail continues to function adequately.

F2. The current linear jail design does not allow for continuous observation of inmate living areas. The American Correctional Association stipulates that the linear design should be absolutely avoided in order to maintain safe, secure custody, and control of inmates.

## **RECOMMENDATIONS**

R1. The Colusa County Grand Jury recommends that the County of Colusa continue with its existing plans of constructing a new, modern jail facility that incorporates up to date safety and inmate management features.

## **BIBLIOGRAPHY**

CALIFORNIA PENAL CODE 919

[California Legislative Information](#)

Board of State and Community Corrections Title 24 (Minimum Standards for Adult Facilities)  
[title 24 minimum standards for local detention facilities - Board of State ...](#)

Grand Jury Jail Inspection Reports 2012-2016

<http://www.colusa.courts.ca.gov/miscellaneous.asp>

Deciding on a New Jail Design; Allen R. Beck, Ph. D. [justiceconcepts.com/jail%20design.pdf](http://justiceconcepts.com/jail%20design.pdf)

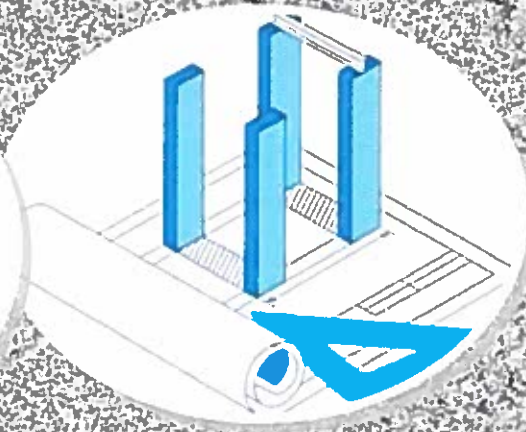
Board of State and Community Corrections Inspection Reports (2016/2017)

United States Marshals Service Inspection Report. Form USM-218 (2016)

California State Fire Marshal Inspection Report (2017)

Colusa County Fire Inspection Report (2017)

**Building for  
Safety and Security  
Colusa County  
Detention & Treatment  
Facility  
Construction Project**



# **COLUSA COUNTY DETENTION & TREATMENT FACILITY CONSTRUCTION PROJECT**

## **SUMMARY**

The Colusa County Jail was constructed in 1962 and occupied in 1963. A project analysis done by the Colusa County Planning Commission states that the jail was originally constructed in a linear fashion resulting in a layout with poor sight lines. All inmate movement must be escorted, which is staff-intensive. Many services are located off the main corridors, which at times requires inmate and staff restrictions. The jail has also been remodeled several times, resulting in space that is disjointed and inefficient. The age of the buildings have resulted in extensive maintenance requirements, making the facility expensive to operate.

In 2015, Colusa County applied for grant monies made specifically available for detention facility construction. Colusa County successfully obtained a grant to be paid for through the state's sale of revenue bonds. For Colusa County, the new jail facility is a major project and involves coordination with multiple agencies, both state and local. There are many requirements in the grant conditions that must be met. Unforeseen delays have affected the project's timeline and raise concerns of escalating construction costs. That said, work on the project continues unabated at the county level in the hopes of eventual project completion.

## **GLOSSARY**

- **Design-Build Entity (DBE):** A partnership, joint venture, corporation, or other legal entity that is able to provide licensed contracting, registered architectural services, and licensed engineering services.
- **Design-Build:** A selection process in which both the design and construction of a project are selected from a single entity.

## **BACKGROUND**

Past Grand Jury reports noted signs of deterioration in the aging jail facility and the need for a new facility built to an updated design. The 2016-2017 Grand Jury noted that a new facility was in the planning stages with a projected completion in 2020. Because the new jail facility is a major public works project costing an estimated 20 million dollars, this year's Grand Jury, acting in its role as public watchdog, chose to inquire into the jail construction project to inform the public of the project's progress, and to note areas of critical concern.

