



Sonoma County Main Adult Detention Facility
a/k/a "The County Jail"

Déjà Vu All Over Again

GLOSSARY

AB109	Assembly Bill 109, the Public Safety Realignment Act (2011)
ABAM	American Board of Addiction Medicine
BHS	Sonoma County Department of Health Services, Behavioral Health Division
BoS	Sonoma County Board of Supervisors
BSCC	California Board of State and Community Corrections
CaAIM	California Advancing and Innovating Medi-Cal
CCR	California Code of Regulations
CO	Correctional Officer, also known as Correctional Deputy
COLA	Cost of Living Adjustment
DHS	Sonoma County Department of Health Services
DRC	Day Reporting Center
HR	Sonoma County Department of Human Resources
MADF	Main Adult Detention Facility (often referred to as County Jail)
NCDF	North County Detention Facility
OCA	Out of Cell Activity time
PTSD	Post-Traumatic Stress Disorder
SCSO	The Sonoma County Sheriff's Office
SAMHSA	Substance Abuse and Mental Health Services Administration
TITLE 15, CCR	Minimum Standards for Local Detention Facilities
TITLE 24, CCR	California Building Standards Code

METHODOLOGY

This Grand Jury investigation of the MADF included:

- multiple facility tours
- many interviews with multiple Correctional Officers (CO's), inmates, mental health and medical vendor staff and food vendor employees, and
- extensive review of data from the Sheriff's office and other sources.

INTRODUCTION

Every year, the Civil Grand Jury is required to visit jails in Sonoma County. This year, the Civil Grand Jury focused on the Sonoma County Main Adult Detention Facility (MADF), commonly known as the "County Jail".

You may have read a prior Grand Jury report similar to this one. It might have had a different catchy title, like "The Jailhouse Rocks" or "Up Against the Wall" or "Death by Incarceration" but the point is the same. Problems at the Sonoma County Jail are persistent. Why are they so difficult to solve?

The Grand Jury believes that at least part of the answer lies in the fact that nearly half of the inmates in our jail have been diagnosed with a mental illness. The MADF houses the largest concentration of mentally ill people of any County-run facility. But the County Jail isn't supposed to be a care-giving facility for people suffering from mental illness; the physical building was never intended to safely hold this specific population and the corrections staff is not trained to effectively treat them.

Compounding the issue of many inmates with mental illness, we found that inmates were suffering from an inordinate amount of "in-cell" time. The MADF facility was designed as a "Direct Supervision" facility, where inmates could have several hours a day outside of their cells to interact with one another and participate in recreational or educational activities. However, during our investigation, inmates were lucky to get out of their cells for 30 minutes a day. What is the reason for this?

BACKGROUND

Historically, county jails have housed inmates serving short sentences and arrestees awaiting trial, while state prisons housed convicts serving longer sentences and/or needing more substantial facilities. By 2011, California's state prisons were seriously overcrowded, and a federal court required the State to reduce its state prison population. A [Stanford Criminal Justice Center publication](https://law.stanford.edu/stanford-criminal-justice-center-scjc/california-realignment/)¹ describes the State's response to Assembly Bill 109, The Public Safety Realignment Act, in this way:

"in brief, AB 109 (and AB 117, a companion bill) altered both sentencing and post-prison supervision for the newly statutorily classified "non-serious, non-violent, non-sex" offenders.... three major groups are affected by Realignment. First, felony offenders who have never been convicted of a "serious" or "violent" crime or an aggravated white-collar crime and are not required to register as sex offenders...will now serve their sentences in local custody. Second, released prisoners whose current commitment offense qualifies them as "triple-non" offenders are diverted to the supervision of county probation departments under "Post Release Community Supervision (PRCS)." Third, if persons on PRCS violate the technical conditions of their supervision (rather than committing a new crime), they can no longer be returned to State prison but must be sanctioned in local (county) jail or community alternatives."

¹ <https://law.stanford.edu/stanford-criminal-justice-center-scjc/california-realignment/>

In other words, the nature of the inmate population in county jails was significantly changed with the passage of AB109², and so the MADF was forced to change as well.

However, the largest change has been in the number of mentally ill inmates housed in the MADF. Twenty years ago, [15% of the inmate population](#) suffered from mental illness, eight years ago, [40% of inmates](#) at the combined adult detention facilities (North County Detention Facility (NCDF) and the MADF) had some form of mental health issue, and today nearly 50% of MADF inmates suffer from mental illness.

Closure of State Institutions

Prior to 1957, mentally ill and developmentally disabled individuals were cared for in state hospitals by the State of California. By the late 1950s, Federal and State policymakers began to advocate moving patients out of state institutions to community care, and this exodus accelerated during the late 1960s and early 1970s. In 1969, California began closing state mental hospitals. Laws intended to protect patient rights and provide more humane and effective care had an unintended result: increasing numbers of mentally ill individuals becoming homeless, receiving little or no treatment, and cycling in and out of jails.

