

SAN DIEGO COUNTY DETENTION FACILITIES CONDITION AND MANAGEMENT

SUMMARY

It is mandated by California State law that the County Grand Jury “inquire into the condition and management of the public prisons within the county.”¹ To fulfill this requirement, the 2013-2014 San Diego County Grand Jury visited six adult detention facilities operated by the San Diego County Sheriff’s Department, and five juvenile facilities operated by the San Diego County Probation Department. The Grand Jury also visited holding cells operated by local municipal police departments and other agencies.

Without exception, the Grand Jury found the detention facilities to be operated by a highly professional, well-trained and motivated staff. Detention facility inmates receive a well-balanced, nutritious diet. Strict food handling and storage procedures ensure adequate health and sanitary conditions. Food handlers wear clean clothes, gloves and hair coverings and have been cleared by medical staff before being assigned to food handling duties. This experience can earn them a certificate that qualifies them for employment upon release from custody.

Inmates receive required medical and psychiatric care during their incarceration. The number and makeup of the medical staff varies from facility to facility. A large percentage of inmates suffer from mental illnesses and addictions. Medical staff strictly adheres to the established guidelines for storing and securing medications. Inmates receiving psychotropic medications are provided a prescription which is called into the CVS Pharmacy closest to their residence or of their choice and is filled at the expense of the County. Other prescriptions for medications are issued on a case by case basis when it has been determined that the inmate has a serious medical condition. This policy and practice is followed at all County of San Diego detention facilities. Many mentally-ill inmates are on psychotropic drugs, and interestingly, only 25–30 percent of the prescriptions for those drugs are ever refilled upon inmate release. According to detention facility staff, 60–70 percent of all discharged prisoners (including those who are not mentally ill) do not continue with medication and physician/clinic follow-ups as recommended upon their release.

Of particular interest to this year’s Grand Jury is the impact of the Public Safety Realignment Act (PSRA) of 2011, also known as the AB 109 realignment of the prison system, which became effective on October 1, 2011. Under PSRA, people who are convicted locally of non-violent, non-serious, non-sexual crimes (referred to as “non- non- non’s”) are serving their time in San Diego County jails instead of state prisons, regardless of the length of the sentence. In the past, inmates sentenced to more than 365 days in custody were sent to state prisons. That limitation no longer applies; County jails now retain most, but not all, inmates serving lengthy sentences. In addition, many non-non-non inmates who are released on parole from state prisons (to comply with court-ordered reduction of the prison population) must now be supervised by the San Diego County Probation Department instead of State parole officers. With few exceptions, when a parole violation occurs, the parolee is not returned to state prison, but becomes the responsibility

¹ California Penal Code §919(b)

of local detention facilities. The impact is clearly being felt by local law enforcement agencies. For instance, the average daily population of the San Diego County adult detention facilities has increased from 4,672 in the pre-realignment period to 5,694 on September 30, 2013.² Approximately 31 percent of the total jail population was made up of realigned offenders as of that date.

Implementation of AB 109 at the County level has been facilitated by the formation of a Community Corrections Partnership (CCP) made up principally of the Sheriff's Department, the Probation Department and the District Attorney. The CCP also collaborates with the County Health and Human Services Agency (HHS) and local law enforcement agencies. One of the basic foundations of the realignment effort is the utilization of evidence-based practices in the services to be provided to the inmates or those on probation. Evidence-based practices places an emphasis on achieving measurable outcomes and making sure that the services provided and the resources used are effective. It involves using research and scientific studies to identify interventions that reliably produce significant reductions in recidivism. The goals of the CCP are:

- To efficiently utilize jail capacity
- To incorporate reentry principles into in-custody programming
- To incorporate evidence-based practices into supervision, case management and sentencing of offenders.

In addition to the active detention facilities operating in the County, the 2013-2014 San Diego County Grand Jury had the opportunity to visually review a closed facility at Descanso. This facility remains an asset, though not currently active as a County detention facility, as the County continues to deal with the space requirements needed as the result of AB 109.

The Sheriff's Department is focusing the bulk of its rehabilitation programs at the longer term detention facilities (including the East Mesa Reentry Facility and the County Women's Detention and Reentry Facility) where the inmate's length of stay is more conducive to longer term rehabilitation efforts.

Although the Sheriff's Department and the Probation Department are doing an excellent job absorbing the additional workload, they are fast approaching the maximum available capacities of the County's jails and the sworn personnel available to manage them. On a positive note, construction is currently underway on a new, much needed facility to replace the aging Women's Detention and Reentry Facility at Las Colinas, which will add a net 400 beds to that facility, giving it a total of 1216 beds for females in County custody.

The expansion of the Women's facility, while needed and welcome, poses a significant staffing challenge for the Sheriff's Department: Approximately 250 additional female deputies must be recruited and trained to serve at the facility in order to comply with existing staffing regulations. With construction completion expected in 2015, this is a high priority task which the Sheriff's Department is addressing.

² Source: San Diego Sheriff's Department Detention Facility Fact Sheets prepared for the 2013-2014 San Diego County Grand Jury and Probation Department report to the Board of Supervisors dated 9/30/2013.

Also, a transformation is taking place at the adult male facility at East Mesa. Formerly known as the East Mesa Detention Facility, the facility has been renamed the East Mesa Reentry Facility to reflect the Sheriff's new strategy of dealing with the inmates. In-custody programming and treatment now focuses on preparing offenders to return to their communities, ensuring that there is a smooth transition upon their release. An additional 400 beds are under construction at the East Mesa Reentry Facility, with completion anticipated in May 2014.

Another positive innovation is currently in progress: In cooperation with the Veterans Administration, the Sheriff's Department is reserving one wing of the Vista Detention Facility to house inmates who are military veterans. The wing is being decorated with patriotic themes, and the Sheriff's support staff will offer programs and services to meet the special needs of veterans.

PROCEDURE

The Grand Jury utilized existing questionnaire review forms to obtain information from facility directors and managers. This included data on staffing and inmate populations before and after implementation of AB 109. The Grand Jury collected/reviewed:

- Questionnaire responses from facility directors
- Inspection forms completed during site visits
- California Department of Corrections and Rehabilitation's Corrections Standards Authority inspection reports
- Title 15 and Title 24 of the California Code of Regulations
- Fire Safety On-Site Inspection, Environmental Health On-Site Inspection, Medical/Mental Health On-Site Inspection, and Nutritional Health On-Site Inspection
- Public Safety Realignment Act (AB 109)
- County of San Diego Juvenile Justice Commission reports
- Various other documents relating to facilities, operations, staff, and inmates.

Members of the Grand Jury reviewed relevant documents and visited the following adult detention facilities operated by the Sheriff's Department:

- San Diego Central Jail
- South Bay Detention Facility
- Women's Detention and Reentry Facility (Las Colinas)
- George F. Bailey Detention Facility
- East Mesa Reentry Facility
- Vista Detention Facility

In addition, the Grand Jury conducted reviews of the following juvenile detention facilities operated by the San Diego County Probation Department:

- East Mesa Juvenile Detention Facility
- Rancho del Campo Juvenile Ranch Facility
- Camp Barrett Juvenile Ranch Facility
- Kearny Mesa Juvenile Detention Facility

- Kearny Mesa Girls Rehabilitation Facility

The Grand Jury toured the following holding facilities managed by local cities and other agencies:

- San Diego Airport-Harbor Police
- Carlsbad Police Department
- Chula Vista Police Department
- Escondido Police Department
- La Mesa Police Department
- Oceanside Police Department
- San Diego Police Department

The Grand Jury also visited two non-detention facilities operated by the County Health and Human Services Agency under the Child Welfare Services Division, and one privately-operated substance abuse treatment facility:

- A.B. and Jesse Polinsky Children's Center
- San Pasqual Academy
- Phoenix House Academy, Descanso

The following operational and support facilities were visited:

- San Diego County Medical Examiner's Office
- San Diego Police Crime Laboratory
- San Diego County Sheriff's Crime Laboratory
- East Mesa Food Processing and Laundry Facility
- San Diego County Probation Department Work Furlough Program
- San Diego County Community Transition Center

INMATE DEATHS 2009 – 2013

The Grand Jury reviewed specific data on inmate deaths from all causes in San Diego County detention facilities for the past five calendar years. The County's detention facilities have experienced a steady decline in inmate deaths in custody despite the ever-increasing population of inmates in custody as a result of AB 109. That trend is reflected in the table at the end of this section.