## **METHODOLOGY**

- The Grand Jury obtained information regarding the jail construction and financing through research and interviews with key parties including the Colusa County Sheriff, the Colusa County Jail Commander, the construction consultant, and the Colusa County Administrative Officer.
- Proposals, reports, and the Board of Supervisors' minutes provided details regarding the project. Additional data used in this report was obtained from the following sources:
  - Senate Bill SB 863 Proposal Application Forms
  - Project Timetables
  - Needs Assessments
  - Colusa County Board of Supervisors Website
  - Board of State and Community Corrections (BSCC), Minimum Standards for Local Detention Facilities Guidelines & Website
  - Design-Build Method of Project Delivery from the Construction Management Company checklist

## **DISCUSSION**

The Colusa County Board of Supervisors selected a Sacramento construction management company by a bid process. The management company was involved in preparing the grant proposal and coordinating between the various California state agencies. After a competition with three similarly populated counties, the grant was awarded to Colusa County in December 2015.

A design-build method was selected for the construction of the new jail facility. Colusa County provides \$1.2 million in security to the State of California, who will in turn sell revenue bonds to provide grant monies. Colusa County funds each step of construction and is reimbursed by the state. The new Colusa County Jail is funded primarily by State lease-revenue bonds through Senate Bill SB 863 (Correctional Facility Construction 2013-2014). The new facility will be a stand-alone, two-story detention and treatment facility on approximately 0.7 acres of county-owned land adjacent to the county's existing jail which is located at 929 Bridge Street, Colusa.

The grant from the State of California was awarded to Colusa County in the amount of \$20,000,000 for the construction of a new jail and treatment facility. A "Request for Proposal" (RFP) will take place wherein contractors will take approximately 2.5 months to design their projects. A committee will vet the proposals and make recommendations to the Board of Supervisors, after which the board will make a conditional award to the selected contractor. The plan will then go to the Board of State and Community Corrections (BSCC), State Fire Marshal, State Department of Finance, and other state entities for approval. Upon receipt of a "Notice to Proceed", construction will commence.



### **Funding and Minimum Bonding Requirements**

The total design-build estimate for the grant funded project is \$20,297,000.

\$ 16,875,000	Initial Construction
1,594,000	Additional Eligible Costs (permits, inspections, etc.)
577,000	Architectural Services
938,000	Project/Construction Management
16,000	State Agency Fees
\$ 20,000,000	Total State Reimbursement

The \$20,000,000 represents 98.54% of the projected costs. The County of Colusa will provide the remaining 1.46% contribution of \$297,000.

\$ 41,000	California Environmental Quality Act Fees (CEQA)
125,000	State Agency Fees (i.e. State Fire Marshal)
32,000	Audit of Grant (via contracted auditor)
99,000	Needs Assessment (outside consultant utilized)
\$ 297,000	Total County of Colusa Contribution

The County of Colusa initially pays from the general fund. The county should have a cash flow between \$1.4 to \$1.8 million dollars annually to meet the demands of the project. The state should reimburse the county within six weeks. Beginning with the 2018 fiscal year, the jail project was included in the county budget. County staff expressed concerns that delays could result in escalating construction costs.

Financing for the project is by bond issuance. The State of California sells bonds to finance the project. The footprint of the property is the encumbrance (collateral). It is estimated that the property will be encumbered for 20 years. Once the bonds are redeemed and documents are processed Colusa County's title is free of the encumbrance.

The new jail building will also require a secure corridor to connect the old jail facility with the newly constructed jail. The expenses associated with this portion of construction is outside the scope of the grant and will not be reimbursed by the state. The specific details of the new jail design, it's exact location, etc. need to be finalized prior to determining the costs for building the corridor. When the jail construction project is finalized and awarded, the county will have sufficient information to determine the costs to build the corridor.

### **Current Status**

As of the writing of this report (May 11, 2018), per the Colusa County Administrative Office, the following are pending:

- Real Estate due diligence has been submitted. The county is waiting for the State Department of General Services to provide the go ahead.
- Approval for the project from the Board of State and Community Corrections' (BSCC).
- Meetings to be held to discuss easements and the footprint of the property and review encumbrance documents.

### **FINDINGS**

F1: The Colusa County Grand Jury found that there are many variables in the construction process, making it difficult to give a definitive completion date.

F2: Major public works projects such as this take several years from conception to completion. Unforeseen delays in the project are a concern and could potentially add to construction costs.

