

# **CONDITION AND MANAGEMENT OF DETENTION FACILITIES IN SAN DIEGO COUNTY**

## ***SUMMARY***

Following the mandate of California Penal Code Section 919, the 2008/2009 San Diego County Grand Jury (Grand Jury) investigated the condition and management of detention facilities (and related operations) located in the County of San Diego (County). Members of the Grand Jury reviewed pertinent documents, and visited adult detention facilities managed by the San Diego County Sheriff's Department (Sheriff's Department) and juvenile facilities administered by the San Diego County Probation Department (Probation Department). Further, the Jury examined eighteen holding facilities operated by the Sheriff's Department and by police departments of incorporated cities and agencies within the County. In general, the condition and management of the inspected facilities range from good to excellent. The facts and findings set out below are the basis for specific recommendations: replace the Las Colinas Detention Facility; provide complete video surveillance systems at all detention facilities; convert juvenile medical records from paper to electronic format; and provide Probation Department oversight procedures for Work Furlough Program contractors.

## ***PURPOSE AND BACKGROUND***

The Grand Jury is required by California Penal Code Section 919 to "inquire into the condition and management of the public prisons within the county." In furtherance of this requirement the Grand Jury made on-site inspections of seven adult detention facilities and one support complex operated by the Sheriff's Department. In addition, the Grand Jury inspected four juvenile facilities administered by the Probation Department. The Grand Jury also examined eighteen holding facilities operated by the Sheriff's Department, police departments of incorporated cities within San Diego County, the Harbor Police, and the Probation Department's Work Furlough Program facility. At each location visited, the Grand Jury assessed the state of the facility and its management.

## ***PROCEDURES***

Members of the Grand Jury reviewed: documents from the California Department of Corrections and Rehabilitation's Corrections Standards Authority (CSA); Title 15 and Title 24 of the California Code of Regulations; prior Grand Jury reports; and various documents relating to facilities, operations, staff, and inmates obtained while inspecting the facilities. During each site visit, the Grand Jury observed the physical condition and management of the facility, noted the programs available, and evaluated the overall conditions at each location. Grand Jury members interviewed staff at all facilities and inmates at most locations.

The Grand Jury inspected the following detention and support facilities operated by the Sheriff's Department:

- San Diego Central Jail;

- Vista Detention Facility;
- South Bay Detention Facility;
- Las Colinas Detention Facility;
- East Mesa Detention Facility;
- George F. Bailey Detention Facility;
- Descanso Detention Facility; and
- East Mesa Central Food Production, Laundry, Commissary, and Printing Facility.

The Grand Jury inspected the following facilities administered by the Probation Department:

- East Mesa Juvenile Detention Facility;
- Kearny Mesa Juvenile Detention and Girls' Rehabilitation Facility;
- Juvenile Ranch Facility;
- Camp Barrett Juvenile Facility; and
- Adult Work Furlough Program Facility.

The Grand Jury inspected the following temporary holding facilities managed by separate cities, the Sheriff's Department, and other agencies:

- Airport-Harbor Police;
- Carlsbad Police Department;
- Coronado Police Department;
- El Cajon Courthouse;
- El Cajon Police Department;
- Encinitas Sheriff's Station;
- Escondido Police Department;
- Imperial Beach Sheriff's Station;
- La Mesa Police Department;
- Lemon Grove Sheriff's Station;
- National City Police Department;
- Oceanside Police Department;
- Poway Sheriff's Station;
- San Diego Courthouse;
- San Marcos Sheriff's Station;
- Santee Sheriff's Station;
- South Bay Courthouse; and
- Vista Courthouse.

## ***DISCUSSION***

### ***San Diego Central Jail***

The Grand Jury inspected the San Diego Central Jail (SDCJ) on July 31, 2008. Sheriff's Department supervisors provided written and electronic information, including fire

inspection reports, personnel rosters, and Title 15 inspection reports, as well as fact sheets and miscellaneous information regarding all of the Department's detention facilities. They also presented a complete overview of the goals and objectives of the Detention Services Bureau. In addition, facility commanders and department heads each provided a summary description of their respective facilities and duties.

SDCJ is located in downtown San Diego at 1173 Front Street. It is the primary intake facility for male prisoners in the County. The SDCJ inmate population is composed primarily of special handling inmates and newly booked inmates awaiting transfer to other facilities. The SDCJ facility opened in May 1998, occupying approximately 417,000 square feet. It consists of eleven floors, with a total of seventeen levels (including mezzanines and the basement). SDCJ has a California Department of Corrections and Rehabilitation's Corrections Standards Authority (CSA)-rated capacity of 944. The population of the facility at the time of the inspection was 850. SDCJ also houses the largest acute psychiatric treatment facility in the County.

At the time of the inspection, the exterior and interior of SDCJ were generally in very good condition. The Grand Jury identified maintenance issues in some inmate shower areas, as did the 2007/2008 Grand Jury. The facility otherwise appeared clean and well maintained. SDCJ has an extensive video surveillance system, but it lacks sufficient recording devices. There is a central command center with the capacity to control all jail operations. Weapons lockers were located outside of the entries to inmate housing areas. Emergency response and fire fighting equipment were in place. The facility's kitchen was clean and appropriately staffed.

SDCJ has an authorized, sworn staff of 198, and approximately 200 additional staff members. The facility provides a wide range of medical and psychiatric services, including on-site dialysis, infectious disease control, and dental care. Services are provided by physicians, psychiatrists, dentists, nurses, and clinical social workers.