Among the six adult detention facilities operated by the Sheriff's Department, the San Diego Central Jail had the most deaths during this five-year period, 28, followed by the Vista Detention Facility with 12. George Bailey Detention Facility and the adjacent Facility 8 combined had eight deaths, the Women's Detention and Reentry Facility had four, and the East Mesa Reentry Facility had one death. No deaths were reported at the South Bay Detention Facility.

Total Deaths in San Diego County Sheriff Detention Facilities, Calendar Years 2009-2013³

³ San Diego County Sheriff's Fact Sheets prepared for use of the Grand Jury. The figures for 2010 and 2013 have been updated since the Interim Detention Facilities Report was released on May 19, 2014.

Totals for all Facilities	2009	2010	2011	2012	2013
# of suicides	4	2	4	2	5
# of Homicides	1	0	1	1	0
# of Natural Causes	4	9	3	3	4
Other*	3	0	2	2	3
Total Deaths	12	11	10	8	12

*Deaths where there was no clear intent to commit suicide (overdose) or deaths that were accidental (during use of force or medical treatment) where there was no clear intent to kill the person.

COMMENDATION

Based on information received during visits to the detention facilities, personal observations, and review of operational documentation provided by the facilities' staff, the 2013/2014 San Diego County Grand Jury commends the dedicated professional staffs of the San Diego County Sheriff's Department and the San Diego County Probation Department for their efficient service to our community. Without exception, the detention facilities reviewed by the Grand Jury are meeting the requirements of the Board and State of Community Corrections (BSCC), providing a clean and safe environment for the inmates housed there, and adjusting their educational and counseling programs to meet the reentry success goals under AB 109. We also commend the command staffs of the Sheriff's Department and the Probation Department for proactively creating a progressive roadmap for implementing AB 109, utilizing existing limited resources to reduce recidivism and, by extension, the state's prison population.

ADULT FACILITIES VISITED

SAN DIEGO CENTRAL JAIL

The Grand Jury visited the San Diego Central Jail (SDCJ) on July 31, 2013. The Sheriff's Department provided an extensive briefing that included a PowerPoint presentation and an overview of all adult detention facilities throughout San Diego County. In addition, facility commanders and department heads each provided a summary of their respective facilities and duties.

The SDCJ covers 417,000 square feet. It was opened in 1998. The facility houses males only, including inmates of all risk levels. It is supervised by the Facility Commander with a sworn staff of 233. Sworn staff works 12.5-hour shifts and there are 45 deputies on duty at any one time.

SDCJ has a Board and State of Community Corrections (BSCC) rated capacity of 944 inmates. On the day of the Grand Jury's visit, the average daily population was 872. Since the prison realignment bill became effective in 2011, the average daily population has increased by 80. The maximum population has been as high as 941. The facility averages over 56,000 annual bookings. Approximately 43 percent of the inmates have already been sentenced and 57 percent are being held pending trial. The average stay of an inmate is 70 days for those sentenced and 8.5 days for those being held pretrial. The inmate with the longest sentence as of the date of our visit was serving 1,879 days. Prior to AB 109, the longest serving inmate was sentenced to 365 days. At the time of the Grand Jury visit, other pertinent facts included:

Number of identified gang members: ⁴	168
Number of inmates in Immigration & Customs Enforcement (ICE) violations:	45
Number of inmates in protective custody:	104

Inmates are classified on a scale from 1-6 (1 = low risk, 6 = extreme violence, threat to public safety). The process of inmate classification is evidentiary, based on the severity of their past and current offenses, personal interviews and their behavior in custody. Inmate risk level classification begins at initial intake (booking) at SDCJ where extensive medical and psychological screening is conducted. An inmate's classification provides a composite profile that allows appropriate assessment of inmate needs (housing, counseling and training) while at SDCJ and once they are transferred to East Mesa, South Bay or George Bailey detention facilities. While in custody, inmates are provided color-coded clothing and wristbands that identify their classification and are segregated appropriately. This is done in the interest of both protecting low-risk inmates and segregating high-risk inmates to reduce inmate-to-inmate and potential inmate-to-deputy violence. During an inmate's incarceration, his classification is evaluated periodically for the purpose of upgrade or downgrade based upon behavior while in custody.

The SDCJ central command center uses state-of-the-art touch-screen controls and video surveillance. From induction to final release, all critical inmate data is maintained in the Jail Information Management System (JIMS). In the event of any emergency or major system failure, the command center has the capability of electronically controlling all jail operations with backup generators. These generators can provide the needed power for this facility for at least three days.

SDCJ has the largest medical/psychiatric care unit of all the detention facilities in the County and the capacity for a wide range of medical and psychiatric services, including on-site dialysis, infectious disease control, and dental care. SDCJ dedicates one complete floor to inmates who have medical issues. Services are provided under contract by the University of California San Diego (UCSD) Medical Center. The facility is staffed with a full-time physician daily, 52 Registered Nurses (RNs), and 13 Licensed Vocational Nurses (LVNs). While there is not a full-time psychiatrist on staff, one is available 24 hours a day. There are two full-time social workers on staff.

The licenses of the RNs and LVNs are verified annually. They follow approved standardized nursing procedures. Medical personnel properly inventory and distribute prescribed medications according to physician's orders. All medications are stored in a secured location. Documentation of health care for the inmates is handled via electronic medical records.

Inmate meals are prepared at the Central Food Kitchen located in the East Mesa Central Production Center. They are either served in the inmates' own dayrooms, or cafeteria style, and inmates are given 30 – 45 minutes for meals.

⁴San Diego County Sheriff's Fact Sheets prepared for use of the Grand Jury.

The Grand Jury found the grievance log up to date. The Penal Code strictly defines and limits discipline options.

Despite SDCJ being primarily an in-take facility with the average stay of an inmate spanning only 70 days, there are limited formal rehabilitation (educational) programs available to inmates including GED readiness, basic computer skills and life skills counseling. Participation in these programs is voluntary and qualification is based on both the inmate's classification (risk level) and behavior while in custody. Involvement in these programs can then be continued upon release or upon transfer to a long-term detention facility.

SDCJ was last inspected by the Board and State of Community Corrections (BSCC) on January 27, 2012. Findings at that time included non-compliance with the following:

Title 24, Section 470A.2.2: Temporary Holding Cells

- Two of the temporary holding cells exceeded their capacity of 16 inmates at the time of the inspection.

Title 24, Section 470A.2.8: Dormitories

- Nine beds were added to each of four dormitories in Level 8 Housing, exceeding the limit of sixty-four inmates.

The 2013-2014 Grand Jury revisited the SDCJ on September 19, 2013, to review the status of compliance to the above Title 24 requirements. SDCJ staff has made changes in their practices to accommodate the Title 24 requirements of having no more than 16 inmates in a holding cell and sixty-four in a dormitory at any time.

During our return visit, we reviewed the process for transfer of inmates to the adjacent court house for trial. We learned that there are plans to install state-of-the-art body scanning equipment to be used at intake and in the process of transferring inmates to/from court, to insure all contraband items (drugs and weapons) are discovered.

SOUTH BAY DETENTION FACILITY

South Bay Detention Facility (SBDF) opened in 1982 and is part of the South Bay Regional Justice Center in Chula Vista. It is a non-booking facility and houses low, medium and high level inmate classifications. It has a CSA-rated capacity of 386, and a court-ordered capacity of 431. There are four housing modules, theoretically providing beds for 576. However, some of the space is currently being used for property storage (typically, the clothing/possessions of inmates), and SBDF has a "keep separate" list of inmates who must be isolated from others. This includes known gang members and sexual predators. Inmate-on-inmate assaults are relatively rare. Each housing module has two sections; each section consists of 24 cells with three beds each. SBDF has 57 sworn staff.