### **RECOMMENDATIONS**

R1. The Grand Jury recommends that the County of Colusa, through its Board of Supervisors and various county departments, continue with the new jail and treatment facility project. The new facility is critically needed and will serve the county well in the coming decades.

R2. It is recommended that future Colusa County Grand Juries continue monitoring this project prior to its completion as it involves significant expenditures of public funds and is a critically needed improvement.

## **RESPONSES**

No responses needed

## **BIBLIOGRAPHY**

California Senate Bill SB 863, [http://www.bscc.ca.gov/m\\_construction.php](http://www.bscc.ca.gov/m_construction.php)

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**TRI-COUNTY JUVENILE  
REHABILITATION FACILITY  
AND  
THE MAXINE SINGER YOUTH  
GUIDANCE CENTER**

**Redirecting Kids To A Life Of Achievement And  
Responsibility**



# **TRI-COUNTY JUVENILE REHABILITATION FACILITY AND THE MAXINE SINGER YOUTH GUIDANCE CENTER**

## **SUMMARY**

On November 28, 2017, members of the Colusa County Grand Jury conducted an inspection of the Tri-County Juvenile Rehabilitation Facility (juvenile hall) and the Maxine Singer Youth Guidance Center (aka Camp Singer) at 1023 14<sup>th</sup> St, Marysville, California. These facilities are the primary sites Colusa County uses to house its juvenile offender. The Grand Jury spoke with administration, supervisors, staff, and juvenile offenders.

The Tri-County Juvenile Rehabilitation Facility (juvenile hall) houses offenders—male and female—under the age of 18. Some youths may be serving commitments, however at the time of the 2017 Grand Jury visit the majority are pending juvenile court hearings. Colusa County has a 20-year relationship with the Tri-County Juvenile Rehabilitation Facility. On July 1, 2014, the Tri-County facility evolved under a Joint Powers Agreement (JPA) between Sutter, Yuba, and Colusa counties. Yuba County Probation is the administrative agency responsible for the management and daily operation of the facilities. On August 25, 2015, an amended Joint Powers Agreement was established. With the new agreement, fixed costs are shared among the three participating counties as follows: Sutter 44%, Yuba 44%, and Colusa 12%. For the fiscal year 2017/2018 Colusa County budgeted \$440,000 for the support and care of juveniles housed at both Camp Singer and juvenile hall.

The Maxine Singer Youth Guidance Center is a minimum-security facility adjacent to the juvenile hall that can house a total of 60 male and female youths ranging in age from 14 to 18.

Camp Singer youth are sentenced, non-violent offenders. The camp provides programs up to a year in length plus *Stepping Stones Aftercare Program* via the Sutter County Juvenile Probation

Services. Stepping Stones provides intensive support, case planning, and case management services for those youths detained and transitioning out of Camp Singer. In addition to Yuba, Sutter and Colusa counties, Camp Singer provides services to nine other counties with similar demographic characteristics to the rural tri-county communities. These other counties include: Placer, Calaveras, Tuolumne, Tehama, Santa Cruz, Shasta, Amador, Lake, and Napa. They pay \$4000 per month, per youth.

Though the grounds and buildings at the Tri-County Juvenile Rehabilitation Facility are clean, tidy, and free of graffiti, the facility is aging, and a pressing need to update the facility was observed. Senate Bill number SB 81 is providing monies for the construction of a new juvenile hall facility located on a vacant property across the street from the existing juvenile hall. The new facility is in the planning stages and is under the guidance of a construction management firm.

## **BACKGROUND**

The Grand Jury has the discretion to investigate and may report on cities or joint powers agencies (PC §925a).

Joint Powers Agencies (JPAs) (also referred to as Joint Powers Authorities) are California organizations set up by California Government Code Section 6500 et seq. These code sections allow for two or more public agencies to jointly agree to exercise any power common to the contracting parties. The intent is to often provide a service with a larger economy of scale resulting in financial benefit to the taxpayers.

The Tri-County Juvenile Rehabilitation Facility (juvenile hall) and the Maxine Singer Youth Guidance Center are funded through a Joint Powers Agreement between Sutter, Yuba, and Colusa Counties.

