

KRISTI FURMAN
Clerk of the Board



Telephone: (707) 463-4221
Fax: (707) 463-4245
bos@co.mendocino.ca.us
www.co.mendocino.ca.us/bos

COUNTY OF MENDOCINO
BOARD OF SUPERVISORS
501 Low Gap Road • Room 1090
Ukiah, California 95482

RECEIVED

SEP 10 2007

MENDOCINO COUNTY GRAND JURY
POST OFFICE BOX 629
UKIAH, CA 95482

August 28, 2007

The Honorable Cindee Mayfield, Presiding Judge
Superior Court of California
County of Mendocino
Mendocino County Courthouse
Ukiah, CA 95482

Re: Response to the 2006-2007 Grand Jury's Final Report:
ALL TOGETHER NOW...
A Report on Emergency Response Coordination in Mendocino County

Dear Judge Mayfield:

Enclosed is the official response to the findings and recommendations contained in the 2006-2007 Grand Jury's Final Report regarding ALL TOGETHER NOW - A Report on Emergency Response Coordination in Mendocino County.

The Mendocino County Board of Supervisors approved this response on August 28, 2007, which meets the statutory 90-day deadline.

Sincerely,

Kendall Smith, Chair
Mendocino County Board of Supervisors

KS/dkm

Enclosures

cc: County Executive Office
Grand Jury
File 2007-08-28 GJ-All Together

THE BOARD OF SUPERVISORS

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RESPONSE PROCEDURE TO GRAND JURY REPORTS

The governance of responses to Grand Jury Final Report is contained in Penal Code § 933 and § 933.05. Responses must be submitted within 60 or 90 days. Elected officials must respond within sixty (60) days. Governing bodies (for example: the Board of Supervisors) must respond within ninety (90) days. Please submit all responses in writing and digital format to the Presiding Judge, the Grand jury Foreperson and the CEO's office.

Report Title : **ALL TOGETHER NOW...** **Report Date :** May 24,2007
A Report on Emergency Response Coordination
in Mendocino County

Response by: Board of Supervisors
Contact Person: Jennifer Wyatt, Deputy Chief Executive Officer

Findings

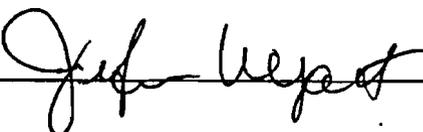
- I (we) agree with the findings numbered:
1-14
- I (we) disagree wholly or partially with the Findings numbered:
16,22

(attach a statement specifying any portions of the Findings that are disputed; include an explanation of the reasons therefore.)

Recommendations

- Recommendations numbered: 1,2
have been implemented. (attach a summary describing the implemented actions.)
- Recommendations numbered:
have not yet been implemented, but will be implemented in the future.
(attach a time frame for implementation)
- Recommendations numbered:
require further analysis. (attach an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer **and/or** director of the agency or department being investigated or reviewed; including the governing body of the public agency when applicable. This time frame shall not exceed six (6) months from the date of publication of the Grand Jury Report)
- Recommendations numbered: 3
will not be implemented because they are not warranted and/or are not reasonable. (attach an explanation.)

Date:

Signed:  _____

RESPONSE PROCEDURE TO GRAND JURY REPORTS

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Report Title : *ALL TOGETHER NOW...* **Report Date :** May 24, 2007
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in Mendocino County

Response by: County Executive Office
Contact Person: Jennifer Wyatt, Deputy Chief Executive Officer

Findings

- I (we) agree with the findings numbered:
1-14
- I (we) disagree wholly or partially with the Findings numbered:
16,22

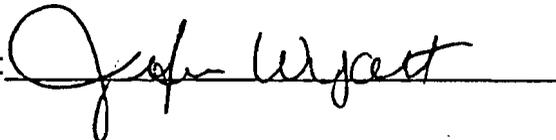
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Signed:



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Report Title : *ALL TOGETHER NOW...*

Report Date : August 2007

A Report on Emergency Response Coordination in Mendocino County

Response by: Bill Woodworth, Emergency Services Coordinator

Findings

I (we) agree with the findings numbered:
1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 17, 18, 19, 20, 21

I (we) disagree wholly or partially with the Findings numbered:
16, 22

(attach a statement specifying any portions of the Findings that are disputed; include an explanation of the reasons therefore.)

Recommendations

Recommendations numbered: 1, 2
have been implemented. (attach a summary describing the implemented actions.)