On January 23, 2009, the Grand Jury re-inspected the inmate shower areas previously identified as needing maintenance. Although work was in progress to correct the deficiencies, it was largely incomplete. The Grand Jury has been assured by the responsible supervisors that funds and materials are available for the needed work, and that it will be completed.

### ***Vista Detention Facility***

The Grand Jury inspected the Vista Detention Facility (VDF) on August 20, 2008. Key facility supervisors provided a thorough overview of all operations.

The VDF, located at 325 Melrose Drive, Vista, California, opened in 1978. It subsequently has been retrofitted on two occasions. Presently, the CSA-rated inmate capacity is 820. The average daily population during the last fiscal year was 807. Both adult males and females are booked into and housed at VDF. It is the only county

detention facility that holds both men and women inmates, and it is the primary receiving facility for all North County arrests.

The interior and exterior of the facility were in satisfactory condition, considering the age of the building. All of the security cameras are connected to recording devices, and the recordings are retained for approximately one year.

The facility is staffed by 112 sworn employees and 101 other members. Although recruiting is an ongoing challenge throughout the Sheriff's Department, the current budgeted staffing level at VDF is sufficient for effective operation of the facility. All VDF staff members are trained in emergency response procedures on a regular basis. Facility staff members, consistent with the practice observed at other Sheriff's Department facilities, further general law enforcement interests by enabling a daily check of inmate immigration status by a team from the Office of Immigration and Customs Enforcement, and by assisting the collection of deoxyribonucleic acid (DNA) samples from all convicted felony inmates.

Health services provided to inmates include medical, dental, and outpatient mental health care. Four isolation cells are available to separate inmates with highly communicable diseases such as methicillin resistant staphylococcus aureus (MRSA) and tuberculosis (TB). Emergency and long-term medical care is provided to all inmates.

Among the educational programs available to inmates are adult basic education, domestic violence, AIDS awareness, parenting, Alcoholics and Narcotics Anonymous, and anger management classes. The effectiveness of training and educational development programs is limited, however, by the short time of the average inmate's stay at the facility. Religious services and counseling are available to inmates upon request.

### ***South Bay Detention Facility***

The Grand Jury inspected the South Bay Detention Facility (SBDF) on September 10, 2008. SBDF is located beneath the Chula Vista South Bay Regional Justice Center at 500 Third Avenue, Chula Vista, California. Opened in 1982, it is a non-booking facility with two detention levels. SBDF houses all classification categories of male inmates, except those identified as escape or assault risks. Typically, inmates housed at this facility are those scheduled for court appearances. Inmate morale is high, and incidents of violence involving inmates and/or staff are infrequent. Currently, the CSA-rated inmate capacity is 386. On September 10, 2008, the inmate count was 412.

The exterior and interior of the facility were in very good condition. The jail facility is clean and well-maintained. Weapons lockers are located outside the housing modules and are well secured. Cleaning fluids and chemicals also are well secured.

All SBDF staff members have been issued new computer-coded ID cards that allow access through secured doors. Records produced during the Grand Jury's inspection

indicated that all required detention officer training was up-to-date. Training in facility emergency procedures for all staff members occurs on a regular basis.

There are seventy-six surveillance cameras located throughout the facility. The surveillance cameras, however, are not equipped with, or attached to, recording devices.

SBDF is served by a sworn staff of sixty. Classification, discipline, visiting, and nutritional policies and procedures are consistent with other Sheriff's Department facilities, and it appears they are being implemented efficiently and professionally by the staff. The orientation of inmates with regard to facility rules and procedures also appeared to be effective. Grievance procedures for inmates are in effect and are well documented.

Only limited health services are available to inmates incarcerated at SBDF. Inmates with chronic conditions are transported or transferred to other facilities for specialty care. Twenty-four-hour nursing services are not available at SBDF.

The facility offers several programs for the inmates, including Adult Basic Education, Narcotics Anonymous, and Alcoholics Anonymous classes. Church services and Bible study are also provided to the inmates, in both English and Spanish. Educational courses provided by Grossmont Union High School District Adult Education for a general equivalency diploma (GED) are available upon request. Because the length of stay for most inmates at SBDF is brief, their educational records travel with them when they transfer to a different facility. Limited physical fitness equipment is available. Contact sports are not permitted.

### *Las Colinas Detention Facility*

The Grand Jury inspected the Las Colinas Detention Facility (LCDF) on September 24, 2008. LCDF is the primary detention facility for women in San Diego County. It houses female inmates of all classifications and risk levels. Inmates are held there until they are arraigned (average stay of 10 days) or post-arraignment (average stay of 77 days) for misdemeanors and violent crimes.

LCDF is located at 9000 Cottonwood Avenue in Santee, California. Some of the buildings at Las Colinas were constructed in the 1960's, when it was a juvenile detention facility. LCDF was converted to a women's facility in 1979. Subsequently, a few portable buildings and trailers have been added to the site. Currently it includes dormitories and other inmate housing, as well as buildings used for dining, counseling, education, and administration. Other buildings house vocational programs providing training in sewing and horticulture. Presently, the CSA-rated inmate capacity is 400. The population at LCDF has for some time substantially exceeded its authorized capacity. On the day the Grand Jury inspected LCDF, there were 771 inmates in the facility. The Sheriff's Department has been working to implement a plan to build a new, larger women's detention facility at the LCDF site, at which time the existing buildings will be demolished.

The exteriors of the present buildings appeared to be in good condition. The Sheriff's Department, however, has acknowledged that there are major deficiencies in the facility's aging infrastructure. In partial response to this concern, in the past year several housing units were painted inside and out, all housing unit roofs were resealed, six dormitories were renovated, and rotted wood floors were removed and concrete floors installed. In addition, most of the sanitary facilities were completely outfitted with stainless steel toilets, sinks, and showers. During this same period new carpet and rubber flooring were installed in three housing units and two control stations. A concrete pad was installed outside to accommodate picnic tables for eating and recreation time, and facility parking areas were repaved.