SBDF is not a long-term housing facility. Average time spent here by inmates is typically short, ranging from a few days to a few weeks. SBDF has a very good safety record and there is public transit available, making family visitation much easier here than at some other detention facilities.

There is a concerted effort by staff to prepare inmates to rejoin society. A GED education program is available, run by the Grossmont Union High School District. If an inmate doesn't complete the GED requirements while in custody, he can be given a voucher to complete it when he is released and can take the test at a local high school (Foothill). SBDF has the highest GED completion rate in the County. It is a new program (one year) but there are already plans to expand it. The Grand Jury was impressed by the staff's sincere attempt to help inmates rebuild their lives.

There is only one classroom which holds 18 students per session. Although multiple sessions are offered per day, the staff is still limited by the lack of classrooms. In addition to GED courses, Narcotics Anonymous and Alcoholics Anonymous recovery programs are conducted by certified instructors in both English and Spanish. Parenting and "life skills" courses such as anger management are also offered. Daily bilingual worship services and Bible study classes are available.

Because the inmates are generally healthy, minimal but adequate medical care is available. There is a nurse (RN) on duty. A doctor visits the site once a week. The medical staff holds regular HIV, orthopedic and dental clinics on site.

Control rooms located in the center of each module have cameras observing and recording activities in all sections of the module. If there is an incident, facility officials have the ability to go back and study the video to determine what led up to the incident and its progression. Inmates have a panic button available to them if they feel threatened or have a medical emergency. The camera system is relatively old and lacks the ability to zoom in on particular areas, but still is a valuable tool to help staff keep things under control.

Inmates eat in the day rooms in shifts (tiers); each tier is given 15 minutes to eat. Food is transported to the modules in carts which maintain the food at the correct temperatures. The kitchen was clean and well-organized. Meals are served at 4:00 a.m., 10:30 a.m., and 4:00 p.m. The Grand Jury had lunch at SBDF, and ate the same food served to the inmates.

Facility rules are clearly articulated to the inmates, and are posted in English and Spanish. The postings include both the rules and the penalties for breaking them. The most common form of discipline is loss of privileges. There is a grievance procedure inmates can use to record their dissatisfaction or complaints.

There is on-site storage of first responder fire equipment which staff members use in case of a fire. A Chula Vista fire station is nearby. Quarterly fire drills are held. Tactical gear consisting of vests, helmets, pepper ball guns, rubber bullets, TASERS®, shields, etc. is stored on site and can be used by staff in an emergency.

There is no outdoor recreational area, but the facility has a gym for inmates' use. Each inmate receives 1-1/2 hours of recreation time each week. Otherwise, they are confined to cells and day rooms in the modules.

The Grand Jury found SBDF to be a well-run and well-maintained facility, taking advantage of the limited space available at this site.

FACTS AND FINDINGS

Fact: The control room video equipment is old and lacks the ability to zoom in on particular areas of interest.

Finding 01: The ability to have close-up views of activities in the modules would improve the ability of staff to determine at close range what caused the situation and how to control it.

RECOMMENDATION

The 2013/2014 San Diego County Grand Jury recommends the San Diego County Sheriff:

14-61: Update the capabilities of the control room video equipment to include the ability for close-up monitoring of activities in the modules.

WOMEN'S DETENTION AND REENTRY FACILITY (FORMERLY LAS COLINAS)

The Grand Jury visited the San Diego Women's Detention and Reentry Facility (WDF) on August 16, 2013. This facility, formerly known as the Las Colinas Detention Facility, houses female inmates of all custody levels and serves as the primary location for women prisoners in the County. The majority of the buildings were built in 1967 as a juvenile facility and converted to an adult women's institution in 1979.

The construction of a new facility across the street was started in 2012 and Phase 1 is expected to open in the summer of 2014. Phase 2 buildings are expected to be completed in 2015. This new facility is direly needed because of the age and condition of the current facility. The older buildings in use at the time of the Grand Jury's visit appeared neat and clean. The grounds were mostly swept dirt with very little landscaping, which is understandable, considering these old buildings will be torn down when the new facility opens.

Housing is dormitory style with bunk beds and shared bathrooms and shower facilities in each building. The kitchen appeared adequate for its age.

On the date of the Grand Jury's visit the inmate population was 465 with the BSCC rated capacity of 432. There were 140 sworn staff with 24 unfilled positions open on the day of our visit. The Grand Jury was informed that the Sheriff's Department is having difficulty filling female sworn staff positions at this time.

The mental health ward was very active on the day of the Grand Jury's visit. Two officers (one male and one female) were on duty inside the enclosed ward. One psychiatric nurse was on duty at the time. The number of inmates with psychiatric conditions is growing each year, according to facility staff. Physicians and psychiatrists are contracted on an as-needed basis. Clinics are conducted as needed.

A number of educational and counseling programs are offered at the facility but because of lack of classroom space they cannot be offered as often as needed. WDF currently has only two classrooms and the library which can be used as a classroom. In the new facility, an academic building which will be completed in Phase 1 will have five classrooms. There will be an additional ten multipurpose rooms which can be used for program classes and religious services. The Psychiatric Security Unit will also have its own classroom. When Phase 2 is completed in 2015, an additional three classrooms will be added. This will enhance the ability to provide more counseling and training which is expected to reduce the recidivism of inmates.

Some of the rehabilitation programs need to be updated. For instance, the sewing class is outdated and unrealistic for the San Diego area, which is not known for its clothing industry. However, the inmates sew all the uniforms for the detainees at all the detention centers in San Diego County. This is a significant cost savings to the County.

Overall the facility is well run and clean and neat. The shortcomings of the current facility are understood by the Grand Jury which is looking forward to touring the new facility when it opens. Hopefully, by that time the Sheriff's Department will have been able to recruit and train the additional female deputies who will be needed.

EAST MESA REENTRY FACILITY

The Grand Jury visited the East Mesa Reentry Facility (East Mesa) on September 13, 2013. Formerly known as the East Mesa Detention Facility, the name change symbolizes a change in both the functions and mission of the facility and reflects the reality of having inmates who are serving lengthy sentences under AB 109 prison realignment. There is now a significant emphasis on actively preparing inmates for their reentry into society and reducing recidivism.

To accomplish these goals, the Sheriff's Department recently created a Reentry Services Division and selected a Reentry Services Manager. This Division will provide programs focusing on cognitive behavioral therapy. This includes a new "Thinking For A Change" curriculum, aimed at developing personal skills needed in the real world. Classes range from anger management to parenting to English as a second language and numerous other offerings. The curriculum trains inmates to think first and respond rationally, rather than emotionally, to outside stimuli.

Inmates are assisted with basic information about obtaining needed documents such as a social security card or a driver's license, how to find housing, how to find and keep a job, substance abuse counseling and other social support programs. East Mesa staff works with local employers to identify opportunities for the inmates being released.

Both the sworn staff and the civilian staff displayed a very positive attitude, offered encouragement to inmates and seemed to be genuinely interested in helping inmates make a successful transition from the penal system to civilian society.

East Mesa is capable of housing a maximum population of 562. The average daily population during the period January 1, 2012 – July 25, 2013, was 474, approximately 140 more than in the period immediately preceding the implementation of AB109.

Low-level to medium-level offenders are assigned to East Mesa when they have two years or less left on their sentences. The length of stay ranges from a few days to more than 700 days. Educational, vocational and behavioral training are offered, along with individual counseling to guide the inmates to the appropriate classes to prepare them for release and successful reintegration into the community.

In addition to a sworn staff of 92, East Mesa has four canine units. This results in a very efficient use of manpower: One deputy with one canine unit can handle the same number of inmates as four deputies without a canine unit.

