

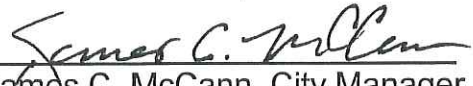
# City of Calistoga

## Staff Report

**TO:** Honorable Mayor and City Council  
**FROM:** Jonathan Mills, Police Chief  
**DATE:** August 5, 2008  
**SUBJECT:** Response to the 2007/2008 Napa County Grand Jury Reports

---

**APPROVAL FOR FORWARDING:**

  
James C. McCann, City Manager

---

1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25  
26  
27  
28  
29  
30  
31

**ISSUE:** To receive the 2007/2008 Napa County Grand Jury Reports related to Napa County Emergency Communications and Alcohol and Drug Prevention and Treatment Programs for Napa County Youth and to authorize the City of Calistoga's response.

**RECOMMENDATION:** Receive report and authorize the response.

**DISCUSSION:** The Napa County Grand Jury issued reports and has requested a response form the City of Calistoga on Napa County Emergency Communications and Alcohol/Drug Prevention and Treatment Programs for Youth.

The report (attached hereto) on Emergency Communications makes two recommendations for the City of Calistoga regarding the Public Safety Answering Point (PSAP) operation and requests a response from the Calistoga Police Department on the following recommendations: 1) quality assurance programs; and 2) a consolidated Napa County PSAP. The proposed City's response is shown on the attached draft letter.

The Grand Jury report on Alcohol and Drug Prevention and Treatment Programs for Napa County Youth (attached hereto) makes the following recommendations: 1) county agencies cooperate in implementing a strategic plan; 2) local agencies commit to assure sufficient funding is available for AOD (alcohol and other drug) programs; and 3) these programs are itemized in the budget. The proposed city's response is shown in the attached draft letter.

**FISCAL IMPACT:** None.

32 **ATTACHMENTS:**

33

34 1. Napa County Grand Jury Report on Emergency Communications.

35 2. Draft response letter for Emergency Communications.

36 3. Napa County Grand Jury Report on Alcohol and Drug Prevention and

37 Treatment for Napa County Youth (available online at

38 [http://www.napacourt.com/Documents/Alcohol%20and%20Retirement%20](http://www.napacourt.com/Documents/Alcohol%20and%20Retirement%20Benefits%20%5BCompOpt%5D.pdf)

39 [0Benefits%20%5BCompOpt%5D.pdf](http://www.napacourt.com/Documents/Alcohol%20and%20Retirement%20Benefits%20%5BCompOpt%5D.pdf))

40 4. Draft response letter for AOD Prevention/Treatment.

**NAPA COUNTY**

**OFFICE OF**

**EMERGENCY SERVICES**

# TABLE OF CONTENTS

1. Letter to Presiding Judges	
2. Letter to the Citizens of Napa County	
3. Napa County Office of Emergency Services	
a) Summary	1
b) Background	1
c) Methodology	2
d) Discussion	2
Planning	2
Community Emergency Response Team (C.E.R.T.)	3
Emergency Water Supplies	4
The Napa Valley Lifeboat	4
Ongoing Needs	5
Communications	5
4. Findings	6
5. Recommendations	6
6. Request for Responses	6
7. Commendation	7
8. Glossary	7



**NAPA COUNTY GRAND JURY**  
**P.O. BOX 5397**  
**NAPA, CALIFORNIA 94581**

April 28, 2008

The Honorable Francisca P. Tisher  
The Honorable Raymond A. Guadagni  
Presiding Judges 2007/2008  
Superior Court of the State Of California  
County of Napa  
825 Brown Street  
Napa, CA 94559

Dear Judges Tisher and Guadagni,

Pursuant to Section 933(a) of the California Penal Code, the 2007-2008 Napa County Grand Jury submits to you its Final Report on the Napa County Office of Emergency Services. Our investigation of the Napa County Office of Emergency Services was conducted in a manner consistent with the California Penal Code, this Court's Charge, and the historic role of the Grand Jury – to protect the interests of the citizens of Napa County.

This is the seventh in a series of final reports we will be issuing before our term ends. I would like to acknowledge the hard work and dedication of the Grand Jury which our reports reflect. It is a privilege and a pleasure to work with them.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "William E. Trautman". The signature is written in a cursive style with a long, sweeping underline that extends to the right.