Based upon the above authorities, the Colusa County Grand Jury conducted an inspection of the Tri-County Juvenile Rehabilitation Facility (juvenile hall) and the Maxine Singer Youth Guidance Center. The last inspection by the Colusa County Grand Jury took place January 22, 2014.

## **METHODOLOGY**

Grand Jurors used research, observation, and interviews with the Colusa County Probation Department, juvenile offenders, supervisors, and staff during a scheduled site visit. Specifically, jurors utilized a jail inspection form and questionnaire prepared by the California Grand Jurors' Association (CGJA) to guide their inspection. Subsequent to the visit, the Grand Jury obtained a list of programs offered at the Tri-County Juvenile Rehabilitation Facility (juvenile hall) and Maxine Singer Youth Guidance Center.

## **DISCUSSION**

Colusa County does not have its own juvenile detention center. When a Colusa County juvenile is arrested, they are either released into parental custody or taken to the Tri-County Juvenile Rehabilitation Facility (juvenile hall) in Marysville, where they await court appearances.

The Maxine Singer Youth Guidance Center (Camp Singer) houses juveniles who have been sentenced and are non-violent. The camp utilizes several programs designed to rehabilitate juvenile offenders. The Grand Jury also made a brief onsite visit to *The Family Tree*, a counseling facility that provides intervention and counseling to the youth and families of Camp Singer. If an offender cannot abide by the requirements of Camp Singer, they will serve out their sentence in the Tri-County Juvenile Rehabilitation Facility.

Grand Jury members met with an administrator from the Tri-County Juvenile Rehabilitation Facility/Maxine Singer Youth Guidance Center, who provided the jury with an overview of the

facilities prior to the tour. The Grand Jury was advised that the staff and offenders are on a respectful, first name basis that was observed throughout the tour. It is also their preference to refer to the youths as “kids” as part of their Positive Behavior Incentive Support (PBIS) program. To motivate youth, the juvenile hall uses points that are earned through good behavior. They can use their points to purchase snacks and sundry items, enjoy a private visiting room with family (and a meal provided by their family), or earn a ball cap that designates a high achievement status in the PBIS program.

The Yuba County Office of Education oversees classroom instruction. There are two modular classroom buildings at the juvenile hall facility and two additional classrooms at Camp Singer. These classrooms are currently staffed with three full time teachers, and two teacher’s aides; however, staffing may change as the Office of Education sees fit. They are a licensed education provider that receives accreditation through the Western Association of Schools and Colleges (WASC). WASC philosophy includes: 1) a school’s goal is successful student learning; 2) each school has a clear purpose and school-wide student goals; and 3) a school engages in rigorous external and internal evaluations, as part of continued school improvement to support student learning.

Standard staffing for both facilities includes 25 juvenile correction officers and 7 supervising juvenile correction officers. They will hire one additional supervising juvenile correction officer when the new facility is built. They also employ one full time registered nurse, Monday through Friday, and two full time licensed behavioral health professionals, 40 hours per week. A medical doctor is contracted 5 hours per week.

The kitchen provides meals for juvenile hall, Camp Singer, and the Behavioral Health day programs. Youths have assigned seating in a dining room that resembles a school cafeteria. The clean, well-organized kitchen prepares each person’s nutritionally balanced meal. After the last person is served they are given 20 minutes to eat. Tuesday is designated as “Tasty Tuesday” when the youths are encouraged to try new foods.



### **Tri-County Juvenile Rehabilitation Facility**

The first part of the tour was through the juvenile hall facility. Juvenile hall is a 13,311 square foot facility built in the 1940's and last renovated in 1976. The building is clean and well maintained. Normal deterioration due to age was observed, for example, worn flooring, linoleum, and baseboards. A walk through the aging building brought into focus some of the facilities design limitations and provided a spotlight on the pressing need to replace the outdated facility. Fortunately, concrete steps toward the completion of the new facility are in motion. The bulk of the funding comes from Senate Bill number SB 81, also known as the Local Youthful Offender Rehabilitative Facility Construction Financing Program. In addition, a construction management firm was hired to work with Yuba, Sutter, and Colusa counties to develop the program, create the design-build criteria, and manage the design-build phase. Construction planners hope to complete the new juvenile hall in the year 2020.

