

**CIVIL GRAND JURY  
COUNTY OF MONTEREY  
2024-2025**



**FINAL REPORT  
JUNE 12, 2025**

# **MONTEREY COUNTY CIVIL GRAND JURY**

**2024/25  
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# Monterey County Civil Grand Jury

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P.O. Box 414  
Salinas, CA 93902  
Telephone: (831) 883-7553



May 16, 2025

Honorable Stephanie E. Hulsey  
Superior Court of California  
240 Church Street  
Salinas, CA 93901

Honorable Judge Hulsey:

We are honored to present the 2024/2025 Civil Grand Jury Final Report to you and the citizens of Monterey County. Over the past year, jury members dedicated countless hours to reviewing government operations, conducting research, investigating issues, interviewing stakeholders, and compiling these reports. We hope our work helps government agencies enhance their services to better meet the needs of our community.

Serving as Foreperson of the 2024/2025 Civil Grand Jury has been an honor. I deeply appreciate the dedication, integrity, and hard work of my fellow jurors. Citizen oversight plays a vital role in ensuring transparent, efficient, and effective local government. This jury took that responsibility seriously, working tirelessly and collaboratively to investigate complaints and critical issues affecting our community.

We thank you, Judge Stephanie Hulsey, for the initial charge to us as we began our term. A special thank you to County Counsel Susan Blich, our legal advisor, District Attorney Jeannine M. Pacioni, and Administrative Operations Manager Sandra Ontiveros for her support and guidance.

Serving as Civil Grand Jurors has been a rewarding experience, and we hope to use the insights we've gained to continue supporting our community in new ways. We are grateful for the opportunity and privilege to serve the people of Monterey County.

Respectfully,

Douglas R. Smith  
Foreperson

# 2024/25 MONTEREY COUNTY CIVIL GRAND JURY ROSTER

## OFFICERS

Foreperson	Douglas Smith
Foreperson Pro Tem	Thomas Motley
Recording Secretary	Nancyanne Lansdowne
Treasurer	Kris Hoffman

## JURORS

Andrea Kingman, Monterey  
B. Buck Jones, Pebble Beach  
Christine Lerable, Salinas  
Douglas Smith, Royal Oaks  
Florence Miller, Carmel  
Gary Rather, Marina  
J. Clare Munteer, Pacific Grove  
Joseph Truskot, Salinas  
John Delsman, Salinas  
Kris Hoffman, Seaside  
Lonnie Wilson, Salinas  
Mary Pendlay, Monterey  
Nancyanne Lansdowne, Carmel Valley  
Ronald Route, Pacific Grove  
Thomas Motley, Carmel



**BACK ROW FROM LEFT TO RIGHT:**

B. Buck Jones, Christine Lerable, Joseph Truskot, Gary Rather, and Mary Pendlay

**MIDDLE ROW FROM LEFT TO RIGHT:**

Kris Hoffman, Ronald Route, Florence Miller, J. Clare Mounteer,  
Nancyanne Lansdowne, and John Delsman

**FRONT ROW FROM LEFT TO RIGHT:**

Andrea Kingman, Thomas Motley, Judge Stephanie E. Hulsey,  
Douglas Smith, and Lonnie Wilson



# **2024/25 MONTEREY COUNTY CIVIL GRAND JURY**

## **MISSION STATEMENT**



The principal mission of the Monterey County Civil Grand Jury is to serve the residents by performing a watchdog function in reviewing and evaluating the performance of county, municipal and special district agencies within Monterey County. The Civil Grand Jury accomplishes this mission by conducting selected independent inquiries of agency operations and annually publishing a report of its findings, recommendations, and commendations.

## **CIVIL GRAND JURY MISSION AND RESPONSE REQUIREMENTS**

The primary mission of a civil grand jury in the State of California is to examine county and city governments, as well as districts and other offices, in order to ensure that the responsibilities of these entities are conducted lawfully and efficiently. The civil grand jury is also responsible for recommending measures for improving the functioning and accountability of these organizations, which are intended to serve the public interest.

### **Jury Selection**

Each year, citizens of the county who apply for civil grand jury service are invited to an orientation session for an overview of the process. The court then interviews them, and approximately 40 names are forwarded for inclusion in the annual civil grand jury lottery. During the lottery, 19 panel members are selected, with the remaining to serve as alternates. Those selected to serve are sworn in and instructed to their charge by the presiding judge. Civil grand jurors take an oath of confidentiality regarding any civil grand jury matters for the rest of their lives.

### **Investigations**

Each civil grand jury sets its own rules of procedures and creates committees to investigate and create reports. California Penal Code section 925 states:

The grand jury shall investigate and report on the operations, accounts, and records of the officers, departments, or functions of the county including those operations, accounts, and records of any special legislative district or other district in the county created pursuant to state law for which the officers of the county are serving ex-officio capacity as officers of the districts.

Additionally, Section 919 prescribes that:

The grand jury shall inquire into the condition and management of the public prisons within the county, including inquiring into willful or corrupt misconduct in office of public officers of every description within the county.

The public may submit directly to the Monterey County Civil Grand Jury complaints requesting that it investigate issues of concern regarding public agencies or official in

Monterey County. The public may request complaint forms by contacting the office of the Monterey County Civil Grand Jury at (831) 883-7553 or through the Grand Jury's website address at [www.monterey.courts.ca.gov/grandjury](http://www.monterey.courts.ca.gov/grandjury) or <http://www.co.monterey.ca.us/government/participate-get-involved/civil-grand-jury>.

Grand juries conduct proceedings behind closed doors, as required by law, primarily for the protection of people who file complaints or who testify during investigations. All who appear as witnesses or communicate in writing with a grand jury are protected by strict rules of confidentiality, for which violators are subject to legal sanction.

### **Reports**

Section 933(a) of California Penal Code declares:

Each grand jury shall submit...a final report of its finding and recommendations that pertain to county government matters during the fiscal or calendar year.

The civil grand jury summarizes its findings and makes recommendations in a public report, completed at the end of its yearlong term. Each report is presented to the appropriate department or agency.

Section 933(b) declares:

One copy of each final report, together with the responses thereto, found to be in compliance with this title shall be placed on file with the clerk of the court and remain on file in the office of the clerk. The clerk shall immediately forward a true copy of the report and the responses to the State Archivist who shall retain that report and all responses in perpetuity.

Each report is distributed to public officials, libraries, the news media and any entity that is the subject of any of the reports. The public may also view each year's final report through the Monterey County Civil Grand Jury's website at <http://www.co.monterey.ca.us/government/participate-get-involved/civil-grand-jury> or [www.monterey.courts.ca.gov/grandjury](http://www.monterey.courts.ca.gov/grandjury).

## **Content of Responses**

Section 933.05 of the California Penal Code declares:

- (a) For purposes of subdivision (b) of Section 933, as to each grand jury finding, the responding person or entity shall indicate one of the following:
1. The respondent agrees with the finding.
  2. The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.
- (b) For purposes of subdivision (b) of Section 933, as to each grand jury recommendation, the responding person or entity shall report one of the following actions:
1. The recommendation has been implemented, with a summary regarding the implemented action.
  2. The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.
  3. The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.
  4. The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.

## **Timeline of Responses**

Section 933(c) states:

No later than 90 days after the grand jury submits a final report on the operations of any public agency subject to its reviewing authority, the governing body of the public agency shall comment to the presiding judge of the superior court on the findings and recommendations pertaining to matters under the control of the governing body, and every elected county officer or agency head for which the grand jury has responsibility pursuant to Section 914.1 shall comment within 60 days to the presiding judge of the superior court, with an information copy sent to the board of supervisors, on the findings and recommendation pertaining to matter under the control of that county officer or agency head any and agency or agencies which that officer or agency head supervises or controls...All of these comments and reports shall forthwith be submitted to the presiding judge of the superior court who impaneled the grand jury.

### **Address for Delivery of Responses**

The Honorable Stephanie E. Hulsey  
Judge of the Superior Court  
c/o County of Monterey  
Civil Grand Jury Liaison  
168 W. Alisal Street, 3<sup>rd</sup> Floor  
Salinas, CA 93901



# COMPLIANCE REPORT

## SUMMARY

The Monterey County Civil Grand Jury monitors the required responses from government entities to Findings and Recommendations by previous juries. Jurors then determine whether those responses are complete and legally sufficient according to Penal Code Sections 933 and 933.05. This monitoring effort ensures a seamless, year-to-year transition. The 2024-25 Civil Grand Jury (CGJ) reviewed responses to the 2023-24 Civil Grand Jury reports to determine whether mandatory responses were received and posted to the CGJ website. In addition, the CGJ followed up with the entities about implementing the recommendations agreed upon in the 2023-24 reports.

## BACKGROUND

The California Constitution requires each county to empanel a Civil Grand Jury and publish a report at the conclusion of its one-year term. The report identifies Findings and Recommendations for selected government entities and elected officials in each county to improve government operations and efficiency. The Penal Code requires government entities to submit responses to the Findings and Recommendations of the Civil Grand Jury to the presiding Superior Court Judge for the grand jury within 90 days of the date of the report's publication. Elected officials are required to submit responses within 60 days of publication. The required responses must state whether the entity or elected official agrees or disagrees with the specific findings and recommendations of the report and whether the recommendations have been or will be implemented.

This report focuses on the Penal Code requirements for responding to the Civil Grand Jury's recommendations. The responses by the government entity must include whether each recommendation:

- was implemented with a summary of the action taken
- will be implemented
- requires further analysis or study with an explanation of the scope, parameters, and timeframe for conducting the analysis or study

- will not be implemented because the entity deems it is not warranted or is not reasonable, with an explanation therefore

## METHODOLOGY

The CGJ reviewed the 2023-24 Civil Grand Jury final reports. It identified entities and elected officials required to submit written responses and noted those who had complied. The CGJ contacted entities and elected officials who did not submit the required written responses and set a 30-day timeframe for compliance. The CGJ thoroughly reviewed the submitted responses to ensure compliance with the Penal Code provisions.

## DISCUSSION

The CGJ received all the required responses from the 2023-24 reports and posted them to the CGJ website. The CGJ sent follow-up letters to the various entities to request status reports regarding agreed-upon recommendations. While implementation status reports are not required by the Penal Code, various government entities provided them upon request. These additional status responses to the 2023-24 reports have been posted to the CGJ website and are linked in the table below.

### 2023-24 Civil Grand Jury Reports and Received Responses

Report Title	Required Response Received	Additional Responses Received
<a href="#">Cannabis Tax Revenues: Highs and Lows</a>	<a href="#">Monterey County Board of Supervisors</a>	<a href="#">Monterey County Board of Supervisors</a>
	<a href="#">Monterey County District Attorney</a>	No additional response requested
	<a href="#">Monterey County Auditor-Controller</a>	No additional response requested
	<a href="#">Monterey County Treasurer/Tax Collector</a>	No additional response requested
	<a href="#">Monterey County Sheriff/Coroner</a>	No additional response requested

<a href="#"><u>Fentanyl: Our Youth in Crisis</u></a>	<a href="#"><u>Monterey County Board of Supervisors</u></a> <a href="#"><u>Monterey County Office of Education</u></a>	<a href="#"><u>Monterey County Board of Supervisors</u></a> <a href="#"><u>Monterey County Office of Education</u></a>
<a href="#"><u>Monterey County's Response to Community Members Experiencing a Mental Health Crisis</u></a>	<a href="#"><u>City of Salinas</u></a> <a href="#"><u>Monterey County Board of Supervisors</u></a> <a href="#"><u>Monterey County Sheriff's Office</u></a>	<a href="#"><u>City of Salinas</u></a> No additional response requested <a href="#"><u>Monterey County Sheriff's Office</u></a>
<a href="#"><u>Monterey Fire Department: Overdue for Overhaul</u></a>	<a href="#"><u>Monterey County Board of Supervisors</u></a> <a href="#"><u>City of Monterey</u></a> <a href="#"><u>Monterey Peninsula Airport District</u></a>	<a href="#"><u>Monterey County Board of Supervisors</u></a> <a href="#"><u>City of Monterey</u></a> No additional response requested
<a href="#"><u>Monterey Regional Airport: Under-standing Noise</u></a>	<a href="#"><u>Monterey Peninsula Airport District</u></a>	<a href="#"><u>Monterey Peninsula Airport District</u></a>

### Status of Agency Commitments

The following information summarizes the responses received from the various entities described in the table above. The 2024-25 CGJ did not verify the information provided.

#### **Cannabis Tax Revenues: Highs and Lows**

1. The Cannabis Program expenses have been reduced to match revenues.
2. Tax revenues have stabilized.
3. The CGJ recommended that Monterey County Public Health Department (MCHD) identify projects for youth awareness/education/prevention and request funding from the Board of Supervisors (BOS) using Cannabis Tax Assignment Funds (CTAF). MCHD indicated they would implement this recommendation and provide the BOS an update by December 30, 2024.
4. Responding to the CGJ request for an update, MCHD indicated it had received grant money from the state Office of Traffic Safety to prevent drugged driving by

young people. Consequently, it would not request CTAF revenues from the BOS at this time. Although drug education was a top priority expressed in the Community Needs Survey in 2018, youth drug training was not offered until recently through alternative resources.

