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Board of Supervisors

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Brad Wagenknecht
Chair

August 19, 2008

The Honorable Raymond Guadagni
Presiding Judge
Superior Court of California, County of Napa
825 Brown Street
Napa, CA 94559

FILED

AUG 21 2008

Clerk of the Napa Superior Court
By: C. Brennan
Deputy

Dear Judge Guadagni:

As required by Penal Code Section 933(c), enclosed is the response to the following 2007-08 Grand Jury Final Reports:

- Napa County Retirement Benefits for County of Napa and City of Napa Employees
- Napa County Alcohol and Drug Prevention and Treatment Programs for Napa County Youth

Responses to findings and recommendations affecting local government entities other than the County are not included in the Board's response when those entities are not under the jurisdiction of the County Board of Supervisors.

Once again, the Board acknowledges the members of the 2007-08 Grand Jury for the time they have devoted in preparing their report.

Sincerely,

A handwritten signature in black ink, appearing to read "Brad Wagenknecht".

Brad Wagenknecht, Chair
Napa County Board of Supervisors

Received
Napa Superior Court

Enclosure

AUG 20 2008

cc: Foreman, 2007-08 Grand Jury

Court Executive Office

Brad Wagenknecht
District 1

Mark Luce
District 2

Diane Dillon
District 3

Bill Dodd
District 4

Harold Moskowitz
District 5

**NAPA COUNTY
RESPONSE TO THE NAPA COUNTY GRAND JURY
FINAL REPORT ON ALCOHOL AND DRUG PREVENTION AND
TREATMENT PROGRAMS FOR NAPA COUNTY YOUTH**

Commendations: The Grand Jury commends NCHHS and NCOE and other community agencies for developing strategic plans for evidence-based youth AOD use/abuse prevention and treatment plans.

Response, Napa County Health and Human Services Agency (HHSA): HHSA is extremely pleased the Grand Jury selected this important and often-overlooked area for study and recommendations. HHSA is grateful to the Grand Jury for its commendation regarding HHSA's involvement in the development of strategic plans for evidence-based youth AOD use/abuse prevention and treatment.

Finding No. 3: There are numerous prevention programs throughout the County, which are not uniformly coordinated and which until recently, have not been evidence based.

Response, Napa County Health and Human Services Agency (HHSA): HHSA agrees in part with this finding. Coordination among prevention programs in Napa County has historically been irregular, which has often had a negative impact on the effectiveness and efficiency of different prevention efforts. Many programs have utilized program models for which there was no evidence base. Some programs, however, have consistently endeavored to coordinate their services with other providers and some have utilized evidence-based models.

Finding No. 6: The only outpatient treatment program in Napa County is contracted through the Wolfe Center.

Response, Napa County Health and Human Services Agency (HHSA): HHSA agrees with this finding, seeking only to clarify the meaning of the finding. At the present time, the only outpatient substance abuse treatment program for adolescents operating in Napa County is The Wolfe Center. The County of Napa, through HHSA and the Probation Department, contracts with The Wolfe Center for treatment services for Napa County youth referred or approved for funding by those two agencies.

Finding No. 8: The true cost of publically funded youth AOD prevention and treatment in Napa County could not be ascertained from the County and school district budgets reviewed.

Response, Napa County Health and Human Services Agency (HHSA): HHSA disagrees in part with this finding. As noted below in response to Recommendation #3, detailed information regarding HHSA's expenditures for youth prevention and treatment is available from HHSA.

Recommendation No. 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.

Response. Napa County Health and Human Services Agency (HHSA): The recommendation has been implemented. HHSA agrees with the Grand Jury's recommendation to commit to cooperate with other agencies and programs with the goal of fully implementing the plans. To the extent the recommendation of the Grand Jury calls for full implementation of the plans, HHSA embraces that goal. However, its ability to effectuate all plan elements and the time line for effectuating them are subject to the resources available to the County in the current challenging fiscal environment.

NCHHS, NCOE and NVUSD first developed a strategic plan for substance abuse prevention in 2003. This plan was implemented between 2003 and 2005. The plan was recently revised to meet the requirements of a new state-required prevention planning process as well as to update local goals and priorities for reducing substance use and abuse.