East Mesa is a camp-style facility with a large, open and nicely landscaped courtyard. Inmates are housed in four dormitory buildings surrounding the courtyard where they are free to move about the sleeping area, the day room area, and the bathroom/shower room.

Adjoining the housing area are a food preparation facility, a laundry facility and a print shop. A number of the inmates work in these facilities and in maintaining the facility's landscaping. More than eight million nutritious meals are prepared in the food preparation facility each year, enough to feed all of the inmates in the County detention system. The average cost per meal is \$1.13. Inmate workers are required to wear hairnets and plastic gloves to meet safe food handling standards. They also undergo health screening prior to being accepted in the food preparation program. Bakery training was recently added and the Grand Jury was impressed by the attractive and tasty baked goods being produced which are served to the staff. Laundry for most of the County detention facilities is done at East Mesa; some 8,000 – 10,000 pounds of laundry is processed each day. The food preparation and laundry services result in a significant cost savings for the County.

Inmate training for the print shop is conducted by faculty from the Grossmont Union High School District. Inmates are trained in press operations, silk screening, and engraving. These are desirable work assignments, and inmates work hard to get and keep them. The shop produces printed materials for the County and also contracts work for outside non-profit groups. Any profit derived from these jobs goes to the inmate welfare fund.

A commissary is maintained at East Mesa where orders from inmates around the County are processed. A very strict accounting procedure is used to ensure that orders, primarily made up of snacks, are correctly filled and appropriate charges made against the inmate's personal funds account. The cost of items from the commissary are similar to or lower than those available outside the institution, and any resulting profit is placed in the inmate welfare fund.

The inmate welfare fund is used for items needed in the detention facilities operated by the Sheriff's Department. After approval by the Inmate Welfare Committee, money from the inmate welfare fund was used to buy replacement industrial washing machines last year, and two new

printing machines were recently purchased for the print shop. These purchases make vocational training available for the inmates, in addition to reducing detention facility operating costs.

In addition to its change in mission, another major transformation is currently taking place at East Mesa: Construction of facilities to house an additional 400 inmates is in progress. The construction is expected to be completed by May 2014. In addition to the new housing modules, four badly needed classrooms are being added to supplement the five classrooms that already exist. This will support the current class offerings and provide space for a wider range of offerings, including computer skills and other technology courses. Space will also be available to add ten additional corrections counselors, bringing the total number of counselors up to 18.

GEORGE BAILEY DETENTION FACILITY

The 2013-2014 Grand Jury visited the George Bailey Detention Facility (GBDF) on August 30, 2013. The commander of the facility and his staff provided information during a briefing at the beginning of our inspection. The GBDF staff was very impressive, highly professional, well-trained and very candid about their operations; they were perfectly willing to show anything the Grand Jury wanted to see. Also in attendance was the manager of the adjacent Facility 8 custody unit. The visit was well-balanced, with a look at administratively segregated modules, the regular modules, and the medical ward. Overall the Grand Jury found the facility to be clean, well-maintained, and operating efficiently.

The Sheriff's Department operates GBDF as one of three adult detention facilities in the East Mesa Detention Complex. GBDF shares the complex with East Mesa Reentry Facility (EMRF) and the Facility 8 Detention Facility. A Probation Department facility, East Mesa Juvenile Detention Facility (EMJDF), and Donovan State Prison are also located on the East Mesa site.

GBDF, opened in 1991, is the largest detention facility in the County and is a maximum-security facility. It houses male inmates considered to pose high risks for violence, escape, or other serious threats. GBDF operates under a Facility Commander with a sworn staff of 172. Staff can observe all areas of the facility using existing surveillance video equipment. However, the equipment is antiquated and produces very fuzzy images. The current system also lacks the touch screen enlargement/zoom capabilities found in more modern equipment. The recordings can be maintained for a two year period or longer, but the image quality is so poor that without significant quality enhancement it is impossible to look at unfolding events such as a fight and identify the participants.

GBDF has a Board and State of Community Corrections (BSCC) rated capacity of 1,380 inmates. Since AB 109 went into effect, the average daily population has increased by 76 inmates from 1,604 to 1,680, with the longest serving inmate having a 2,031-day sentence. Prior to AB 109, the longest sentence being served at GBDF was 365 days. The average stay of an inmate is 74 days for those sentenced and 5.4 days for those being held pending trial. At the time of our visit other pertinent facts included:

Number of identified gang members: ⁵	520
Number of inmates in Immigration & Customs Enforcement (ICE) violations:	67
Number of inmates in protective custody:	334
Number of attempted suicides/successful suicides:	5/0

Inmates in each section are allowed 30 minutes in the day room for meals. Two inmate workers from each section hand out the meals and clean up afterward. Shower time is limited. Inmates who are trained as barbers provide haircuts for other inmates. Visiting rooms are adequate for both inmates' families and professional visitors. Closed circuit television is available for conferencing between inmates and attorneys.

The clinic has a 24-bed infirmary and negative pressure rooms for contagious disease isolation. Recently installed equipment allows for dental and medical evaluations that, in the past, would have required transport to the San Diego Central Jail. Vaccinations, HIV testing, mental health and emergency care are available 24/7. Routine mental health care is offered eight hours per day. Dental care is provided on Mondays for eight hours. The facility subcontracts medical care to UCSD Medical Center and an orthopedic doctor is available monthly. Medical/ psychiatric staff is regularly scheduled and readily available.

With the exception of a spike in 2011, when there were four inmate deaths (by all causes) at GBDF, the number of deaths over the period 2009 to 2013 has remained very low.

Inmate disciplinary actions are usually handled with a hearing and, if warranted, loss of canteen and/or phone privileges, and/or possible lockdown for 23 hours a day. GBDF has what they described as a forward-looking policy vis-à-vis rewards to encourage good behavior: Privileges are given up front, and inmates lose them if they misbehave.

With the impact of AB 109, GBDF has had to reorganize its inmate housing so as to maximize the use of available beds, while considering the classification of each individual inmate. Generally inmates are not segregated by groups such as race or gangs and are left to sort things out among themselves. At the time of our visit, there were approximately 520 gang members who are closely monitored as the result of the co-mingling of the inmate population.

The facility has an orientation video for all prisoners which, among other things, announces the availability of educational programs to obtain a GED, and training in areas such as the culinary arts, construction, landscaping, and English as a Second Language (ESL).

GBDF staff is reviewing their in-house educational programs with the intent of helping provide realistic job prospects for newly released inmates. They are hoping to forge relationships between prison officials and local companies in an effort to convince businesses to take a chance on hiring newly released inmates. Some "felony friendly" hiring entities have already been identified. GBDF provides this information to inmates upon discharge. If successful, this could contribute to reducing the high recidivism rate the County and State are experiencing. GBDF

⁵ San Diego County Sheriff's Fact Sheets prepared for use of the Grand Jury.

staff also refers inmates being released to the 211 telephone information program which can help them in all areas of need including housing, training, and mental health.

FACTS AND FINDINGS

Fact: GBDF has antiquated video surveillance equipment that allows staff to monitor all areas of the facility but produces very fuzzy images and lacks modern capabilities such as touch screens.

Finding 01: There is an urgent need for updated video surveillance equipment at GBDF to support staff's efforts to monitor the activities occurring at this maximum security detention facility.

RECOMMENDATIONS

The 2013-2014 San Diego County Grand Jury recommends the San Diego County Sheriff:

14-62: Update digital surveillance system with modern performance features and improved image quality.

VISTA DETENTION FACILITY

The Grand Jury visited the Vista Detention Facility (VDF) on September 27, 2013. The detention facility opened in 1978. It is the second oldest jail in the County. VDF was built so that it is physically connected to the Vista Superior Courts. This proximity to the courts simplifies transportation of those in jail awaiting trial.

VDF has a court ordered (BSCC) capacity of 825 inmates. The facility's average daily population is 811. The average length of sentence has remained fairly constant following the implementation of AB109 (74 days vs. 70 days). The average length of stay for pre-trial inmates is 8.5 days. VDF now houses inmates with sentences longer than 365 days, the pre-realignment standard; the longest sentence currently being served there under AB 109 is 1,476 days.