5. The Monterey County Sheriff's Office has assigned two detectives and trained 12 additional deputies to combat illicit cannabis operations.

### **Fentanyl: Our Youth in Crisis**

1. The Monterey County Office of Education (MCOE) confirmed the completion of a Memo of Understanding between MCOE and Montage Health Prescribe Safe Initiative.
2. MCOE provided an update regarding training for and the distribution of Narcan to schools across Monterey County.
3. The MCHD provided an update regarding funding for social media campaigns and its strategy for allocating \$1.8M (of the \$2.7M) Opioid Settlement Funds across five programs over the next two years.
4. This funding allocation includes the equivalent of three new positions at the Health Department and Natividad Medical Center.
5. The CGJ applauds the timely, responsive, and committed approach of the MCOE in addressing the recommendations made in the report.

### **Monterey County's Response to Community Members Experiencing a Mental Health Crisis**

1. The Salinas Police Department (SPD) completed a training needs assessment and posted revised training materials on its website.
2. The SPD implemented a two-hour Critical Incident Training (CIT) course taught by Monterey County Behavioral Health personnel. Ninety percent of sworn SPD staff are CIT trained.
3. The Monterey County Sheriff's Office (MCSO) implemented an updated training needs assessment when the current Sheriff took office in January 2023.

4. A Monterey County's Homeless Services Director was appointed to convene regular meetings with several agencies to coordinate services provided to individuals with mental health challenges.
5. The MCSO and SPD have posted their training programs in a more conspicuous location on their websites.

### **Monterey Regional Airport: Understanding Noise**

1. The Monterey Peninsula Airport District (MPAD) has improved access to a complaint submission form on its website making it more prominent and user-friendly.
2. The MPAD made the explanation of District Noise Management more prominent on its website.
3. The MPAD provided a written procedure for responding to complaints.
4. The MPAD increased communication and social media visibility, particularly during the heightened activities related to the new terminal construction.
5. The MPAD will not implement the recommendation to develop a Citizens Committee to provide community input regarding operations and noise mitigation. MPAD will utilize an existing standing committee.

### **Monterey Fire Department: Overdue for Overhaul**

1. The Monterey Fire Department (MFD) can send apparatus needing repair to external commercial vendors, ensuring that having only one full-time mechanic does not pose a risk to the public.
2. The City of Monterey has confirmed that the frontline aerial ladder truck, 6471, was repaired and placed back in service in August 2024.
3. The City has ordered and will receive a new aerial ladder truck by the end of 2025 and a third new Engine/Pumper in June 2027.
4. The City maintains detailed records of all testing and abatement of hazardous materials at City facilities, safeguarding public health and safety.
5. The City offers counseling services to all fire department personnel through a contracted therapist, fostering a supportive and healthy work environment.

6. The MFD has consolidated all current internal departmental policies into a single online platform. As of April 2025, there are 142 policies accessible to MFD personnel through the web or the Lexipol mobile app.
7. The MFD issued the After-Action Review policy through Lexipol on February 7, 2024. The policy facilitates critical incident analysis and learning opportunities. Additionally, the Critical Incident Stress Debriefing policy was issued on May 1, 2024, providing a structured framework for debriefing and addressing the emotional impact of critical incidents on personnel.
8. The Monterey County Fire Chiefs Association unanimously selected First Arriving from U.S. Digital Designs (Honeywell) as their desired technology platform for a common county-wide platform for Fire Station Alerting. MFD is in the process of installing the First Arriving equipment in their fire stations and offices.
9. The City issued a request for proposal to rebuild the red-tagged Station 13 training tower.

## **CONCLUSION**

The CGJ analyzed the previous jury's reports, findings, and recommendations and found all required responses have been received.

Governmental entities or elected officials who fail to submit required responses undermine the mission and the work of the Civil Grand Jury. This is a disservice to the residents of Monterey County and a missed opportunity to demonstrate accountability and transparency.

The CGJ acknowledges the contributions of the Board of Supervisors, the various department heads, and other government entities who provided additional responses, enhancing organizational accountability and transparency.

By publishing this report, the CGJ is holding the entities and elected officials accountable as mandated by law.

## **GLOSSARY**

BOS	Monterey County Board of Supervisors
CIT	Critical Incident Training
CTAF	Cannabis Tax Assignment Funds
CGJ	2024-25 Civil Grand Jury
MCHD	Monterey County Health Department
MCOE	Monterey County Office of Education
MCSO	Monterey County Sheriff's Office
MFD	Monterey Fire Department
MPAD	Monterey Peninsula Airport District
SPD	Salinas Police Department

## **BIBLIOGRAPHY**

Civil Grand Jury Report 2023/24 Monterey County, CA

<https://www.countyofmonterey.gov/government/participate-get-involved/civil-grand-jury/reports>

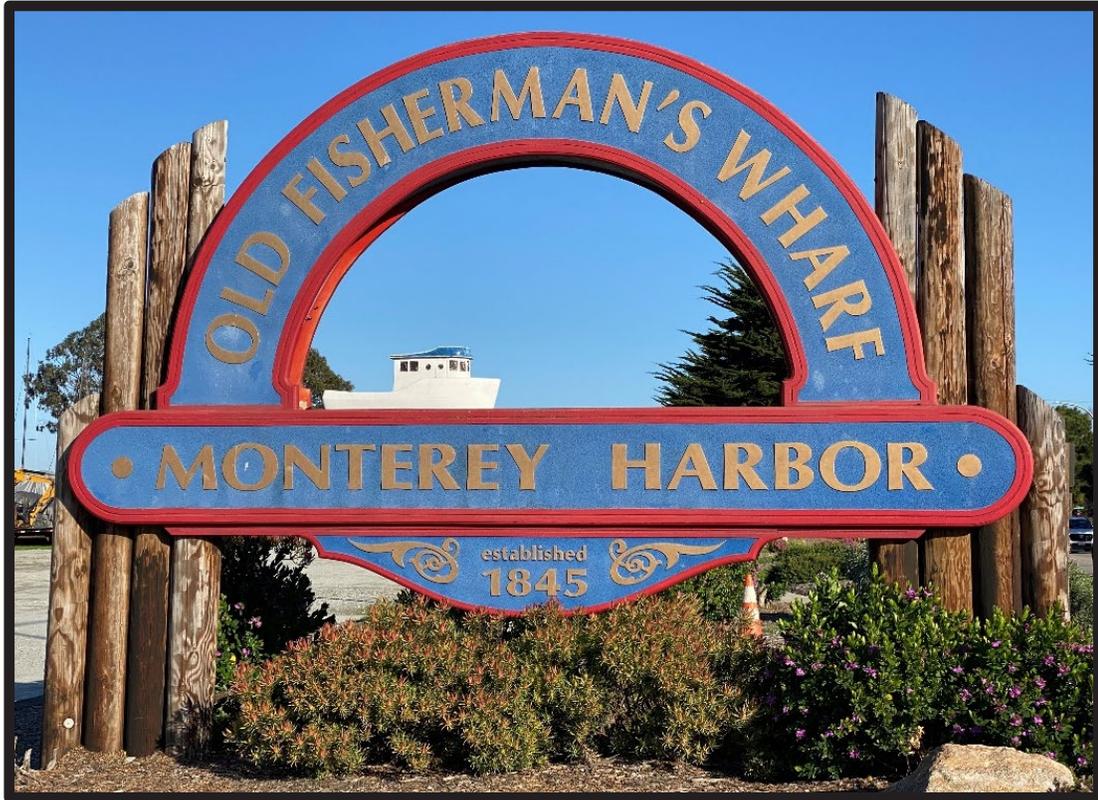
Penal Code Sections 933 and 933.05

[https://leginfo.legislature.ca.gov/faces/codes\\_displaySection.xhtml?sectionNum=933.&lawCode=PEN](https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=933.&lawCode=PEN)



## MONTEREY'S DETERIORATING WHARVES:

### A CONCERN FOR PUBLIC SAFETY



**Entrance to the Monterey Wharves**

*Source: Photograph by Civil Grand Juror*

## SUMMARY

During its 2023-2024 term, the Monterey County Civil Grand Jury (CGJ) received a condition survey report conducted by an international structural engineering consulting firm. This 2017 report revealed that both wharves are in “Poor” structural condition and identified extensive repairs needed to ensure the integrity of the wharves and to provide for the safety of all users. Two 2024 reports assessed that the structural condition of the wharves remains “Poor.” Recognizing the urgency of these reports, the 2024-2025 Civil Grand Jury began this investigation. On December 23, 2024, a significant portion of the City of Santa Cruz’s wharf collapsed into Monterey Bay, further emphasizing the timeliness of this investigation.

The Monterey Wharves are a symbol of the City's unique charm and contribute to the community's financial well-being. However, people may not be aware that the cost of repairing the necessary structural elements and maintaining these intricate structures far exceeds the income generated from them. To date, no clear funding plan addresses these critical expenses.

The CGJ found that the City of Monterey has neglected to restore the integrity of its wharves for at least seven years. Several structural elements remain in disrepair despite spending significant tax dollars on at least five reports. The structural deterioration of the Wharves worsens with each passing storm.

The City of Monterey has initiated changes to address several of the issues in this report. The CGJ maintains that its recommendations remain relevant.

## **BACKGROUND**

For more than 130 years, Monterey's Wharves, comprising Old Fisherman's Wharf (Wharf 1) and Commercial Wharf (Wharf 2), have been pivotal landmarks in the City's development, serving as vital fishing, commercial, and historical sites. In 1868, the State granted the City of Monterey title to its waterfront, designating this area as the Monterey Bay Tidelands. These are held in public trust and regulated by the State of California. The Tidelands area uses are restricted to those that benefit the public trust, such as commerce, fisheries, navigation, and recreation. Monterey's wharves are situated within this tideland area.

By 1870, the Pacific Coast Steamship Company operated from the wharf, shipping goods and passengers. Over time, fishermen and merchants began leasing the wharf, leading to ongoing repairs and improvements prompted by public demand.

As fishing and maritime industries flourished, settlers devised innovative techniques to harvest abalone, squid, salmon, and other seafood, making the wharf an important hub for trade. In the early 20th century, the demand for a municipal wharf surged, prompting the City of Monterey to acquire ownership in 1913 and rename it Fisherman's Wharf in 1916. After a storm partially collapsed the wharf in 1923, major repairs and a significant

extension were undertaken. In 1926, the City of Monterey constructed Wharf 2 to support the growing fishing industry.

By the 1950s, the decline of sardine fishing transformed the wharves' primary focus to tourism. Over time, debates emerged regarding maintenance, expansion, and oversight. In 1939, the City of Monterey implemented a Master Plan that mandated self-sustaining wharf maintenance, leading to lessees assuming greater responsibility by 1940.

As a popular destination for millions of visitors annually, Monterey's Fisherman's Wharf provides a diverse array of activities, such as dining, boating, shopping, marine wildlife viewing, and strolling in a picturesque setting overlooking Monterey Bay. Today, the citizens of Monterey rely on the City and leaseholders to collaborate to maintain and ensure the safety of the wharves.

## **METHODOLOGY**

The CGJ interviewed representatives from various City of Monterey departments and a lessee, examined documents related to the operation and maintenance of the Monterey Wharves and reviewed recordings of relevant Monterey City Council meetings. The CGJ received detailed information from multiple wharf structural engineering inspection reports prepared by four licensed engineering firms: COWI North America, Inc., Mayone Structural Engineering, ProView Property Inspection, and Foth & Van Dyke and Associates. Three of these firms specialize in both above-water and underwater inspections of structures.

