



**SAN JOAQUIN**  
— COUNTY —  
*Greatness grows here.*

**Board of Supervisors**

Chuck Winn, *Chair, Fourth District*  
Robert Rickman, *Vice-Chair, Fifth District*  
Miguel Villapudua, *First District*  
Katherine Miller, *Second District*  
Tom Patti, *Third District*  
Rachél DeBord, *Clerk of the Board of Supervisors*

August 23, 2022

Honorable Michael D. Coughlan, Presiding Judge  
San Joaquin County Superior Court  
180 E. Weber Avenue, Suite 1306J  
Stockton, CA 95202

Dear Judge Coughlan:

**Responses to 2021-2022 Grand Jury Reports**

Pursuant to Section 933.05 of the California Penal Code, attached please find the Board of Supervisors' responses to the Grand Jury Final Report for the following cases, with the exception of ***Independent Special Districts: Transparency "Not Found" (Case #0220)*** report, which has been submitted separately by the Auditor-Controller's Office:

New Report:

A. *Cybersecurity: Local Defense Against a Global Threat (Case #0321)*

Follow-up Requests:

B. *Micke Grove Zoo: Honoring the Past, Securing the Future (Case #0218)*

C. *Illegal Dumping: Talking Trash (Case #0519)*

D. *Fragmented COVID-19 Response (Case #0120)*

E. *Independent Special Districts: Transparency "Not Found" (Case #0220)*  
(Response to this report has been submitted separately by the Auditor-Controller's Office)

If you have any additional questions regarding these responses, please contact Jay Wilverding, County Administrator at 468-3203.

Sincerely,

A handwritten signature in blue ink that reads "Chuck Winn".

Chairman, Chuck Winn  
Board of Supervisors  
County of San Joaquin

Attachments:

- Responses to Grand Jury Reports (4)
- Board Letter
- Board Order

**ATTACHMENT A**  
**Responses to the 2021-2022 Grand Jury Final Report**

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**NEW REPORT**

San Joaquin County, Case #0321 – **“Cybersecurity: Local Defense Against a Global Threat”**

**Finding F1.1:**

*San Joaquin County does not have a formal internal policy concerning payments or procedures in ransomware attacks. This absence of policy could cause confusion, delay and greater loss of security in the event of such an attack.*

**Response to Finding F1.1:**

Agree.

Information Systems Division (ISD) concurs with the Grand Jury's finding.

**Finding F1.2:**

*San Joaquin County has an exemplary profile regarding cybersecurity and should serve as a model for other government agencies with San Joaquin County.*

**Response to Finding F1.2**

Agree.

ISD concurs with the Grand Jury's finding.

**Recommendation R1.1:**

*By November 1, 2022, the San Joaquin County Board of Supervisors, in conjunction with San Joaquin County ISD, develop, adopt, and implement a formal internal policy and procedure for response to a ransomware attack.*

**Response to Recommendation R1.1:**

Will be implemented.

San Joaquin County ISD will develop, adopt, and implement a formal internal policy and procedures for the County's response to a ransomware attack. This process has already begun, but may extend beyond November 1, 2022. ISD will coordinate with County Counsel, as well as other agencies with robust ransomware policies and procedures, to develop and implement a plan that represents current industry best practices.

**ATTACHMENT B**  
**Responses to the 2021-2022 Grand Jury Final Report**

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**FOLLOW-UP:**

**San Joaquin County, Case #0218 – “Micke Grove Zoo: Honoring the Past, Securing the Future”**

The 2021-2022 Grand Jury reviewed the 2020-2021 responses to the 2018-2019 Report, #0218, and documented the mandatory responses to the findings and recommendations. The 2021-2022 Grand Jury reviewed the responses to the recommendations to determine:

- If the agency responses were complete and comprehensible;
- If the agency implemented the recommendations within the stated deadlines; and
- If confirmation, including written documentation and interviews, was necessary.