“MENTAL ILLNESS IS NOT A PERSONAL FAILURE. IN FACT, IF THERE IS FAILURE, IT IS TO BE FOUND IN THE WAY WE HAVE RESPONDED TO PEOPLE WITH MENTAL AND BRAIN DISORDERS.”
DR. GRO HARLEM BRUNDTLAND

Prior Grand Jury Recommendations

The 2003-2004 Sonoma County Civil Grand Jury [recommended](#)³ that the County build a separate detention facility for the incarcerated mentally ill, stating that, “There is wide consensus among the detention authorities, mental health professionals, and Correctional Officers who were interviewed by the 2003-2004 Sonoma County grand jury, that most mentally ill offenders should be in an appropriate mental health facility and not in jail.”

Eight years ago, the Grand Jury reported that plans were underway to build a new housing unit. The jury endorsed this plan, stating, “This housing unit is being designed to provide the best therapeutic environment for the inmate population with the most critical of the mental and substance abuse issues.”

The Road Not Taken



Architectural rendition of Behavioral Health proposed addition to MADF that was to be operational in 2019

In 2015, Corrections officers started working on an innovative solution to the growing problem of mentally ill inmates: a Behavioral Health extension to the MADF. This jail unit was [designed to](#)

² [Sonoma County Public Safety Community Partnership re AB109](#)

³ **Error! Hyperlink reference not valid.**2004 Sonoma County Grand Jury Report <https://sonoma.courts.ca.gov/system/files/7jailschanges.pdf>

[house and treat 72 mentally ill inmates](#), with cells, space and medical offices created to meet these inmates' special needs.⁴ The County and Sheriff's Department applied to the California Board of Corrections for a construction grant to build the extension; the \$44,675,000 budget was approved in 2017 to break ground in 2018 and be operational by 2019.

Unfortunately, county budget and construction resource constraints after the Tubbs fire put the plan on hold, and then the COVID pandemic came along and... seven years later, the state construction funds are still available but building costs have risen. The construction cost estimate has now risen to approximately \$60,000,000.

This type of mental health extension to the MADF, first recommended by the grand jury twenty years ago, is an even more acute need now. A facility like this would improve confinement and treatment for mentally ill inmates, would free up time for CO's in the general population modules, and would increase Out of Cell Activity time (OCA) for prisoners in the MADF. It can only be built with sponsorship by the Board of Supervisors—the need is clear, and the plan is still good.

THE MADF TODAY

The Main Adult Detention Facility (MADF) was originally named the Sonoma County Jail when it opened in 1991. It reached capacity quickly and an expansion to MADF was completed in 1997. MADF was built to house three types of inmates:

- People being held pending Court proceedings.
- People convicted by the court and sentenced to the county jail.
- People incarcerated pending transportation to other facilities (i.e., state prison).

Each cell is discrete with solid block walls and (windowed) metal doors; there are no iron bars or cages. Most of the cells house a single individual, with space for a bed and toilet. As mentioned earlier, the design of the MADF was based on a Direct Supervision model. Therefore, cells open up to large common areas where inmates can congregate for a variety of activities.

THE INMATE EXPERIENCE

The MADF has a rated capacity of 912 inmates, but the makeup of the present inmate population does not allow the use of all beds: inmates with mental health issues may require special separation from the general population and gang rivalries may require member segregation for both staff and inmate safety.

As a result, the number of usable beds can change daily; the currently available bed count is 864. The number of inmates in the jail fluctuates between 700 and 850.

⁴ <https://sonoma.courts.ca.gov/system/files/countydetentionfacilities2015-2016.pdf>

As of March of 2024, the MADF population was classified as follows:

CURRENT INMATE POPULATION – March 2024

MADF	COUNT	%	CLASSIFICATIONS	COUNT	%*
SENTENCED MALES	219	29%	Mental Health	358	46.8 %
SENTENCED FEMALES	30	4%	Mental Health Acute	250	32.7 %
*UNSENTENCED MALES	451	59%	Serious Mental Ill	115	15 %
*UNSENTENCED FEMALES	67	9%	Gang Members	142	18.6 %
TOTAL COUNT	767	100%	AB109 §1170(h) PC	63	8.2 %
			§1370 PC	14	1.8 %

Rounded to nearest percentage point

**New unsentenced arrestees typically match the number of inmates booked and bailed or released on "Own Recognizance", keeping the population of unsentenced inmates close to the same. Among all the inmates, those with mental health problems represent close to half of the population.*

* % exceeds 100% because some inmates are in more than one classification.
 AB109: The Public Safety Realignment Act
 §1370PC placements: individuals who are determined to be not mentally competent to stand trial.

All arrestees have a common experience when they arrive at the jail. During their initial booking, inmates are assessed and assigned to a housing unit, based upon consideration of mental health, possible gang affiliation, nature of crime (violent vs. non-violent), and need for protective custody.