To enhance security, razor wire was installed on three dorms that did not previously have it. Suicide-prevention ventilation grills were installed in the maximum security housing unit, the isolation housing unit, and the safety and sobering cells. Additionally, ballistic-strength windows were installed in the public information lobby.

The laundry facility's chemicals are in a fenced area and are under direct supervision of the laundry staff. The electrical system panel is operating at the maximum rating capacity. There are two well-maintained weapons lockers. There is one piece of gym equipment per eighty inmates in a housing unit. The kitchen is clean and kitchen staff members appear to be following the appropriate policies and procedures of the Sheriff's Department. The kitchen, however, is outdated and too small to handle the volume of food preparation for which it is responsible. The kitchen is reported by kitchen staff to be sweltering in the summer.

LCDF is staffed by 139 sworn employees and 100 support staff. Staff members provide a comprehensive array of inmate programs and services, including inpatient services to women suffering from severe mental illnesses and those requiring obstetrics and gynecology (OB/GYN) services. There is a separate psychiatric building that has sixteen beds. A psychiatrist is on duty daily. Five registered nurses provide routine medical care. All medical records are computerized. There are two deputies assigned to the medical area daily. Dentists are present two days a week for emergency care.

LCDF education and vocational classes are well directed. Certificates are issued upon completion of programs in culinary arts, landscaping design, clothing manufacturing (inmates make uniforms for all county adult detention facilities), laundry, office and computers, and graphics. A greenhouse on the grounds houses a program in which inmates learn gardening and landscaping from Grossmont Union High School District Adult Education faculty members. Grossmont Union High School District also awards both GED and high school diplomas earned in educational programs at the facility. Other available programs include domestic violence, victim awareness, gang awareness, and substance abuse classes.

Meals are served in cells, day rooms, and a central cafeteria. Only the psychiatric unit inmates and those undergoing punishment eat in their cells. During the Grand Jury's inspection, the inmates appeared clean and well-groomed. Shower facilities are private

and are available to inmates daily. Sheets and uniforms are issued weekly. Inmate workers get clean uniforms daily.

Many of the LCDF staff members are bilingual and thus able to communicate easily with virtually all of the inmates. Additionally, the County makes available an interpreter service under contract. The interactions between inmates and staff observed by the Grand Jury appeared friendly and mutually respectful. Every morning, seven days a week, a video tape presentation that explains LCDF policies and procedures addressing sexual harassment is shown in all housing units. A new system of grievance procedures is in use. Every inmate grievance is now given a unique number. Inmates sign the grievance forms at every step of the procedure. Adjudications are placed in the inmate's file.

Security cameras with recording capabilities are available in only two buildings that are considered critical to operations. Consequently, LCDF administrators frequently must rely solely on the observations of staff and inmate information to resolve incidents such as fights, thefts, and smuggling of contraband. Because of budget considerations, additional security cameras are not being sought now due to the anticipated replacement of the facility. Postponement of the installation of additional security cameras may prove costly if incidents involving injuries to staff or inmates go unrecorded and litigation ensues. An eight-hour training course in tactical operations is conducted annually, and fire-drill training is conducted quarterly.

The LCDF staff deserves praise for keeping the facility operational and serving effectively the needs of the inmates. The use of the greenhouse for horticultural training, for example, serves the dual purpose of teaching inmates a trade and beautifying the LCDF grounds. Similarly, the inmates who work in the laundry and sewing vocational programs help lower the County's overall detention services costs. The participants in the sewing program not only learn a trade, but also provide clothing for inmates in the County's other detention facilities.

In spite of the many positive aspects of the LCDF operation, the facility is continuously overcrowded, and it suffers from basic infrastructure deficiencies. Among other problems, its medical facilities need to be enlarged. The replacement of porcelain sinks and toilets with stainless steel models, while continuing, is also a matter of meeting basic safety and sanitation standards. Air conditioning in the kitchen area is another basic need.

The Grand Jury is aware that the Sheriff's Department has acknowledged the deficiencies noted above and the need for immediate corrective action. Although much has been, and is being done to ameliorate the problematic conditions at LCDF, the sense of the Grand Jury is that nothing short of an entirely new facility can resolve the remaining serious deficiencies. It is well known that negotiations for construction of a new women's detention facility involving the City of Santee, the State of California, and the County Board of Supervisors have continued for years. The Grand Jury fully supports the

Sheriff's Department's continuing effort to resolve those negotiations and to replace the present LCDF facility as soon as possible.

### ***FACTS AND FINDINGS***

***Fact:*** The inmate population of Las Colinas Detention Facility (LCDF) consistently and substantially exceeds its CSA-rated capacity of 400.

***Fact:*** Despite major, ongoing efforts to repair, maintain, and improve the physical plant at LCDF, the facility does not meet modern correctional standards for the population it serves.

***Fact:*** The Sheriff of San Diego County has acknowledged repeatedly that LCDF is outmoded and over capacity, and that it needs to be replaced.

***Finding #01:*** Immediate replacement of Las Colinas Detention Facility is necessary to provide a facility for female prisoners that meets modern correctional standards and does not exceed its capacity.