The maximum capacity of the current juvenile hall is 48 youths, male and female, ranging in age from 13 to 18 years, plus the potential for another 12 in the Secured Housing Unit (SHU). On the day of the Grand Jury tour there were 28 youths in the juvenile hall, 24 males and 4 females. Five of the youths were pending adult court: one for murder (non-gang related), two for drive-by incidents (gang related), and two assaults (gang related). These offenders wear red wristbands, however they are not segregated from the rest of the population. The remaining offenders wear blue wristbands.

### **The Maxine Singer Youth Guidance Center**

When the Tri-County Juvenile Rehabilitation Facility tour was complete, jurors walked a short distance to the adjacent Camp Singer. Extensive, well-maintained lawns surround Camp Singer. The main building has large windows and high ceilings which provide a pleasant, open, dorm-like environment. The boys are housed on one side and girls occupy the opposite side. At

the time of the Grand Jury visit Camp Singer was housing 15 boys and 3 girls ranging in age from 14 to 18 years.

On the day the jury visited, the majority of the youths were away on a field trip. Off-site field trips provide the youths with educational opportunities and the ability to interact in social settings outside the facility.

The youth attend in-house school that includes basic course work such as mathematics and reading as well as courses in 3D printing and construction training that includes wood framing, concrete, and roofing. The construction training is conducted in a large indoor recreation building with a roll up door that allows fresh air and sunlight in if desired. This warehouse-like building is also used for exercising, bike riding, and other physical activities.

Like the Tri-County Juvenile Rehabilitation Facility, Camp Singer utilizes the Positive Behavior Incentive Support program to motivate youth to earn points through good behavior. If their behavior is excellent, offenders can reduce their sentences by 4-6 months.

The primary objectives of Camp Singer are to focus on community protection and redirection of inappropriate/antisocial behavior. Camp Singer's philosophy is to assist each youth in developing a sense of achievement and responsibility through exposure to a wide variety of experiences and programs. These experiences will give them the tools to become productive members of our communities. This is accomplished through intense behavior programs, education, vocational training, athletics, community involvement and counseling. These components address the major deficiencies most commonly seen in the youthful offender. Camp Singer focuses on providing a highly-structured and disciplined environment which will help curb the youth's delinquent behavior.

## **FINDINGS**

F1. The Tri-County Juvenile Rehabilitation Facility and the Maxine Singer Youth Guidance Center provide a critical service to the citizens of Colusa County and beyond. They are dedicated

to the health and safety of the incarcerated youths, staff, citizens, and counties they serve. The staff offers the youth skills and experiences beneficial in developing into productive members of society.

F2. Though the grounds and buildings at the Tri-County Juvenile Rehabilitation Facility are clean, tidy, and free of graffiti, the facility is aging. A pressing need to update the facility was observed. Senate Bill number SB 81 is providing monies for the construction of a new juvenile hall facility. The new facility is in the planning stages and is under the guidance of a construction management firm.

## **RECOMMENDATIONS**

R1. The Colusa County Grand Jury recommends that the joint power agency continue working toward the completion of the new juvenile hall facility.

## **RESPONSES**

No response needed.

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## **GLOSSARY**

BSCC- Board of State Community Corrections  
CGJA- California Grand Jurors' Association  
JPA- Joint Powers Agreement  
PBIS- Positive Behavior Incentive Support  
SHU- Secured Housing Unit  
WASC Accreditation- Western Association of Schools and Colleges

**COLUSA COUNTY  
ANIMAL CONTROL SERVICES**

# **COLUSA COUNTY ANIMAL CONTROL SERVICES**

## **SUMMARY**

The Grand Jury, in addition to being tasked with the investigation of complaints concerning local government agencies, is also tasked with having a watchdog function over those agencies on behalf of the public. On occasion, a grand jury may seek to investigate a local agency only to check its operations and see if there are areas of concern or needs for improvement that are important to the public. Many times such inquiries show the particular agency that was reviewed is working well or as well as can be expected in relation to its limitations—usually funding. This report is the result of a jury inquiry and is not because of any complaint brought to the jury's attention.