Once in their assigned cells, prisoners are provided clothing and basic hygiene supplies. They then spend time in their individual cells, sometimes for days on end. Due to staffing shortages, inmates have been subjected to recurrent lockdowns, with inmates spending up to 24 hours per day in their cells. Daily OCA time is frequently below the State’s Title 15 standards. Title 15 sets a minimum requirement of 10 hours a week for OCA—less than 90 minutes per day. During this time, inmates need to shower, make phone calls, and engage in recreational activities. Post-pandemic staffing shortages have led to inmates not being given even this minimum amount of OCA and they may spend 24 hours a day confined to their cells. Inmates also report that variable staff availability means they are not told each morning how much OCA they can expect that day; not knowing what their schedule will be increases anxiety and confusion.

Mentally ill inmates spend even more time in their cell than other inmates due to their need for increased supervision; for example, an inmate classified as Seriously Mentally Ill (SMI) requires 3 correctional deputies to move and monitor them during OCA.

What can inmates do while spending so much time in their cells? That partially depends on their financial situation: only 230 tablets are available to be rotated amongst inmates, and they must pay out of pocket for most commercial programming. Writing materials and activity books, like crossword puzzles and word searches, can be obtained from the commissary (at a price). There is a small jail library that has books and magazines, but there is little else to do during lockdown times. All of the cells have solid walls, so cell-to-cell conversation isn’t an option. Three meals a day are provided and eaten in the cells. Snacks can be purchased from the commissary if one has the money.

As you might imagine, these conditions can aggravate already existing mental health issues. Wellpath, the contracted vendor that provides basic medical and mental health services to inmates, works with CO’s to form a mental health team that addresses acute situations but there is no

individual mental health counseling offered. The Wellpath psychiatrist prescribes medication to alleviate acute symptoms, but telehealth psychiatric consultations (while offered) are in limited supply and challenging to schedule.

The bottom line is that being an inmate in the MADF is unpleasant. If you are an inmate with mental health issues, your experience is most likely *excruciatingly* unpleasant.

But aren't things improving for inmates? Can't we be hopeful for the future?

Yes...

Maybe?

Staffing shortages are currently being vigorously addressed by the SCSO. The results of their efforts *should* result in more OCA time for prisoners. Currently however, OCA time for most inmates is still significantly below Title 15 requirements. Some self-betterment programs such as GED courses, culinary arts training and music have been restored, and some classes which stopped during the pandemic have resumed. Free classes are also available on the tablets, and credit may be earned toward reducing sentences when classes are successfully completed. The Sheriff's Department just concluded a unique music writing program for inmates with assistance from the Julliard School of Music. These developments (increased staffing and programming) seem to portend well for inmates going forward.

However, there is reason to be doubtful. Can we expect meaningful, sustainable change for mentally ill inmates? Unless there are significant improvements, we will be reading a similar version of this report again in the year 2034.

DISCHARGE PLANNING

Discharge planning is vital, especially for mentally ill inmates reentering the community. Many of these people do not have a home. Typically, more than a third of newly released inmates were homeless at the time of their arrest, with no job or family to offer support. Many have medical issues that require a physician's care and medication. Those with substance abuse disorders need support with treatment and access to recovery services. Others have mental health problems that require ongoing support and monitoring.

SCSO contracts with Wellpath for a single discharge planner to provide exit services to those inmates with identified mental health problems. The Wellpath contract describes a comprehensive plan for release into the community for inmates with mental health diagnoses that includes access to health care, housing, substance-abuse services, food and more. The discharge planner meets on a weekly basis with community providers such as shelters, clinics, behavioral health services, public defenders and the Probation Department to try to identify any available care.

Currently, there are no discharge planners for inmates who are not categorized as needing mental health services. Upon release they are given a bus pass and a list of services that are ostensibly available to them and then released to the streets. An additional challenge: inmates are sometimes released after work hours, on weekends or on holidays, when it is most difficult to access immediate services or even transportation.

The court determines the amount of time an inmate will serve and SCSO cannot hold anyone past this date. This creates a problem when the inmate has begun withdrawal treatment for drug or alcohol

addiction while incarcerated: not completing the withdrawal treatment may put their life at risk.⁵ Upon release a prescription is provided but no follow-up services are provided.

STAFFING

A corrections officer's principal job is to maintain a safe and secure environment for the inmates in their charge and for the staff they work alongside. It takes more than muscle to do a good job; they must also be highly observant and attuned to their environment. The influx of inmates with mental health issues means they need to be adept at recognizing (sometimes subtle) signs of emotional instability and be effective communicators to defuse situations that could become violent.

Corrections officers as a group are more likely to experience violence, stress, burnout, mental health challenges and divorce than other law enforcement personnel. In fact, correctional officers are [twice as likely](#) to experience Post-Traumatic Stress Disorder (PTSD) as military veterans who have served active duty.⁶ Excessive and unpredictable work hours contribute to these conditions and may impact the officer's quality of life outside of the job.