The primary receiving facility for all North County arrests, VDF houses male inmates of all classification levels. VDF averages 24,000 bookings a year of both adult males and females. Once female inmates finish their booking process they are immediately transported to the San Diego Women's Detention and Reentry Facility (formerly known as Las Colinas Detention Center).

The inmate population at the time of our visit included:⁶

Documented gang members	222
Inmates on Immigration and Customs Enforcement	34
Inmates in protective custody and administrative segregation	194

The Grand Jury noted that there had been nine attempted suicides and two successful suicides at VDF in the six months prior to our visit. This relatively high number was attributed to inmates

⁶ San Diego County Sheriff's Fact Sheets prepared for use of the Grand Jury.

being distraught upon entering the penal system for the first time, the severity of the criminal charges pending, or inmates still under the influence of drugs or alcohol. Alcohol and drug counseling services are also available to the inmates.

The interior and exterior of the facility were in satisfactory condition. All of the security cameras were connected to recording devices, and the recordings are retained for approximately two years. Rules and regulations are fully explained to inmates upon arrival, and are prominently posted in both English and Spanish throughout the facility.

Inmates being booked are medically screened prior to leaving the intake area to prevent the spread of communicable diseases such as tuberculosis and MRSA, and to identify inmates needing mental health services. Inmates who are HIV positive or have any other urgent medical needs are transferred to San Diego Central Jail for treatment.

VDF recently underwent a renovation that enlarged the kitchen storage areas and increased the work area. They have old equipment that appears to be working well. Freezers and refrigerators all meet the regulatory standards for food temperatures. Qualified teachers who use video tapes and DVDs for training purposes supervise classes for inmates working in the kitchen. Inmates are tested upon completion of the course, allowing them to earn certificates that will assist them in obtaining employment upon release.

Inmates are aware that authorities screen their mail at this and other County detention facilities. The facility provides postage for indigent inmates. Currently, the only type of mail that inmates can send or receive is post cards, which is consistent with other detention facilities in the County. The only exception is communication between attorney and inmate which can still take the form of a letter. When sending mail to their attorney or other professionals such as clergy or judges, inmates prepare their letter and a deputy seals the envelope.

A special veterans' unit is currently being planned for VDF. Inmates in the County jail system who are veterans will be eligible to be housed in this unit. Planned in coordination with the Veteran's Administration, special services specific to the veterans' needs will be offered.

VDF has 24-hour medical staff coverage. Inmates who are in need of medical, dental, vision, and mental health assistance must sign up for sick call. A physician is available six days a week. A dentist is available the second and fourth Wednesday of each month. A psychiatrist is available seven days a week. VDF contracts with Tri-City Hospital and Palomar Hospital, with UCSD Medical Center as a backup for some professional services. There are 22 RNs, 13 LVNs and one LMHC (Licensed Mental Health Clinician), four office assistants and one medical records clerk. All nurses and medical staff are licensed.

Medication is stored under lock and key. A licensed nurse dispenses all medication. Inmate medication is accounted for and only given by physician's order. Electronic medical records are used to document healthcare for inmates. There are five isolation rooms for respiratory and other infectious diseases, 27 medical observation beds and two treatment rooms. VDF has a voluntary flu vaccination program.

Although the average length of stay is fairly short, VDF offers some educational and reentry services to inmates. A lending library with books in both English and Spanish is available to the inmates. Inmates who qualify are transferred to the East Mesa Reentry Facility prior to their release where a broader range of educational and reentry services are available.

The VDF Mental Health clinician works with various community agencies to assist in the placement of inmates with mental health or psychiatric issues. If placement is not identified prior to release and the inmate has severe mental health issues they may be taken to County mental health or any local emergency hospital.

The educational and counseling programs available to inmates at VDF and most of the other County adult detention facilities include:

- Adult Basic Education (GED preparation)
- Narcotics Anonymous
- Alcoholics Anonymous
- HIV/AIDS awareness
- Thinking For A Change cognitive skills curriculum

These programs are being reviewed by the Sheriff's staff and enhanced where space and staff are available, coordinated through the newly-created Reentry Services Division of the Sheriff's Department.

CHULA VISTA CITY JAIL

Members of the 2013-2014 San Diego County Grand Jury visited facilities operated by the Chula Vista Police Department on November 22, 2013. The purpose of the visit was two-fold: 1) To review juvenile holding and transportation documents on file, along with a physical review of the areas utilized for that purpose, and 2) To tour the Chula Vista City Jail (CVCJ), which at this time is the only city-operated detention facility in the County of San Diego. All other municipal police departments in the County utilize the County Sheriff's booking/intake/detention facilities. The Chula Vista facility is current and compliant with all required state, county and city inspections.

The jail facility was constructed in 2004 and is rated as a Type I facility by the Board and State of Community Corrections (BSCC). It has a rated capacity of 46, with an average population of 44 inmates.

The City of Chula Vista has a contract program with the U.S. Marshal's Service to house up to 44 federal female inmates. Typical length of stay for these inmates is less than one year. The contract results in approximately \$1.7 million in revenue to the City of Chula Vista from the U.S. Marshal's Service. While rated a Type I facility, the jail effectively and efficiently operates as a Type II facility because of its longer term contract inmates. It has a rated capacity of 46, with an average population of 44 inmates.

Males and females arrested by the Chula Vista Police Department are rarely held more than a few hours; they are transported to the appropriate County jail facility by a private company under contract to the city.

The federal inmates, all female, do not work within the facility. They have access to the day room and other inmates nine hours a day. Visitation is available seven days a week. They participate in English classes or spend time with other inmates at will. TV and exercise equipment is available. A laundry room is also available for their use.

The federal inmates' basic medical needs are met by CVCJ health care personnel and on duty service officer personnel. The Marshal's Service screens the female inmates prior to their placement at CVCJ, and handles all unexpected or special medical services for each of the inmates.

Food service is provided under contract by a private vendor who provides two hot meals daily using menus approved for a Type II facility. The service meets or exceeds the requirements for the facility. Frozen meals and other components are delivered weekly to the facility. The CVCJ service personnel prepare the food in the kitchen area and serve it to the inmates. Special dietary requirements are met as needed. A commissary list was recently added which provides the women a variety of personal items to purchase.

Overall, the Chula Vista City Jail is an efficient and positive operational asset to the City of Chula Vista.

Grand Jury members reviewed the procedures utilized at CVCJ for holding and transporting juveniles. The jurors found all the detention logs and procedure/policy information current, in addition to all required inspections by various agencies and commissions. The current standard Juvenile Justice and Delinquency Prevention Act Compliance report was reviewed by CSA as it applies to the detention of juveniles by Chula Vista Police within the facility. No violations were identified by CSA.

DESCANSO FACILITY (NON-OPERATIONAL)

On December 18, 2013, Grand Jury members took the opportunity to visit the non-operational County of San Diego property located on Campbell Ranch Road in Descanso, near Alpine. It was originally operated as a World War II Japanese internment camp. After World War II, it served as a Probation Department camp until 1980. After closure of the probation camp, the Descanso facility was operated by the County Sheriff as a detention facility for adult males from 1980 until 2009.

Due to its location in the east part of the county, it operated with well water from onsite wells and utilized a small wastewater treatment system, all of which still remain, although in a state of disrepair. All useful equipment and hardware were removed at the time of closure in 2009. Minimal site caretaking is now being provided by the County of San Diego General Services Facilities Management.

The most recent assessment of the property and its structures came as the result of an inspection requested by the Sheriff's Department in November 2006. It was completed under contract with a project management consultant through the Department of General Services.⁷ The report related that the majority of the 35 buildings on site are 40-plus years old. Several of the structures had been remodeled over the years while under the auspices of the Sheriff's Department. The purpose of the survey was to determine through assessment and visual inspection the physical condition of the facility by identification of capital repair deficiencies. This resulted in a list of deficiencies with recommendations, cost estimates and other useful information as to the potential continued utilization of the facility.