Key reviewed documents include:

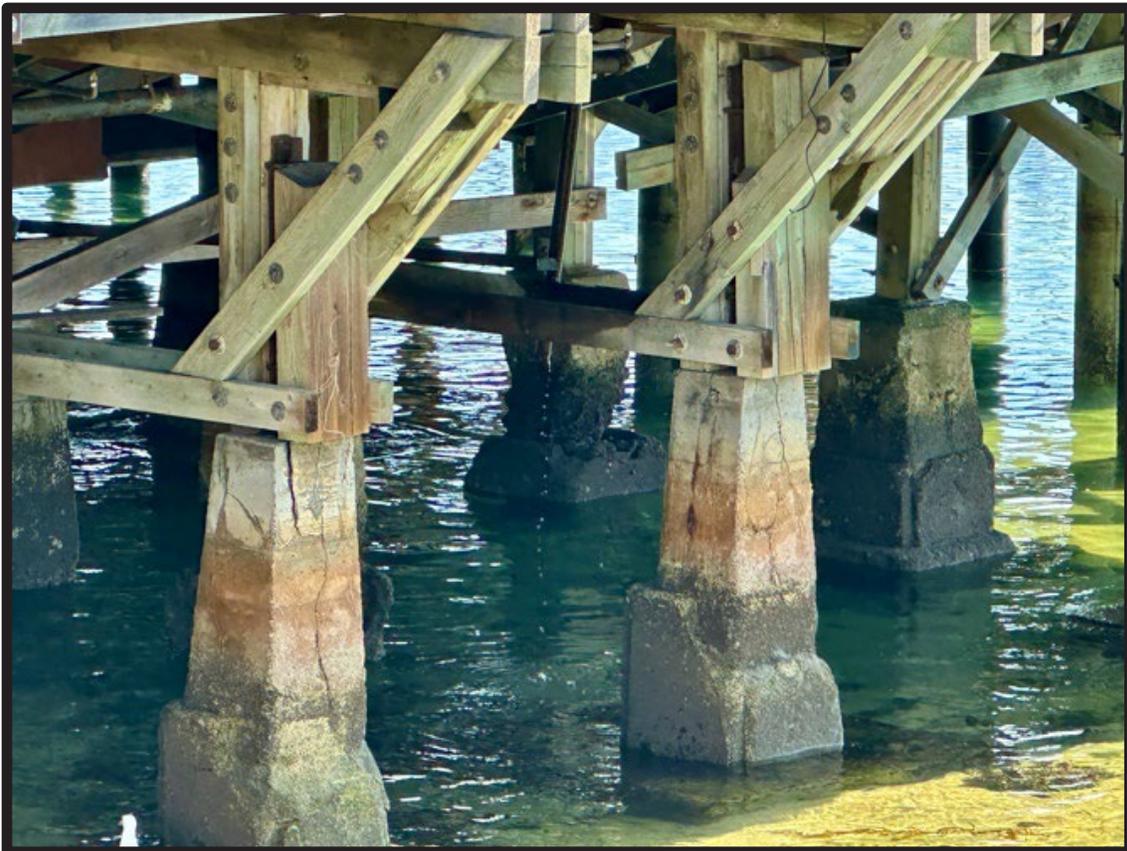
- Wharf 1 and Wharf 2 Condition Survey Report by COWI (November 2017)
- Wharf 1 Inspection & Assessment Report of Findings by Foth (July 31, 2024)
- Wharf 2 Condition Survey Report by COWI (March 2024)
- Monterey Wharves I and II – Structural Maintenance Program by Environmental Science Associates (ESA) (April 2019)
- Reports from Mayone and ProView covering 2017 through 2024

Additionally, the CGJ reviewed the City of Monterey multiple-year budget, wharf leases, building permits for wharf maintenance, the City’s internal structural repairs tracking sheet, and City-issued building Notice of Completion reports. This investigation focused solely on the structural integrity of the wharves, including pilings and supporting structures under the walkways, driveways, and buildings, rather than their aesthetic appeal.

## **DISCUSSION**

### The Current Condition of the Monterey Wharves

The City of Monterey commissioned internationally recognized marine engineering firms to inspect and assess the wharves. COWI completed an assessment of Wharves 1 and 2 in 2017. In 2024, Foth inspected Wharf 1, and COWI reinspected Wharf 2. These



**Wharf 1 Substructure.** Pyramid piling showing vertical crack, allowing seawater intrusion to deteriorate interior rebar core support.

*Source: Photograph by Civil Grand Juror*

reports rated both wharves as being "Poor" overall based on the American Society of Civil Engineers (ASCE) Condition Assessment Rating scale, which includes "Critical, Serious, Poor, Fair, Satisfactory, and Good." ASCE defines "Poor" as "Advanced deterioration or overstressing observed on widespread portions of the structure but does not significantly reduce the load-bearing capacity of the structure. Repairs may need to be carried out with moderate urgency."

Foth's 2024 report focused solely on Wharf 1, Old Fisherman's Wharf, concluding that half of the leased portions remain in "Poor" or "Serious" condition.

**Condition Assessment of Wharf 1 Leased Properties  
Foth 2024**

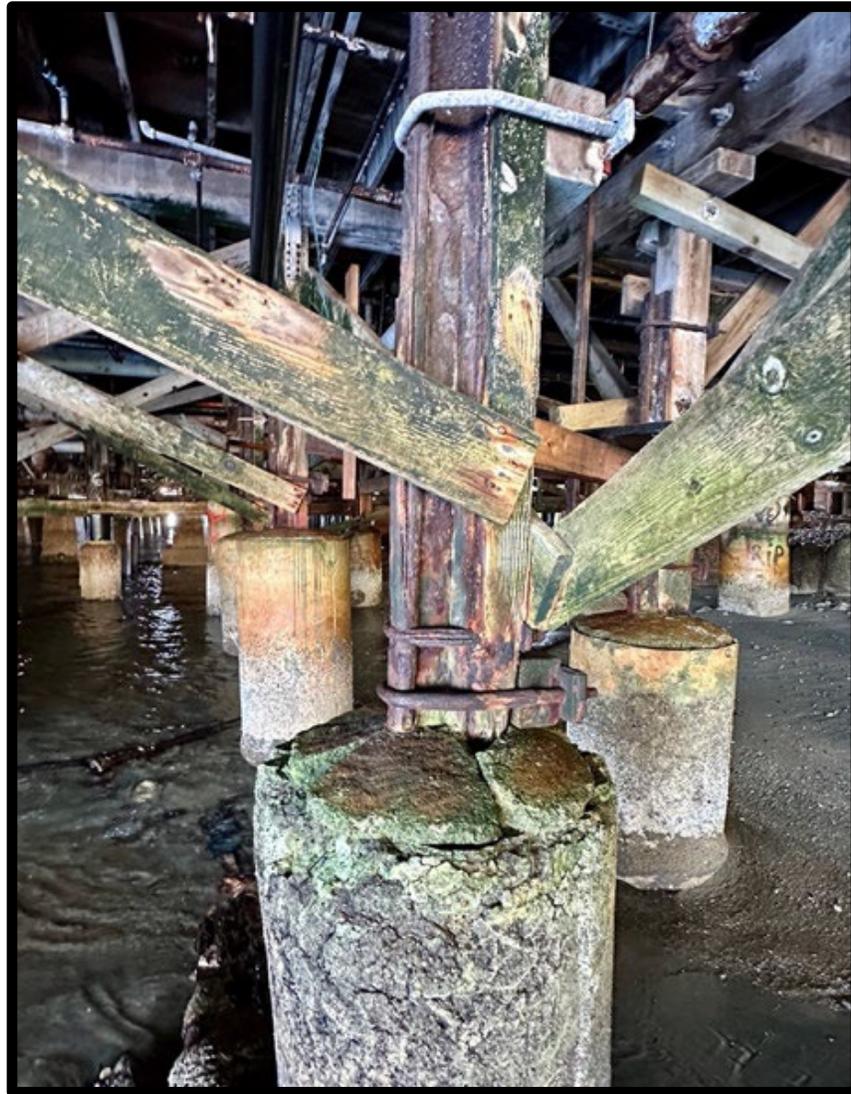
ASCE CONDITION ASSESSMENT RATING	NUMBER OF LEASED PREMISES
Good	0
Satisfactory	4
Fair	11
Poor	9
Serious	6
Critical	0

*Source: Wharf 1 Inspection & Assessment Report of Findings by Foth (July 31, 2024)*

Both the COWI and Foth reports provided detailed information about the necessary repairs, including individual structural components such as piles, pile caps, and stringers. Each damaged pile is identified and assessed as "moderate," "major," or "severe." The engineers evaluated the condition of the structural members and the extent of the damage resulting in an overall "Poor" condition rating for each wharf. (See diagram on page 8.)

## The Responsibility for Maintenance

The City of Monterey is solely responsible for ensuring the safety of all visitors and businesses on Wharves 1 and 2. This includes maintaining common areas such as public restrooms, decks, roadways, and parking, as well as the structures supporting them. The responsibility for structures under the leased buildings varies based on lease type and



**Pile under Wharf 1.** Deteriorating railroad steel piling attached to timber pile with U-bolts. The concrete encasement has cracked at its crown allowing seawater intrusion resulting in the rebar to corrode and eventually failing.

*Source: Photograph by Civil Grand Juror*

age. However, the City of Monterey remains responsible for ensuring that all structures are properly maintained.

The City of Monterey negotiates two types of leases with wharf tenants: premise leases and ground leases.



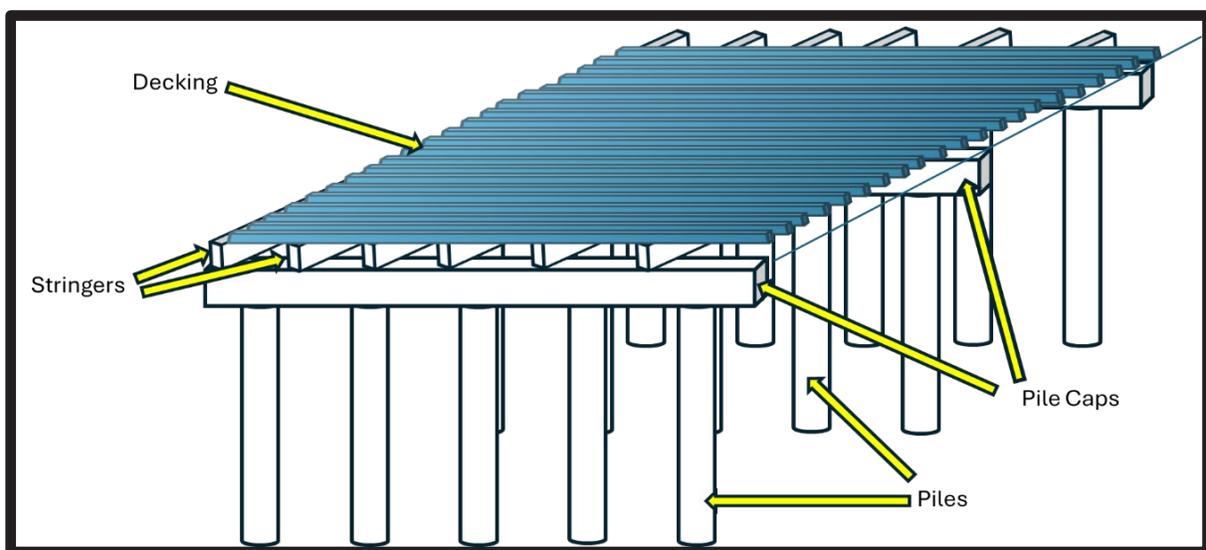
**Fender pile along Wharf 1.** Timber pile has lost most of its diameter at the water line.

*Source: Photograph by Civil Grand Juror*

- The 12 **premise leaseholders** maintain the buildings above the wharf decking. Through their rent, they collectively contribute 60% of the common area maintenance costs, including the structural elements under their buildings. The City covers the remaining 40% and determines necessary maintenance, repairs, and improvements.
- The 21 **ground leaseholders** are fully responsible for maintaining and repairing all structures above the sand, including structures below the decking and buildings above.

Most ground leases were signed in 1991 and extended until 2042. These ground leases obligate leaseholders to conduct engineering inspections every three years and complete repairs within six months. Notably, these 1991 ground leases require leaseholders to make the repairs identified during their inspections, but not additional repairs identified by inspections commissioned by the City of Monterey.

In contrast, more recent ground leases, signed in the 2020s, exclude the requirement for leaseholder structural inspections and repairs. Under these new ground leases, the City of Monterey, as the landlord, holds the sole responsibility for determining what structural repairs are required.



**The Underlying Structure of a Wharf**

*Source: Drawing by Civil Grand Juror*



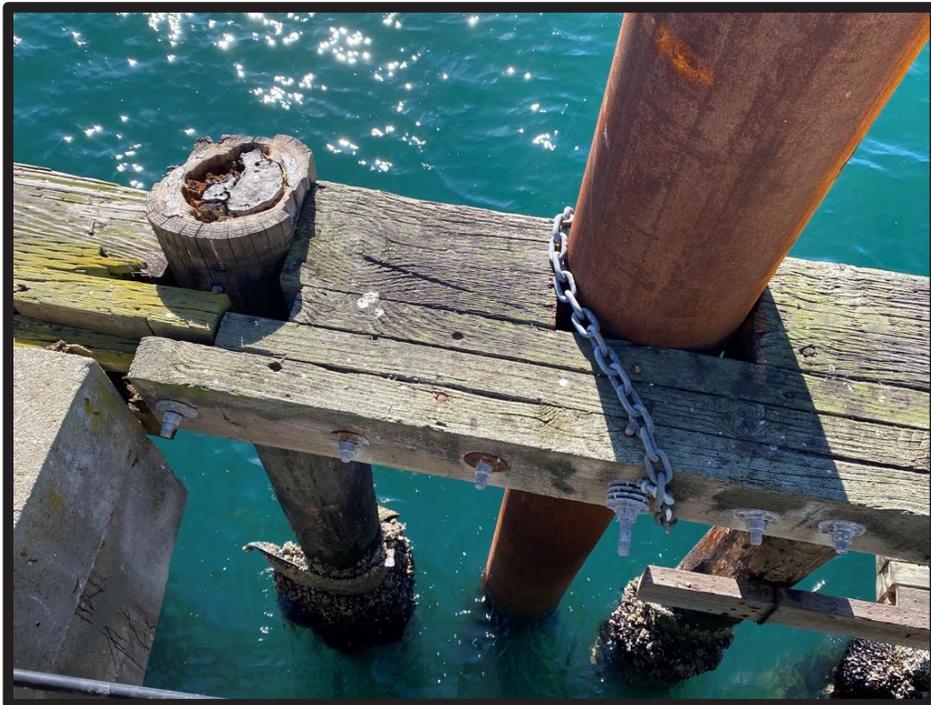
**Wharf 1 substructure.** Old railroad steel piling is highly deteriorated. Timber pile is attached by multiple corroded U-bolts, indicating original wood piling lacking structural integrity.