William E. Trautman  
Foreperson  
2007-2008 Napa County Grand Jury



## NAPA COUNTY GRAND JURY

P.O. BOX 5397

NAPA, CALIFORNIA 94581

To the Citizens of Napa County:

The 2007-2008 Napa County Grand Jury, as a function of its charge to provide the residents of Napa County with information regarding the City and County governments, conducted an investigation of agencies responsible for disaster preparedness and those agencies which will be required to act as "first responders" in an emergency situation. This report focuses on the Napa County Office of Emergency Services.

The Napa County Emergency Operations Plan states the County Executive Officer will direct the emergency management organization, serving as the Director of Emergency Services. The Director of Emergency Services is responsible for implementing the Emergency Operations Plan through the efforts of the Napa County's Office of Emergency Services (OES). The Emergency Services Manager supervises the Napa County OES.

Continued emphasis on Community Emergency Response Team (C.E.R.T.) training and implementation of this training in the County schools is important to significantly improve the ability of the citizens to survive that initial period following a disaster when first responders are overwhelmed. Realistic planning to permit the Napa Valley to accept and care for disaster refugees from other Bay Area communities must be carried out. Long range planning also should include facilities that provide a dedicated Emergency Operations Center (EOC) in place of the Board of Supervisors' meeting room, which is currently used for that purpose.

The Napa County Counsel has reviewed this final report on the Napa County Office of Emergency Services and the Presiding Judge of the Napa County Superior Court has certified that the report complies with Title 4 of the California Penal Code. The report has also been accepted and filed as a public document by the County Clerk.

Copies of this report are available for your review in the Napa City/County Library and online by following the link to Grand Jury at <http://www.napacourt.com/>

It is our pleasure and honor to serve you during the 2007-2008 Grand Jury tenure. We hope you find our report enlightening.

Respectfully submitted,  
The 2007-2008 Napa County Grand Jury

# NAPA COUNTY OFFICE OF EMERGENCY SERVICES

## SUMMARY

*“The preservation of life, property and the environment is an inherent responsibility of local, state and federal government.”* This statement signed by the Chairman of the Napa County Board of Supervisors, begins the Letters of Promulgation for both the Napa Operational Area Hazard Mitigation Plan dated 2004 (NAOHMP) and the Napa County Emergency Operations Plan dated 2001 (NCEOP). These plans evaluate potential emergency and disaster situations, the steps to mitigate their impact, and preparation to respond to a variety of emergency situations.

The 2007-2008 Napa County Grand Jury, as a function of its charge to provide the residents of Napa County with information regarding the City and County governments, conducted an investigation of agencies responsible for disaster preparedness and those agencies which will be required to act as “first responders” in an emergency situation. This report focuses on the Napa County Office of Emergency Services.

Continued emphasis on Community Emergency Response Team (C.E.R.T.) training and implementation of this training in the County schools is important to significantly improve the ability of the citizens to survive that initial period following a disaster when first responders are overwhelmed.

A significant disaster involving major population centers in the Bay Area could result in a large number of people being displaced. Napa County may be called upon to accept many of these refugees. Realistic planning is necessary to permit Napa County to accept and care for disaster refugees from other Bay Area communities.

The Grand Jury believes it is also necessary that long range planning include facilities that provide a dedicated Emergency Operations Center (EOC) in place of the Board of Supervisors’ meeting room, which is currently used for that purpose.

## BACKGROUND

Covering an area of 788 square miles, Napa County has a population of 133,522 according to Census Bureau 2006 estimates. In evaluating and planning for potential disasters requiring emergency response, the County has considered seismic hazards, fire, flooding, landslides, terrorism, man-made hazards including hazardous chemicals, traffic hazards, electromagnetic fields, and other threats including crop pests. For planning purposes these are grouped into four major areas: flooding, earthquake, wildland interface fires at the edge of wildland areas, chiefly affecting residential areas, terrorism and technological hazards including the glassy-winged sharpshooter, a vineyard pest that carries Pierce’s Disease, a condition that is deadly to grapevines. Recovery operations are broken down into two types: short-term and long-term.