**2020-2021 Grand Jury Finding F1:**

*Micke Grove Zoo still does not have zoo accreditation.*

**2020-2021 Response to Finding F1:**

Agree.

**2020-2021 Grand Jury Recommendation R1:**

*The San Joaquin County General Services Department present its findings regarding zoo accreditation, including a timeline, to the Board of Supervisors by December 31, 2021.*

**2020-2021 County Response to Finding R1:**

This recommendation will be implemented.

In accordance with the Micke Grove Zoo’s Five Year Strategic Plan, the Park Administrator and the Zoo Manager are actively engaged in accreditation recommendation discussions, which include evaluation of a realistic timeline. The General Services Director and Park Administrator will present the findings and make a recommendation to the Board of Supervisors prior to December 31, 2021.

**San Joaquin County General Services Department presented an accreditation plan to the Board of Supervisors on December 14, 2021.**

**The 2021-2022 Grand Jury determined to take no further action.**

**ATTACHMENT C**

**Responses to the 2021-2022 Grand Jury Final Report**

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**FOLLOW-UP:**

San Joaquin County, Case #0519 – “Illegal Dumping: Talking Trash”

**2021-2022 Grand Jury Finding F1:**

*Because the County has not created a strong, enforceable ordinance, illegal dumping continues without consequences.*

**Response to Finding F1:**

Agree.

**2021-2022 Grand Jury Recommendation R1:**

*By September 30, 2022, the Board of Supervisors adopts an enforceable ordinance to deter illegal dumping. This ordinance will include a mechanism for collecting fines, an appeals process, and a way to recoup the cost of administration from the illegal dumpers.*

**Response to Recommendation R1:**

Will be implemented.

A draft ordinance will be agendaized for introduction to the Board of Supervisors on August 23, 2022, and for adoption on September 13, 2022. If adopted the ordinance will become effective 30 days after adoption. The purpose of the proposed ordinance is to protect public and private property from illegal dumping, to hold any person that takes actions that substantially contribute to illegal dumping accountable, to deter illegal dumping and to mitigate the harms that the County has found are caused by illegal dumping. Ordinance provisions prohibit all illegal dumping and, among other things, make vehicle or trailer owners liable if their vehicle or trailer is used for illegal dumping with the express or implied permission of the owner. For example, if the County Sheriff's Office gets video of an identifiable vehicle or trailer, even if they cannot identify the driver, they can take action against the vehicle/trailer owner. This is to address situations in which residents obtained video of vehicles dumping waste, but authorities could not take enforcement action because they could not identify the driver. Further, the proposed ordinance is going to the Board of Supervisors as part of an illegal dumping mitigation plan called, “3 E's Plan” to address Illegal Dumping. The Plan will be carried out by the County's Illegal Dumping Task Force, which will report back to the Board of Supervisors on the effectiveness of the Plan, including the ordinance if it is adopted, in one-year.

**2021-2022 Grand Jury Finding F2:**

*San Joaquin County still lacks the capability to monitor dumping hotspots and to prosecute illegal dumpers.*

**Response to Finding F2:**

Partially disagree.

The County disagrees that it still lacks the capability to monitor dumping hotspots; however, agrees that the County still lacks the capability to prosecute illegal dumpers.

**2021-2022 Grand Jury Recommendation R2:**

*By September 30, 2022, approves a plan to effectively monitor the surveillance cameras.*

**Response to Recommendation R2:**

Will be implemented.

On August 23, 2022, the County Board of Supervisors will consider the “3 E’s Plan” to address Illegal Dumping, which includes the posting and monitoring of surveillance cameras. The Plan proposed to be carried out by the County’s Illegal Dumping Task Force, includes action items relating to education, enforcement, and eradication. As part of the plan to implement robust enforcement, including the adoption of a new ordinance prohibiting illegal dumping, the County’s Sheriff’s Office, with assistance and funding to the Public Works Department, will be as follows:

- A. Video surveillance using cellular fed cameras equipped with a notification system, will be used to monitor dumping hot spots and send notifications when movement is detected. Data will be stored in the system’s cloud database and accessible to download and memorialize for investigational purposes.
- B. The Sheriff’s Office Community Revitalization Unit (CRU) and the Community Car Unit (CCU) will proactively identify and investigate illegal dumping issues with the County.
  - i. CRU consists of eight specially trained Deputies to address the quality of life issues surrounding illegal dumping and homelessness.
  - ii. CCU designates a Deputy to be assigned to a smaller area within the County to establish close relationship and address issues within the community.
- C. Sheriff’s Office will provide training to all sworn Deputies to educate them on how to effectively enforce the ordinance from a call-for-service model.
- D. The Strategic Intelligence Unit will collect data on reports of illegal dumping, issued citations, deployment of Sheriff’s Office resources, and other relevant data to evaluate the effectiveness of the illegal dumping ordinance.
- E. The Sheriff’s Office and other County departments, including but not limited to Public Works, Community Development, Environmental Health, and County Administrator’s Office, will conduct continuous evaluation and review of the effectiveness of the Sheriff’s Office response and deployment strategy to modify enforcement strategies as needed.

**2021-2022 Grand Jury Finding F3:**

*Regional limitations prevent each jurisdiction from sharing the specific costs of cleanup outside of its respective boundaries. These limitations make a coordinated response difficult.*

**Response to Finding F3:**

Agree.

**2021-2022 Grand Jury Recommendation R3:**

*By September 30, 2022, the San Joaquin County Board of Supervisors develop and adopt a plan to equitably share costs for illegal dumping removal throughout the county.*

**Response to Recommendation R3:**

Will be implemented.

Illegal dumping and its negative effects do not stop at City borders, but no single jurisdiction has the funding to tackle it. Further, there are legal limitations on the use of certain funds across jurisdictional boundaries. Accordingly, on August 23, 2022, the County Board of Supervisors will consider the “3 E’s Plan” to address Illegal Dumping, which includes specific direction to staff to work cooperatively with the 7 cities within the County to propose development of consistent regulatory frameworks and joint education, eradication, and enforcement measures.

**ATTACHMENT D**  
**Responses to the 2021-2022 Grand Jury Final Report**

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**FOLLOW-UP:**

San Joaquin County, Case #0120 – “San Joaquin County: A Fragmented COVID-19 Response”

**2021-2022 Grand Jury Finding F1.1**

*The development of a written policy with procedures and practical application exercises is in progress but not yet completed, leaving the County lacking in preparedness for the next health emergency.*

**Response to Finding F1.1**

Partially Agree.

While training needs exist, the County is not lacking in preparedness for an emergency. The COVID-19 Pandemic has highlighted the need for all County departments to participate in emergency management training and exercises to ensure their capabilities are enhanced for the next emergency.

**2021-2022 Grand Jury Recommendation R1.1**

*By September 30, 2022, the San Joaquin County Board of Supervisors, in conjunction with the Office of Emergency Services, develop, adopt and implement a written policy with procedures and practical application exercises, requiring annual testing to assess the overall coordination, effectiveness and application of San Joaquin County’s Emergency Operations Plan, including its Emergency Support Function Annexes.*

**Response to Recommendation R1.1:**

Will be implemented.

The recommendation will be implemented but not by September 30, 2022. The Office of Emergency Services, in conjunction with the Director of Emergency Services, is developing a written policy for implementation of the training and exercise requirements identified in the Emergency Operations Plan. The Director of Emergency Operations and the Emergency Services Chiefs will ensure compliance from departments and organizations under their authority. The written policy will be presented to the San Joaquin County Disaster Council for adoption on October 11, 2022, and to the Board of Supervisors for adoption by November 30, 2022. Once the policy and procedures are approved, the Office of Emergency Services will ensure the Grand Jury receives a copy.

**2021-2022 Grand Jury Finding F1.2**

*Once a written policy with procedures to coordinate the future use of San Joaquin County’s Emergency Operation Plan is complete, it will be critical to run simulations to assess the plan’s effectiveness in addressing future emergencies.*

**Response to Finding F1.2**

Agree.