The property is near an Interstate Highway 8 off-ramp, and is approximately 35 miles from downtown San Diego. The Grand Jury concluded that with remodeling, the property is potentially suited for continued use as a detention facility within the Sheriff's Department or the Probation Department. The location is also closer to San Diego than two juvenile detention facilities currently being used and is more accessible to family members who may be visiting individuals detained there, whether adult or juvenile.

The most likely future utilization of the facility site could be for consolidating existing detention facilities currently in use which are in need of remodeling as the result of age and extended use by a variety of tenants. A current assessment of the location and functional utilization of the site by the controlling department (Sheriff or Probation) and the corresponding budget from which funds can be utilized for the detention facility consolidation and rebuilding effort would be very useful.

Such an evaluation would allow projections to be made at the site regarding its possible future role in a beneficial strategy of consolidating existing detention facilities, as well as designing it to accommodate a variety of uses to maximize its utilization within the County of San Diego detention facility system, whether it is operated by the Sheriff's Department or the Probation Department.

FACTS AND FINDINGS

Fact: The Descanso facility is very old and needs to be remodeled/rebuilt in order to be useful and provide the basic water and sanitation needs for tenants.

Finding 01: The facility's accessible location and potential utilization, upon rebuilding, could be very useful in the consolidation and closing of two existing Probation Department juvenile facilities in the east county area.

RECOMMENDATION

The 2013/2014 San Diego County Grand Jury recommends the San Diego County Board of Supervisors:

⁷ County of San Diego Sheriff – 2007 Facility Condition Survey, Descanso Detention Facility.

14-63: Direct the Probation Department to undertake a feasibility study into the utilization of the Descanso property as a consolidation site for closure of two existing east county juvenile probation sites.

JUVENILE DETENTION FACILITIES VISITED

The five juvenile detention facilities in San Diego County are operated by the San Diego County Probation Department. Youths as young as eight years old have been detained there but the typical age of juvenile offenders held in the facilities is 13 – 18. The juvenile facilities are less formidable than the adult facilities, but detainees must follow strict procedures and obey disciplinary rules. All must attend school five days a week. Three nutritious meals plus snacks are provided every day. Basic health and dental services are provided, along with life skills training and psychological counseling as needed.

The population of the state's juvenile detention facilities has seen a steady decline over the past five years, according to a report published by the Criminal Justice Research Division of SANDAG.⁸ The decline statewide went from 53.1 arrests per 1,000 population in 2008 to 30.8 per 1,000 in 2012. No county-by-county statistics were available, but anecdotal evidence suggests that this also reflects San Diego County's experience. The report referenced did not offer any hypothesis as to why this is happening, but it is encouraging, nevertheless.

USE OF OLEORESIN CAPSICUM (OC) (PEPPER SPRAY) IN JUVENILE FACILITIES

The Probation Department has policies and procedures in place that are intended to guide the staff's actions in achieving compliance of youths assigned there to the established rules of behavior in the five juvenile detention facilities it operates. The goal is to bring diverse groups of youths together in a controlled environment without conflict. With their different backgrounds in family situations, neighborhoods, gang affiliations and peer pressure, the methods of achieving this goal are tested daily as the youths complete their sentences. The Probation Department staff provides programs based on positive reinforcement that are designed to assist the youths in replacing negative behavior with more socially acceptable alternatives.

All youths are expected to be in daily compliance with the rules. Any violation is taken very seriously and dealt with on an incident response/control basis to ensure the safety of all individuals involved, both youths and staff. In a review of the Probation Department's Use of Force policies, it is noted that one authorized option is the use of the non-lethal spray, Oleoresin Capsicum (OC), more commonly known as pepper spray.

The policies and procedures manual of the department sets forth the authorization and conditions of use by staff members trained in the application of the spray. Conditions where staff intervention is required occur frequently. Most of the incidents do not result in the application of

⁸ *Arrests 2012: Law Enforcement Response to Crime in the San Diego Region*, Cynthia Burke, Ph.D., SANDAG Division Director, November 2013.

OC by staff. The conditions are assessed by the staff members involved and they react with positive actions to quell the situation, maintaining safety and control without major injury. The “COVER” command requires all youths to assume a certain position in place, and to cease all contact and conversation until verbally released by staff. The “COVER – OC” command announces the staff’s intent to apply the spray, and will normally bring compliance by the youths without any spray being applied.

If individual youths involved in physical contact fail to respond to the command, the staff may apply a short burst of OC spray to the facial areas of those involved. However, if conditions are not clear, for instance if the area is a closed location or overspray is possible, the staff member is not allowed to use the spray. In that case, hands-on physical contact is used to control and bring the youths into compliance with staff’s commands. The purpose for using the spray is to limit physical contact with the youths and bring them into compliance with rules or commands given.

The Grand Jury reviewed reports filed as the result of numerous incidents of conflict that have occurred in County juvenile detention facilities involving verbal, physical and/or OC responses by staff. The number of reported incidents has been decreasing over the past two years. Adherence to policies and procedures is strict, with management review of every incident involving physical contact and/or the use of OC. Training and retraining issues are noted for staff members involved, as well as a documented procedure for decontamination if the situation required the use of OC spray. The Grand Jury found no incidents of excessive use of OC, and no violations of existing policies in any of the reported incidents. In general, the staff’s use of OC was in keeping with the intent to limit the physical contact required to bring control to the situation.

There are varying opinions on the appropriateness of using OC in juvenile facilities. However, the application of a non-lethal spray to establish control with minor discomfort to the individual is the preferred method to avoid physical contact and possible injury.

EAST MESA JUVENILE DETENTION FACILITY

The Grand Jury visited the East Mesa Juvenile Detention Facility (EMJDF) on October 18, 2013. One of the newer detention facilities in the County, EMJDF was built in 2004, is in excellent condition and has a staff of 121. It is located in the Otay Mesa area near the Mexican border amid several adult detention facilities. Its capacity is rated at 290 by the Correctional Standards Authority, and there was a population of 175 on the day of the Grand Jury’s visit. Only males ages 12 – 20 are housed at EMJDF. The staff-to-inmate ratio at EMJDF is 30:185. By way of contrast, the staff-to-inmate ratio at the nearby adult male detention facility is 30:1600.

EMJDF has seven self-contained housing units with attached recreation areas in use. One or two youths live in separate rooms containing beds, a toilet, a sink and a drinking fountain. Each housing unit has a shower area and a central common area utilized for meetings, meals and indoor recreation. Housing assignments are made according to personal and custodial needs. Each unit has a lower level of rooms and an upper level of rooms. Television is irregular and most of the viewing consists of sports activities. No news programs are viewed and no magazines or newspapers are permitted.

The units range from one which is designated as the Youthful Offender Unit (YOU), to one which houses older, more serious offenders. YOU detainees typically spend nine months at EMJDF, but the average stay for all inmates is about 60 days. Rather than serving a specified period of time (sentence) at EMJDF, detainees are required to complete assigned personal improvement programs which, when completed, will qualify them for release or transfer to what is considered a more desirable facility such as a camp.

There are 240 surveillance cameras which are monitored 24 hours a day by personnel in the control room. This location is a “lockdown” facility on 25.7 acres. Every door is controlled. Closed circuit televisions monitor the entire facility. There are two surveillance cameras in several of the rooms in each housing unit in each “pod.” The rooms with cameras are normally reserved for youths with possible seizure disorders or those who might cause harm to themselves.

Education at EMJDF is provided by the San Diego County Office of Education, and consists of a continuum of educational offerings based on an established curriculum and the needs of the individual students. There are two 20-student classrooms per housing unit. Currently 14 teachers are providing classes in four core subjects, and the new Common Core curriculum is being implemented. Four special education teachers provide training for detainees as needed. Detainees have some access to technology, which is in the process of being expanded. School attendance is mandatory from 8:00 a.m. to 2:00 p.m. on Monday through Friday. Classroom training is followed by meetings with individual counselors.