### ***RECOMMENDATIONS***

**The 2008/2009 San Diego County Grand Jury recommends that the San Diego County Sheriff's Department:**

**09-15:            Replace Las Colinas Detention Facility with a facility that meets modern correctional standards.**

#### ***East Mesa Detention Facility***

The Grand Jury inspected the East Mesa Detention Facility (EMDF) on October 8, 2008. The Commander of the EMDF provided an orientation, led a tour, and answered questions at a post-inspection briefing.

The EMDF is a medium security facility located at 446 Alta Road, San Diego, California. It occupies thirty-five acres adjacent to the George Bailey Detention Facility, and includes eight dormitories, a mess hall, several classrooms, chaplain, counselor, and administrative offices. It has a CSA-rated capacity of 360, and an average daily population of 475.

The facilities at EMDF were well maintained and in good condition. The attractively landscaped grounds have a softball field, a volleyball court, and a handball court, all maintained by inmate work crews. Lockers are available to secure law enforcement officers' weapons before entry into the facility. During the Grand Jury inspection hallways were clear and doors were locked appropriately. Inmates sleep in metal, bunk-type beds. Members of the general population sleep in dormitories. During the day they are allowed into larger common rooms equipped with chairs, benches, a television, and telephones. Showers are available to inmates inside the housing units. The kitchen area was clean at the time of the inspection.

East Mesa Detention Facility has an authorized staff of seventy sworn personnel, with a current on-duty sworn staff of sixty-four. Members of the EMDF staff oversee a wide range of inmate programs and services, including social visiting, medical screening, counseling, and religious services. Clergy of all major denominations are available to the inmate population. Medical services originate with daily sick calls. Serious medical conditions are referred for hospitalization. Psychiatric and dental services are also available. Inmates can engage in physical exercise within a housing module and outside their quarters. Additionally, EMDF supplies inmate workers for various programs, such as central laundry and food production, for this and other facilities. Other inmate industry programs include print-shop skills, construction trades, and laundry. In addition, there are on-site classrooms dedicated to inmate instructional needs such as the GED program.

Upon booking into EMDF, all inmates are given a video presentation and lecture setting out the rules and regulations governing their behavior. An inmate grievance policy is utilized by inmates to redress grievances. Based on the Grand Jury's inspection, EMDF staff members communicate well with the inmates, in easily understandable language, and inmates seem to have a clear understanding of what constitutes acceptable conduct at the facility.

While the current on-duty staffing is sufficient to operate the facility safely, increasing the sworn staff to its full complement would be in the best interests of the public, the present staff, and the inmates.

### ***George Bailey Detention Facility***

The Grand Jury inspected the George Bailey Detention Facility (GBDF) on October 8, 2008. It is the largest detention facility in the Sheriff's Department. The commander of the facility provided an orientation and a tour, and answered questions after the tour.

GBDF, located at 446 Alta Road, San Diego, California, is a maximum security facility. It houses male inmates of all classifications, including those considered to pose high risks for violence, escape, or other serious threats. Opened for limited operations in 1993 and fully operational in 1994, GBDF consists of six housing units, as well as administrative, processing and health services facilities. Programs and services, including social visiting, medical screening, counseling, meals, and religious services, are provided to the inmates. GBDF has a CSA-rated capacity of 1380, and an average daily population of 1520 inmates.

GBDF appeared clean and well maintained. It was operating efficiently and was not overcrowded. The facility has classifications for special security inmates such as homosexuals, protective custody cases, and sexual predators. Security cameras and recorders are utilized, but the number in use appeared to be insufficient to meet the need. A random check of in-house fire fighting equipment (extinguishers and hoses) produced no issues. Fire and riot training is conducted quarterly for all sworn staff. The California

Department of Forestry and Fire Protection has a station located a short distance away from GBDF, and a good relationship exists between the two facilities.

During the Grand Jury's inspection hallways were clear and doors were locked. Weapons lockers were in place to secure law enforcement officers' firearms before their entry into the facility. In the housing units, inmates sleep in metal bunk-type beds. Members of the general population sleep in dormitory-like rooms. During the day inmates are allowed into larger, common rooms equipped with benches and telephones. The kitchen area is clean. Items in that area which could be used as a weapon are secured or closely monitored. Inmates working in the kitchen have been cleared medically before their assignment.

GBDF has an authorized staff of 199 sworn employees. Presently there are thirty-one unfilled sworn positions. Because of the large size of the facility, GBDF provides a variety of medical and mental health services to inmates on-site. The health care unit consists of medical offices and a clinic, as well as a twenty-four-bed infirmary and contagious disease isolation cells. Medical care is available twenty-four hours a day. Dental and psychiatric services also are available on-site. Medical services are available in the form of daily sick calls. Inmates with a serious disease or injury are treated in off-site hospitals. The medical staff responds to approximately 1900 requests for services per week.

An established grievance policy is used by inmates. Inmates seem to have a clear understanding of what behavior is required to comply with the rules and regulations governing the facility. Recreation time is available to inmates, but sports equipment is not made available due to concerns about possible violence. Inmates can exercise within a module and outside their quarters. On a weekly basis they are allotted time outside for exercise. Clergy of all major denominations are available to the inmate population. Discipline is generally enforced by isolation, lockdown of the general population, or loss of privileges such as the opportunity to purchase items from the jail commissary and outside exercise. Inmates have almost unlimited access to telephones. All inmates have access to visits unless their visiting privileges are temporarily suspended for disciplinary reasons.

Upon booking into the facility all inmates are shown a video and given a lecture regarding the rules and regulations governing inmate behavior. During the Grand Jury's inspection, staff members communicated with inmates in easily understandable language. Inmates are only compelled to bathe when their body odor becomes too offensive to ignore. Consequently, although showers are available to inmates inside their confinement pods, the Grand Jury observed that most of the inmates did not appear to be clean and well groomed.