MADF deputies on the Mental Health team get special training and meet weekly to discuss specific inmate disorders. Wellpath medical staff shared that they rely on correctional staff for insight regarding inmates' moods and behavior due to their expertise.

There is a persistent public perception that corrections officers don't care about—and are frequently unresponsive to—the needs of the inmates they supervise. The CO's we interviewed want the public to know that they DO care about the inmates, and in fact, that they save lives on a regular basis, particularly with overdoses and suicide attempts. They too, want inmates to have more OCA for phone use and recreational time. They too, would like the inmates to have opportunities to take classes and develop occupational skills. Unfortunately, a chronic staff shortage has prevented this from happening.

A sufficient number of qualified, healthy staff is needed for a jail to run smoothly. Currently, there are 291 authorized Detention department staff: 213 are licensed corrections officers (including 10 lieutenants, captains, and Assistant Sheriff); 78 full time support staff; plus contracted employees working for third party service providers.

Staffing shortage

Correctional institution understaffing is a nationwide problem, and Sonoma County is no exception. The staffing shortage predates the pandemic but was exacerbated in 2020 by a County-wide hiring restriction followed by a wave of retirements from 2022-2024.

The 2024 MADF budget authorizes 179 Correctional Officers. However, the roster of 165 on-board correctional staff includes 27 who just graduated at the end of April, 44 hired earlier in 2024, and 43 who are unavailable because of injury, medical leave, or "processing out" (retirement). This leaves only 122 officers actually available to work —and 71 of them are such recent hires that they aren't yet allowed to work independently.

Short staff means more lockdowns and very little OCA, causing higher inmate frustration and aggression, which makes the CO's job more difficult. Mandatory overtime was required to keep the staffing at a bare-bones level, resulting in exhausted CO's working *up to 100 or more extra hours per month per officer*. This excessive overtime impacted the SCSO detention budget, but it had an even

⁵ <https://store.samhsa.gov/sites/default/files/sma15-4131.pdf>

⁶ <https://americanaddictioncenters.org/rehab-guide/corrections-officers>

more detrimental impact on staff. Sustained mandatory overtime resulted in workforce fatigue, low morale, stress and burnout, and increased threats to safety and security for both staff and inmates. Work-related injuries also led to high levels of absenteeism—for example, in the past five years, 17 SCSO Correction Officers took early retirement due to disability.

To its credit, the Sonoma County Sheriff’s Department tried various ways to reduce mandatory OT and ease the stress on officers and inmates, including reassigning six Sheriff Deputies from patrol to MADF and contracting with Solano County to house up to 75 Sonoma County inmates. Both of these steps helped lessen the need for mandatory overtime. However, these are only temporary remedies; hiring, and *keeping* correctional staff, is the most important strategy to alleviate these conditions.

Recruitment and Retention

Why has it become so difficult to hire and keep correctional deputies in Sonoma County? Restricted hiring during the pandemic certainly had a detrimental effect. Staff left and were not immediately replaced. In addition, the pool of qualified candidates in general is shrinking; police work, especially in corrections, has decreased dramatically as a career choice during the past decade, and law enforcement agencies often compete for candidates. When an applicant successfully completes training and on-the-job certification, they are eligible to work anywhere in California, and until recently, other counties’ Sheriff’s Departments offered higher salaries, benefits, and larger signing bonuses.

In Sonoma County, as in other counties, it can take up to eight months for an applicant to be screened, background checked, interviewed, and trained. It’s a costly process where the washout rate is 15%. Longevity once hired is also an issue; in our county, most correction deputies have 5 years or less of seniority. The table below shows seniority for these non-managerial job titles: Correctional Deputy I & II, Correctional Lieutenant, Correctional Sergeant, and Specialist I & II.

YEAR HIRED	LENGTH OF SERVICE	# OF EMPLOYEES
2019-2024	1-5 years	(71 hired in 2023-24) 113
2014-2018	6-10 years	28
2009-2013	11-15 years	4
2004-2008	16-20 years	
1999-2003	21-25 years	10
1994-1998	26-30 years	9
1986-1993	31-40 years	1

Corrections is one of the careers with the highest rates of turnover in the country. When applicants are hired, many only stay for a few years, then move on to other careers. In the past few months, the SCSO has made valiant efforts to recruit and train new CO’s in order to address the issues caused by the current staffing shortage: Recent contract negotiations put Sonoma County’s correctional deputies’ salaries at par with neighboring counties: a salary increase and cost of living adjustment (COLA) in 2023 and May 2024 have helped attract applicants to fill vacancies and retain existing staff. Signing bonuses have also proven effective; SCSO is currently offering a \$25,000 bonus paid in three installments during the first three years of service as a hiring and retention incentive.