Animal control services are provided by county government in the form of Colusa County Animal Control. The Animal Control Department is a small operating unit with only two full-time employees and one part-time employee that cover Colusa County's 1,151 square miles. Though limited by a small, aging facility and limited equipment, the department meets the current workload, but only with the help of a capable non-profit support group and cooperative livestock owners. The department has immediate needs which have not yet been funded, as well as a long term need of a larger, more capable animal housing facility.

## **BACKGROUND**

Colusa County Animal Control services is tasked with the licensing of dogs within the county, the capturing of stray animals and enforcement of regulations and laws pertaining to both pets and livestock. It is also the frontline service agency that deals with the state's rabies control program throughout the county.

For ease of reference, this report will use the title 'Animal Control' to denote the Animal Control Services division of the Sheriff's Department.

## **METHODOLOGY**

The Grand Jury conducted its investigation using the following resources:

- Interviews with Animal Control staff.
- A site tour performed by members of the Grand Jury.
- Review of the Animal Control service's current and past budgets.
- Review of data concerning calls for service and dog licensing.
- Review of other documents, including contracts for services with the cities of Colusa and Williams, veterinary services and documents connected with the non-profit organization Friends of Colusa County Animal Shelter (FOCCAS).
- Online research through the internet.

## **DISCUSSION**

Animal Control services are provided by the Colusa County Sheriff's Department through its Animal Control Service, administered by the Field Services Division of the Sheriff's Department. Animal Control is staffed with two full-time employees and one part-time employee for field and animal shelter work. Support functions for Animal Control (payroll, budget management, vehicle maintenance, etc.) are handled through the Sheriff's Department. Animal Control cross-reports with the Colusa County Public Health Department in matters concerning the state's rabies control program.

In addition to providing animal control services to the county, Animal Control also provides services to the cities of Colusa and Williams through contracts for service held with each city. The level of service is specified in each contract.

Animal Control's 2017-18 fiscal year budget is \$250,937, a small increase from the previous year's \$240,179. It is a General Fund agency (i.e., funded through taxes instead of a revenue-based operation) with only limited revenues, mainly through shelter service, licensing fees and revenue from the city contracts. The majority of Animal Control's revenue is from the city contracts and budget transfers from the Public Health Department.

### **The Facility**

The main facility for Animal Control is the animal shelter, located behind the Colusa County Jail in Colusa. The facility consists of a one story building containing a small office, the animal kennel area, a small walk-in cold storage locker and a fenced compound outside containing several dog pens. The office has a desk and a short front counter big enough for one customer. The kennel area is the animal housing area and consists of 14 dog kennels and 20 cat/small animal cages. Outside, there are six large pens where the dogs are allowed to move about and get fresh air. At times, when the shelter is at capacity the outdoor pens are used for temporary housing, but only as a last resort.

In addition to dogs and cats, Animal Control infrequently must respond to calls for service involving horses and cattle. Animal Control does not have publicly owned holding pens for livestock and must rely on cooperative livestock owners in the county to use their personal pasture or pens to hold the seized livestock until they can be returned to their owner or other disposition.

An ongoing concern at the shelter was the condition of the building's roof. The roof was old and frequently leaked, requiring spot repairs in the rainy months. The leaks led to wet animal pens and further damage when leaking water got into electrical leads, requiring significant electrical repairs. Several months after the jury's tour a new roof was installed on the shelter facility.



## **Equipment**

To do their field work, the employees utilize two pickup trucks equipped with in-bed, non-insulated metal cages. The trucks are very basic, with no lift devices to get heavier animals into the truck. The animals must be manually lifted to pickup bed height. An ongoing concern was expressed by employees that having to manually lift animals into the truck exposes the employees to lifting related injuries. Another concern is that during hot weather periods the animals are being held in a metal box without forced air or cooled ventilation. Though water is kept on board the trucks, overheating is a concern. When out during hot weather on calls for service in distant areas such as Stonyford or Arbutle, the animal control officers must promptly return to the shelter with a captured animal instead of remaining on patrol in their service area. Other counties utilize specialized trucks with power lifts and larger, air conditioned cages, allowing them to hold several animals at once in hot weather.

## **Activities**

Animal Control officers split their work time between answering calls for service and handling shelter duties such as licensing, vaccinating shelter animals and processing of shelter animals either through adoption or euthanasia. Because the majority of the time the officers are out of the office on patrol or handling a service call, the office is only staffed for limited hours during the afternoon.

