

# **SAN DIEGO COUNTY ADULT DETENTION FACILITIES CONDITIONS AND MANAGEMENT**

## ***SUMMARY***

California State Penal Code Section 919(b) mandates the San Diego County Grand Jury inquire into the condition and management of the public prisons in the county.

The 2014/2015 San Diego County Grand Jury found the San Diego County Sheriff's Department detention facilities are operated by a highly professional well-trained staff. The first phase of the new Las Colinas Detention and Reentry Facility opened on August 16, 2014 and was found to be a vast improvement over the former facility, which several previous Grand Juries recommended be closed. The new Las Colinas has several innovative programs, which merit commendation.

Among the Grand Jury's significant findings were:

- The staffing needs to be equalized between experienced and inexperienced deputies throughout all jails in the system.
- Arraignments by video conferencing should be instituted at all facilities, especially intake facilities such as San Diego Central Jail, Las Colinas and Vista Detention Facility, for those charged with felonies as well as misdemeanors. In some cases this would avoid having to transport inmates to and from court.
- The Sheriff's Department has purchased four scanners, which act as a deterrent to smuggling in forbidden items, such as weapons and drugs. Despite some early problems with implementation, the use of scanners should be expanded to all facilities.
- The problem of housing inmates with severe mental health disorders is especially critical at the George F. Bailey Detention Facility. Mental Health Services Act funding for innovative solutions and programs should be explored.

## ***PROCEDURE***

The Grand Jury visited each of the seven adult detention facilities in accordance with the following schedule:

- San Diego Central Jail July 30, 2014
- South Bay Detention Facility August 22, 2014
- East Mesa Detention Facility September 5, 2014
- Las Colinas Detention and Reentry Facility September 19, 2014
- Vista Detention Facility September 26, 2014
- George F. Bailey Detention Facility October 3, 2014
- Detention Facility 8 October 3, 2014

Members of the Grand Jury reviewed or interviewed:

- Sheriff’s Department Manual of Policies and Procedures;
- Prison Rape Elimination Act 2003;
- Sheriff’s Department Website Human Resources Manual and Personnel;
- Sheriff’s Department Commissary Website;
- Sheriff’s Department Internal Documents and Reports; and
- Sheriff’s Department Internal Statistical Data.
- Sheriff’s Department Personnel and Department Contract Representatives.

**DISCUSSION**

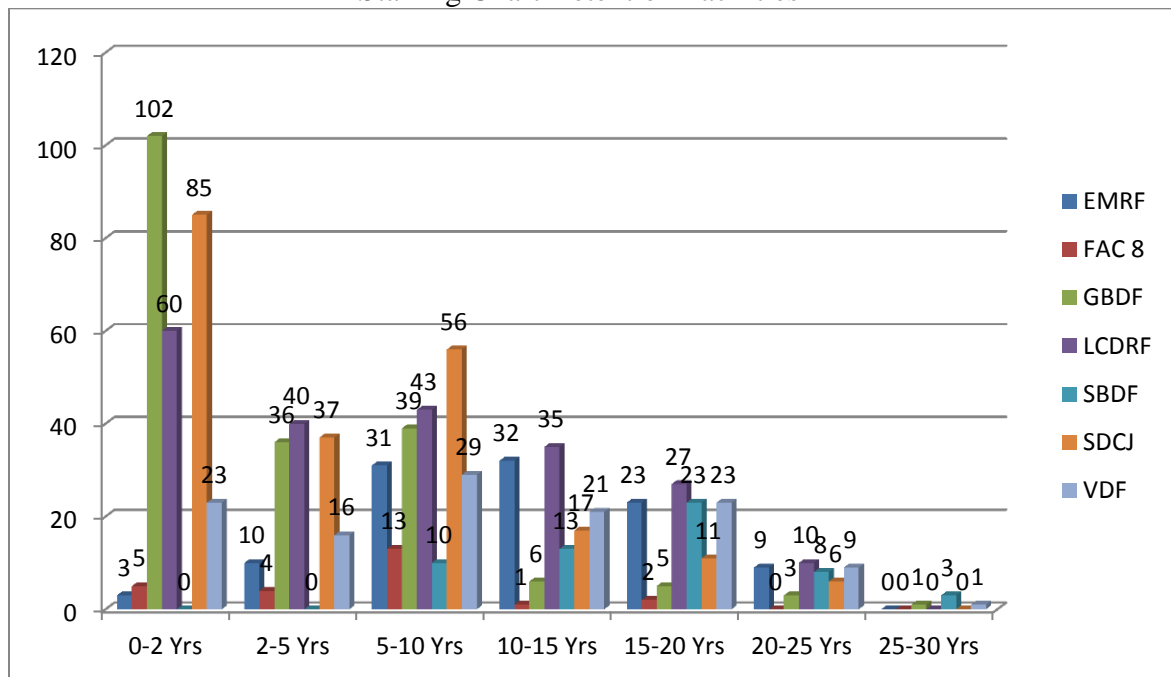
The following topics address Grand Jury concerns on issues common to all facilities.