The COVID-19 Pandemic has highlighted the need for all County departments and agencies within the Operational Area to participate in emergency management training and exercises to ensure their capabilities are enhanced for the next emergency.

**2021-2022 Grand Jury Recommendation R1.2:**

*By October 31, 2022, The San Joaquin County Board of Supervisors direct the Office of Emergency Services to conduct the first assessment of the overall coordination, effectiveness and application of San Joaquin County's Emergency Operations Plan and its Emergency Support Function Annexes using practical application exercises and report their findings and recommendations to the Board of Supervisors.*

**Response to Recommendation R1.2:**

Will be implemented.

The recommendation will be implemented but not by October 31, 2022. Based on the proposed policy, the Office of Emergency Services is progressively incorporating departments in training and exercises as appropriate. The Office of Emergency Services will also incorporate lessons learned and improvement opportunities from the San Joaquin County COVID-19 Emergency After-Action Report and Improvement Plan, scheduled to be completed by December 31, 2022.

To ensure a successful County Emergency Management Program, the Office of Emergency Services will continue to identify funding opportunities to provide training and exercises to the Operational Area and County Agencies. The Office of Emergency Services will work with the Operational Area to identify specific yearly objectives and incorporate them into the Multi-Year Integrated Preparedness Plan (formerly the Multi-Year Training and Exercise Plan). County departments will continue to train and exercise within their department structure, utilizing the Emergency Support Function plans for which they have legal responsibilities. Departments will have ultimate responsibility for identifying internal protocols and procedures required at the response level.

**2021-2022 Grand Jury Finding F2.1**

*Without a thorough review of San Joaquin County's Emergency Operations Plan, the County is unable to confirm that this plan adequately meets the requirements of the Public Health Emergency Preparedness agreement.*

**Response to Finding F2.1**

Agree.

The County agrees with this finding and has engaged an independent contractor to perform a comprehensive review, as identified in the Response to Recommendation R2.1.

**2021-2022 Grand Jury Recommendation R2.1**

*By November 1, 2022 the San Joaquin County Board of Supervisors, in conjunction with Health Care Services, complete an operational audit to affirm that the requirements outlined within the Public Health Emergency Preparedness agreement are being met.*

**Response to Recommendation R2.1:**

Will be implemented.

The recommendation will be implemented, but potentially not before November 1, 2022. An agreement with Tetra Tech Inc. for a comprehensive After-Action Report and Improvement Plan



based on an evaluation and analysis of the County's COVID-19 emergency response was approved by the Board on July 26, 2022 (B-22-411). The scope of services to be performed from July 1, 2022 through December 31, 2022 will satisfy the requirement for an operational audit and will be completed by December 31, 2022.

**2021-2022 Grand Jury Finding F2.2**

*Completion of a countywide review of the Emergency Response Plan with findings presented to the San Joaquin County Board of Supervisors would allow for a more collaborative and coordinated response to future public health emergencies.*

**Response to Finding F2.2**

Agree.

The County agrees with this finding and has engaged an independent contractor to perform a comprehensive review, as identified in the Response to Recommendation R2.2.

**2021-2022 Grand Jury Recommendation R2.2:**

*By December 1, 2022, The San Joaquin County Board of Supervisors, in conjunction with Health Care Services, complete and evaluate a countywide review of the Emergency Response Plan and report results to the Board.*

**Response to Recommendation R2.2:**

Will be implemented.

The recommendation will be implemented, but potentially not before December 1, 2022. An agreement with Tetra Tech Inc. for a comprehensive After-Action Report and Improvement Plan based on an evaluation and analysis of the County's COVID-19 emergency response was approved by the Board on July 26, 2022 (B-22-411). The scope of services to be performed from July 1, 2022 through December 31, 2022 will satisfy the requirement for a Countywide review of the Emergency Response Plan and will be completed by December 31, 2022.