*Source: Photograph by Civil Grand Juror*

## Maintenance Needs

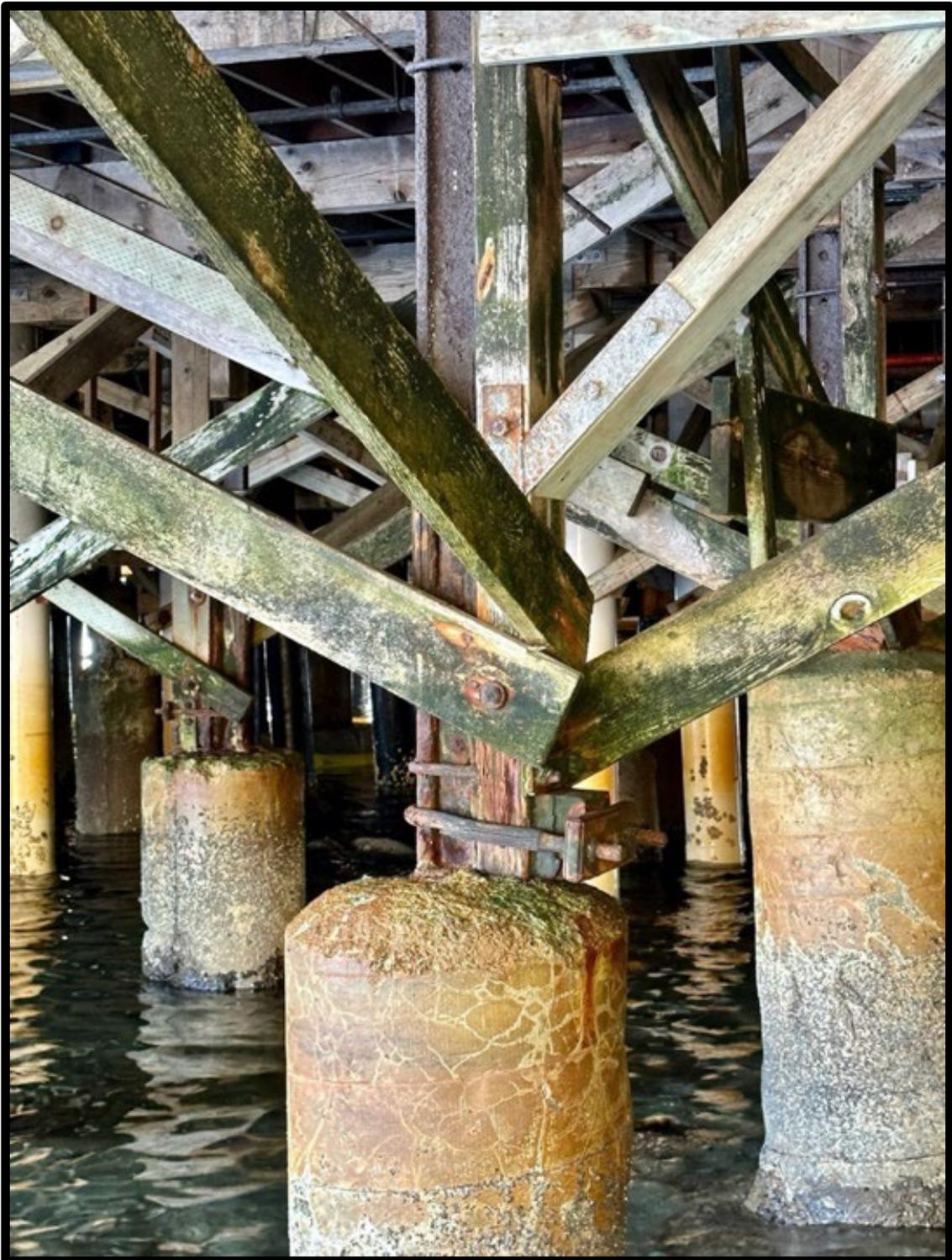
The COWI 2017 and Foth/COWI 2024 reports identified eight locations on Wharf 1 requiring immediate repairs. Structural integrity concerns escalated from five cases in 2017 to seven in 2024. Some issues flagged in 2017 remained unresolved, while new problems emerged. Notably one location experienced a deterioration in bearing pile condition, with 70% requiring repairs in 2017 and 81% in 2024. Moreover, the CGJ found no evidence of major structural repairs having been conducted between inspections at that specific location.

The City of Monterey supplied all ground leaseholders with excerpts of the COWI and Foth inspections for the leaseholders' engineer's consideration. Significant repairs were not undertaken when the leaseholder's engineer disagreed with the COWI and Foth assessments. In such cases, the City cannot require the leaseholder to undertake the additional repairs recommended in the COWI and Foth reports.



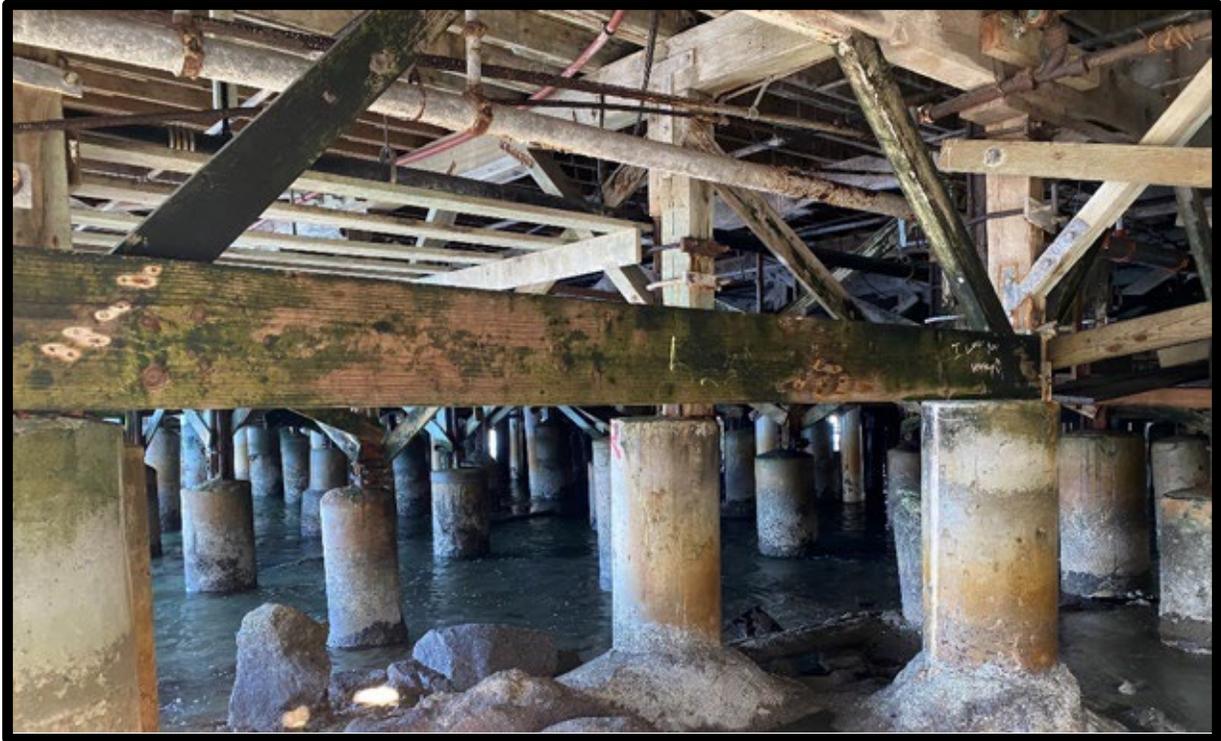
**Pile under Wharf 1.** Rotted core piling with galvanized through bolt supporting numerous wooden joists.

*Source: Photograph by Civil Grand Juror*



**Pile under Wharf 1.** Deteriorating railroad steel piling attached to timber pile with U-bolts.

*Source: Photograph by Civil Grand Juror*



**Substructure of Monterey Wharf 1.** Deteriorating railroad steel piles supported by their concrete bases. Timber piles have been fastened to the steel with U-bolts. The substructure consists of varying materials, hardware and repair techniques.

*Source: Photograph by Civil Grand Juror*

Wharf 2, which has been rated as being in "Poor" condition since 2017, is experiencing widespread timber, concrete, and asphalt deterioration. The City of Monterey is responsible for most of the maintenance of Wharf 2.

### Completed Maintenance

Between April 2017 and November 2024, the City of Monterey issued seven building permits for structural work on Wharf 1 by leaseholders and one for work on Wharf 2. Three permits expired without any work being completed, three were finalized with the work completed, and one remains issued but the work unfinished, according to the City's reports.

It is important to note that work conducted by the City's Public Works Department is not reflected in these permit records. A search of the California Coastal Commission permit

applications revealed only two Coastal Development permit applications for wharf repairs between 2017 and 2024, one from the City of Monterey and one from a leaseholder.

### The Maintenance Challenges

Repairing the wharves involves coordination among City agencies, leaseholders, and multiple regulatory bodies. The permitting process requires approval from the City of Monterey's Building and Safety Division, the Regional Water Quality Control Board, the U.S. Army Corps of Engineers, the California Coastal Commission, and adherence to the California Environmental Quality Act (CEQA). Understanding the delays inherent with getting multiple permits, the City has allowed extensions to its tenants to complete the repairs.



**Exposed Wharf 1 pile.** Concrete sleeve is not continuous above the high-water line, allowing seawater to contact the wood pile, which is suffering from serious deterioration.

*Source: Photograph by Civil Grand Juror*

The City of Monterey's wharf maintenance obligations exceed the revenues generated from the wharves. California law mandates that revenue from the wharves can only be used to fund operations, construction, and upkeep in the Tidelands area, which extends beyond the wharves in both directions. To comply with this law, the City of Monterey maintains a dedicated "Tidelands Fund." In 2024, the city's Tidelands Fund received \$3.3 million, mainly from wharf lease revenues, yet Monterey's five-year budget projects a need of an additional \$17 million for wharf maintenance funding beyond current operating expenses.

#### Maintenance Plans, Actions, and Funding by the City of Monterey

On January 21, 2020, the Monterey City Council secured and adopted a Mitigated Negative Declaration (MND) for the wharves, satisfying the California Environmental Quality Act (CEQA) requirements for structural repairs. An MND is a document that states that a project will not have a significant negative environmental impact when adopting recommended mitigation measures and is an approval method with regulating agencies. It is typically issued after an Initial Study is concluded. However, the City has not informed all leaseholders about the availability of this tool.

Additionally, the City of Monterey contracted with Environmental Science Associates (ESA) to draft a maintenance plan for Wharf 1 and Wharf 2. The plan proposed a three-year cycle of inspections, planning, and construction. This draft plan was presented to the City of Monterey in 2019. The CJG could not find evidence that this plan was adopted or implemented.

The City of Monterey recognizes that significant repairs are required to maintain the wharves and has established two capital improvement program funding lines, one for each wharf. Current funding levels fall well short of the millions of dollars the City of Monterey estimates are necessary to repair the portions of the wharves that are the City's responsibility.



### **Monterey Wharf 1**

*Source: Photograph by Civil Grand Juror*

## **CONCLUSION**

The Monterey wharves, still in “Poor” structural condition, require repairs that have yet to be addressed. Ultimately, the City of Monterey is responsible for maintenance, while leaseholders share the responsibility for repairs. Multiple inspections and reports have documented the necessary repairs at significant cost to the taxpayers. Discrepancies between evaluations by certified engineers for the leaseholders and the City have hindered progress. Additionally, a complex permitting process has further hindered the completion of those repairs. At the June 4, 2024, Monterey City Council meeting, staff reported that \$17 million is needed over the next five years to finish just the City’s identified portion of the work. However, the current funding projections are significantly less than this amount, further complicating repair efforts. While the City has taken steps to address maintenance challenges, substantial repairs are needed, and long-term solutions remain unidentified.