The good news is that the SCSO's recruitment efforts are working; all but 14 vacant positions have been filled. Twenty-seven new hires are now in the process of being trained. However, it will take many months to learn how many recruits successfully complete the training and how these new officers impact the staffing shortage and mandatory overtime rates.

CONCLUSION

Although SCSO is compliant with Title 15 medical and mental health requirements, the MADF is not designed or configured to house the growing number of individuals with mental health diagnoses. MADF staff are doing the best they can under difficult circumstances and chronic staff shortages.

The nature of the job, long hours, mandatory overtime, and the challenge of dealing with mentally ill inmates have all contributed to a long-term staffing crisis. Correctional officer turnover and the ensuing loss of institutional knowledge is an issue. The result is that MADF has had difficulty offering and maintaining inmate programs and providing out of cell time and activities. Although improvements are being made, there is more that should be done to improve the situation for everyone involved.

The Grand Jury found several key issues. Hiring and retaining Correctional Officers needs to continue to be the highest priority. We acknowledge the significant amount of progress that has been, and continues to be, made by SCSO. In the past five months, recruitment and hiring have gone up and the mandatory overtime necessitated by under-staffing has gone down. It is clear that SCSO is making a concerted effort to address the chronic staffing shortage and that they are moving in the right direction. We were greatly encouraged by the May 1 newsletter from the Sheriff's Department announcing that Detention will be fully staffed by summer 2024. Now that the roster is being filled; attention needs to turn to retaining the best officers and replacing any staff that doesn't measure up.

Robust substance abuse treatment services are needed, both inside and outside the jail. The Grand Jury found significant overlap between what SCSO is doing and what the Department of Health Services is doing. Two recent developments are encouraging.: in March, 2024 the BoS authorized SCSO to execute an agreement with GEO Reentry Services to provide substance use disorder treatment services to adults at the County's detention facility through March 31, 2027 with an option to extend for two additional one-year terms. Outside the jail, the "Dr. Sushma D. Taylor Recovery Center" will soon provide medically managed withdrawal services for low-income male patients, with 50 beds for those in our county who struggle with addiction.

Sustained commitment and collaboration are essential to continued improvement. The Board of Supervisors, and the Sheriff's Office must work together to find (and fund) solutions to the problems facing the MADF staff and inmates that are under their authority.

FINDINGS

F1. The Sonoma County Civil Grand Jury determined that:

- F1. There are a large number of mentally ill inmates held in the MADF whose needs are not being met.
- F2. The planned MADF mental health extension, “on hold” since 2016, would increase the safety of correctional officers and inmates and make more room in the Main Jail for programming.
- F3. There is a persistent deficiency in OCA time for inmates, especially those in the modules for the mentally ill.
- F4. There has been a chronic staffing shortage in the MADF.
- F5. Mandatory staff overtime is excessive and a detriment to the safety, security, and health of both officers and inmates.

RECOMMENDATIONS

The Sonoma County Civil Grand Jury recommends that:

- R1. By December 31, 2024, SCSO will develop a plan to provide mental health treatment based on inmates’ specific and individual mental health needs.
- R2. By December 31, 2024, the Board of Supervisors will develop a plan to fund construction of the mental health extension.
- R3. By December 31, 2024, SCSO will develop a process to discharge inmates that takes their specific and individual medical and behavioral health needs into account.
- R4. By December 31, 2024, SCSO will provide all eligible inmates at least ten hours of OCA per week.
- R5. By June 30, 2025, the SCSO will have a vacancy rate in its Corrections Unit of less than 10%.
- R6. By December 31, 2024, mandated monthly overtime for SCSO Corrections Officers will average no more than 25 hours a month.

REQUIRED RESPONSES

Pursuant to Penal Code §§ 933 and 933.05, the grand jury requires responses as follows:

- Sonoma County Sheriff’s Office (R1, R3, R4, R5, R6,)
- Sonoma County Board of Supervisors (R2)

The governing bodies indicated above should be aware that their comments and responses must be conducted subject to the notice, agenda, and open meeting requirements of the Brown Act.

APPENDICES

Appendix A: Release and Probation

What happens after inmates are released? The sheriff's office has fulfilled their responsibilities, but an inmate's life continues after they walk out of the jail.

Although outside the scope of our investigation of the MADF, the grand jury felt it appropriate to comment on the fact that inadequate support for vulnerable populations after their release from jail contributes significantly to recidivism rates.

The Merry-Go-Round

If you are a homeless inmate with a substance abuse problem or mental health issues, you may feel that life is a merry-go-round. You get released from jail with a slip to get a refill for the medications you have been taking and a list of programs that may or may not be able to provide some assistance. You have to find your own transportation from the jail to wherever you want to go; for many the inclination is to go back to the homeless encampment that they last lived in (which may not exist anymore); a few will pursue assistance and life may get a little better for a while but in a majority of cases it is just a matter of time before being picked up for another offense and the merry-go-round ride starts again.