**Staffing:** There are staff vacancies at most of the seven adult detention facilities.

An internal “special assignments” policy allows Deputies to transfer to other detention facilities. According to staff, transfers are highly desirable for career advancement. Section 3.19 of the Human Resources and Personnel policy of the Sheriff’s Department outlines the procedure for requesting a transfer between facilities. There is no language concerning a rotation policy, a system that would automatically move personnel among assignments to broaden experience.

The Grand Jury reviewed documentation that lists all detention facilities and the percentage of staff with various years of service.

Table 1  
Staffing Chart Detention Facilities<sup>1</sup>



<sup>1</sup> Staffing charts provided to Grand Jury by SD Sheriff’s Department.

53.13% of the staff at the George Baily Detention Facility has 0-2 years of service. The Central Jail is second with 40.09% of staff with 2 years or less experience.

A higher percentage of inexperienced deputies assigned to a facility with more hardened inmates may create a dangerous atmosphere. The Sheriff’s Department should equalize experience levels throughout all detention facilities in the system.

**Prison Rape Elimination Act:** The Prison Rape Elimination Act (PREA) passed by Congress in 2003 requires detention authorities to document sexual assaults and make efforts to prevent the rape of inmates. PREA provides added protection for inmates and defines prison rape as a crime. In the past most such rapes went unreported.

The Sheriff’s Department implemented PREA in December 2013, shortly after the Federal Department of Justice promulgated the rules and requirements. The act establishes procedures to be followed by detention facility personnel. The Division of Inspectional Services has a PREA Coordinator and a PREA manager.

**Scanners:** The Sheriff’s Department recently purchased and installed four scanners. The use of scanners has provided additional security to correctional institutions by deterring inmate smuggling of contraband. Training was conducted for staff deputies from each of the facilities selected for installation. Deputies must pass a written test in order to be certified for scanner operation.

**Use of Force:** The most recent report addressing the use of force within the San Diego Sheriff’s Department shows the statistics by facility.

Table2  
Use of Force Summary<sup>2</sup>

Facility	# of incidents	# of force-used events	Hand on Control	Impact Weapon	OC Spray	Less Lethal	Taser Discharged	Weapon Displayed	Chair restraint
SDCJ	427	457	303	2	68	23	27	14	4
GBDF	199	222	133	2	43	23	4	7	0
LCDF	188	199	155	0	35	3	3	1	0
VDF	123	143	87	0	14	16	13	10	1
SBDF	9	13	1	0	4	6	0	2	0
EMDF	6	7	5	0	1	0	0	0	0
Transport Detail	5	5	5	0	0	0	0	0	0
FAC 8	2	2	1	0	0	0	0	0	0

<sup>2</sup> San Diego Sheriff’s Department stats sheet provided to Grand Jury.

## ***FACTS AND FINDINGS***

**Fact:** Before experienced deputies are transferred new deputies arrive.

**Fact:** In Personnel section 3.19 Career Development for Sworn Personnel there is no mention of rotation.

**Finding 01:** The Sheriff's Department deputy detention staff has an imbalance in experience levels and facility assignments.

**Fact:** The Sheriff's Department recently purchased four scanners and trained selected staff in their use.

**Finding 02:** Scanners act as a deterrent to the smuggling of forbidden items into correctional facilities.

## ***RECOMMENDATIONS***

**The 2014/15 San Diego County Grand Jury recommends the San Diego County Sheriff's Department:**

**15-42:            Develop and implement a staff rotation policy for all detention facilities.**

**15-43:            Install scanners in all adult detention facilities.**

## **SAN DIEGO CENTRAL JAIL**

### ***DISCUSSION***

The San Diego County Central Jail (SDCJ) was constructed in 1998. It is the largest booking facility in San Diego County.

This SDCJ is the primary booking location managed by the Sheriff's Department and houses males only, including inmates who have been assessed at various risk levels. The facility has a capacity rating of 944 from the Board of State Community Corrections (BSCC). On the day of visit by the Grand Jury, the population was 903 inmates.