Some occupational training is available, primarily in kitchen work, horticulture, and laundry operations where the detainees can gain experience, skills and in some cases, a certificate which will assist in obtaining employment in the future.

Religious visitation occurs on a regularly scheduled basis or as requested. Sick slips and complaint forms are provided and can be put in a sealed box. There is a small library which is utilized for the most part by individual requests. There are some books on shelves in the day rooms/lunch rooms.

Training is also offered in life skills that are needed to successfully reenter mainstream society:

- Gang intervention and personal character development
- Substance abuse counseling
- Independent living skills
- Anger management
- Literacy programs
- Personal health education
- Victim awareness.

Currently there is increased emphasis on preventing sexual harassment and/or sexual assaults as required by the Prison Rape Elimination Act (PREA) of 2003. Provisions are in place to make reporting such incidents easy and non-threatening. A general grievance procedure is also in place and easily available to the youths.

EMJDF provides 24-hour medical and mental health services. Almost one-quarter of the youths have been on psychotropic medications for a year or more. Three psychiatrists are on site four days a week, and a full range of medical and dental services are available.

Approximately 35 percent of the detainees are gang members. No effort is made to segregate the youths according to gang affiliation or ethnic background. Instead, staff endeavors to keep a balance in each housing unit. According to Probation Department staff, the recidivism rate for this population is 30 per cent.

Three well-balanced, nutritious meals are served each day plus a snack at bed time. The food is prepared in the nearby food processing facility, quick chilled and then transported to EMJDF for reheating and serving.

Although there are regular visiting hours and parents are encouraged to visit, relatively few of them do. This is because of the distance and remote location of the facility, the fact that no public transportation is available, and possibly the immigration status of the parents.

KEARNY MESA JUVENILE DETENTION FACILITY

The Grand Jury visited the Kearny Mesa Juvenile Detention Facility (KMJDF) on October 4, 2013. It is a facility for males with a capacity of 359. The average daily population over the last year has been 218. There are 162 sworn deputies and 57 civilian staff at KMJDF. Co-located with KMJDF is the Kearny Mesa Girls' Rehabilitation Facility for young female detainees which will be discussed separately.

KMJDF is the primary booking location for juveniles and provides short-term detention with an average stay of 21 – 26 days. Juveniles with longer sentences are generally transferred to one of the other juvenile detention facilities in the County, and those with short sentences can be released to a Probation Officer until they are 21. They can only remain in physical custody at this facility until they are 18. Youths as young as eight years old have been held at KMJDF.

There is a major emphasis at KMJDF on a program established under the National Prison Rape Elimination Act (PREA). This program requires extensive documentation of any potential rape incident which must be reported to both the State of California and the federal government. In the three years since its implementation at KMJDF, only one serious sexual assault incident has been reported.

School attendance is mandatory at the Sarah Anthony School which is located on site. Course offerings provided by the San Diego County Office of Education are designed to complete requirements for high school graduation. Classes are held from 8:00 a.m. to 2:00 p.m., five days a week. Some youths are currently enrolled in online courses at a local community college.

Medical, dental and mental health care is provided by private contractors and some County employees. A psychiatrist employed by San Diego County makes regular visits to the facility. A double-wide trailer has been moved onto the site to provide additional space for individual

counseling. Experience has shown that keeping the youths engaged in positive activities such as education and recreation is the best way to have a calm, safe environment.

When the Grand Jury visited the Kearny Mesa juvenile facility in October 2013, the review omitted the three girl's units at the complex. As of February 19, 2014, the girls' Youthful Offender Unit (YOU) located in Unit 70 housed 13 girls. Units 700 and 900 housed an additional 42 girls. The San Diego County Office of Education runs the educational programs in the girls' units as it does in the boys' units under the Sarah Anthony School within the Kearny Mesa facility.

Built in 1954, the physical plant at KMJDF is showing its age and appears to be in need of additional maintenance. For instance, one hallway water fountain was barely attached to the wall and in danger of falling, representing a safety hazard. Although the interior spaces appeared clean and freshly painted, the exterior of the buildings was not. Peeling paint was visible in many locations. The surface of the recreation area has been newly restored, removing the safety hazard noted by the 2011-2012 Grand Jury.

FACTS AND FINDINGS

Fact: The exterior walls of the facility are characterized by peeling paint.

Finding 01: The exterior walls of the facility need additional maintenance

Fact: A water fountain attached to an interior wall is in danger of falling.

Finding 02: Additional attention needs to be given to maintenance needs of the interior rooms.

RECOMMENDATIONS:

The 2013/2014 San Diego County Grand Jury recommends that the San Diego County Probation Department:

14-64: Provide additional maintenance to the exterior of the facility, including repainting the walls.

14-65: Provide needed maintenance to the interior of the facility, including repairing wall-mounted water fountain.

KEARNY MESA GIRLS REHABILITATION FACILITY

The Grand Jury visited the Kearny Mesa Girls Rehabilitation Facility (GRF) on October 4, 2013. Co-located with the Kearny Mesa Juvenile Detention Facility for boys this all-girls facility is quite different from the boys facility. It is so-called "camp" style housing, with the girls living in multiple-bed dormitories without locked doors. Unfortunately, there is no real camp facility such as Camp Barrett available for females. GRF has a maximum capacity of 50, with a population of 26 on the day of the Grand Jury's visit.

Low-level to medium-level offenders are assigned to GRF. There are 20 sworn staff and three civilian staff members, enabling facility management to maintain a staffing ratio of one probation officer to ten youths during the daytime hours, and one officer per 30 youths at night. Incoming females are allowed three telephone calls (family, school, and employer) and one call per week after booking. They are allowed in the outside recreation area for three hours on week days, and five hours on the weekends.

All detainees are required to attend school five days a week, with classes provided by San Diego County Education Department employees who serve as teachers and tutors. A wide range of academic and self-help classes are offered.

Under California Title 15, every inmate must be visually checked every 15 minutes. In spite of this precaution, one suicide recently occurred at GRF, prompting a detailed review of policies and procedures currently in place to prevent such tragedies. There is a sincere effort on the part of the staff to keep the youths safe and secure, and prepare them to be a contributing member of society upon their release.

RANCHO DEL CAMPO JUVENILE RANCH FACILITY

Rancho del Campo Juvenile Ranch Facility (RDC) is a minimum security facility for boys ranging in age from 13 to 18. There are no perimeter fences, nor any surveillance cameras at the site. RDC has a staff of 63 sworn Probation Department officers and four support staff. Medical and counseling services are provided by a registered nurse and a psychologist who are on site every day. A doctor visits the ranch once a week. Rancho del Campo has a maximum capacity of 250 if all five dorms are open; however, two dorms are currently closed. The three open dorms have a capacity of 135 and had a population of 106 on the day of the Grand Jury's visit, November 15, 2013.

Remotely located in the mountains of East San Diego County near the Mexican border, most of the RDC buildings were constructed in the 1940's and have historic significance as the former home of the Buffalo Soldiers and housing for Italian prisoners during World War II. This historical designation severely restricts the types of repairs and improvements that can be made there. For instance, the outside walls of most of the buildings are covered with a ragged assortment of asbestos tiles which cannot be replaced because of the historical designation of the site and also the known health hazards associated with handling asbestos. An annual asbestos audit is performed at the facility to ensure that residents are not exposed to unhealthy levels of asbestos.

Although the buildings are dilapidated in appearance, they were in clean and orderly condition otherwise, with the exception of extensive tagging of the windows in the dining hall. Requests for funds to replace the windows have been made in the past several years' budget requests, but to date no funds have been made available.

The facility staff has plans to improve both the living conditions and the security of the camp when budgets allow. This would include installing privacy partitions in the showers in each dorm to replace the shower curtains currently being used, repaving the basketball courts and road

ways in the camp, and installing both internal and external security cameras and a camp-wide communications alert system. Up to the date of our visit, there had been seven escapes in 2013.