## Office of the County Administrator

Jerome C. Wilverding, *County Administrator*

Sandra Regalo, *Assistant County Administrator*

August 5, 2022

Board of Supervisors  
County Administration Building  
Stockton, CA

Dear Board Members:

### **Approval of Responses to 2021-2022 Grand Jury Reports**

#### **RECOMMENDATION**

It is recommended that the Board of Supervisors:

1. Approve the responses to the 2021-2022 Grand Jury Reports; and
2. Authorize and direct the Chairman to sign a letter with attached responses to the Presiding Judge of the Superior Court.

#### **REASON FOR RECOMMENDATION**

The 2021-2022 San Joaquin County Grand Jury issued the following report and follow-up requests:

New Report:

- A. *Cybersecurity: Local Defense Against a Global Threat (Case #0321)*

Follow-up Requests:

- B. *Micke Grove Zoo: Honoring the Past, Securing the Future (Case #0218)*
- C. *Illegal Dumping: Talking Trash (Case #0519)*
- D. *Fragmented COVID-19 Response (Case #0120)*
- E. *Independent Special Districts: Transparency "Not Found" (Case #0220)*  
*(Response to this report has been submitted separately by the Auditor-Controller's Office)*

California Penal Code (PC) Section 933 requires that specific responses to all findings and recommendations contained in the report be submitted to the Presiding Judge of the Superior Court on the Grand Jury's findings and recommendations within 90 days of issuance. PC Section 933.05 designates responses to findings must be: 1) Agrees with the finding; or 2) Disagrees, wholly or partially with the finding. Responses to recommendations are limited to: 1) Has been implemented; 2) Has not yet been implemented, but will be within a certain timeframe; 3) Requires further analysis and timeframe for further determination within six months; or 4) Will not be implemented, and reasons therefor.

A summary of the departmental responses/actions reflecting the Grand Jury's findings and recommendations are attached, with the exception of ***Independent Special Districts: Transparency "Not Found" (Case #0220)*** report, which has been submitted separately by the Auditor-Controller's Office.

**FISCAL IMPACT**

Except for staff time, there is no fiscal impact to approve and submit the responses.

**ACTION TO BE TAKEN FOLLOWING APPROVAL**

The Clerk of the Board will submit the responses to the Presiding Judge of the Superior Court.

Very truly yours,



Jerome C. Wilverding  
County Administrator

JW:SR

Attachments:

- Responses
- Letter to Presiding Judge w/attachments

c: Jeff Woltkamp, Auditor-Controller  
J. Mark Myles, County Counsel  
Jennifer Jolley, Community Development Department  
Tori Verber Salazar, District Attorney  
Jasjit Kang, Environmental Health  
Mark Thomas, Information Systems  
Tiffany Heyer, Office of the Emergency Services  
Zienna Blackwell-Rodriguez, Public Health  
Pat Withrow, Sheriff-Coroner-Public Administrator

Board Clerk for 08/23/22

BL08-05

Reviewed by County Counsel's Office:

  
\_\_\_\_\_  
J. Mark Myles, County Counsel 8/18/2022

**Before the Board of Supervisors**  
County of San Joaquin, State of California

B-22-474

**Approval of Responses to 2021-2022 Grand Jury Reports**

THIS BOARD OF SUPERVISORS DOES HEREBY:

1. Approve the responses to the 2021-2022 Grand Jury Reports; and
2. Authorize and direct the Chairman to sign a letter with attached responses to the Presiding Judge of the Superior Court.

I HEREBY CERTIFY that the above order was passed and adopted on August 23, 2022 by the following vote of the Board of Supervisors, to wit:

MOTION: Miller/Villapudua/5-0

AYES: Villapudua, Miller, Patti, Rickman, Winn

NOES: None

ABSENT: None

ABSTAIN: None

ATTEST: RACHÉL DeBORD  
Clerk of the Board of Supervisors  
County of San Joaquin  
State of California



By: **Rachél DeBord**