Probation:

For inmates who are to be supervised by the Probation Department, monitoring by Probation generally begins 48 to 72 hours after release. Clients categorized to have a moderate to high risk of re-offending are referred by their probation officers to the Day Reporting Center (DRC), which provides staff and programs designed to decrease recidivism. Opportunities include help finding employment, education programs leading to a General Education Diploma or junior college degree, and participation in programs such as anger management and trauma recovery. The DRC also provides food, clothing, transportation to the center and additional types of support on an individual basis. Some DRC services, such as education and job programs, are theoretically open to former inmates who are not under the supervision of Probation. However, few are in the higher risk groups eligible to participate in them. Building space is limited and DRC employees are spread over seven locations. Staff could offer more support if additional space was available. The Grand Jury commends the Probation Department's Day Reporting Center for offering services that can have a meaningful impact on the lives of former inmates who choose to take advantage of them.

These services are outside the authority of the MADF but are crucial to the success of individuals who were recently incarcerated.

CalAIM

Many inmates were previously denied Medi-Cal (the state's Medicaid program) because of their criminal histories. CalAIM, the California Advancing and Innovating Medi-Cal program, provides improved access to physical and medical services for the formerly incarcerated. CalAIM is an extensive, multifaceted undertaking with multiple phases and timelines. This year the Sonoma County Board of Supervisors approved a \$3.5 million grant to the Sheriff's Office to help implement CalAIM, and the county's CalAIM plan was submitted to the state in late March. The program is in the planning phase, with full implementation set for 2026, but it is not yet known which aspects will be adopted in Sonoma County.

Appendix B: Title 15 Standards Compliance

The Grand Jury examined MADF for compliance with California law. Title 15 of the California Code of Regulation lists 15 Articles, or categories, of minimum standards that county jails are legally expected to comply with⁷. These standards cover a wide range of topics that address issues associated with the health, safety and security of the correctional facility, its staff, and its inmates. Within each of these Title 15 Articles, there can be 10-20 sub-categories with their own specific “rules” to follow. For example, Article 5, *Classification and Segregation* has eleven sub-categories including Communicable Diseases, Use of Sobering Cell, Developmentally Disabled Inmates, and Use of Restraints; each of the eleven subcategories then list several rules and protocols specific to that topic. That being the case, we were not able to observe examples of every standard being met, but from what we did observe, it appeared that MADF was in compliance with Title 15 based on interviews and observations with one big exception: Out of cell activity time (OCA) for inmates.

Appendix C: Commissary and Inmate Welfare Fund

MADF provides all inmates access to commissary items for purchase. Funds to make these purchases come from whatever the inmate possesses when he/she is booked into the MADF, or from funds added to his account by friends and family. If you don’t have funds, you are considered indigent and you do not receive any commissary items except personal care items. MADF does not have inmate jobs for pay or credit that can be used for commissary purchases.

Title 15 §1265. Issue of Personal Care Items: There shall be written policies and procedures developed by the facility administrator for the issue of personal hygiene items. Each female inmate shall be issued sanitary napkins and/or tampons as needed. Each inmate to be held over 24 hours who is unable to supply himself/herself with the following personal care items, because of either indigency or the absence of an inmate canteen, shall be issued: (a) toothbrush, (b) dentifrice, (c) soap, (d) comb, and (e) shaving implements. Inmates shall not be required to share any personal care items listed in items “a” through “d.”

The cost of these items (\$1.80) is shown on the inmate account as a negative expense. If the inmate does receive any funds the negative amount is offset by the funds. So, if a friend put in \$5.00 the inmate would only get \$3.20 (\$5.00-\$1.80). Any profits from commissary sales go into the inmate welfare fund and are used to fund inmate programs. Here’s a sample of the commissary items and price list

⁷ <https://www.bscc.ca.gov/wp-content/uploads/Adult-T15-Effective-1.1.2023-Full-Text.pdf>