On average, the facility has annual intake bookings of 51,000. The facility houses all custody levels and has the largest psychiatric care division in the County. The average stay of the current population is 74.1 days for those adjudicated and 5.5 days for those awaiting sentencing. In the year 2013 the average stay of an inmate was 70 days for those adjudicated and 8.5 days for those awaiting sentencing.

**Kitchen:** Inmates assigned to the kitchen received industry level training and can be certified. The certifications are valid for two years and are accepted in commercial restaurants. These inmates spend a six-week tour working in the kitchen.

The head dietician has been employed by the County for over fourteen years and is responsible for all food in every detention facility in the jurisdiction of the Sheriff's Department.

**Inmate Modules:**

One module was occupied by inmates with medical conditions. The control station is situated overhead and overlooks the modules, giving the control deputy the ability to visually observe all modules. There is a camera system available to supplement monitoring of the activities in the dayroom and common areas. The touch system incorporates a video camera and loud speaker. Most areas in the module can be seen except the individual cells of the inmates.

The Grand Jury revisited this facility in December 2014 and observed the Pre-Arraignment module on the fourth floor. Inmates on this floor have various medical conditions. The module has a capacity of 60 inmates.

The fifth floor contains inmates that are classified as high-risk level. The sixth floor contains inmates who have mental health conditions for which they may be taking medication. The seventh floor is protective custody; some inmates need special services. The eighth holds inmates who have been placed on administrative segregation.

**Video Arraignment:**

Video arraignment is standard for inmates charged with misdemeanors. The law does not allow inmates charged with felonies to be video arraigned without their permission.

Currently, there is no practice in place for video conferencing felony arraignments. This creates a problem in that a number of deputies have to be assigned to transport inmates to the courthouse. There is an ongoing dialog with the court system and the judges to come to an agreement on this issue by the time the new courthouse is completed.

On the return visit to the facility in December 2014, the Grand Jury inspected the video area. One cell was being used for video conferencing. Three additional cells can be converted to video conferencing activity.

There is a room dedicated for Public Defenders which allows them immediate access to inmates and the courts. During our visit there was a video conference occurring. Video conferencing hook-ups could be set up with each of the three courts, El Cajon, Hall of Justice, and Vista. These facilities would be ideal locations for video conferencing.

The line-up room is large enough to accommodate a small arraignment facility, by a Superior Court Judge, court staff, defendants and their counsel.

**Scanner:** A scanner was installed in the inmate processing area. The installation was determined to be inappropriate for that location. The Sheriff's Department was

considering a process to relocate it. These deputies are responsible for training others in operating the scanner. The contractor who installed the scanner provided the training which resulted in the certification of some deputies, enabling them to train other deputies.

The Grand Jury revisited this facility in December 2014, for additional observation of the installation and operation of the scanner. The Commander said the scanner was not useful in its current location. Plans were being drafted to relocate the scanner.

**Escapes/suicides:** As of the date of the Grand Jury's visit, there was one escapee from this facility in 2014.

In calendar year 2014 there were five suicides at this facility.<sup>3</sup>

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

**Fact:** There are three cells available for camera installation and video conferencing.

**Fact:** The line-up room has ample capacity for conversion to an arraignment courtroom.

**Fact:** The line-up room has ample seating area and a small stage area for expansion.

**Finding 03:** The line-up room can be converted for use as a video conferencing room for both misdemeanor and felony arraignments when appropriate.

### ***RECOMMENDATIONS***

**The 2014/2015 San Diego County Grand Jury recommends that the San Diego County Sheriff:**

**15-44: Work with the Superior Court and the Public Defender's Office to expand the video conferencing system.**

**15-45: Convert the SDCJ "line-up" room into a small arraignment courtroom.**

## **SOUTH BAY DETENTION FACILITY**

### ***DISCUSSION***

South Bay Detention Facility, completed in 1982, houses inmates pending arraignment, during trial, or after sentencing. The facility has a Board of State Community Correction (BSCC) Rating Capacity of 386, has 576 beds, and housed 485 male inmates at the time of the visit by the Grand Jury.

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<sup>3</sup> Information provided by the San Diego County Sheriff's Department

Inmates in this facility are both pre-arraignment and post-arraignment, and have a level rating from one through five. No inmates rated level six (highest level, administrative segregation) are detained at this facility.

In calendar year 2014 there were no deaths through the date of the Grand Jury visit. There have been numerous assaults reported.

Table 4  
Reported Assaults-South Bay

2010	2011	2012	2013	2014
399	375	379	415	485

There been no incidents involving the use of mace, or pepper spray (oleoresin capsicum.)

**Housing:** There are four housing modules. The maximum physical capacity is 515. A court order restricts capacity to 431.

The office is equipped with a control panel that allows for video recording.