While the current on-duty staffing is sufficient to operate the facility safely, increasing the sworn staff to its full complement would be in the best interests of the public, the present staff and the inmates. Every possible effort should be made to bring thirty-one more sworn officers on duty as soon as possible.

## *Descanso Detention Facility*

The Grand Jury inspected the Descanso Detention Facility (DDF) on October 22, 2008.<sup>1</sup>

DDF, located at 7878 Campbell Ranch Road, Alpine, California, is a medium security facility. It sits on approximately fourteen acres within the Cleveland National Forest. DDF is the oldest detention facility in the county. Originally operated as a Japanese internment camp, it later served as a probation camp until the Sheriff's Department began operating it as a detention facility in 1980. Owing to its remote location, DDF has independent water and wastewater treatment systems, and an on-site generator to maintain electrical service in an emergency. Among the more than sixty structures on the site are twelve inmate dormitories. DDF has a CSA-rated capacity of 440, and an average daily population of 330. Approximately 100 of the inmates serve as workers sustaining the operations of the facility. Inmate stays at the facility range from two weeks to one year.

Although most of the structures at DDF are quite old, the facility was clean and well maintained. It is surrounded by fencing topped with barbed wire. There are fifty-four digital security cameras with recorders strategically placed throughout the facility. This security system is supplemented by regular officer patrols. A variety of non-lethal weapons is available to subdue disruptive inmates. Training in the use of these weapons is conducted on a regular basis. There reportedly are few disruptive incidents because inmates perceive DDF to be a desirable place in which to serve their terms.

Wildfires are a serious safety concern for the facility. Brush is cut back from the perimeter fence to provide a defensible space. There are regular fire drills, and there is a disaster plan in place which guides staff in case an evacuation of the facility becomes necessary.

The facility is staffed by approximately sixty sworn employees and over twenty professional staff members. All inmates are screened for medical and mental health purposes prior to assignment to DDF. Inmates having serious medical or psychiatric problems are not accepted. There is a nurse on duty ten hours a day, seven days a week; and a physician is present once a week.

The Probation Department initiated a Youthful Offenders Reentry Program (YORP) in April 2007 at DDF. This program targets offenders aged eighteen to twenty-four who have little education or job skills and who are considered most likely to become repeat offenders. Instruction is directed toward alcohol and drug abuse prevention and completion of the GED. The San Diego County Office of Education operates the education classes. The twelve to fourteen inmates in each class live in their own separate dormitory.

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<sup>1</sup> On February 12, 2009, the Sheriff's Department announced plans to close the Descanso Detention Facility in May 2009.

Two DDF vocational programs are led by instructors from the San Diego County Office of Education. Inmates who qualify to participate in the construction trades and landscaping programs learn valuable marketable skills that may assist them in future job placement. DDF also benefits from these programs when inmate participants work on improvements at the facility. Among such campus projects are visitor pavilions, a sprinkler upgrade for the upper administration building, an entertainment center for the inmate recreation room, and miscellaneous concrete walkways and paving.

Inmates have an established grievance procedure. So long as inmates maintain good behavior they can have regular visits with family members. Inmates also have access to games in a recreation area and to sports equipment.

The DDF staff members deserve praise for a job well done in maintaining an old facility in good repair, and operating it efficiently. The Grand Jury was favorably impressed with the DDF programs that involve inmates in improving their life skills and job skills. Hopefully, these programs will both improve their ability to function on the outside and result in a lower rate of recidivism.

### ***East Mesa Central Food Production Center, Laundry, Commissary, and Print Facility***

The Grand Jury inspected the Sheriff's Department's support services facilities on November 11, 2008. Opened in 1991, the East Mesa complex, located at 446 Alta Road, San Diego, California, includes facilities for the Sheriff's Department's food services, laundry, and printing operations. These facilities are staffed primarily by inmates from the East Mesa Detention Facility.

The Food Services Division is a centralized operation using advanced cook/chill technology to produce approximately 41,000 meals per day. The meals are shipped to twelve facilities throughout San Diego County. In addition to providing meals to inmates and detention facility staff, the division provides food services for Probation Department facilities and other emergency or special events. The goal is to combine nutrition and quality at the lowest possible cost to the county. Currently, meals are produced at an average cost of approximately eighty-seven cents each.

The food services staff is experienced and well qualified. They work hard to ensure that high quality food stuffs are obtained by open bid contracts awarded on a weekly bid basis. Kitchen equipment at the facility is state of the art and of the highest quality.

The Sheriff's Department's food services operations appear to be exceptionally efficient. The only unsolved challenge for this operation is finding a recyclable alternative to the current packaging. The Grand Jury understands that the food production center is working on a solution to this problem.

Although small, satellite laundry areas are located within some county detention facilities, the vast majority of inmate clothing and linens is laundered at the central

laundry plant in the East Mesa complex. Opened in 1991, the laundry plant efficiently cleans four million pounds of laundry annually. In the process, the laundry operation provides an excellent vocational program administered by the Grossmont Union High School District Adult Education.

The printing services operation at the East Mesa complex also provides cost effective services to the Sheriff's Department and other County offices while conducting another excellent vocational training program for inmates.

The commissary serves all the facilities in the county, providing inmates with snacks and sundries. These products are paid for by the inmates, and all profits are maintained in the Inmate Welfare Fund.

### *East Mesa Juvenile Detention Facility*

The Grand Jury inspected the East Mesa Juvenile Detention Facility (EMJDF) on September 5, 2008. The facility is located at 446 Alta Road, San Diego, California. It is operated by the County Probation Department.