Partial Commissary List

5030	Hershey's Milk Chocolate Almonds (K)(S)(V)	1.70	7089	Jack Links Original Beef Sticks	2.12
5031	Milk Duds (K)(S)(V)	3.19	7070	Summer Sausage 5oz	4.25
5033	Nutty Bar SINGLE (K)(S)(V)	1.06	7071	Jumbo Hot Dill Pickle (K)(V)	1.80
5037	Starburst Original (S)	2.75	7072	Kosher Dill Pickle (K)(V+)	1.80
5038	Starlife Mints (S)(V+)	1.80	7076	Lava Sour Cream & Onion 1.5oz (K)(V)	1.70
5041	Gummi Bears (S)(V+)	2.01	7076	Hot Sauce Bottle 6oz (K)(V)	2.12
5042	Cinnamon Bears (S)(V+)	2.12	7078	Trails Best Double Barrel Salami	1.70
5043	SP Jolly Rancher (S)(V+)	6.39	7080	Spicy Vegetable Ramen (V+)	1.06
	BEVERAGES		7083	Snyders Hot Buffalo Pieces (K)(V+)	1.49
5000	Nescafe Tasters Choice Single Decaf (K)(V+)	0.63	7084	Snyders Jalapeno Pieces (K)(V+)	1.49
5001	Sweet and Low 10 ct (K)(V+)	1.06	7091	Cheese and Cracker Singles (K)(S)(V)	0.84
5002	Creamer Singles 10ct (K)(V)	1.06	7092	Cup O Noodle Beef	1.33
5007	Sierra Mist (S)(V)	2.24	7093	Cup O Noodle Chicken	1.33
5008	Root Beer (S)(V)	2.24	7095	Spicy Refried Beans 8oz (K)(V+)	3.72
5010	Tea packets 100 ct (K)(V)	4.25	7096	Chicken Breast Pouch 4.5oz	5.32
5013	Capuccino single (K)(S)(V)	0.74	7097	Frosted Flakes Bowl 1oz (V+)	1.27
5014	Instant Dry Milk (V)	6.39	7098	Raisin Bran Bowl 1.25oz (V+)	1.27
5016	Sweet and Low 100ct (V)	4.25	7100	Mustard PC (K)(V)	0.42
5022	Kool Aid Grape 6oz (K)(S)(V)	4.25	7102	Ketchup PC (K)(V+)	0.11
5023	Kool Aid Tropical Punch 6oz (K)(S)(V)	4.25	7103	Pepper Packets 10ct (V+)	1.06
5024	Green Tea Bag (V+)	1.96	7105	Salt Packets 10ct (K)(V+)	1.06
5027	Hot Cocoa Mix (V)	0.53	7106	Hot Sauce PC (K)(V)	0.16
5028	Premium Coffee 3oz (K)(V+)	5.32	7107	Mayo PC (K)(V)	5.32
5029	Countrytime Lemonade 6oz (K)(S)(V+)	4.25	7108	Oatmeal Variety Pack 10ct(V)	1.48
5032	Coffee Decaf Freeze Dried 3oz (K)	5.13	7109	Pop Tart Brown Sugar 2ct(V)	1.06
5034	Chocolate Health Shake 2oz powder (V)	3.19	7112	Suzar Packets 10ct (V+)	0.74
5035	Vanilla Health Shake 2oz powder (V)	3.19	7114	Granola Bar Peanut Butter (K)(S)(V)	0.74
5050	SP Fruit punch drink mix 10pk (K)(V+)	3.72	7115	Granola Choc. Chip (K)(S)(V)	0.74
5052	SP Orange drink mix 10pk (K)(V+)	3.72	7116	BBO Sauce PC (V)	0.16
5053	SP Ice Tea drink mix 10pk (K)(V+)	3.72	7117	Mac & Cheese 3oz (K)(V)	3.40
	CHIPS / SNACKS		7118	Ranch Dressing PC (V)	1.06
7003	Little Debbie Oatmeal Creme Pie Box (K)(V)	4.53	7121	Peanut Butter Cracker Singles (K)(V)	0.84
7004	Grandma Peanut Butter Cookie (K)(V)	1.27	7124	Taco Filling w/ Chicken 11.25oz	6.39
7006	Duplex Cookie 5oz (K)(S)(V+)	1.80	7126	Lasagna Pouch 11.25oz	4.25
7007	Lemon Creme Cookie 5oz (K)(S)(V+)	1.80	7139	Peanut Butter 18oz (K)(S)(V+)	5.32
7008	Peanut Butter Creme Cookie 5oz (K)(S)(V+)	1.80	7141	Pork Rinds Hot & Spicy 2oz	2.33
7009	Vanilla Creme Cookie 5oz (K)(S)(V+)	1.80	7142	Chocolate Chip Cookie 12oz (K)(S)(V)	3.19
7010	Oatmeal Apple Cinnamon SINGLE PACKET(K)(V+)	0.74	7144	Sweet Relish no (K)(V+)	0.22
7011	Oatmeal Brown Suzar SINGLE PACKET(K)(V+)	0.74	7148	Ritz Crackers Full box (K)(V+)	5.32
7012	Jalapeno Slices 1oz (K)(S)(V)	1.06	7149	Saltine Crackers Full Box (K)(V+)	4.25
7013	Hot Peanuts (K)(V+)	1.27	7151	Toaster Pastries Brown Sugar/Cinnamon 6ct Box (V)	3.72
7016	Little Debbie Brownie Box (K)(V)	4.53	7152	Toaster Pastries Brown Sugar/Cinnamon 6ct Box (V)	3.72
7016	Cheez Its (K)(V)	1.38	7153	Blazin' Hot Cheese Crunchy Nibblers 7oz (V)	3.51
7017	Little Debbie Star Crunch Box (K)(S)(V)	4.74	7154	Plain Basil (V+)	1.48
7020	Jalapeno Cheese Tub 11.5oz (V)	6.45	7154	Cream Cheese Packet 2oz(V)	1.06
7021	Squeeze Grape Jelly (V+)	0.63	7159	Chocolate Mini Donuts 6 ct (V)	1.80
7022	Cheetos (V)	1.59	7285	Chi-Chis Rot Tortilla (K)(V+)	6.71
7024	Cheetos Flamin' Hot (V)	1.59		SPECIAL	
7027	Chili Ramen(V+)	1.06	8924	INDIGENT Bic Razor	0.43
7028	Picante Beef Ramen	1.06	8982	Sonoma County Assistance Bags	2.60
7029	Beef Ramen	1.06	8995	Indigent 2oz Shampoo/Body Wash BOTTLE	0.59
7030	Chicken Ramen	1.06	8996	Indigent Deodorant .5oz	0.53
7032	Squeeze Peanut Butter (V+)	1.27	8997	Indigent Soap 3oz	0.32
7033	Squeeze Cheddar Cheese 2oz(V)	1.38	8998	Indigent Ibuprofen 2ct	0.37
7034	Squeeze Jalapeno Cheese 2oz (V)	1.38	8999	Indigent Acetaminophen 2ct	0.37
7035	Pre-Cooked White Rice 2oz (K)(S)(V+)	1.48	9000	Indigent 1 Sheet of Paper	0.03
7036	Pop Tart Strawberry 2ct (V)	1.48	9001	Indigent Comb	0.11
7041	Spanish Rice 2.5oz (V)	1.59			