In the open area there are several phones for use by the inmates. Inmates can make calls by inputting their inmate number. Outgoing calls are monitored and can be recorded.

**Incentive based housing:** This is a newly introduced program developed by staff during a brainstorming session. The idea is to motivate the inmates into improving themselves. Inmates selected for this program are assigned to a special module, receive extra privileges and are expected to become role models for other inmates.

This program has strict guidelines. Any violation could be cause for removal. The participants are required to sign an agreement that they will follow all the program requirements.

**Medical:** There is no medical facility available on a 24-hour basis. There is a Registered Nurse on staff in an outpatient clinic.

X-rays are available every Thursday and a clinic is available for HIV positive inmates. Prescription medications are dispensed as needed.

Necessary dental appointments are scheduled for Thursdays. In addition, inmates can be transferred to George Baily for dental service.

**Rehabilitation and Vocational Training Programs:** Several programs are available to inmates in this facility. These programs are designed to help with transition out, self-improvement and vocational training and include Alcoholics Anonymous, Cocaine Anonymous, Narcotics Anonymous, Crack/Meth Anonymous, and parenting (PAR).

There is one counselor assigned to this facility to oversee all programs and hold panels with the inmates.

There is a General Educational Developmental (GED) program for those inmates who have not completed their high school education. Inmates who do not complete this program prior to release are referred to Grossmont Union High School District for GED completion.

Vocational training for inmates is limited to work in the kitchen and laundry room. Certifications for these assignments prepare inmates for employment upon their release.

**Facility Maintenance:** A review of Grand Jury reports for the past 20 years revealed that no major issues were found. This facility is over 32 years old and the staff makes daily efforts to touch up areas that need repairing or replacing.

The kitchen area was clean and neat. Food in the pantry was stacked in accordance with regulations for stores. All hallways were clean and appeared waxed. The rails along the walls were polished, appearing almost new.

The control panels in the viewing room where the deputy records all incidents are outdated and should be replaced. The video cameras are not able to zoom in on incidents.

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

**Fact:** The control room contains an outdated panel.

**Fact:** The video equipment is outdated and lacks the ability to zoom.

**Finding 04:** The control panel video cameras should be replaced.

### ***RECOMMENDATIONS***

**The 2014/2015 San Diego County Grand Jury recommends that the San Diego County Sheriff:**

**15-46: Update or replace the video surveillance system (control panel and cameras) used by the command center where the deputy monitors all inmates.**



## **EAST MESA REENTRY FACILITY / CENTRAL PROCESSING CENTER (CPC)**

### ***SUMMARY***

The East Mesa Reentry Facility and Central Processing Center (CPC) is an all-male facility. In June 2014 it was expanded with four new dormitory-style units that can house up to 200 inmates each.

East Mesa has a Board of State Community Corrections (BSCC) rating of 962 inmates.

Inmate population at the time of the Grand Jury visit was 722 for the combined low-to-medium level offenders. Inmate stays vary from a few days to 400 days. The average length of stay is 65 days.

East Mesa's inmate population has an average age of 36.

Officers indicated a typical day sees an influx of some 10 to 15 inmates. Corresponding re-entries back to society occur at about the same number each day.

Staff indicated there have been no deaths at East Mesa in 2014 through the date of the Grand Jury visit.

**Work Assignments:** About 280 low-level inmates have work assignments at East Mesa. They work specific shifts and are compensated for their time. Work is mostly in the food preparation and laundry centers. Some are assigned to grounds keeping duties. All the inmate workers are housed in special dormitory-like structures.

**Housing:** Two new buildings for medium-level offenders are laid out in the general shape of a pentagon. Each building has four modules which can house up to 50 inmates per module. Each module has two floors with 3-tier bunk beds. Ground floors contain shower facilities with partition doors for privacy. Buildings incorporate newer security features such as Detention-Grade Glass, which cracks into spiral patterns instead of breaking into fragments upon impact.

**Video:** A central control office for each building is equipped with new security monitoring screens. Cameras are strategically placed and have zoom-in capability.

**Education and Vocational programs:** Nearly all inmates are English-literate as noted by staff, although most are not educated beyond high school. Very few, if any, are college graduates. Re-entry classes, though extensive, would not extend to college level schooling. Variation in length of stay makes it difficult to tailor programs for all inmates. New classrooms clearly gave the impression they were educational in nature, such as having carpeted floors, as opposed to being a jail setting.

Staff looked for more vocational programs from community colleges, but because of East Mesa's remote location, the response has been minimal. A welding program is anticipated. East Mesa tries to tailor vocational programs to occupations and jobs needed in the San Diego area. Success of these programs is unknown at this time. Computer tracking software is being developed. There is insufficient data to date to gauge the program's effectiveness.