Recommendations numbered:
have not yet been implemented, but will be implemented in the future.
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Report Title: ALL TOGETHER NOW – A REPORT ON EMERGENCY
RESPONSE COORDINATION IN MENDOCINO COUNTY

Report Date: May 24, 2007

Response by: THOMAS D. ALLMAN, Sheriff-Coroner

Findings

- I (we) agree with the findings numbered:
1-3, 6-8, 11-12, 14, 16, 18 & 20-22.
- I (we) disagree wholly or partially with the Findings numbered:
4, 5, 9, 10 & 13.
(attach a statement specifying any portions of the Findings that are disputed; include an explanation of the reasons therefore)

Recommendations

- Recommendations numbered:
have been implemented. attach a summary describing the implemented actions)
- Recommendations numbered:
have not yet been implemented, but will be implemented in the future.
(attach a time frame for implementation)
- Recommendations numbered:
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ALL TOGETHER NOW...

A Report on Emergency Response Coordination in Mendocino County

May 24, 2007

Summary

In studying the Emergency Operations Plan, as presented in September 2006 to the Mendocino County Board of Supervisors (BOS), the Grand Jury found several areas that demand more specific and detailed planning. These include entities or services briefly mentioned in the plan that are independent or, in the case of the Ukiah Airport, city managed. Not including and coordinating with these entities in the planning process may have serious consequences in the event of a major disaster.

Background

The 2006/2007 Grand Jury elected to study the structural changes in emergency services to determine whether the new system would provide the maximum level of preparedness. The goal of the emergency response system is to prepare for, respond to, and recover from a major disaster.

The Grand Jury was alerted to a change in the management and structure of emergency services by several factors:

- 1.) The dissolution of Mendocino Emergency Services Agency (MESA)
- 2.) The modification of Mendocino County Code Chapter 7.04 (Title 7)
- 3.) The hiring of an Emergency Services Coordinator to staff the County's Office of Emergency Services
- 4.) The adoption of the Mendocino Operational Area Emergency Operations Plan

For this purpose, the Grand Jury examined three areas essential to Emergency Preparedness, namely:

- Training;
- Communications;
- Coordination.

This report will be directed toward bringing to the attention of the general public some of the complexities surrounding coordination.

Many different political entities exist within the borders of Mendocino County. When a major disaster occurs many of these entities may be affected. There exist many jurisdictional issues, which must be addressed in order for these entities to function in a coordinated manner. It is essential for these issues to be resolved prior to a disaster, rather than waiting until responders are occupied with more immediate crises.

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A Report on Emergency Response Coordination in Mendocino County May 24, 2007

The issues involved with coordination and cooperation, touch every entity within the County. Some entities fall under State or Federal jurisdiction, not County, which may significantly impact their response. The resulting complexity made it impossible for the Grand Jury to address the entire scope of coordination in the available time.

Methods

The Grand Jury interviewed former MESA staff, county and city personnel, elected officials, special and school district personnel. The Grand Jury studied County and City emergency plans, audits and budgets, County documents and State and Federal requirements and laws, attended public meetings, BOS sessions, workshops, and visited the Ukiah Airport.

Findings

1. Section 7.04.01 0 of Title 7 defines the purpose of the chapter as: "to provide for the preparation and carrying out of plans for the protection of persons and property within this County in the event of an emergency" and "coordinate the emergency functions of this County with all other public agencies, corporations, organizations, and affected private persons."

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

2. The area of responsibility for the County's emergency response system is referred to as the Operational Area (OA).

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

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Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

3. The OA is defined as "the County and all political subdivisions within the County area, to include cities, special districts and school districts."

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

4. During a disaster the Emergency Operations Center (EOC) becomes the hub of response activities.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office disagrees with Finding #4. The Emergency Operations Center is a location from which centralized emergency management can be performed. Response is an operational function performed in the field.

5. The EOC is a function of County government.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

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Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office disagrees in part with Finding #5. In Mendocino County the operational area EOC is a function of County Government. However, California's Standardized Emergency Management System regulations permit the county to designate another member agency as lead agency of the operational area. Such an agency would then be responsible for establishing an operational area emergency operations center.

6. In the County there are numerous entities with independent governance that are not under the jurisdiction of the County, e.g. special districts, cities, and tribal lands.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

7. The efforts of the EOC will be ineffective without coordination between the various County departments and all independent entities.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office generally agrees with Finding #7, but it is somewhat misleading. The primary function of the emergency operations center is

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coordination. Not every emergency requires activation of an emergency operations center, and not every emergency operations center requires the resources of all county departments and independent entities. The Standardized Emergency Management System (SEMS) and the Incident Command System (ICS) are interdisciplinary, organizationally flexible, modular and scalable. The goal is an integrated structure equal to the complexity and demands of single or multiple incidents.