In the period since the initiation of the 2003 plan, local governmental agencies including the school districts have:

- Improved relationships and coordination, particularly of school based AOD services.
- Leveraged funding opportunities and coordinated program expenditures to increase access to services and opportunities.
- Been recognized throughout the state of California as a model for County AOD and school district partnership.
- Partnered on a number of collaborative efforts to improve services to students including: a) creation of a school-based mental health plan; b) engagement in Mental Health Services Act planning; c) multi-agency attendance, including attendance by HHSA AOD staff, at education oriented conferences and events; and, d) partnership on state and federal grant applications to fund services in furtherance of the plans.

The 2007-2010 strategic plan for prevention is being collaboratively implemented through the Catalyst Coalition, a project funded by the federal Substance Abuse and Mental Health Services Administration (SAMHSA) and managed through the Napa County Office of Education (NCOE). This coalition includes representatives from each local school district, various law enforcement agencies and community based organizations, individual community members, and HHSA.

The HHSA Prevention and Youth Treatment Supervisor meets monthly with the NVUSD/NCOE Safety and Wellness Coordinator to pursue and strengthen district/county relationships, programming, and implementation of the strategic plans. The HHSA Coordinator also meets periodically with school district coordinators from St. Helena and Calistoga.

Response, Napa Probation Department/Juvenile Hall: The recommendation has been implemented. NCHHS, NCOE and NVUSD first developed a strategic plan for substance abuse prevention in 2003. This plan was implemented between 2003 and 2005. The plan was recently revised to meet the requirements of a new state-required prevention planning process as well as to update local goals and priorities for reducing substance use and abuse. Probation has participated in this process.

The 2007-2010 strategic plan for prevention is being collaboratively implemented through the Catalyst Coalition, a project funded by the federal Substance Abuse and Mental Health Services Administration (SAMHSA) and managed through the Napa County Office of Education (NCOE). This coalition includes representatives from each local school district, various law enforcement agencies including Probation and community based organizations, individual community members, and HHSA.

To the extent that the recommendation of the Grand Jury calls for full implementation of the plans, Probation embraces that goal. However, its ability to effectuate all plan elements and the time line for effectuating them are subject to the resources available to the County in the current challenging fiscal environment. Unfortunately, there is no guarantee that adequate funding will be available to fully implement the strategic plan. The Probation Department will continue to work with other stakeholders to identify new funding sources to assist in the successful implementation of all or part of the strategic plan as funding permits.

Response, Napa County Board of Supervisors: The Board of Supervisors concurs with the response of the Napa County Health and Human Services Agency and the Napa Probation Department/Juvenile Hall.

Recommendation No. 2: Local government agencies and other relevant districts commit to assure sufficient funding is available to fully implement the strategic plans for prevention and treatment.

Response, Napa County Health and Human Services Agency (HHSA): The recommendation requires further analysis. HHSA unequivocally agrees with the goal of fully implementing the strategic plans for prevention and youth treatment. The implementation process is a multi-faceted one, however, particularly in a period when state budget cuts are reducing funding for many of HHSA's programs, including alcohol and drug services. In the current fiscal environment, it is therefore impossible to predict a timeline on which all activities described in the strategic plans may be fully funded. Consequently, the first purpose of the strategic plans is to identify areas of unmet need and system development to better utilize existing funds. In addition, the strategic plans are a means of leveraging existing and new sources of funding. Finally, they serve as a guide for the use of new monies as they become available.

Commencing in 2001, HHSA began working at both the policy and program levels to strengthen the agency's capability to provide or support substance abuse prevention and treatment services. The agency created the Alcohol and Drug Services (ADS) Division¹ as a distinct program service division, with its own budget and staffing. Prior to that time, alcohol and drug services had been combined with mental health services and divided between two larger "behavioral health" divisions, one serving adults and older adults, and the other children. The new division made it easier to track expenditures for alcohol and drug services. It also made it easier to obtain and account for new funding from sources which are categorically restricted to alcohol and drug service uses. Since the 2001-2002 fiscal year, county funding for the new division has grown from less than \$3.3 million to more than \$4.6 million.² The proportion of discretionary county general fund support for the ADS Division is the highest of the six program divisions within HHSA.

More recently, the agency created the Prevention and Youth Treatment Unit within the ADS Division. Funding for prevention services was historically set at the legally required minimum, which is less than \$200,000 per year. In the current year budget, these services are funded at more than \$750,000.