The Napa County Hazard Analysis lists earthquakes as having the highest “severity” rating followed by floods and dam failure. The “frequency” rating is highest for thunderstorms followed by multiple casualty transportation incidents, floods, and hazardous material spill transportation accidents. Terrorism followed flood and dam failure with respect to severity rating, but the frequency rating was evaluated as low.

The Napa County Emergency Operations Plan states the County Executive Officer will direct the emergency management organization, serving as the Director of Emergency Services. The Director of Emergency Services is responsible for implementing the Emergency Operations Plan through the efforts of the Napa County’s Office of Emergency Services (OES). The Emergency Services Manager supervises the Napa County OES.

## **METHODOLOGY**

The Napa County Office of Emergency Services investigation by the 2007-2008 Grand Jury included the review of hazard mitigation and emergency response documents, interviews of the emergency management organization personnel, participation in a County-wide disaster drill as observers and observation of a disaster drill critique.

### **Documents Reviewed**

- Napa Operational Area Hazard Mitigation Plan (NOAHMP)
- Napa County Emergency Operations Plan (NCEOP)
- Napa County Terrorist Response Annex, NCEOP, Third Draft, November 6, 2003
- Response Protocol to Terrorist Incidents
- Sheriff’s Department Emergency Evacuation Operation Procedure, August 16, 2004
- The CEO Disaster Field Operations Guide
- Living in an “Act of God” Theme Park, Napa County Exercise Program
- Napa Valley Community Emergency Response Training (C.E.R.T.) website
- 2006-2007 Emergency Services Budget Data
- Safety portion of the Public Hearing Draft, Napa County General Plan, December 3, 2007

## **DISCUSSION**

### **Planning**

Detailed hazard identification and hazard mitigation planning has been developed by the County and municipal governments. The NAOHMP ranks each mitigation proposal, or project, as Priority 1, Priority 2, or Priority 3 based on community needs and concerns. In addition, a time horizon was established for each as near, mid or long. The cost of these proposals was estimated and presented as either a one-time cost (e.g., the cost of elevating secondary bridges) or as an annual cost (e.g., earthquake month education program). The following table summarizes the one-time and annual costs of mitigation



proposals by hazard for those proposals not completed at the time the NAOHMP was issued.

HAZARD	ESTIMATED ONE-TIME PROJECT COST	ESTIMATED ANNUAL PROJECT COST
Flood	\$32,000,000	0
Earthquake	\$27,500,000	\$35,000
Wildland Interface Fire	\$5,000,000	\$1,350,000
Technology	\$10,000,000	\$2,100,000
Total	\$74,500,000	\$3,485,000

The Napa County Operational Disaster Committee is responsible for reviewing and updating the mitigation plan, and mitigation goals are to be incorporated into future development of the Napa County General Plan. The draft Napa County General Plan refers to the NAOHMP.

The planned response to emergency situations associated with natural disasters, technological incidents, and national security emergencies which impact Napa County are identified in the NCEOP . This plan establishes an emergency management organization, identifies policies, responsibilities and procedures for the protection of Napa County residents and property, and establishes the operational concepts associated with field response to emergencies.

The Grand Jury had the opportunity to observe a county-wide emergency drill and to be present for the formal critique of this drill. Because this was a medical exercise, the County Health and Human Services (HSS) Department was designated as the operations center and was the observation point for the Grand Jury. The Grand Jury was impressed by conduct of this drill. As in most “drill” situations it is difficult to interject the sense of urgency and confusion that would exist under actual conditions. The Grand Jury was concerned over the lack of physical security at the HSS operations center demonstrated by uncontrolled access to the site and the absence of law enforcement personnel during the drill. The formal critique appeared to be an open and frank discussion of successes and shortcomings by the agencies involved.

### **Community Emergency Response Team (C.E.R.T.)**

The C.E.R.T. program is a Federal Emergency Management Agency (F.E.M.A) training program. The Napa Valley C.E.R.T. website states that “Following a major disaster, emergency responders in Napa County will not be able to meet the demand for response. Factors such as number of victims, communication failures & road blockages will prevent people from accessing the emergency services they have come to expect at a moment’s notice.” C.E.R.T. training is designed to prepare individual members of the community to be able to take care of themselves, their families and neighbors in the event of a major disaster. In the event of a disaster, the pool of C.E.R.T. volunteers would provide needed backup for first responders throughout the County.