EMJDF opened on June 24, 2004. It is a state-of-the-art facility located on an attractive and well-kept 25.7 acre site in Otay Mesa. There are ten housing modules, with a total capacity for 290 juvenile offenders (referred to as "wards" under California law). The average daily population is approximately 213. Although constructed with the potential for housing male and female wards, at present there are only males at this facility. The wards live in the self-contained modules, with one or two inmates living in separate rooms supplied with beds, a toilet, a sink, and a drinking fountain. The modules include a central shower area, and an area that is used for meals, meetings, and indoor recreation. There is one television set for each module. At the time of the Grand Jury's inspection, the facility was in a good state of cleanliness and order. When wards are in their cells, they are monitored visually every fifteen minutes. Two hundred twenty video cameras with recorders monitor the facility. Grievance procedures are in place. Grievance forms are collected, logged in, numbered, and reviewed. Facility policy requires that attempts must be made to resolve all grievances in a satisfactory manner.

The wards range in age from twelve to twenty years.<sup>2</sup> Their offenses include everything from property crimes to murder. About seventy percent of the wards have had some involvement with controlled substances. The average stay for a ward is twenty-six days; however wards can remain for up to two years. The wards at this facility have been to court, been through a trial, and been sentenced for their particular offenses.

The facility staff includes 139 sworn officers, with an additional twenty-five support staff. The staff members provide many services and programs for the wards. Each

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<sup>2</sup> The age ranges for wards residing at Probation Department facilities vary due to differing program goals and safety issues at each facility.

module includes two classrooms for twenty students staffed with one teacher and an assistant. School attendance is mandatory five days a week, 240 minutes a day. The program is operated by the San Diego County Office of Education. In addition to the mandatory educational program, there are other programs available to the wards. The only vocational program now in place is culinary arts. As funds are available, an art shop and barber shop are planned. There is a chaplain who arranges for religious services and other religious programs for all faiths through the week.

Medical services are contracted to a private company. If someone has a contagious disease, he is placed in an isolation room. Psychiatric services are provided by the San Diego County Health and Human Services Agency. Dental care is provided by a contracted dentist who comes to the facility once a week.

Three meals and a snack are provided to each ward each day. Food service clearly meets the requirements of Title 15 and Title 24 that meals be nourishing and balanced.

Each module has an outside, fenced recreation area. Wards are given two hours per weekday for recreation, with three hours on the weekend days.

Generally, visits are permitted on weekdays and on Sunday mornings. The main difficulty for visitors is the lack of public transportation to the facility. Because there are several county and state detention facilities within this area, there is also a concern that there is only one maintained road into and out of the area.

The wards may make collect calls provided by a private contractor. In some cases, free phone calls are allowed to their families. The money received from the contract service is placed in an inmate fund to buy snacks and other treats. Mail is sent out free, and members of the staff do not read outgoing mail (although mail is scanned for contraband).

All members of the EMJDF staff are professional in their attitude and appearance. The medical services providers appeared to be operating in an efficient and professional manner. In addition, the educational program, in particular, promises to give the wards a fresh perspective and the possibility of changing their lives for the better once they leave the facility.

### ***Kearny Mesa Juvenile Detention Facility Girls' Rehabilitation Facility***

The Grand Jury inspected the Kearny Mesa Juvenile Detention Facility (KMJDF) and the Girls' Rehabilitation Facility (GRF) on September 17, 2008.

Opened in 1954, KMJDF is located at 2801 Meadow Lark Drive in San Diego. GRF is co-located with KMJDF, at 2861 Meadow Lark Drive. The latter facility houses both boys and girls up to nineteen years of age. Girls are housed exclusively in one building. The wards are in custody for offenses ranging from truancy to murder. The CSA-rated

capacity of KMJDF is 359; the average daily population is between 300 and 320. On the date of the Grand Jury's inspection, there were 199 boys and 76 females housed in KMJDF. The average stay at KMJDF on that day was twenty-seven days for both girls and boys.

GRF hosts a program serving up to fifty girls between the ages of eleven and eighteen. The highly structured program is designed to assess and meet the girls' individual personal, emotional, and educational needs. The goal is to prepare the girls to better control their behavior by thinking about their conduct before they act. The program, with its focus on changing attitudes rather than enforcing rules, has been nationally recognized.

The physical plant is fifty-four years old. Although the buildings are time-worn, they are generally well maintained. One building was renovated with funds provided by volunteers.

The Board of Corrections rated staffing level for KMJDF is 284; the staffing level for the GRF is 19. At the time of the Grand Jury's inspection, there were five vacant positions at KMJDF and one staff vacancy at the GRF. Upon arrival at the facilities, wards are given a verbal orientation by staff member and a booklet setting out facility rules. There are supervisors assigned to all shifts, and there are sixty-five video surveillance cameras monitoring and recording on a twenty-four hour basis.

Wards at both facilities are required to attend school five days a week. The San Diego County Office of Education operates the on-site educational program. School credits earned by the detainees are transferable to any school district in San Diego County.

On-site medical care is provided for the detainees by a private contractor, with additional services provided under a contract with Rady Children's Hospital. A registered nurse and at least two licensed vocational nurses are on duty around the clock. There is a full-time mental health nurse at the facilities, and a psychiatrist is on call. Emergency care is available at nearby Rady Children's Hospital. Paper medical records are maintained in lieu of electronic documentation.

### ***Juvenile Ranch Facility***

The Grand Jury inspected the Juvenile Ranch Facility (JRF) on October 1, 2008. This facility is located at 957 Forrest Gate Road, Campo, California. It is operated by the County Probation Office. Grand Jury members were briefed at the start of the tour by the Camp Superintendent and staff, including the Camp School Principal, Administrative Supervisor, Staff Psychologist, and Counselor. Also in attendance were nursing team members.