Appendix D. Bookings and Unsented Individuals?

When an individual is brought to the MADF for booking, the first thing the arresting officer does is explain the Probable Cause that justified the arrest to the booking officer. This starts the arraignment process, which requires the State and its representatives to bring the detainee to a Court hearing within 48 hours of arrest (with some exceptions for holiday weekends and emergency cases).

Unsented Inmates.

“Unsented inmates” are new bookings, inmates who cannot be released on their own recognizance (OR), cannot make bail, and are unbailable for release via court action. All are pending court arraignment or trials. Court actions may change their status to OR, lower bail or monitored release on electronic ankle bracelet. The District Attorney, Public Defender, and private attorneys also have a role in “release or keep” detention decisions.

In 1987, California’s highest court ruled that judges must consider a suspect’s ability to pay when they set bail, a decision that requires those who can’t afford bail be freed unless they are deemed too dangerous to be released awaiting trial. Justice Cuellar, California Appellate Court, wrote “Where a

financial condition is nonetheless necessary, the court must consider the arrestee’s ability to pay the stated amount of bail and may not effectively detain the arrestee ‘solely because’ the arrestee ‘lacked the resources’ to post bail.” The justices said in a unanimous decision “The common practice of conditioning freedom solely on whether an arrestee can afford bail is unconstitutional.”

In 2018, Senate Bill SB10 required that persons arrested and detained to be subject to a pretrial risk assessment conducted by Pretrial Assessment Services, report the results of the risk assessment to the court, and make recommendations for conditions of release of individuals pending adjudication of their criminal cases. Every unsentenced inmate currently in the MADF has been through pretrial assessment and is incarcerated because they are a flight risk, danger to the public, pending charges in another jurisdiction in addition to Sonoma County, or risk assessment determined they should not be released and the courts agreed. You can learn more about bail and release in [California Penal Code §1268-1320.6](#).

MADF’s unsentenced inmate population is 50-60% of housed inmates, generally below the national average of 65%⁸. The number of unsentenced inmates stays at or near this level because the number of unsentenced inmates being released and the number of unsentenced inmates being booked into MADF is and relatively constant.

Reviewers of this report had questions about this category of inmates that we felt should be explained further. The main questions are: “why is the percentage of unsentenced prisoners so high?”; and “how long they are there?”

The arraignment process will result in one of 3 outcomes: the detainee is released for lack of cause, the detainee is released on bail, or bound over pending further hearings. What are the reasons for a detainee being held prior to trial? There are many (some of them are detailed in [Penal Code 1370 , Title 10 of the California Criminal Code](#)).

Here’s an approximation of the number of Sonoma County inmates in each category in April, 2024:

BOOKING STATISTICS FROM 04/01/2024 0001 TO 04/15/2024

Type	Women	Men	Total
FULL BOOKING	111	347	458
SUPPLEMENTAL	3	14	17
BOOK, PRINT & RELEASE	1	3	4
DETAINEE	0	0	0
ABSENTIA	0	0	0
COMMITMENT	2	5	7
CHECK IN	7	12	19
SUPPLEMENTAL - ADD WARRANT	0	0	0
SUPPLEMENTAL COMMITMENT	0	1	1
Interfacility Transfer	0	17	17
TOTAL	124	399	523

⁸ [California Inmate Population trends https://trends.vera.org/state/CA](https://trends.vera.org/state/CA)