C.E.R.T. training was instituted in Napa County in late 2000, by the Napa County Office of Emergency Services, the American Canyon Fire Protection District, the City of Calistoga Office of Emergency Services, the Napa Valley College and the City of Napa Fire Department. In 2002, F.E.M.A. provided a grant of \$47,638 to the Napa County Office of Emergency Services to create a viable county-wide emergency response training program. The initial F.E.M.A. goal was to have the County train 1200 County residents in the national C.E.R.T. curriculum. This goal was met in 2007. Napa County's 10-year goal is to train 2000 residents.

One of the mitigation goals identified in the NAOHMP (Action Item 4.3.2) is to institute school C.E.R.T. training. The goal is that either all middle school or all high school students in Napa County would be given the basic 20-hour C.E.R.T. training. The cost of this program is estimated at \$100,000 per year in the NAOHMP document. While acknowledging the increasing externally imposed curriculum demands placed on our schools, the Grand Jury believes this to be an important step in community disaster preparedness. One of the additional advantages of instituting a school program would be to mitigate language issues in bringing preparedness training into the home. Napa County does not yet have a bilingual C.E.R.T. training capability. One class was taught with a translator present, but this was not considered to be an effective method of reaching non-English speaking residents.

### **Emergency Water Supplies**

The 2007-2008 Grand Jury investigated the availability of emergency water supplies in Napa County. The Grand Jury's report on Municipal Fire Departments in Napa County addresses this issue with respect to fire fighting in the County's major cities. The Grand Jury learned that the problem of water supplies for drinking and sanitation falls more in area of distribution than in overall availability. The water system is extremely vulnerable to disruption due to earthquakes. The Napa Valley sits on an alluvial plain and at any time an earthquake could rupture pipelines which carry water from the reservoirs, holding tanks, and the North Bay Aqueduct system. Residents are encouraged to have available one gallon of water per day per person in the event of an emergency.

Outside of the municipal areas, approximately one-third of the households depend on wells to provide their water. Interviews indicated that there are approximately 25,000 wells in the County. The pumping of water from these wells relies on electrical power, so those households without emergency generators would be affected by a power outage.

### **The Napa Valley Lifeboat**

The Grand Jury inquired about emergency evacuation plans for Napa County in the event of a major disaster or terrorist attack. Napa County has evacuation plans. The NCEOP addresses situations that may require evacuations. The Napa County Sheriff's Department is charged with the responsibility of implementing evacuation orders. The Grand Jury has reviewed the Sheriff's Department Emergency Evacuation Operation Procedure.

During our investigation, the Grand Jury learned that there are a limited number of occurrences that would necessitate a major evacuation of the Napa Valley. A more likely scenario is that refugees from other Bay Area counties would come to the Napa Valley in the event of a major disaster. This concept envisions Napa County as a “lifeboat” for the Bay Area. The Katrina disaster and subsequent refugee problems provide a vivid example of what happens when a major population center is devastated by a natural disaster. The Grand Jury was advised that the organization and cooperation of agencies, mutual aid agreements between the County and municipal governments, and the structure of the emergency/disaster plan would be able to support the influx of people into the County.

The Grand Jury acknowledges that the Napa County Emergency Operations Plan and the various mutual aid agreements provide significant flexibility in responding to a variety of emergency/disaster scenarios. However, since the “lifeboat” response is considered to be a real possibility, and because of the significant impact it could have on this region, the Grand Jury believes that it is necessary for the Napa County OES to develop specific response plans to address this issue. Food and shelter, medical aid, transportation and increased law enforcement demands are just some of the issues that would be encountered if a major influx of refugees occurred.

### **Ongoing Needs**

The Grand Jury considered two major areas that would enhance the County’s mitigation and response capabilities: a dedicated emergency operations and training center, and the implementation of C.E.R.T. training in the public schools as noted above.

