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***** DRAFT RESPONSE LETTER *****

September 22, 2026

Honorable William J. Pendergast III
Presiding Judge of the Superior Court
Solano Superior Court
600 Union Ave
Fairfield CA 94533

REGARDING: County Board of Supervisors response to FY2025/26 Civil Grand Jury Report, "Save Over \$10 Million by Closing Claybank Jail."

Dear Honorable Judge Pendergast III,

"The Solano County Board of Supervisors, under Penal Code sections §933 and §933.05, is responding to Findings 1 and 4 and associated Recommendations 1A through 1C and 4A through 4B contained in the FY2025/26 Civil Grand Jury Report entitled *Save Over \$10 Million by Closing Claybank Jail*."

Civil Grand Jury Finding 1:

Proposed renovation of the older Claybank facility is estimated to cost over \$13 million dollars and does not meet the CFIP's standard of "improving efficiency and operations improvement." Such an unnecessary expenditure would negatively impact the County's finances. As of April 4, 2026, the Claybank facility had an extremely low occupancy percentage of 15% with two other facilities available. Closing Claybank would increase the overall jail occupancy rating to 47% and still be well below 100%.

Sheriff's Office Response to Finding 1:

I partially disagree with this finding. The "proposed renovation" referenced in Finding 1 is not a single renovation project, but rather approximately \$13.4 million in several separate capital projects identified in the County's Capital Facilities Improvement Plan. On June 10, 2026, the Sheriff's Office opened the Behavioral Health Unit at the Justice Center Detention Facility, relocated the remaining incarcerated population from Claybank, and reassigned staff to other custody operations. While Claybank's housing units have remained unoccupied since that date, facility needs cannot be evaluated solely on overall occupancy because inmate classification, housing separation, medical and behavioral health needs, and mandated programming affect how available beds and facilities may be used. Decisions regarding the County's Capital Facilities Improvement Plan (CFIP) and future capital funding remain within the purview of the Board of Supervisors.

Board of Supervisors (Board) Response to Finding 1:

The Board partially disagrees with the finding and concurs with the Sheriff-Coroner's response. The approximately \$13.4 million identified in the County's CFIP represents several separate capital projects, not a single proposed renovation of the Claybank Detention Facility, and each project should be evaluated individually based on operational need, fiscal impact and the County's long-term correctional facility needs. The Board also agrees that jail facility needs cannot be evaluated solely on occupancy rates, as inmate classification, housing separation, medical and behavioral health needs, mandated programming and

staffing all affect how available capacity may be used. Since the Civil Grand Jury completed its review, the Sheriff's Office opened the Behavioral Health Unit at the Justice Center Detention Facility, relocated the remaining incarcerated population from Claybank to Stanton and reassigned Claybank security staff to other custody operations. Claybank's housing units have remained unoccupied since June 10, 2026, however, the kitchen remains operational and continues to provide food service for all County jail facilities. The Board will consider these changed circumstances, along with operational and fiscal factors, when evaluating the facility's future and any related capital expenditures.

Civil Grand Jury Recommendation 1A:

The Board of Supervisor reject at its first opportunity the CFIP proposal to renovate the Claybank facility and save the County General Fund over \$13 million dollars in capital improvements.

Sheriff's Office Response to Recommendation 1A:

The recommendation will not be implemented by the Sheriff's Office. This recommendation is directed to the Board of Supervisors and should be responded to by the Board. The CFIP is not under the purview of the Sheriff's Office.

Board Response to Recommendation 1A:

The recommendation will not be implemented because it is not reasonable. The approximately \$13.4 million identified in the County's CFIP represents several separate capital projects rather than a single proposal to renovate the Claybank Detention Facility. The Board will continue to evaluate each proposed project individually through the County's established capital planning and budget processes, considering operational need, fiscal impact, the facility's current and potential future uses, and the County's long-term correctional facility needs.

Civil Grand Jury Recommendation 1B:

Solano County close the Claybank facility within a year from the date of this report and reassign inmates and security staff to the other remaining facilities.

Sheriff's Office Response to Recommendation 1B:

The recommendation has been partially implemented. On June 10, 2026, the Sheriff's Office relocated the remaining incarcerated population from the Claybank Detention Facility to the Stanton Correctional Facility and reassigned Claybank security staff to the Justice Center Detention Facility to support the new Behavioral Health Unit and other custody operations. Although Claybank's housing units have remained unoccupied since that date, its kitchen remains operational and provides food service for all jail facilities. Formal closure of Claybank would require the County to develop a replacement kitchen operation, including the design and construction of appropriate facilities, which would require significant capital investment and time to complete. The Sheriff's Office will also continue to evaluate appropriate non-housing uses of the facility, including staff training, programming, and other operational support functions, as needs and resources allow. Until the Board determines Claybank's future and authorizes its formal closure, the Sheriff's Office will continue to maintain the facility to support kitchen operations and other operational needs.

Board Response to Recommendation 1B:

The recommendation will not be implemented because it is not reasonable. The Board agrees with the Sheriff-Coroner that key parts of the recommendation have already occurred, including relocating inmates from Claybank and reassigning security staff to other jail operations. However, Claybank's kitchen continues to provide food service for all County jail facilities, and formal closure would require significant planning and capital investment to establish a replacement kitchen operation. The Board will continue to evaluate the facility's operational needs, costs and potential future uses before determining whether formal closure is appropriate.