## **FINDINGS**

- F1. The City of Monterey has failed to maintain the structural integrity of its wharves for many years, resulting in the wharves' classification as being in "Poor" condition, according to ASCE standards. Several structural elements have been identified as requiring immediate repair, yet little action has been taken. This neglect poses serious risks to public safety, the City's historic structures, and the assets of leaseholders.
- F2. Under the 1991 leases, the City of Monterey cannot require leaseholders to undertake structural repairs identified by the City's inspection reports unless the leaseholder's engineer agrees those repairs are necessary. This allows the leaseholders to avoid making immediate and critical repairs identified in the City-commissioned wharf-wide inspections.
- F3. The six-month timeframe for repair completion specified in the 1991 ground leases is unrealistic in today's regulatory environment. Currently, the permits alone, required from the City of Monterey, Army Corps of Engineers, Regional Water Quality Control Board, and California Coastal Commission, cannot all be obtained in six months. Consequently, the City allows the leaseholders to delay these repairs without a required completion date or a penalty for noncompliance.
- F4. The City of Monterey has not informed all ground leaseholders regarding their ability to use the City's Mitigated Negative Declaration (MND), which could significantly expedite the permitting process. This has resulted in delays in leaseholder-initiated repairs. By employing the MND, leaseholders can streamline the permitting process, reduce costs associated with delayed repairs, and ultimately shorten the time required to mitigate risks to the public.
- F5. In 2019, the City of Monterey commissioned a consulting firm at significant expense to create an ongoing maintenance program. This was intended to streamline structural repairs to the wharves, replacing the less efficient project-by-project method. The City of Monterey has yet to implement the Program, delaying work by at least three years, which is equivalent to the length of one maintenance cycle, jeopardizing public safety.

## **RECOMMENDATIONS**

- R1. The City of Monterey prepare and publish a report analyzing the discrepancies between leaseholder inspection reports and the 2024 COWI/Foth findings of "immediate" or "critical" repairs. The report must specify the necessity of each repair in accordance with ASCE standards and shall be made public by December 31, 2025.
- R2. The City of Monterey include any necessary repairs identified by the City's analysis of discrepancies between leaseholder inspection reports and the 2024 COWI/Foth findings (as specified in R1) in the Capital Improvement Programs by February 28, 2026.

- R3. The City of Monterey repeat the analysis of discrepancies between leaseholder inspection reports and the 2024 COWI/Foth findings and incorporation of discrepancies into the Capital Improvement Programs (as specified in R1 and R2) every three years.
- R4. The City of Monterey develop a policy to provide a reasonable timeframe for leaseholders to complete repairs, accommodating the current permitting demands, instead of the six months as specified in the 1991 ground leases. The policy shall be implemented by December 31, 2025.
- R5. The City of Monterey develop, communicate, and implement a more proactive process for monitoring and enforcing required leaseholder repairs in a reasonable timeframe for leaseholders to complete repairs, accommodating the current permitting demands (as specified in R4), by February 28, 2026.
- R6. The City of Monterey notify leaseholders of the existing Mitigated Negative Declaration (MND) for use in expediting repair permits by September 30, 2025.
- R7. The City of Monterey update and publish a wharves maintenance plan that prioritizes and schedules “immediate” and “critical” repairs in accordance with ASCE standards.
- R8. The City of Monterey identify funding sources to ensure ongoing structural integrity of the wharves as outlined in the report developed by ESA in 2019 by March 31, 2026.
- R9. The City of Monterey complete triennial comprehensive structural inspection schedule for both wharves by November 30, 2025, and share resulting findings with all ground leaseholders within two months of receipt.

## **REQUEST FOR RESPONSES**

The following responses are required pursuant to Penal Code sections 933 and 933.05:

From the following governing bodies within 90 days of the publication of this report:

- Monterey City Council
  - Findings: F1 to F5
  - Recommendations: R1 to R9

## **DISCLAIMER**

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

## GLOSSARY AND ACRONYMS

### ASCE Condition Assessment Ratings

Rating	Description
Good	No visible damage or only minor damage noted. Structural elements may show very minor deterioration, but no overstressing observed. No repairs are required.
Satisfactory	Limited minor to moderate defects or deterioration observed but no overstressing observed. No repairs are required.
Fair	All primary structural elements are sound but minor to moderate defects or deterioration observed. Localized areas of moderate to advanced deterioration may be present but do not significantly reduce the loadbearing capacity of the structure. Repairs are recommended, but the priority of the recommended repairs is low.
Poor	Advanced deterioration or overstressing observed on widespread portions of the structure but does not significantly reduce the load-bearing capacity of the structure. Repairs may need to be carried out with moderate urgency.
Serious	Advanced deterioration, overstressing, or breakage may have significantly affected the load-bearing capacity of primary structural components. Local failures are possible, and loading restrictions may be necessary. Repairs may need to be carried out on a high-priority basis with urgency.
Critical	Very advanced deterioration, overstressing, or breakage has resulted in localized failure(s) of primary structural components. More widespread failures are possible or likely to occur, and load restrictions should be implemented as necessary. Repairs may need to be carried out on a very high-priority basis with strong urgency.

*Source: Waterfront Facilities Inspection and Assessment, ASCE Manuals and Reports on Engineering Practice No. 130, edited by Ronald E. Heffron, as developed by the ASCE Technical Procedures Committee, July 1930, and revised March 1935, February 1962, and April 1982*

ASCE      American Society of Civil Engineers

CEQA      California Environmental Quality Act

CGJ      Civil Grand Jury

MND	Mitigated Negative Declaration, a document that states that a project will not have a significant negative environmental impact when adopting recommended mitigation measures and is an approval method with regulating agencies.
Pile	A post-like structure that supports a wharf.
Pile Cap	A concrete mat or wood beam placed on top of several piles to distribute the weight of a wharf to the piles.
Stringers	A structural member supporting the wharf decking.

## **BIBLIOGRAPHY**

Wharf 1 and Wharf 2 Condition Survey Report Prepared by COWI, dated November 2017

Wharf I Inspection and Assessment Report of Findings by Foth dated July 31, 2024

Wharf II Condition Survey Report prepared by COWI dated March 2024

Concession 1 ProView Property Inspection Report, dated February 18, 2021

Concession 2 Mayone Report, dated July 20, 2023

Concession 2 ProView Property Inspection Report, dated October 28, 2021

Concession 3 Mayone Report, dated November 10, 2023

Concession 3 ProView Property Inspection Report, dated October 28, 2021

Concession 4 Mayone Report, dated October 30, 2023

Concession 4 ProView Property Inspection Report, dated February 18, 2021

Concession 6 Property Condition Inspection Results, dated July 27, 2017

Concessions 5 and 6 Mayone Report, dated September 25, 2017

Concessions 5 and 6 Mayone Report, dated August 21, 2023

Concessions 5 and 6 Mayone Structural Report Photos, dated November 27, 2023

Concession 8 Mayone Report, dated August 21, 2023

Concession 8 Property Condition Inspection Results, dated April 9, 2018

Concession 9 Mayone Report, dated September 18, 2023

Concession 9 Property Condition Inspection Results, dated April 9, 2018

Concession 10 Mayone Report, dated June 19, 2023

Concession 10 Piling Report from Jared Berg, dated November 30, 2023

Concession 10 Property Condition Inspection Results, dated June 14, 2018

Concession 15 Mayone Report, dated September 18, 2023

Concession 15 Property Condition Inspection Results, dated April 9, 2018

Concession 16 Property Condition Inspection Results, dated May 8, 2018

Concession 17 Mayone Report, dated October 31, 2023

Concession 17 Property Condition Inspection Results, dated May 8, 2018

Concession 18 Mayone Final Letter and Observation, dated December 30, 2017

Concession 18 Mayone Plans Sheets S1, S2, and S3, received April 20, 2017

Concessions 19-24-25-26 Mayone Structural Report, dated November 30, 2023

Concession 21 Mayone Report, dated November 6, 2023

Concession 21 Property Condition Inspection Results, dated May 8, 2018

Concession 23/30 Property Condition Inspection Results, dated June 28, 2019

Concession 25 Property Condition Inspection Results, dated April 9, 2018

Concession 28 Mayone Report, dated November 10, 2023

Concession 28 Property Condition Inspection Results, dated May 23, 2018

Concession 28 ProView Property Inspection Report, dated October 3, 2023

Concession 29 Mayone Report, dated September 6, 2023

Concession 29 Property Condition Inspection Results, dated May 23, 2018

Concession 31 Mayone Report, dated September 4, 2023

Concession 31 Property Condition Inspection Results, dated June 4, 2018

Concession 32 Mayone Report, dated August 21, 2023

Concession 32 Property Condition Inspection Results, dated June 4, 2018

Concession 33 Property Condition Inspection Results, dated June 4, 2018

Concession 33 ProView Property Inspection Report, dated February 17, 2021

Concession 34 Mayone Report, dated October 30, 2023

Concession 34 ProView Property Inspection Report, dated September 26, 2023

Lou Lou's Griddle in the Middle Mayone Report, Dated December 8, 2023

Lou Lou's Griddle in the Middle Mayone Report, dated October 2, 2017

Lou Lou's Griddle in the Middle ProView Property Inspection Report, dated June 12, 2024

Monterey Peninsula Yacht Club Mayone Report, dated November 20, 2017

Monterey Peninsula Yacht Club Mayone Report, dated October 29, 2020

Monterey Peninsula Yacht Club Mayone Report, dated October 31, 2023

Sandbar & Grill Mayone Report, dated February 15, 2018

Sandbar & Grill Mayone Report, dated November 6, 2023

Sandbar & Grill ProView Corrected Action Letter, dated August 29, 2024

Sandbar & Grill ProView Property Inspection Report, dated April 24, 2024



## ROAD SAFETY IN MONTEREY COUNTY: WHERE TO REPORT A PROBLEM



*Source: Photo of Fern Canyon Road, near Carmel Highlands, posted 2/13/25 on Monterey County Facebook page. The road was subsequently closed.*

### SUMMARY

From time to time, all drivers in Monterey County have observed safety and maintenance issues with the roads. Should they wish to report a potentially hazardous condition, it is not always obvious which entity they should notify to express their concerns. Roads in Monterey County are owned and maintained by different jurisdictions, most often with overlapping responsibilities. Processes for road improvement projects and traffic safety are lengthy, complicated, and not easily understood. The public is often confused about which entity to contact regarding traffic safety concerns or road maintenance, and even

how to submit customer service requests. Each entity uses a different interface for gathering data regarding traffic safety and maintenance concerns. Forms to request service can be found on most entities' websites but replies to the citizens filing the complaints are inconsistently handled.

The 2024-25 Civil Grand Jury (CGJ) received a complaint from a citizen regarding a major injury accident where the motorist was attempting a legal crossing of the road centerline into a highly trafficked driveway. A vehicle traveling in the same direction failed to stop and hit the stationary car. This resulted in hospitalization and surgery for the complainant. The CGJ examined the citizen inquiry and follow-up processes for these entities:

- Transportation Agency for Monterey County (TAMC)
- California Department of Transportation (Caltrans)
- Monterey County Public Works Division (MCPWD) within the Public Works, Facilities, and Parks Department (MCPWFP).

Researching options for addressing this complaint, the CGJ discovered the public is largely unaware of where and how to submit a request for road improvements and traffic safety concerns. In its findings, the jury identified inconsistent reporting options and a lack of updated traffic collision information. This report will include the following recommendations:

- Publish information regarding the role of TAMC, Caltrans, and MCPWD.
- Update the collision map on TAMC's website thereby improving the public's awareness of challenging conditions and dangerous intersections.
- Inform the public about *Monterey County uConnect*, a mobile device app providing information on a wide variety of topics, including reporting road and traffic concerns in the unincorporated areas of the County.

These simple measures will better inform the community and provide citizens with a sense of partnership with entities in improving our roads and highways.

## **BACKGROUND**

The Civil Grand Jury (CGJ) began to investigate road safety and maintenance in Monterey County after receiving a complaint regarding a left-turn lane on a State highway in Monterey County. There is no left-turn pocket at that location, just the road centerline that has been the scene of multiple accidents. The investigation revealed that road safety projects such as the construction of turn lanes, protective turn pockets, traffic signals, or roundabouts are lengthy and complex processes. These projects involve private property issues, engineering studies, environmental impact, cooperation between jurisdictions, sufficient funding in a time of scarce resources, public hearings, hiring of skilled contractors, and, finally, breaking ground and beginning construction.

Many factors go into prioritizing which projects are funded. These include data regarding collisions and incidents. This information is difficult for the public to locate and compile. Other considerations include grant awards, state funding, and voter approval of measures to fund jurisdictional improvements.

The CGJ also found confusion regarding which entity is responsible for which roads within Monterey County and how best to contact the correct public organization (State or local) regarding a road safety or maintenance concern.