Much of the treatment funding coming to the County originated to provide services to adults and for many years little or no funding was earmarked for youth treatment services. Today, HHSA directs approximately \$250,000 to youth treatment. The Probation Department directs additional funds for this purpose.

In September, 2007, the ADS Division was restructured to improve service delivery and more efficiently organize resources to implement the prevention strategic plan. This restructure allowed for 3.5 full time equivalent staff positions to be dedicated to effectuation of the plan, including its goal of reducing underage drinking. These staff members work with community members, local organizations, and policy makers to facilitate evidence based environmental prevention strategies throughout the county.

The ADS Division also partners with local school districts to maximize existing revenue resources and to seek new resources. These endeavors have succeeded in obtaining funding for a range of prevention activities, including (a) expansion of the "Friday Night Live" program to upvalley school campuses, (b) creation of a coalition to address underage drinking, and (c) expansion of on-campus student assistance programs operated by up-valley high schools. An additional part of this collaboration has resulted in the formation of a multi-agency Policy and Funding Workgroup comprised of representatives from every level of government (local, state, and national) which advocates for policies to fund youth treatment services.

¹ The Alcohol and Drug Services Division was titled "Substance Abuse Services Division" when it was originally created.

² Figures adjusted to delete the Drinking Driver Program, previously directly operated by HHSA, but now operated by a non-profit organization.

Response, Napa Probation Department/Juvenile Hall: The recommendation requires further analysis. The Probation Department funds treatment through the Wolfe Center to the extent current funding allows. The current fiscal environment makes it impossible to predict a timeline on which all activities described in the strategic plans may be fully funded. The Probation Department cannot guarantee that sufficient funding is or will be available to fully implement the strategic plans for prevention and treatment. As long as funding remains stable, the Probation Department will continue to fund treatment programs already in operation. The Chief Probation Officer will continue to work with other stakeholders to identify new funding opportunities.

Response, Napa County Board of Supervisors: The Board of Supervisors concurs with the response of the Napa County Health and Human Services Agency and the Napa Probation Department/Juvenile Hall.

Recommendation No. 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.

Response, Napa County Health and Human Services Agency (HHSA): The recommendation will not be implemented because, in its literal wording, it is not reasonable. The purpose of the recommendation, with which HHSA agrees, can be achieved through an alternative means.

The Napa County budget is structured to conform to federal and state fund source requirements and general accounting practices for governmental agencies. It would be difficult to alter the overall structure of the County's budget to separately itemize expenditures specific to youth AOD prevention and youth treatment while still comporting with the requirements of higher levels of government and other authorities.

As a part of its County budget planning process, HHSA develops detailed budgets for each of its program divisions, including the ADS Division. HHSA's ADS Division budget sets forth the revenue sources and expenditure amounts for each program within the division, including the Prevention and Youth Treatment Unit. The expenses contained in the Prevention budget are allocated to support 3.5 FTE county staff and 11 contracts with community based organizations providing prevention services throughout Napa County. Ten of the 11 contracts are focused entirely on prevention services that benefit youth. Some of the prevention services may be directed to parents or other adults, but with the ultimate purpose of impacting youth drug and alcohol use and abuse. The budget for youth treatment is also listed as a separate item in the budget.

The division budget is available to the public upon request to HHSA, the ADS Division, or the Prevention and Youth Treatment Unit. The agency is also pleased to provide additional information regarding the specific components of its program budgets on request.

Response, Napa Probation Department/Juvenile Hall: This recommendation will not be implemented because it is not reasonable. Under the County's current budgeting process, it would be difficult to structure the budget to separately itemize expenditures specific to youth AOD prevention and youth AOD treatment. Probation's internal budget process assures that all treatment funding is budgeted through the various contracts providing that service. Juvenile Probation receives two state allocations to be used for treatment of youth in the criminal justice system. Contracts are developed and it can easily be displayed which contracts support substance abuse services for youth. The total amount contracted with the Wolfe Center for FY 2008 -2009 is \$143,800.

Response, Napa County Board of Supervisors: The Board of Supervisors concurs with the response of the Napa County Health and Human Services Agency and the Napa Probation Department/Juvenile Hall.