The youths serve sentences established by the court. Rewards in the form of a one day shortening of sentences ("kicks") are given for good behavior and achievements such as making the honor roll in school, taking on a leadership position in the dorm and other positive behaviors. On the other hand, youths can lose points through corrective actions taken by the staff ("markdowns") based on the youths' behavior and attitude. Too many markdowns in a day are considered a "failure of the day" and the youth will not be given credit for that day against his sentence.

According to facility staff, a high percentage of the youths have drug and alcohol problems which must be addressed. RDC has a robust substance abuse program operated by Phoenix House, a private non-profit organization, under the supervision of the San Diego County Probation Department. A full range of educational services are provided by the San Diego County Office of Education, including special education (IEP) services. All detainees must attend school five days a week, and if they do not receive their GED or high school diploma prior to their release, are required to attend community schools to complete their education.

Behavior modification programs and workforce preparation training are also offered in an attempt to prevent recidivism. The philosophy behind these programs is to train youths in techniques and skills that will allow them to transition from the detention system to a positive place in the community upon release.

Although the camp's remote location has some disadvantages such as making visitation by families difficult, it provides a positive living environment and the structure that these young men need in their lives. The Grand Jury compliments the staff at RDC for the excellent assistance and encouragement they give to the youths in their charge.

FACTS AND FINDINGS

Fact: The windows of the dining hall are covered with tagging etched into the glass.

Finding 01: Tagging, especially gang-related tagging, is a negative influence.

Fact: Showers are currently screened by shower curtains which do not provide privacy.

Finding 02: Additional privacy would be provided by installation of privacy partitions in the showers.

Fact: There are no internal or external security cameras on the site.

Finding 03: Security cameras would make the site more secure and reduce the number of escapes.

RECOMMENDATIONS

The 2013/2014 San Diego County Grand Jury recommends that the San Diego County Probation Department:

- 14-66: Replace windows that have been marked with tagging.**
- 14-67: Install privacy partitions in the showers.**
- 14-68: Install both internal and external video surveillance cameras with lengthy capture and review capabilities.**

CAMP BARRETT JUVENILE FACILITY

The Grand Jury visited Camp Barrett on November 1, 2013. This facility is located in the rural community of Alpine near Descanso. Camp Barrett provides an option to Juvenile Court for seriously delinquent males, ages 16.5 to 21 years of age. On the day of the Grand Jury's visit there were 109 youths being housed there. The camp has a maximum capacity of 134 youths, and the current director of the camp had been on the job for just six months.

With the exception of the classrooms which were added after the initial construction, the facility is more than forty years old. Despite their age, the buildings appeared to be in good condition with a few spots of peeling paint. The classrooms were clean and neat and free of any obvious graffiti. Most of the visible graffiti was due to scratches on the windows and desks. Staff members explained that the youths use rocks from the yard and screws taken from chairs and desks to scratch the surfaces. The staff is now gluing the screws into the chairs and desks as a deterrent. The grounds were very neat and clean with the exception of the small brick planters. Many bricks were loose and broken. These represent a trip hazard and could be utilized as weapons.

Housing is dormitory style, with bunk beds lining the walls. Each dorm has a probation officer on duty, with showers and toilets located behind the officer's desk. The showers are old and some of the tiles were cracked or missing. Staff members mentioned plans to have partitions installed in the showers to provide more privacy for the youths. Currently, the individual showers are separated only by curtains. The dormitory rooms were neat and clean. Visitors are only allowed on Sundays. Exceptions can be made if cleared through the Director's office in advance. Visitors are limited to parents, grandparents and legal guardians. Appointments must be made for all visits.

The San Diego County Office of Education oversees the educational program at Camp Barrett. There are nine credentialed teachers, two of whom are special education instructors. The ratio of teacher to students is about 1:13. Youths attend school five days a week year round. Youths can work toward a GED, high school diploma, or take online college courses. They can also participate in the courses for culinary arts, horticulture, construction/building skills, graphic arts and fire science. (The fire science program was recently reinstated at Camp Barrett after having been cut due to budgetary constraints.) The building/construction skills class is located in an extremely small shop, allowing only about five people to move around comfortably at one time. The kitchen where all the food preparation for the camp takes place was neat and clean.

Thirty youths have Individualized Education Programs (IEPs) that have followed them from their previous schools. The IEP youths are mainstreamed with the rest of the students with the two special education teachers coming into classrooms to help with those programs.

Youths must complete a demanding, structured program at Camp Barrett in order to increase the likelihood of successful reentry into the community. The program includes the following:

- Aggression Replacement Training
- Social Tolerance/Gang Awareness
- Character Counts
- Thinking for a Change
- Teen Relationship Violence (TRV)
- Horticulture and Culinary Arts ROP Programs
- Work Readiness
- Parenting Class

A very successful Work Readiness Program has been launched at Camp Barrett. Since January 2013, four eight-week classes had been completed, and a fifth was underway at the time of our visit. During these classes, young men aged 16 – 19 learn how to structure their short- and long-term career goals, how to fill out a job application and write a resume. They are made aware of the resources that are available to them in the community, are taught the practical skills of interviewing, and how to keep a job once they have one. This training provides an excellent means for a successful transition into the community.

As measured by pre- and post-program testing, the students become significantly more confident that they are competent in a particular job skill and are good candidates for a job. Among the first 174 youths to complete the program, 82 have already found employment, according to Camp Barrett staff. The staff has identified more than 30 employers willing to work with the students. They include some major retail corporations, large hospitality industry companies, and a laborers apprenticeship program, among others.

Health care is provided by an outside contractor. Youths are seen on the same day they file a health issue request with the staff. Dental care is provided on Fridays. Mental health services are provided on site with the exception of psychiatric care being available only through a SKYPE-type on-line program.

The remote location of the camp does not facilitate visitation by parents. This might be addressed by enhancing the SKYPE-type contact to involve parents who cannot physically visit on site.

FACTS AND FINDINGS

Fact: Some of the tiles in the showers are cracked or missing.

Finding 01: The broken/missing tiles represent a health and safety hazard.

Fact: There are broken and loose bricks in the facility's landscaped area.

Finding 02: Broken and loose bricks represent a safety hazard and could be used as weapons.

Fact: Psychiatric care is available only via an internet communication application.

Finding 03: Face-to-face interactions between the psychiatrist and the youths would be more beneficial for those with severe mental issues.

Fact: The camp is in a remote location.

Fact: There is limited visitation to the camp by parents.

Finding 04: The physical location of the camp, along with the legal status of some parents, limits the visitation to the youth housed there.

RECOMMENDATIONS

The 2013/2014 San Diego County Grand Jury recommends that the San Diego County Probation Department:

14-69: Refurbish or replace the tiles in the shower facilities.

14-70: Replace or remove broken and loose bricks.

14-71: Arrange to have psychiatric appointments in person.

14-72: Explore the practicality of providing SKYPE-type contacts between the youths housed there and their parents.

JUVENILES IN CUSTODY IN TEMPORARY HOLDING FACILITIES

During its term, the 2013-2014 San Diego County Grand Jury reviewed the temporary holding facilities operated by local municipalities and their law enforcement agencies. The focus was primarily on juveniles in custody as to their care and movement within the facilities pursuant to California code guidelines. Also reviewed were inspection reports by the State Corrections Standards Authority as well as county and municipal records at the facilities visited.

The municipal law enforcement agencies that were the subjects of our visits were without exception very professional and extremely caring in their treatment of juveniles in their custody. They are to be commended for their handling of juveniles in difficult situations and ensuring that due process is applied according to existing laws. The Grand Jury found the professionalism and dedication of those officers and agencies reviewed met the highest standards under the law involving juveniles in custody, and commends them for their performance. These efforts are yet another example of the County law enforcement community delivering exemplary professional services in support of the quality of life within the county.

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 Penal Code §933.05 are required from:

Responding Agency	Recommendations	Due Date
San Diego County Sheriff	14-61, 14-62	07/18/14

San Diego County Board of Supervisors 14-63

08/18/14

San Diego County Probation Department 14-64 through 14-72

08/18/14