The following entities are responsible for traffic safety in Monterey County and collaborate closely with local municipalities to complete of traffic projects. Each entity will be examined in further detail in later sections of this report.

### TAMC

TAMC, Monterey County's regional transportation planning agency, is a State-designated agency responsible for financial and logistical planning of transportation projects. The mission of TAMC is to "develop and maintain a multimodal transportation system that

enhances mobility, safety access, environmental quality, and economic activities in Monterey County”. TAMC is not responsible for road repairs or physical road enhancements. (tamcmonterey.org, Feb. 16, 2025)

### Caltrans

Caltrans is responsible for more than 50,000 miles of highways and freeways in California. It also provides inter-city rail services, airports, and hospital heliports, and collaborates closely with local agencies. According to the Caltrans website, “Caltrans carries out its mission with six primary programs: Aeronautics, Highway Transportation, Mass Transportation, Transportation Planning, Administration and the Equipment Service Center. Caltrans’ vision is to achieve a thriving and connected California.” (dot.ca.gov, Feb. 16, 2025)

### Monterey County Public Works Division

The mission of MCPWD is to promote economic vitality and enhance the quality of life for the citizens of Monterey County by providing safe and efficient public roads, bridges, and public facilities. MCPWD is responsible for road repair and construction of physical road enhancements on County roads. (countyofmonterey.gov/government/departments-i-z/public-works-facilities-parks/ public-works)

TAMC, Caltrans, and MCPWD, including each city within the county of Monterey, is the focus of this report, which includes the following information:

- How to submit a concern or a complaint
- Where to find up-to-date information about projects
- How to access mobile apps available for the unincorporated areas of Monterey County and two other cities within the county

## METHODOLOGY

The Civil Grand Jury investigated road safety and maintenance in Monterey County. The CGJ interviewed knowledgeable representatives of several different entities and departments responsible for the topics under investigation. In addition, the CGJ gathered and analyzed internal documentation provided by some representatives. Jurors made field visits to relevant locations of interest to gain firsthand insights.

## DISCUSSION

Many entities are responsible for road safety and maintenance in Monterey County. The chart below indicates which entity is responsible for which types of roads and services:

### Entities Responsible for Road Maintenance and Repair

Entity Name	Area of Responsibility	State or Local Agency
Public Works Department of each city	Road safety and maintenance within the various municipalities of Monterey County	Local - City
Monterey County Public Works Division (MCPWD)	Road safety and maintenance in the unincorporated areas of Monterey County (see list of areas below)	Local - County
California Department of Transportation (Caltrans)	Road safety and maintenance of State Highways in Monterey County including Hwy 1, Hwy 101, Hwy 68, Hwy 156, State Routes 218, 183	State
Transportation Agency for Monterey County (TAMC)	Planning and funding major road improvement projects within Monterey County	Local - County
California Highway Patrol (CHP)	Ensuring traffic laws are enforced on California roads. Also collects collision data utilized by other entities	State

MCPWD is responsible for providing services to the following unincorporated communities:

- North County: Pajaro, Moss Landing, Las Lomas, Aromas, Elkhorn, Castroville and Prunedale
- Salinas Valley: Boronda, Spreckels, Toro Park, East Garrison, San Benancio, and Corral de Tierra
- Coastal Area: Carmel Valley, Cachagua, Big Sur
- South County: Chualar, Pine Canyon, Lockwood, Bradley, San Lucas, San Ardo

Del Monte Forest is supported by Pebble Beach Corporation Road Department.

Public Works Departments within Each City in Monterey County

Each of the 12 incorporated cities in Monterey County has its own public works department responsible for the safety and maintenance of that city’s roads. Many cities utilize an online portal on their websites for the public to submit information or concerns regarding traffic safety and maintenance issues. The table below identifies each city, its public works department website and phone number, and how to submit a request for service or report a problem.

**How to Request Service or Report a Problem  
Regarding Road Safety and/or Road Maintenance**

<b>City Name Public Works Department Phone Number</b>	<b>The Website Home Page has a Link to Service Request Form?</b>	<b>Mobile App Available to Request Service or Report a Problem? (Y/N)</b>
Carmel (831) 620-2070	Yes -- <a href="#">Link to the Form</a> Click: Report a Problem	No
Del Rey Oaks (831) 713-0171 (831) 394-8511 (emergency/safety issues)	No. It is on the Public Works page. <a href="#">Link to the Form</a>	No

Gonzales (831) 675-5000 (City Hall) (outside of city business hours call (831) 755-5111)	Yes -- <a href="#">Link to the Form</a> Click "Service Request"	No
Greenfield (831) 674-2635	Yes -- <a href="#">Link to the Form</a> Click "Report a Concern"	No
King City (831) 386-5927	Yes -- <a href="#">Link to the Form</a> Click "How Do I"	No
Marina (831) 884-1212	Yes -- <a href="#">Link to the Form</a> Click "Service Requests"	No
Monterey (831) 646-3920	Yes -- <a href="#">Link to the Form</a> Click "Service Requests"	No
Pacific Grove (831) 648-5722	Yes -- <a href="#">Link to the Form</a> Click "Service Request"	No
Salinas (831) 758-7421	Yes -- <a href="#">Link to the Form</a> Click "Report an Issue"	Yes The mobile app is called <i>SalinasConnect</i>
Sand City (831) 394-3054	No	No
Seaside (831) 899-6825	Yes -- <a href="#">Link to the Form</a> Click "SeeClickFix"	Yes The mobile app is called <i>SeeClickFix*</i>
Soledad (831) 223-5176	Yes -- <a href="#">Link to the Form</a> Click "Report an Issue or a suggestion"	Yes The mobile app is called <i>It's Happening in Soledad</i>
Monterey County (831) 755-4925	No	Yes The mobile app is called <i>Monterey County uConnect</i>

*Note: the links in this table were accurate as of March 20, 2025, and are shown in the Bibliography at the end of this report.*

*\*SeeClickFix is only available to cities that subscribe to this third-party service.*

## Monterey County Public Works Division (MCPWD)

According to the Monterey County website, the Monterey County Public Works Division (MCPWD) provides services to ensure reasonable and safe road development, plan for future needs, manage infrastructure and County facilities, and protect natural resources. Several divisions exist within MCPWD. The Public Works Division includes Divisions of Road and Bridge Engineering, Stormwater and Floodplain Management, Traffic Engineering, Road and Bridge Maintenance, and several other divisions. Members of the public who have a road traffic safety or maintenance concern regarding a road in the unincorporated areas of the County must call or email a request for service or call 911 in case of an emergency. MCPWD receives 3,000 to 4,000 customer service requests annually and logs them into a database.

### Monterey County Service Requests, Calendar Year 2024

## Residents of County of Monterey Service Requests

The data below shows all the service requests created for the calendar year 2024. The graphic displays the most requested services:



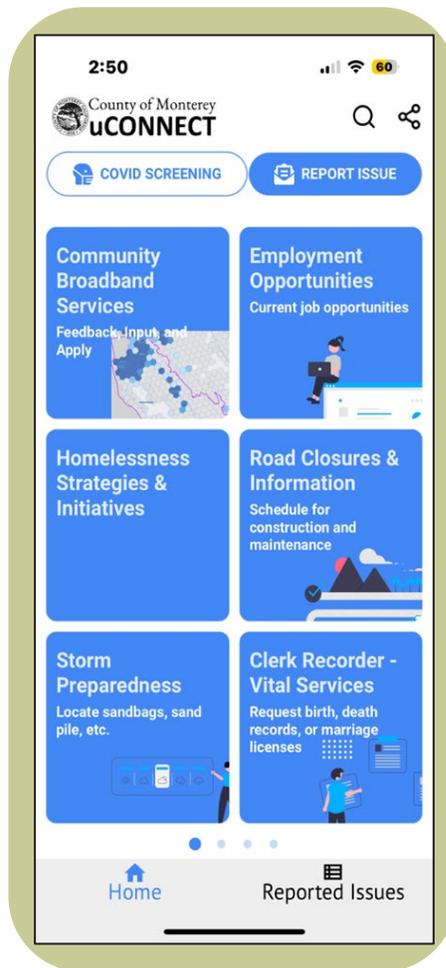
**Serving our County of Monterey  
community is always our top priority.**

Reference: WinCams Reports for FY23-24 and FY24-25

Source: Monterey County Public Works, Facilities, and Parks Department

## Mobile Apps for Reporting Traffic Safety and Maintenance Concerns

The CGJ identified three entities that utilize apps that can be downloaded to mobile devices: Cities of Soledad and Salinas as well as Monterey County. The *Monterey County uConnect* app may be used for reporting many different issues and has a wealth of other information in addition to reporting a concern.



**Home page of *Monterey County uConnect* app**

*Source: Monterey County Public Works, Facilities, and Parks Department*

The home page of the app has a “Report Issue” button that opens a dropdown menu listing a range of issues related to road maintenance concerns in the unincorporated areas of the County including dead animals, debris removal, flooding, guardrail, illegal

parking, potholes, road repair, sign/signal/stripping, streetlights, and tree/weed removal. The app is an easy way for the public to report an issue while traveling in the unincorporated areas of the county. However, there is no reference to the *Monterey County uConnect* app on the MCPWD website. Further, it is not easy to find information about the *Monterey County uConnect* app on any of the County departments' websites.

The Cities of Soledad and Salinas mobile apps function in a way similar to the Monterey County app for reporting road safety and maintenance issues.

Another app available for download to mobile devices is called *SeeClickFix*. The app, developed by an outside vendor, works with many municipalities throughout the U.S. to manage citizen reports regarding road safety and maintenance issues. The City of Seaside uses *SeeClickFix* as a mobile app and has incorporated it into its website. The CGJ is not aware of other vendors offering similar services. Many cities use the 311 referral system to report road safety issues. It functions similarly to the 211 system available in Monterey County for requesting information regarding social services.

#### California Department of Transportation (Caltrans)

According to its website, Caltrans manages more than 50,000 miles of California's highway and freeway lanes, provides inter-city rail services, permits more than 400 public-use airports and special-use hospital heliports, and works with local agencies. Caltrans carries out its mission with six primary programs: Aeronautics, Highway Transportation, Mass Transportation, Transportation Planning, Administration, and the Equipment Service Center. California is divided into 12 districts, Monterey County is in District 5 along with San Benito, San Luis Obispo, Santa Cruz and Santa Barbara Counties. A total of 888 Caltrans employees are assigned to District 5.

Caltrans has a comprehensive customer service request portal on its website that is monitored and tracked. During the three-year period from February 2022 to February 2025, a total of 1,063 Customer Service Requests were received regarding State

highways in Monterey County according to documentation provided by Caltrans. The CGJ found that requesting parties routinely receive feedback regarding their inquiries.

### Transportation Agency for Monterey County (TAMC)

TAMC is the state-designated regional transportation planning agency for Monterey County. It provides long-range planning and projections of future needs. TAMC's mission is to develop and maintain a multimodal transportation system that enhances mobility, safety, access, environmental quality, and economic activities in Monterey County. TAMC achieves this by preparing extensive plan documents, with public input, and by applying for, receiving, and disbursing funds for transportation projects countywide. It does not "own" any roads in the county but works collaboratively with multiple jurisdictions who do own them.

Many factors go into prioritizing which projects are funded. Collision data is just one tool used to determine road safety improvement projects. Up-to-date information regarding collisions in Monterey County is difficult for the public to obtain because multiple agencies collect and analyze such data often in different ways. One such source is the Statewide Integrated Traffic Record System (SWITRS) that utilizes information gathered by the California Highway Patrol (CHP). Data are updated quarterly, most recently in December 2024, and is viewable on the Transportation Injury Mapping System (TIMS) published by UC Berkeley. One of the most comprehensive Collision Data Maps for Monterey County residents may be found on TAMC's website, yet it has not been updated since 2018.

In 2023, it was announced that TAMC would receive \$640,000 in federal funding to develop a Monterey County Vision Zero Plan, a comprehensive county-wide safety action plan developed in collaboration with partner agencies and other stakeholders to promote coordinated solutions to reduce fatalities and injuries due to traffic collisions in Monterey County. This funding could be used to update the Collision Data Map on TAMC's website so that the public can find information regarding collisions in areas of interest.

According to officials at TAMC, its website receives few visits, and public participation at its meetings is sporadic. The Contact Us page invites the public to request meeting agendas, and the Public Outreach page invites the public to complete a survey asking questions about how people would prefer to be informed about TAMC's activities. Only one response was received during the last two years. For the form to be more useful to both TAMC and the public, the survey could be expanded to include a section providing the opportunity to submit a concern about a road and/or traffic safety issue.

Public involvement is essential for the planning, safety, and maintenance of roads. Monterey County residents and visitors benefit when it is easy for them to participate and report unsafe conditions.



**A Curve in Carmel Valley Road**

*Source: Image by Parker Siebold, Monterey County Weekly*

## FINDINGS

It is unclear to the public which entity to contact with concerns regarding traffic safety, road maintenance, and/or road development projects, leading to confusion and frustration for the public.