The JRF has dormitories for male juveniles, as well as a library, classrooms, and dining and kitchen facilities. This facility is classified as a minimum-security institution. It provides residences for delinquent boys placed by court order. The wards range in age

from twelve to seventeen years. Total bed capacity is 250. The population at the time of the inspection was 154. The average daily population is 153. Approximately fifteen percent of them are receiving prescribed medications. A ward's stay at the facility is typically from eighty-four to one hundred twenty days.

This facility does not have a perimeter fence nor does it have surveillance cameras or recorders. At the time of the Grand Jury's inspection, the facility was in a good state of cleanliness and order.

Staffing consists of sixty-three sworn officers and four support staff. Many self-help programs are provided to the wards in an attempt to improve their quality of life and to combat recidivism. These opportunities include vocational, educational, physical fitness, and religious programs. All juvenile wards at this facility attend school six hours per day, Monday through Friday. GED certificates and high school diplomas are awarded after successful course completion. The San Diego County Office of Education is responsible for academic instruction.

A registered nurse is present daily and a licensed vocational nurse is available in the evenings. A medical doctor is available one day a week. Medical services are provided by a private contractor. Currently, all medical records are paper documents, and medical information is not stored electronically.

Menus are prepared by a certified nutritionist who oversees both general menus and special diets. Food is provided by the Sheriff's Department, supplemented by local fresh fruit and vegetable contracts.

This facility has a long history. It was originally built in the 1940's, with a new dormitory constructed in 1978. A library and a computer lab were added in 1999. It has housed Buffalo Soldiers, and served as a prisoner of war camp for Italians during World War II. This history has qualified the facility as a local Campo Historical Society Site.

The JRF facility staff deserves praise for the excellent help they provide to the wards in their custody.

### ***Camp Barrett Juvenile Facility***

The Grand Jury inspected the Camp Barrett Juvenile Facility on October 15, 2008. This facility is located at 21077 Lyons Valley Road, Alpine, California. It is operated by the San Diego County Probation Office.

The camp has three dormitories housing fifty wards each, with a minimum of three uniformed probation officers present at all times during waking hours. The perimeter of the camp has a running chain link fence topped with razor wire. Security cameras with recording devices are strategically placed throughout the camp. The facility's staff is well-trained in established security procedures. Few disciplinary actions are necessary.

Removal from the Camp is the most severe disciplinary action taken for violation of the facility's rules.

All of the wards are males between the ages of sixteen and a half and nineteen. Roughly twenty percent of the population is receiving prescribed, psychotropic medication. Contract nurses are on duty five days a week during regular business hours, and are on-call on weekends. A physician visits one day a week under a contract with the Probation Department. A psychologist is present five days a week during normal business hours. Emergencies are handled by accessing public emergency resources. The San Diego County Health and Human Services Agency is consulted on a reimbursable basis for certain mental health issues. Medical histories can be difficult to manage. Medical records are maintained only in a paper format, and handwritten entries in paper records are sometimes difficult to interpret. In addition, paper records can inhibit consultations with medical staff at different locations.

Numerous and diverse educational and training opportunities are available. Programs include academic classes for high school diploma and GED qualification. Behavioral modification and character building skills covering useful themes such as life skills, drug education and counseling, conflict management, and community service also are available. In addition, vocational training programs for fire fighting, building and grounds maintenance, and culinary arts are offered.

Continuing education and training for all staff members is an ongoing process. Food preparation and service is provided by the Sheriff's Department, with supplemental fresh fruit and vegetables supplied locally. Most of the laundry is cleaned on the premises.

The Grand Jury's overall view of the condition and management of this institution is very favorable, especially considering the facility's remote location. The observed dedication of staff is commendable. It was clear that the safety of the wards is a high priority for the staff.

### ***Temporary Holding Facilities***

Members of the Grand Jury inspected eighteen temporary holding facilities located throughout the County, including sites managed by separate cities, the Sheriff's Department, and other agencies. At each location the Grand Jury examined the physical condition of the premises, checked the method of monitoring detainees, reviewed policies regarding detention of females and juveniles, checked log-in records, and confirmed the availability of emergency equipment. Although the age and condition of the various holding facilities varied widely, the Grand Jury identified no issues of concern at any of the sites.

### ***Countywide Facilities and Video Surveillance Systems***

## ***FACTS AND FINDINGS***

**Fact:** Video surveillance systems including cameras, monitors, and recorders, are an integral part of modern jails and detention facilities.

**Fact:** Video surveillance systems with active monitoring and retained recordings enable prompt responses to critical incidents, and make an accurate record of the conduct of inmates and staff.

**Fact:** The size and capabilities of video surveillance systems available in San Diego County jails and detention facilities vary widely from extensive and fully functional at some facilities to nonexistent at others.

**Finding #02:** There are not enough effective video surveillance systems currently available in all San Diego County jails and detention facilities to promote security, protect staff and inmates from false claims of misconduct, and reduce resources expended to address unjustified claims and litigation.