Civil Grand Jury Recommendation 1C:

Solano County perform a "warm closure" or find alternative suitable uses of the Claybank facility by December 2027.

Sheriff's Office Response to Recommendation 1C:

The recommendation has been partially implemented. The Claybank facility has been unoccupied since June 10, 2026, following the relocation of the remaining incarcerated population and reassignment of security staff to other custody operations, including the Behavioral Health Unit at the Justice Center Detention Facility. The facility is currently being maintained in a "warm closure" status. Any long-term alternative use or formal disposition of the facility will require further consideration and action by the Board.

Board Response to Recommendation 1C:

The recommendation has been implemented. The Board agrees with the Sheriff-Coroner that Claybank is currently being maintained in a "warm closure" status. Inmates have been relocated and security staff reassigned to other custody operations, while the facility continues to support necessary jail functions. The County will continue to evaluate appropriate long-term uses of the facility as operational needs and resources are considered.

Civil Grand Jury Finding 4:

The Sheriff's Office has not engaged outside consultants in the last ten years to review their financial situation, which could lead to perpetuation of the current underperforming situation.

Sheriff's Office Response to Finding 4:

I disagree partially with this finding. The Sheriff's Office is initiating an independent full-cost analysis of the daily jail-bed rate which will compare Solano County's costs with four other counties using a consistent methodology. This independent review will help identify cost drivers and opportunities for improved efficiency.

Board Response to Finding 4:

The Board partially disagrees with the finding and concurs with the Sheriff-Coroner's response. While the Board does not dispute that the Sheriff's Office has not engaged an outside consultant in the last ten years to review jail costs, it disagrees that this means the Custody Division is underperforming. The Sheriff's Office is initiating an independent analysis of the daily jail-bed rate that will compare Solano County's costs with four other counties and help identify cost drivers and opportunities for improved efficiency.

Civil Grand Jury Recommendation 4A:

Hire an unbiased third-party professional consultant by the end of 2026 to review the Custodial Division budget and make recommendations or suggestions to reduce their budget within three months.

Sheriff's Office Response to Recommendation 4A:

The recommendation has been partially implemented. The Sheriff's Office is initiating an independent full-cost analysis of the daily jail-bed rate which will compare Solano County's costs with four other counties using a consistent methodology. The analysis will help identify cost drivers and opportunities for improved efficiency.

Board Response to Recommendation 4A:

The recommendation will not be implemented because it is not warranted. The Board concurs with the Sheriff-Coroner that the independent full-cost analysis of the daily jail-bed rate currently being initiated will provide useful information about the Custody Division's costs and identify potential opportunities for greater efficiency. The Board believes it is appropriate to review the results of that analysis before determining whether an additional outside review of the Custody Division budget is necessary. Nothing in this response precludes the Board from considering additional independent analysis in the future if warranted.

Civil Grand Jury Recommendation 4B:

By March 1, 2027, post position descriptions and interview for volunteer candidates to a citizen oversight committee. The goal being to provide feedback to the Sheriff's Office about performance, as well as suggestions for improvement. Appoint such committee by July 1, 2027.

Sheriff's Office Response to Recommendation 4B:

Recommendation will not be implemented. The Sheriff's Office values community input but respectfully disagrees that an additional oversight committee is necessary. The Office is already subject to oversight by the Board of Supervisors, County Administrator's Office, Auditor-Controller's Office, Civil Grand Jury, Board of State and Community Corrections (BSCC), Prison Rape Elimination Act (PREA), County Environmental Health, and an established public complaint processes.

Additionally, the Sheriff's Office is also voluntarily pursuing accreditation through the National Commission on Correctional Health Care (NCCHC), demonstrating our commitment to meeting nationally recognized standards for correctional health care, safety, training, inmate treatment, health records, and medical-legal practices. Specially trained NCCHC surveyors will visit our facilities in fall 2026 to evaluate compliance with these standards.

Board Response to Recommendation 4B:

The recommendation will not be implemented because it is not warranted. The Board concurs with the Sheriff-Coroner that the existing layers of oversight and accountability including the Board of Supervisors, County Administrator's Office, Auditor-Controller's Office, Civil Grand Jury and state and federal regulatory requirements are ample. The Board also recognizes the Sheriff's Office's voluntary pursuit of accreditation through the National Commission on Correctional Health Care as an additional independent review of correctional health care operations and standards.

On behalf of the Solano County Board of Supervisors, thank you to the Solano County Civil Grand Jury for its time and thoughtful review of the Claybank Detention Facility and the County's correctional operations. The Board appreciates the Grand Jury's recommendations and its focus on responsible stewardship of public resources, operational efficiency and accountability. The Board remains committed to carefully evaluating the County's correctional facility needs while maintaining safe, effective and fiscally responsible services for the residents of Solano County.

Sincerely,

[INSERT CHAIR SIGNATURE HERE]

Monica Brown
District 2 Supervisor
Chair, Solano County Board of Supervisors

cc: Cheryl Clower, Administrative Assistant, Solano County Civil Grand Jury
Bradley DeWall, Solano County Sheriff
Lisa Donohue, Director of Administrative Services, Solano County Sheriff's Office
Brian Taylor, Court Executive Officer, Solano County Superior Court