- F1. The cities of Del Rey Oaks and Sand City do not have links to an online service request on the home pages of their websites, making it difficult for citizens to report an issue.
- F2. Sand City's online public complaint form is tailored to complaints against a business or person. There is no separate service request form for reporting road safety or maintenance issues.
- F3. The City of Pacific Grove appears to have a mobile app, but it is not available at the Apple App Store.
- F4. The purpose of the *SeeClickFix* button on the home page of the City of Seaside's website is unclear.
- F5. MCPWD does not have an online "Request for Service" form on its website for road safety and repair issues, making it more difficult for the County residents to report a problem.
- F6. The availability of the Salinas, Soledad, and *Monterey County uConnect* mobile apps are largely unknown to the public, rendering them of little use.
- F7. The Collision Data Map on TAMC's website was last updated in 2018 and does not provide up-to-date information for Monterey County residents.
- F8. TAMC's outreach survey could be made more useful to TAMC and the public by incorporating a section where the public may report unsafe traffic or road conditions.
- F9. Caltrans, TAMC, and the Monterey County Department of Public Works collaborate effectively with local municipalities to complete road and traffic projects.

## RECOMMENDATIONS

- R1. The cities of Del Rey Oaks and Sand City add a link to the online service request form to the home pages of their websites by 7/31/25.

- R2. Sand City amend its public complaint form to include requests for service regarding road safety and maintenance issues by 9/30/25.
- R3. The City of Pacific Grove activate its mobile app on the Apple Store by 9/30/25.
- R4. The City of Seaside rename the button on the home page from *SeeClickFix* to “Report an Issue” and reference the availability of the *SeeClickFix* mobile app by 7/31/25.
- R5. Monterey County create a direct link to an electronic “Request for Service” form on its website for road repair or safety issues by 10/31/25.
- R6. Monterey County and the cities of Salinas and Soledad promote their service request apps by prominently displaying information regarding their availability on the Public Works webpages, on other relevant pages of their websites, and through social media by 12/31/25.
- R7. TAMC update the Collision Data Map to include data from 2018 to the present on its website by 12/31/25.
- R8. TAMC expand the public outreach survey on its website to solicit public feedback and invite questions from the public regarding its plans and projects as well as traffic and road safety concerns by 9/30/25.

## **REQUEST FOR RESPONSES**

The following responses are required pursuant to Penal Code Sections 933 and 933.05:  
From the following governing bodies within 90 days of the publication of this report:

- Monterey County Board of Supervisors
  - Findings: F5-F6, F9
  - Recommendations: R5-R6
  
- Del Rey Oaks City Council
  - Finding: F1
  - Recommendation: R1
  
- Pacific Grove City Council
  - Finding: F3
  - Recommendation: R3
  
- Salinas City Council
  - Finding: F6

- Recommendation: R6
- Sand City Council
  - Findings: F1-F2
  - Recommendations: R1-R2
- Seaside City Council
  - Finding: F4
  - Recommendation: R4
- Soledad City Council
  - Finding: F6
  - Recommendation: R6
- Transportation Agency for Monterey County (TAMC)
  - Findings: F7-F9
  - Recommendations: R7-R8

## **INVITED RESPONSES**

From the following individuals:

- Director, Monterey County Public Works, Facilities, and Parks Department
  - Findings: F5-F6, F9
  - Recommendations: R5-R6
- Executive Director, TAMC
  - Findings: F7-F9
  - Recommendations: R7-R8

## **DISCLAIMER**

Two grand jurors recused themselves from all meetings and discussions regarding this report and abstained from voting for its approval.

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Civil Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury.

## GLOSSARY & ACRONYMS

Caltrans	California Department of Transportation
CGJ	Civil Grand Jury
CHP	California Highway Patrol
CSR	Customer Service Request
MCPWFP	Monterey County Public Works Facilities and Parks Department
MCPWD	Monterey County Public Works Division
SWITRS	Statewide Integrated Traffic Record System
TAMC	Transportation Agency for Monterey County
TIMS	Transportation Injury Mapping System

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California Crash Reporting System (CCRS)

<https://data.ca.gov/dataset/ccrs/resource/f775df59-b89b-4f82-bd3d-8807fa3a22a0?filters=County%20Code%3A27>

See *ClickFix* App Information

[https://pria-academy.org/ICT/pdf/Primer\\_SeeClickFix.pdf](https://pria-academy.org/ICT/pdf/Primer_SeeClickFix.pdf)

Safewise Website Regarding 311 Service

<https://www.safewise.com/blog/what-is-311/>

Open311

<https://www.open311.org/learn/>

211 Service in Monterey County  
<https://211montereycounty.org/>

Transportation Injury Mapping System (TIMS) fatalities by county  
<https://tims.berkeley.edu/summary.php>

TAMC Collision Data Map 2013-2018  
<https://www.tamcmonterey.org/collision-data-map>

## **County and City Public Works Service Request Links Referenced in the “Report a Problem” Table**

County of Monterey  
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Carmel  
<https://ci.carmel.ca.us/contact>

Del Rey Oaks  
<https://www.delreyoaks.org/publicworks/page/public-works-service-request>

Gonzales  
<https://gonzalesca.gov/service-request-form>

Greenfield  
<https://ci.greenfield.ca.us/FormCenter/Miscellaneous-8/Citizen-Request-Form-76>

King City  
[https://www.citizenserve.com/Portal/PortalController?Action=showGeneral&ctzPagePrefix=Portal\\_&installationID=367](https://www.citizenserve.com/Portal/PortalController?Action=showGeneral&ctzPagePrefix=Portal_&installationID=367)

Marina  
<https://www.cityofmarina.org/requesttracker.aspx>

Monterey  
<https://www.mymontereyportal.org/submit-service-request>

Pacific Grove  
<https://pacificgroveca.qscend.com/311/request/add>

Salinas  
<https://salinasca.qscend.com/311/request/add>

Sand City  
<https://www.sandcity.org/contact-us/public-complaint-form>

Seaside

[https://seeclickfix.com/web\\_portal/LzEcqTL3af2AJMmzXZWivD28/report/category](https://seeclickfix.com/web_portal/LzEcqTL3af2AJMmzXZWivD28/report/category)

Soledad

<https://www.cityofsoledad.com/report-issue/>

## PRISONS IN MONTEREY COUNTY: 2025 UPDATE



*Google Earth Image: Correctional Training Facility, June 30, 2023*

### **SUMMARY**

Each California Civil Grand Jury is required by law to inquire into the condition and management of public prisons within its jurisdiction under Penal Code § 919(b). This means that a county's Civil Grand Jury must inspect all detention facilities, including state prisons, county jails, and holding cells where adults are held for more than 24 hours. Civil Grand Juries may report on conditions, management, and any concerns regarding treatment or operations.

While Civil Grand Juries must inquire into state-run correctional facilities, such as prisons operated by the California Department of Corrections and Rehabilitation (CDCR), they lack jurisdiction over these facilities. State prisons fall under the oversight of state agencies, including the Office of the Inspector General, the Board of State and Community Corrections, and the California Legislature.

When Civil Grand Juries visit state prisons and report their observations, they cannot enforce changes or make direct recommendations to the CDCR. Consequently, these observations are generally informative rather than actionable within the county's jurisdiction.

The 2024-2025 Monterey County Civil Grand Jury (CGJ) visited two CDCR facilities: the Salinas Valley State Prison (SVSP) and the Correctional Training Facility (CTF), both located in Soledad, in partial fulfillment of Penal Code § 919(b).

The CGJ did not formally investigate the CTF or the SVSP. The primary objective of this report is to provide information to the citizens of Monterey County based on the grand jurors' observations during visits to both prisons. Notably, a report on CTF and SVSP visits has not been published by the Monterey County Civil Grand Jury in almost ten years.



*Google Earth Image: SVSP, June 30, 2023*

## **BACKGROUND**

In 1946 the State selected and purchased 936 acres four miles north of Soledad for a new prison. The prison opened as a minimum-to-medium security facility housing 600 incarcerated persons (IPs) as a farming camp attached to San Quentin State Prison. From that beginning, new construction provided a permanent second housing facility in 1951 and then a third housing facility in 1958. By 1968, the combined three-facility complex housed 3,400 IPs and was renamed from Soledad State Prison to Correctional Training Facility due to the shift in focus towards education and vocational training that was developed at the complex.

By 1996, a 300-acre portion of the original property became the site of a newly constructed second prison, which is now operated as a separate CDCR facility known as the Salinas Valley State Prison.

The CDCR assigns IPs to prisons using a classification system that includes a Housing Security Level Score to determine the appropriate security level. This score is calculated based on factors such as the incarcerated person's criminal history, sentence length, behavior in custody, and history of escape attempts. The score ranges from low to high, with IPs assigned to facilities that match their risk level, Level I (minimum security) through Level IV (maximum security).

In addition to security classification, the CDCR evaluates IPs for Sensitive Needs Status. IPs who may be at risk in the general population, such as those targeted by gangs, informants, or IPs with high-profile cases, can be placed in separate housing to ensure their safety.

The CDCR also considers medical and mental health needs, gang affiliations, and rehabilitation program availability. IPs requiring specialized care may be placed in medical or mental health facilities. The CDCR reviews enemy concerns to minimize violence and may transfer IPs based on changes in behavior, security risks, or rehabilitation progress.

## **Correctional Training Facility (CTF)**

CTF is a Level II medium-security prison for adult males consisting of three separate facilities. (See Appendix for explanation of CDCR security levels.)

Two of the facilities are Non-Designated Programming Facilities (NDPF). NDPF houses incarcerated persons who demonstrate positive behavior and a willingness to participate in rehabilitative programs, free from gang influence and behavior, and conform to departmental policies. These facilities are integrated housing facilities including IPs from General Population as well as those with Sensitive Needs Status.

The third facility is strictly a General Population facility and does not include any IPs with Sensitive Needs Status.

## **Salinas Valley State Prison (SVSP)**

SVSP has been designated a Level III (medium-to-maximum security facility) and Level IV (highest security) prison for adult males. Facility A and Facility B are Level III while Facility C and Facility D are Level IV. A separate standalone facility is a Restricted Housing Unit. SVSP is an Americans with Disabilities Act compliant facility equipped to house IPs with higher levels of medical and mental health conditions. SVSP includes a Correctional Treatment Center where IPs receive professionally supervised health care, with an Enhanced Outpatient Program and Mental Health Crisis Bed unit for those IPs requiring mental health services.

SVSP provides both outpatient and inpatient mental health services for patients with serious mental disorders. The licensed Psychiatric Inpatient Program at this facility is designed to provide more intensive treatment for patients who cannot function adequately or stabilize in an outpatient program. The SVSP (as of 2024) housed 2,590 IPs, with a capacity intended not to exceed 2,452. The number of housed IPs fluctuates monthly.

Each block in both facilities includes an independent dining room, clothing distribution center, canteen, medical/dental/mental health services, education complex, library, chapel, and visiting rooms.

## Correctional Training Facility and Salinas Valley State Prison at a Glance

	Correctional Training Facility	Salinas Valley State Prison
Year Founded	1946	1996
Size of Facility (Approx. Acres)	600	300
Regulatory Body	California Department of Corrections and Rehabilitation	California Department of Corrections and Rehabilitation
Security Level(s)	Level II (medium security)	Level III and Level IV (medium-to-maximum security)
Incarcerated Person Capacity (as of 2024)	5,487	2,452
Current IP Population (as of 2024)	4,146 (fluctuates)	2,520 (fluctuates)
Special Designations	IP Training Programs (See below.)	Mental Health Crisis Bed Unit; Enhanced Outpatient Unit; Psychiatric Inpatient Program
Facility Size	Three housing units (Facility A, B, C) and a Restricted Housing Unit	Four housing units (Facility A, B, C, D), and an Administration Segregation Unit
Staff (Authorized Positions)	1,103	1,506
Annual Budget (Fiscal 2024)	\$217.2 million	\$291.3 million

Sources: Correctional Training Facility and Salinas Valley State Prison communications to CGJ and CDCR website (<http://cdcr.ca.gov/>)

## METHODOLOGY

The CGJ inquiry consisted of site visits, discussions with staff, and a review of written documentation. Although not required, the CGJ decided to prepare this report highlighting the findings.

Each tour, lasting for several hours, consisted of a detailed walk-through of each of the sections of the two prisons. The CGJ was accompanied by prison administrative staff and had the opportunity to ask questions and, in some cases, speak with the IPs of each facility. Details about each tour are provided in the Discussion section of this report.

## DISCUSSION

The CGJ toured each facility. During the walking tours, the jurors observed IPs in housing units, medical facilities, kitchens, laundry areas, and exercising and relaxing in recreation yards.