### ***RECOMMENDATIONS***

**The 2008/2009 San Diego County Grand Jury recommends that the San Diego County Sheriff's Department:**

**09-16: Provide effective video surveillance systems, including active monitoring and recording equipment with the capacity to maintain recordings for one year, for all jails and detention facilities under its jurisdiction.**

**The 2008/2009 San Diego County Grand Jury recommends that the San Diego County Probation Department:**

**09-17: Provide effective video surveillance systems, including active monitoring and recording equipment with the capacity to maintain recordings for one year, for all jails and detention facilities under its jurisdiction.**

### ***Countywide Juvenile Facilities – Medical Records***

### ***FACTS AND FINDINGS***

**Fact:** Juvenile medical records are the responsibility of the San Diego County Probation Department.

**Fact:** Medical records must be available to all professional medical staff for each juvenile at all times.

**Fact:** The Probation Department currently maintains juvenile medical records only in paper format.

**Fact:** Juvenile detention facilities located in rural areas are subject to extreme environmental conditions that can degrade paper medical records.

**Fact:** Medical records in electronic format do not suffer from the illegibility sometimes associated with paper medical records.

**Fact:** Electronic transfer of medical records is faster, more secure and efficient than transporting paper records when an individual is sent from one location to another.

**Fact:** Electronic access to medical records makes it possible for medical staff at different locations to consult effectively regarding an individual's medical condition.

**Finding #03:** Maintaining the medical records of juveniles in an electronic format would improve the quality of their medical care because the records would be more reliable and more readily available to medical staff.

### ***RECOMMENDATION***

**The 2008/2009 San Diego County Grand Jury recommends that the San Diego County Probation Department:**

**09-18: Convert the paper medical records of juveniles to a secure electronic format that can be accessed simultaneously at all juvenile detention facilities.**

#### ***San Diego County Probation Department Work Furlough Program***

For several years judges in San Diego County have used an alternative sentencing program through which they allow sentenced defendants to maintain employment while serving a jail commitment after the end of the work day. The Probation Department has oversight responsibility for what is known as the Work Furlough Program (WFP). The Probation Department contracts with a vendor to house, feed, and supervise these offenders in a private facility in the community. These inmates are considered to pose a low risk to community safety. Each candidate for the program is evaluated on an individual basis. Those approved for participation must not have a history of violent behavior, serious drug offenses, mental illness, or sex offenses. Each participant must also be able to pay a fee for daily room and board.

After receiving complaints about the administration of the WFP, the Grand Jury reviewed relevant contracts, interviewed Probation Department supervisors, and visited the facility where work furlough participants are housed. It is the sense of the Grand Jury that the Probation Department has not conducted effective oversight of the contractors and subcontractors responsible for the WFP.

Among other responsibilities, the primary WFP contractor is contractually obligated to establish an Inmate Welfare Fund. Although similar funds in publicly operated detention facilities are typically administered by high ranking supervisors to prevent fraud and abuse, the Probation Department's sole control for the Work Furlough Program fund is the requirement for an annual audit. The Probation Department has no policy or procedure for administering or overseeing the Work Furlough Program Inmate Welfare Fund's collections and disbursements.

Further, at least in part due to the lack of established policies to be followed by the Probation Department in managing the performance of the WFP contract, possible issues related to the performance of subcontractors cannot be adequately addressed. Apparently, the primary contractor is expected to manage all complaints from the inmates and the public, and only the most serious grievances have been passed on to the Probation Department. Similarly, it is left to the primary contractor to manage collections and accounting of the funds derived from the operation of vending machines and laundry facilities. The Probation Department does not have any policy or procedure providing direct oversight of these activities.

### ***FACTS AND FINDINGS***

***Fact:*** In 2000 the first contract was executed between the County of San Diego and the primary contractor for the operation of the Work Furlough Program.

***Fact:*** Under the 2000 Work Furlough Program contract the Probation Department has the authority to oversee compliance by the contractor with applicable laws and procedures.

***Fact:*** The Probation Department has not established policies and procedures through which the Department can exercise oversight of the contractor's receipt and disbursement of funds received for the benefit of Work Furlough Program participants.

***Fact:*** The Probation Department has not established policies and procedures through which the Department can exercise oversight of the contractor's performance under the Work Furlough Program contract.

***Finding #04:*** The Probation Department lacks policies and procedures necessary to conduct effective oversight of the performance of contractors and subcontractors in the Work Furlough Program.

### ***RECOMMENDATION***

**The 2008/2009 San Diego County Grand Jury recommends that the San Diego County Probation Department:**

**09-19: Establish written policies and procedures that provide for effective oversight of the performance of contractors and subcontractors in the Work Furlough Program.**

### ***REQUIREMENTS AND INSTRUCTIONS***

The California Penal Code §933(c) requires any public agency which the Grand Jury has reviewed, and about which it has issued a final report, to comment to the Presiding Judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the agency. Such comment shall be made *no later than 90 days* after the Grand Jury publishes its report (filed with the Clerk of the Court); except that in the case of a report containing findings and recommendations pertaining to a department or agency headed by an elected County official (e.g. District Attorney, Sheriff, etc.), such comment shall be made *within 60 days* to the Presiding Judge with an information copy sent to the Board of Supervisors.

Furthermore, California Penal Code §933.05(a), (b), (c), details, as follows, the manner in which such comment(s) are to be made:

- (a) 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) 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 time frame for implementation.
  - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame 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 time frame 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.
- (c) If a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by the grand jury, but the response of the Board of Supervisors shall address only those budgetary or personnel matters over which it has some decision making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

Comments to the Presiding Judge of the Superior Court in compliance with the Penal Code §933.05 are required from the:

<b><u>Responding Agency</u></b>	<b><u>Recommendations</u></b>	<b><u>Date</u></b>
<b>San Diego County Sheriff's Department</b>	<b>09-15, 09-16</b>	<b>7/6/09</b>
<b>San Diego County Probation Department</b>	<b>09-17 through 09-19</b>	<b>8/5/09</b>