Day-to-day care of the animals and cleaning of the shelter is handled mostly by inmate trustees from the county jail, who work at the shelter in exchange for time off from their jail sentences. Veterinary services are overseen by a contracted veterinarian based in Willows. Laboratory services for rabies testing are performed (through contract) by the Public Health Department in Butte County.

Dog licensing is carried out by Animal Control at its office and at periodic rabies vaccination clinics held throughout the county. Dogs can be licensed for either one or three years, based on the owner's choice. As of late 2017 there were 1,145 three-year licenses and 750 one-year licenses on file with Animal Control. The license/vaccination recordkeeping is still a labor intensive process with the records held on index cards. Because of the bulk of index card records there is no easy way to compile license renewal notices. There is commercially available software for animal shelter management, including license and vaccination tracking. The software was requested in the 2017-18 budget but the funding was denied.

In researching calls for service, the Colusa County Sheriff's Dispatch center showed 750 calls were routed to Animal Control in 2017. Animal Control staff indicated their actual calls for service are three or four times that volume, explaining that the majority of their calls for service are received directly on their cell phones from citizens, as well as being flagged down on the street and dealing with walk-ins at the shelter itself.

In addition to the typical dog and cat issues handled by Animal Control, it is the primary first line responder to a rabies threat within the county, operating in conjunction with the public health department.

### **Staffing**

The department is staffed with two full-time employees and one part-time employee. At the time of the jury's tour in November 2017, the department was down one full-time position and was in the process of hiring a replacement employee. Under normal staffing, Animal Control provides services seven days a week during daytime business hours. Because of the vacant position the department has been forced to eliminate weekend service. It was stated by staff that weekend service would be suspended while a replacement employee was trained.

For animal related complaints after normal business hours the procedure in place is to hold calls until the next business day when possible. Urgent animal related calls are routed to law

enforcement to handle. A key to the animal shelter is available for sheriff's department staff to place animals in the shelter after hours.

### **Affiliation with FOCCAS**

FOCCAS is an acronym for *Friends of Colusa County Animal Shelter*. It is a non-profit organization sponsored by volunteers in support of the animal shelter activities. Internet research showed that several other counties in northern California have similar support organizations.

Volunteers from FOCCAS assist in shelter activities and help out in doing the annual rabies clinics throughout the county. Through donations, (over \$20,000 in 2016) FOCCAS has purchased all the animal food for the shelter animals, purchased vaccination medicine for the dogs and cats and has funded the drugs used in euthanasia procedures. Additionally, the outdoor pens and fenced perimeter at the shelter were constructed through donations to FOCCAS. It was made clear in staff interviews that FOCCAS was an essential element of keeping Animal Control an effective agency. Without the volunteer hours and FOCCAS' funding for food and veterinary drugs, the taxpayer's bill for funding Animal Control would be much higher.

### **FINDINGS**

F1. The Animal Control division of the Colusa County Sheriff's Department appears to be well run and serves the public well with the limited resources at hand. No staffing or operational issues were found.

F2. The services provided by Animal Control are greatly enhanced through its partnership with *Friends of Colusa County Animal Shelter* (FOCCA).

F3. The current record keeping method for Animal Control is antiquated, relying on index cards for record keeping in an age where most government recordkeeping is computer based. The

current index card system is inadequate in readily tracking animal licensing and vaccination data. Computer software specifically designed for animal control services is available for purchase.

F4. The current trucks used by Animal Control are inadequately equipped and do not offer lift-assist for heavy animals nor are the animals sufficiently sheltered and cooled in hot summer months, creating a hazard to the animal.

## **RECOMMENDATIONS**

R1. The Grand Jury recommends that in the next fiscal year the County of Colusa purchase commercially available software designed for animal shelter management, including animal licensing and vaccination data. Such software would modernize the recordkeeping process, reduce staff time in handling records and better track licensing and vaccination data.

R2. The Grand Jury recommends that in the next fiscal year the County of Colusa purchase service vehicles specifically designed for animal control services, including fully enclosed cages with lift-assist equipment and heated/cooled cages.

## **RESPONSES**

No responses needed.