Medication distribution at the CTF and SVSP is managed through clinic service windows and in-housing unit delivery to ensure efficiency, accuracy, and security. IPs receive medications at designated locations in the yards and housing units with direct observation for controlled substances. Some IPs receive “keep-on-person” medications for self-administration of approved drugs. Medical staff oversee all distributions to maintain order, prevent diversion, and ensure adherence.

SVSP staff reported the roofs of many of the buildings had significant leaks impacting operations in each building. For example, the dining room has been out of service for two years because its repair has a lower priority than other buildings, including the housing units.

During the walking tours, the “California Prison Model,” now in place in both facilities, was described to the CGJ. The “California Prison Model” refers to prison reforms aimed at improving rehabilitation, security, and management within the state's correctional system. The California Prison Model focuses on balancing security, rehabilitation, and reintegration. Key aspects of the model include:

- Security & Gang Management – Controlled housing units and specialized programs help reduce gang influence and violence within prisons.
- Rehabilitation Programs – Education, vocational training, and substance abuse treatment aim to prepare IPs for reentry into society.
- Mental Health & Medical Services – Expanded mental health care addresses the needs of IPs with psychological disorders.
- Alternative Sentencing & Parole Reform – Efforts to reduce overcrowding include early release programs, alternative sentencing, and expanded parole opportunities.

- Restorative Justice & Community Reintegration – Programs encourage personal accountability and offer support for successful reintegration after incarceration.
- Use of Technology & Data-Driven Policies – Surveillance, risk assessment tools, and data analytics improve prison management and reduce recidivism.

These initiatives aim to make the system more effective, humane, and rehabilitative while maintaining public safety.

The following is additional information provided to the CGJ during the walking tours of the CTF and SVSP.

## **Correctional Training Facility (CTF)**

### Vocational Training & Career Preparation

- The CTF offers a highly developed vocational training program that equips IPs with valuable skills to help them secure employment upon release.
- Training programs include carpentry, plumbing, electrical, general construction, welding, barbering, auto body repair, and auto mechanics, each providing practical, hands-on experience.
- The CJG observed that instruction is led by highly skilled professionals, including State-licensed contractors, ensuring that training aligns with industry standards and codes.
- Quality of instruction was particularly noted, with instructors demonstrating both technical expertise and a commitment to mentoring IPs in their craft.
- The facilities and equipment for these programs are well-maintained and up to industry standards, giving IPs access to tools and machinery similar to those they would use in real-world jobs.
- The vocational areas provide ample space for training, allowing for large-scale projects that mirror real-world job sites.
- The CJG was impressed with the progress and engagement of IPs in their training and the strong emphasis on workplace professionalism, collaboration, and discipline to prepare them for reintegration into society.

## Educational Opportunities

- The CTF offers a comprehensive academic program that supports education from first grade through the second year of college, ensuring that IPs have access to a wide range of learning opportunities.
- IPs can earn high school diplomas and associate degrees, helping to improve their prospects for employment upon release.
- The CGJ observed an engaging college-level class with more than 30 attendees, taught by a Hartnell College instructor (a retired former president of Gabilan College).
- The presence of dedicated educational staff and partnerships with local colleges provide IPs with structured learning and accredited coursework.
- The facility includes a lending library, allowing IPs to access books for personal and academic growth.
- Computer resources are available, providing access to educational materials, research, and skill-building programs.
- The jury observed a significant number of computers that need repair so they can be readily available to the incarcerated population. A staff member explained that all such repairs must be made in Sacramento, a requirement that significantly complicates and delays the process.

## Rehabilitation & Support Programs

### *Mentoring Programs*

- CTF offers structured mentoring programs whereby experienced IPs and outside volunteers provide guidance, support, and personal development coaching.
- These programs help IPs develop self-discipline, emotional resilience, and conflict-resolution skills that aid in their rehabilitation.

### *Veterans Service Program*

- A veterans' service initiative, managed by IPs in concert with the Veterans Administration, offers support to incarcerated military veterans.

- The program fosters a sense of community, shared experiences, and responsibility, helping veterans address their unique challenges.
- Services include peer support, resource guidance, and outreach programs tailored to veterans' needs.

#### *Dog Training Program: TAILS K9*

- CTF operates a dog training program in concert with the SPCA, through which IPs work with rescue dogs, training them for adoption.
- The program provides therapeutic benefits for IPs, teaching them responsibility, patience, and empathy.
- Many participants develop emotional bonds with the dogs and a sense of contributing to the community.

#### Volunteer & Faith-Based Services

- The facility benefits from a diverse range of volunteers, including faith-based organizations, community activists, and educational mentors.
- Volunteers provide spiritual support, mentorship, and skill-building opportunities that contribute to IP rehabilitation.
- Faith-based programs include religious services, counseling, and life-skills workshops, helping IPs find a sense of purpose and direction.
- Community activists and reentry specialists assist in preparing IPs for life after incarceration, focusing on employment, housing, and reintegration.

#### Facility Conditions & Infrastructure

- A significant portion of the facility is more than 70 years old, posing operational challenges.
- The CJG noted that some areas are difficult to patrol, increasing security concerns for both staff and IPs.
- Many parts of the prison need refurbishment or full replacement to improve safety, efficiency, and IPs' living conditions.
- Infrastructure upgrades are necessary to modernize the facility, enhance security measures, and provide updated spaces for educational and vocational programs.

- The medical facilities at the CTF are significantly more modern than the overall facility. Extensive use of telehealth services increases the incarcerated population's access to medical specialties without their having to leave the facility.

## **Salinas Valley State Prison (SVSP)**

### Incarcerated Person Rights & Support Services

- Efforts are made to ensure that IPs are informed about their rights, with staff providing guidance on legal procedures, grievance processes, and institutional policies.
- Faith-based programs are available, allowing IPs access to religious services, spiritual counseling, and support from external faith organizations.
- Veterans within the IP population are acknowledged and provided tailored support services, recognizing their unique needs and experiences.

### Specialized Rehabilitation & Treatment Programs

#### *Mental Health Treatment & Staffing Challenges*

- A mental treatment facility was viewed, where IPs with violent personality conditions receive specialized individual therapy.
- Mental health care remains a staffing challenge, as hiring and retaining qualified professionals is difficult.
- Despite the staffing shortage, efforts are being made to provide adequate care for IPs needing mental health services. The correctional and medical staff are clearly very proud of their work and look forward to training staff from other California prisons on the California Prison Model.

#### *Dog Training Program: Ruff Start*

- SVSP operates a dog training program in concert with South County Rescue where IPs work with rescue dogs, training them for adoption.
- The program provides therapeutic benefits for IPs, teaching them responsibility, patience, and empathy.

- Again, as in the Tails K9 Program, many participants develop emotional bonds with the dogs and a sense of community contribution.

#### *Healthcare Facilities Maintenance Program*

- IPs were observed receiving training in medical cleaning and sanitation work, equipping them with valuable skills that could be used for employment upon release. The CGJ observed a training session during which an IP practiced the skills needed to lead a team after a critical failure during a cleaning procedure.
- Those who have finished their training are given practical experience working in the prison's medical facilities.

### Facility Conditions & Infrastructure

#### *Medical & Hospital Facilities*

- The hospital wing was observed to be modern, clean, and well-equipped, providing necessary medical care for IPs.
- Medical facilities, including walls, floors, ceilings, furniture, and equipment, were well-maintained and up-to-date, ensuring a safe and sanitary environment for healthcare services.
- Staff told the CGJ the number of IPs seeking medical attention has increased over the past few years, leading to a greatly increased workload for the medical professionals working in the on-site clinic.

#### *Aging Infrastructure & Maintenance Issues*

- The dining hall in one of the Level III housing blocks was observed to be in a state of disrepair, with the ceiling severely water-stained and falling from the suspended ceiling-support grid.
- This area has been closed off for more than two years, underscoring the need for urgent repairs and facility maintenance.
- The CGJ observed active roof repairs on several buildings including the one with the damaged dining hall.

## Security & Technological Challenges

- The prison perimeter is secured by an electric fence, which allows the facility to operate with only two guard towers controlling the sally ports for vehicles and pedestrians.
- Staff discussed the challenges of keeping up with evolving technology and new threats, particularly in preventing contraband from entering the facility.
- Drones were identified by staff as an emerging concern, as they are being used to smuggle cell phones, drugs, and other contraband into the prison.



*Manned guard tower at SVSP. Source: Photo by Civil Grand Juror.*

## Incarcerated Person Privileges & Family Connection

### *Digital Tablet Program for Communication & Education*

- IPs are provided digital tablets, which enable controlled access to streaming music, educational materials, institutional information, and text messaging and video calls with family.
- This program is a privilege for IPs, requiring compliance with facility regulations.
- The introduction of tablets added to the workload of correctional staff, who are responsible for monitoring digital communications in addition to traditional phone calls and letters.

### *Conjugal & Family Visitation Units*

- Conjugal units are available, allowing qualified IPs to spend time with their wives and children in a controlled environment.
- These visits help maintain family bonds and provide emotional support to IPs during their incarceration.

## Correctional Staff & Facility Operations

- The correctional staff were observed to be relatively young and exhibited high morale, working well as a cohesive team.
- Their professionalism and teamwork contribute to a stable and secure environment within the facility.

## Support for Incarcerated Persons with Disabilities

- IPs with disabilities were identifiable by their wearing distinctive vests, allowing staff and other IPs to recognize their needs and provide necessary accommodations.
- Hearing-impaired IPs receive assistance in responding to alarms, ensuring their safety in emergency situations.

## **CONCLUSION**

The 2024-2025 Monterey County Civil Grand Jury (CGJ) visited the Correctional Training Facility (CTF) and Salinas Valley State Prison (SVSP) to fulfill its statutory duty under California Penal Code § 919(b). The purpose of this report is to provide an informative overview of conditions, management, and programs at these facilities, discussions with staff, and reviews of relevant documentation.

Civil Grand Jury observations revealed that both institutions are grappling with significant challenges, including aging infrastructure, staffing shortages, and evolving security threats. Some buildings require urgent repairs, with roof leaks and structural deterioration impeding operational efficiency. Additionally, the growing use of technology, such as tablets for IPs, has introduced new management challenges for correctional staff.

Despite these obstacles, both facilities demonstrated a strong commitment to rehabilitation and vocational training. CTF's robust vocational programs equip IPs with valuable skills in trades such as carpentry, auto mechanics, and welding, enhancing their chances of successful reintegration into society. Similarly, SVSP's mental health services and educational initiatives are tailored to support IPs with specialized needs. The presence of volunteer programs, faith-based services, and structured mentoring further contributes to rehabilitation efforts at both institutions.

Overall, while infrastructure and operational challenges persist, the programs and services offered at CTF and SVSP play a critical role in rehabilitation and public safety. This report aims to inform the community about current conditions and encourage ongoing efforts to address identified issues while building upon successful rehabilitation initiatives. The CGJ appreciates the cooperation of prison staff and administrators during this inquiry and hopes that this report will serve as a valuable resource for policymakers and the public.

## **FINDINGS**

- F1.** The aging infrastructure, design limitations, and deferred maintenance of the facilities contribute to safety concerns for both correctional staff and incarcerated persons (IPs).
- F2.** The training programs provided to IPs at both facilities are of high quality. These programs equip IPs with essential technical skills and leadership training, enhancing their employment opportunities upon release.
- F3.** Advancements in technology present both benefits and challenges for the facilities. Security procedures must continually evolve to address emerging threats, such as using drones to bypass perimeter security.
- F4.** Digital communication offers IPs valuable connections with their families; however, the increased monitoring responsibilities place an additional burden on correctional staff, potentially impacting their ability to oversee housing unit operations effectively.

## **INVITED RESPONSES**

From the following persons:

- Warden, Correctional Training Facility
  - F1-F4
- Warden, Salinas Valley State Prison
  - F1-F4

## **DISCLAIMER**

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

## **GLOSSARY & ACRONYMS**

CDCR	California Department of Corrections and Rehabilitation
CGJ	Civil Grand Jury
CTF	Correctional Training Facility

IPs            Incarcerated Persons  
SVSP         Salinas Valley State Prison

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## APPENDIX

### Security Levels at California Department of Corrections and Rehabilitation Prisons

Security Level	Definition/Prison Description	California Training Facility	Salinas Valley State Prison
Level I	<b>MINIMUM SECURITY</b> Facilities and Camps consist primarily of open dormitories with a low security perimeter.	X	X
Level II	<b>MEDIUM SECURITY</b> Facilities consist primarily of open dormitories with a secure perimeter, which may include armed coverage.	X	
Level III	<b>MEDIUM-to-HIGH SECURITY</b> Facilities have a secure perimeter with internal and external armed coverage and housing units or cell block housing with cells non-adjacent to exterior walls.		X
Level IV	<b>MAXIMUM SECURITY</b> Facilities have a secure perimeter with internal and external armed coverage and housing units or cell block housing with cells non-adjacent to exterior walls.		X

Source: <https://www.cdcr.ca.gov/ombuds/ombuds/entering-a-prison-faqs/>