8. Since disasters within the OA do not stop at the boundaries of any entity, coordination and cooperation between entities is vital.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

9. One of the primary responsibilities during a disaster response is logistics, which involves the movement of resources and personnel within the County, and from outside the OA.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office disagrees in part with Finding #9. Both the Standardized Emergency Management System (SEMS) and its federal counterpart, the National Incident Management System (NIMS) require the use of the Incident Command System (ICS). ICS has five functions: command, operations, planning, logistics and finance. Logistics is a primary responsibility but no more so than the other four functions. As defined by California SEMS regulations, logistics is responsible for providing facilities, services, personnel, equipment and materials. In

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an expanded EOC operation, the logistics section is further subdivided into the communications branch, transportation unit, personnel unit, supply & procurement unit, facilities unit and resource tracking unit.

10. In addition to the governmental resources there exist several volunteer and private groups which specialize in emergency response: County Search and Rescue, four wheelers, Horse Posse, Air Squadron, Dog Team, Underwater Dive Team, and the ham radio operators. Most fire departments in Mendocino County are completely or almost completely volunteer.

Response (Board of Supervisors):
The Board of Supervisors agrees with this finding.

Response (County Executive Office):
The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):
The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):
The Mendocino County Sheriffs Office disagrees in part with Finding #10. Mendocino County Search & Rescue is a non-profit, volunteer organization that includes a four-wheel drive squadron, mounted unit, air squadron, canine unit and dive team. When conducting search and rescue operations, the volunteers are under the direction of the Sheriffs Office

11. Special districts provide many services, primarily to the unincorporated areas of the County, including:
- Water;
 - Sewer;
 - Fire protection;
 - Street Lighting;
 - Cemetery;
 - Air Quality;
 - Hospital;
 - Flood Control;
 - Community Service Districts (CSD); CSDs can provide any of the above services.
 - For a more complete list see Appendix A.

Response (Board of Supervisors):
The Board of Supervisors agrees with this finding.

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Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

12. The specific roles of special districts are not addressed in the Emergency Operations Plan (EOP).

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

13. Special districts which do not conform to the training requirements for the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), may not be able to receive compensation for some disaster related damage.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office disagrees with Finding #13. Compensation for disaster-related damage is not linked to the adoption of SEMS or NIMS. However, local government must use SEMS in order to be eligible for state funding of response-related personnel costs. Local agencies remain eligible for repair,

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renovation, or any other non-personnel costs resulting from an emergency even if they do not use SEMS (California Government Code §8607(e)(2)).

14. Without coordination and cooperation before, during, and after an emergency, the services provided by special districts to County residents would be severely impacted during the recovery phase of disaster response.

Response (Board of Supervisors):

The Board of Supervisors agrees with this finding.

Response (County Executive Office):

The County Executive Office agrees with this finding.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

15. The Ukiah Airport is a department of the City of Ukiah. It must operate under Federal Aviation Administration (FAA) rules and regulations.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

Without further information, The Mendocino County Sheriffs Office can neither agree nor disagree with Finding #15. It is directed to the City of Ukiah.

16. History has shown that in the event of a disaster the Ukiah Airport, with its 5,000 foot runway, would become a primary transportation hub for bringing supplies and personnel into the County and staging them for distribution to the rest of the County. Alternate destinations for these resources are the other airports within the OA such as Albion-Little River, Willits, and Covelo. There are several privately maintained runways available as well.

Response (Board of Supervisors):

The Board of Supervisors disagrees in part with this finding. The Board of Supervisors cannot make an accurate determination on this finding without further analysis and information in regards to the privately maintained runways.

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Response (County Executive Office):

The County Executive Office disagrees in part with this finding. The County Executive Office cannot make an accurate determination on this finding without further analysis and information in regards to the privately maintained runways.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator disagrees in part with this finding. The Emergency Services Coordinator has no knowledge of privately maintained runways..

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

17. Not all of the buildings at the Ukiah Airport are owned by the airport. All airport owned buildings are leased to private entities; these leases allow the buildings to be used for storage and shelter facilities in the event of an emergency.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

Without further information, The Mendocino County Sheriffs Office can neither agree nor disagree with Finding #17. It is directed to the City of Ukiah.

18. The Ukiah Fire Department is the agency responsible for providing fire protection to the airport.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

19. An example of coordination, the Ukiah Valley Fire Department (UVFD) a special district, which is immediately across South State Street from the airport, has an automatic-aid agreement to provide fire protection to the airport.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

Without further information, the Mendocino County Sheriffs Office can neither agree nor disagree with Finding #19. It is directed to the Ukiah Valley Fire District.