The County does not yet have a dedicated emergency operations and training center. The primary Napa County Emergency Operations Center (EOC) is located in the Board of Supervisors’ meeting room in the Administration Building at 1195 Third Street, Room 305, Napa. The first alternate Napa County EOC site is located at the Greenwood Ranch Fire Station at 1555 Airport Road near the Napa County Airport. While the Board of Supervisors’ meeting room is adequate, certainly for short term emergency situations, the Grand Jury believes, based on its investigation, that a dedicated EOC facility would provide a more suitable solution in the future. In addition, the acquisition of a dedicated EOC would provide an opportunity for the County to establish a single, unified Public Safety Answering Point (PSAP) facility as an integral part of the EOC. The PSAP would receive all county 911 calls and dispatch law enforcement, fire and medical response teams. The dedicated EOC site would not only provide a central operations site for all County agencies, but could be used as a training facility as well.

### **Communications**

Effective communications are an essential element of disaster response. Effective communications are also an essential element in the day-to-day response to law enforcement, fire, and medical emergencies. Because of the complexity of the technological and procedural aspects of County emergency communications, a separate Grand Jury report will be dedicated to this subject.

## **FINDINGS**

The 2007-2008 Napa County Grand Jury finds that:

1. C.E.R.T. training is a valuable asset in preparing the citizens of Napa County to deal with a major disaster.
2. Meeting the initial F.E.M.A. training goal and pursuing the County's 10-year, training goal was an important accomplishment.
3. Continued effort by the County to meet the 10- year, training goal will enhance community preparedness.
4. C.E.R.T. training in County high schools and middle schools, as recommended in The Napa Operational Area Hazard Mitigation Plan, and approved by the Board of Supervisors, would significantly advance this aspect of preparedness training.
5. The Napa County Emergency Operations Plan does not specifically address the possibility of a significant influx of refugees from other Bay Area major population centers as envisioned in the "lifeboat" scenario.
6. A dedicated County Emergency Operations Center would be a valuable asset for the county and should be considered in long term planning.

## **RECOMMENDATIONS**

The 2007-2008 Napa County Grand Jury recommends that:

1. C.E.R.T. training be implemented in Napa County high schools and middle schools..
2. The impact of a significant influx of Bay Area disaster refugees into Napa County be evaluated and specific plans prepared to deal with this eventuality; that the County Emergency Operations Plan be modified to incorporate this planning.
3. Long range facility planning for Napa County includes a dedicated Emergency Operations Center combined with an integrated County PSAP and training facilities.

## **REQUEST FOR RESPONSES**

The 2007-2008 Napa County Grand Jury requests the following responses:

1. The Napa County Office of Education respond to Recommendation 1.
2. The Superintendents of the Napa Valley Unified School District, St. Helena School District, Calistoga Unified School District, Angwin School District, Pope Valley School District respond to Recommendation 1.
3. The Director of Emergency Services respond to Recommendation 2.
4. The Napa County Board of Supervisors respond to Recommendation 3.

## **COMMENDATION**

The Napa County C.E.R.T. organization is to be commended for meeting its initial goal of 1,200 trained volunteers.

The County Office of Emergency Services is to be commended for an aggressive training program that emphasizes Countywide drills and fosters open and candid critique of drill results.

## **GLOSSARY**

**EOC**---Emergency Operations Center

**C.E.R.T.**---Community Emergency Response Team

**NAOHMP**---Napa Area Operational Hazard Mitigation Plan

**NCEOP**---Napa County Emergency Operations Plan

**OES**---Office of Emergency Services

**PSAP**---Public Safety Answering Point



---

# CITY OF CALISTOGA

## POLICE DEPARTMENT

1235 WASHINGTON STREET  
CALISTOGA, CA 94515  
Phone (707) 942-2810  
Fax (707) 942-2819

July 28, 2008

The Honorable Francisca P. Tisher  
The Honorable Raymond A. Guadagni  
Presiding Judges  
Superior Court of the State of California  
County of Napa  
825 Brown Street  
Napa, CA 94559

Dear Judges Tisher and Guadagni,

The City of Calistoga Police Department has been requested to respond to the 2007/2008 Napa County Grand Jury Report on Napa County Emergency Communications. The recommendations of their report as regards the Calistoga Police Department are:

1. On an urgent basis the Napa County PSAPs institute formal quality assurance programs, preferably audited by outside third party organizations qualified in the area of emergency communications.
2. Modify the Master Plan to include a consolidated Napa County PSAP and planning be initiated to establish the facility.

Up until 1980 the Napa County Sheriff's Office dispatched for the Calistoga Police Department from Napa. Problems encountered during that time, such as delays in dispatching of calls, led to the implementation of our own local dispatch center. The Calistoga Police Department has effectively run its own dispatch ever since. We are proud that our operation, as described by this Grand Jury, is "well organized" and its policies and procedures are up to date.

The Grand Jury has recognized that Calistoga Police Department dispatches effectively and has noted that the break down of information occurs as it is passed from Napa Central Dispatch to Cal Fire. In our opinion, consolidating dispatch services does not address that problem, since calls would still have to be transferred to Cal Fire.

The Grand Jury's report focused primarily on medical emergency calls for service because of the problems that occur during the transfer of these calls. Emergency medical calls for service are only a small portion of the calls handled by our dispatch. In 2007 the Calistoga Police Department logged 7,526 calls for service. 375 were emergency medical calls. To address the issues of delays and possible data loss during call transfers

---

this department instituted a policy of pre-alerting our fire department of pending dispatches. This has resulted in the Calistoga Fire Department having the lowest response time to calls in the county.

The Calistoga Dispatch center provides a wide array of services to the City of Calistoga which includes:

- Public Safety Answering Point (PSAP)
- Front lobby reception
- Data entry and computer support
- Records Clerk
- Holding cell monitoring

Other benefits of Calistoga's dispatching include a local's knowledge of the area, its residents, businesses and working relationships with other city departments. Also, the department can maintain close supervision of its dispatchers and monitor the effectiveness of its policies and procedures. Therefore,

We recognize along with the Grand Jury that the need for quality assurance is paramount. Recurring errors threaten life, safety and the confidence the public has in its police department. The Calistoga Police Department will develop a method for recording and analyzing its errors as a measure to bring accountability to our PSAP.

The City of Calistoga thanks the Grand Jury members for their dedication and thoughtful recommendations. The responses contained in this letter are in accordance with section 933c of the California Penal Code.

Sincerely,

  
Jonathan Mills  
Chief of Police



---

# CITY OF CALISTOGA

## POLICE DEPARTMENT

1235 WASHINGTON STREET  
CALISTOGA, CA 94515  
Phone (707) 942-2810  
Fax (707) 942-2819

July 28, 2008

The Honorable Francisca P. Tisher  
The Honorable Raymond A. Guadagni  
Presiding Judges  
Superior Court of the State of California  
County of Napa  
825 Brown Street  
Napa, CA 94559

Dear Judges Tisher and Guadagni,

The City of Calistoga appreciates the work of the Grand Jury and the time and effort that went into the making of this report. We herein submit our response as requested to Grand Jury Report Alcohol and Drug Prevention and Treatment Programs for Napa County Youth.

Recommendation 1:

*The County of Napa, through NCHHS, NCOE, NVUSD and other agencies and programs involved in developing the strategic plans commit to cooperate in fully implementing these plans.*

The Calistoga Police Department has participated in and is committed to working with other agencies to implement the strategic plan for prevention and treatment programs for Napa County's youth. As a law enforcement agency the Calistoga Police Department has conducted enforcement activities aimed at reducing youth's access to alcohol. The department has supplemented these activities with in school presentations and public meetings aimed at teaching prevention and raising awareness of drug and alcohol prevention programs. The Department has been achieving this through participating in the Catalyst Coalition and the Rural Enforcement of Underage Drinking Laws (REUDL) grant.

Recommendation 2:

*Local governmental agencies and other relevant districts commit to assure sufficient funding is available to fully implement the strategic plans for prevention and treatment.*

The police department has dedicated funds to operate an in house diversion program and contracts with the Boys and Girls Club of Saint Helena and Calistoga to provide a

---

juvenile diversion officer to head the program. This arrangement has been in place for approximately ten years. This officer now works with the student assistance program at the local schools to help identify kids at risk.

Recommendation 3:

*All publicly funded youth AOD prevention and treatment expenditures be separately itemized in each local government's budget by each category, youth AOD prevention and youth AOD treatment, so it is clear how much is being spent by each agency for each category.*

The funding for the diversion program and the REUDL grant are itemized in the department's budget.

The City of Calistoga thanks the Grand Jury members for their dedication and thoughtful recommendations. The responses contained in this letter are in accordance with section 933c of the California Penal Code.

Sincerely,



Jonathan Mills  
Chief of Police