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20. The Native American Tribes consist of numerous independent groups which function under a complicated framework of laws (Federal and State), rules, and relationships. See Appendix B.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

21. Some Native American Tribes are at varying levels of developing emergency plans.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator agrees with this finding.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

22. Testimony reveals that the County currently has no organizational emergency response ties to the Native American tribes within the OA.

Response (Board of Supervisors):

The Board of Supervisors disagrees with this finding. The Board of Supervisors cannot agree to what the Grand Jury heard or not heard through testimony.

Response (County Executive Office):

The County Executive Office disagrees with this finding. The County Executive Office cannot agree to what the Grand Jury heard or not heard through testimony.

Response (Emergency Services Coordinator):

The Emergency Services Coordinator disagrees with this finding. The Emergency Services Coordinator cannot agree to what the Grand Jury heard or not heard through testimony.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with this finding.

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A Report on Emergency Response Coordination in Mendocino County May 24, 2007

Recommendations

The Grand Jury recommends that:

1. the County provide sufficient funds and resources to further develop and implement the coordination mandate of the EOP among the various entities within the OA as required by Title 7. **(All Findings)**

Response (Board of Supervisors):

This recommendation has been implemented.

Response (County Executive Office):

This recommendation has been implemented.

Response (Emergency Services Coordinator):

This recommendation has been implemented. Mendocino County has provided sufficient funds and resources to develop the coordination mandate of the EOP.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with Recommendation #1, but it can only be answered by the County Chief Executive and Board of Supervisors.

2. the County initiate discussion with the numerous entities which have independent governance, with the intent of clarifying their respective roles in emergency response. (Findings 6-8, 11-14; 20-22)

Response (Board of Supervisors):

This recommendation has been implemented.

Response (County Executive Office):

This recommendation has been implemented.

Response (Emergency Services Coordinator):

This recommendation has been implemented. Mendocino County OES is currently initiating discussion with the entities to clarify their respective roles. The first meeting is June 28, 2007.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with Recommendation #2, but it can only be answered by the County Chief Executive and Board of Supervisors.

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3. the County include the numerous independently governed entities in the SEMS and NIMS training. (Findings 13-14)

Response (Board of Supervisors):

This recommendation will not be implemented because it is not warranted and/or is not reasonable. This recommendation is not within the scope of authority of the Board of Supervisors for certain entities. Training and participation in SEMS and NIMS is within those governed entities authority and should be the responsibility of those entities concerned.

Response (County Executive Office):

This recommendation will not be implemented because it is not warranted and/or is not reasonable. This recommendation is not within the scope of authority of the Board of Supervisors for certain entities. Training and participation in SEMS and NIMS is within those governed entities authority and should be the responsibility of those entities concerned.

Response (Emergency Services Coordinator):

This Recommendation will not be implemented because it is not warranted and/or is not reasonable. Mendocino County does not need to include independently governed entities in the SEMS and NIMS training as this training is available to them on line at the FEMA web site at no cost. The Emergency Services Coordinator does provide opportunity for training.

Response (Mendocino County Sheriff):

The Mendocino County Sheriffs Office agrees with Recommendation #3, but it can only be answered by the County Chief Executive and Board of Supervisors.

Comments

The 2006/2007 Grand Jury recognizes that the areas covered in this report scratch only the surface of the entire scope of coordination of disaster response and recovery. It is clear that in the event of a regional level disaster Mendocino County may not be the highest of priorities for State and Federal authorities. In such an event the County must be prepared to be self sufficient until assistance can arrive. The 2006/2007 Grand Jury recommends that future Grand Juries continue oversight of this mandated function of County government.

The current version of the Mendocino Operational Area Emergency Operations Plan can be viewed online at

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Response Required

BOS

(Findings 1-14, 16, 22; All Recommendations)

County CEO

(Findings 1-14, 16, 22; All Recommendations)

Emergency Coordinator

(All Findings; All Recommendations)

Mendocino County Sheriff

(All Findings; All Recommendations)

Ukiah City Manager (Findings 15-19; Recommendation 2-3)

Response Requested

Consolidated Tribal Health Project, Inc.

(Findings 1-3, 6-8, 20-22; Recommendation 2)

Round Valley Indian Health

(Findings 1-3, 6-8,20-22; Recommendation 2)

LAFCO

(Findings 1-4, 6-8, 11-14; All Recommendations)