**Medical:** The existing medical wing has been enhanced, but is still too small and limits the capability of the medical personnel. Typical medical services include routine exams, dental check-ups and pharmacy.

An interview room is slated to be available for video conferencing. This will allow conferences relative to both medication and mental health with Health and Human Services Agency (HHS) officials. This would also eliminate inmate transport to medical facilities in a number of instances.

## **CENTRAL PROCESSING CENTER (CPC)**

The East Mesa facility includes the Central Processing Center (CPC), the major food processing operation for the Sheriff's detention facilities. The CPC provides nearly 41,000 cook/chill packaged meals per day for twelve detention and probation facilities throughout the County.

Food is re-thermalized and served to some 8,200 people. Food preparation and packaging of this magnitude requires days and weeks of advanced planning. Staff described the many efficiency and cost-saving procedures in place. Two deputies are assigned to the CPC for two-year durations.

Cooking, baking, and packaging processes are performed in a room that is large, well ventilated, and clean. Frequent tile floor wash-downs were in evidence. Vocational-training inmates and staff wore boots with rubberized soles to prevent slipping.

Extensive food storage in large cold rooms plays an integral part in this production effort. Selected inmates gain useful vocational training as they contribute to this work. Inmates can graduate in six months with food handling certificates.

**Commissary Warehouse:** A commissary for inmates throughout the County detention facilities to purchase various food items is located adjacent to the CPC. Accounting is facilitated by scanning and processing items, primarily snacks. The commissary operates on a one-day turnaround basis for these requests.

**Laundry and Print Shop:** This operation provides laundry and print shop services for all detention facilities in the County. Much of the equipment is between 20 and 25 years old and is scheduled for replacement in December 2015.

# **LAS COLINAS DETENTION AND REENTRY FACILITY**

## ***SUMMARY***

The redesigned Las Colinas Detention and Reentry Facility (LCDRF) is in Santee. There were two construction phases to the facility. The first phase opened August 16, 2014 and the second phase is scheduled to open in January 2016.

The facility offers fresh new designs for family visits. The space is designed where families interact without limitation of a jail environment. Comfortable seating areas with some toys for children create a more relaxed intimacy for women to welcome their families.

LCDRF had been in operation for 35 days at the time of Grand Jury visit. The facility handles all levels of incarceration for women and is the primary point of intake for women prisoners in San Diego County. Most of the inmates at LCDRF are there for drug related offenses.

Average daily population is 831 inmates. Many are repeat offenders. The facility has a BSCC bed capacity of 1,216 and as of September 19, 2014, 845 beds were filled.

Intake for women in North County is processed at the Vista Detention Facility. Women in North County may at some point be transferred to LCDRF after being initially processed at Vista.

This facility resembles a college campus. The grounds are spotless and the landscape is well manicured. There is an open area with concrete benches for inmate seating and relaxation. Education, concerts and religious activities are sometimes held in this area.

**Intake facility operations:** The intake facility is operated under a new philosophy of effective and open communication between deputies and inmates referred to as Open Booking. Inmates have expanded use of a reception area, a telephone, restrooms, vending machines and a television.

Arriving inmates receive an incarceration orientation including the Dos and Don'ts in the facility. The primary goal of this orientation and Open Booking is to minimize the initial impact of incarceration.

The Open Booking area houses a body scanner for detection of contraband. The arresting officer provides security of the inmate while the intake deputy reviews the body scan images from inside the secured area of the facility. Body scanner use has been successful in virtually eliminating drugs and contraband from the jail.

**Staffing:** The staff includes males and females. However, a female deputy is always present when there is interaction with an inmate. The facility has 278 sworn and 168

professional positions. The Sheriff's Department is in the process of filling 20 of the 168 positions.

**Supervision:** LCDRF has adopted a new operational model to deal with this population referred to as Direct Supervision. This supervisory approach is appropriate for low-level classification inmates and allows on duty deputies to interact more with the inmates for problem solving and conflict resolution.

**Grievance Procedure:** A written grievance can be submitted in one of two ways. The inmate may place the grievance form in the locked grievance box located in their housing module or the grievance can be handed to a deputy. The Facility Commander is the final step in the grievance process.

**Inmate Modules:** Inmate modules vary between single and double occupancy units. Outside of the rooms there is an area for recreational activities. The area has phones, a television, drink and snack machines. There is an area where inmates can use Skype to visit with friends and family during visitation hours.

The restrooms are open bay with no partition. The showers are also open bay, but divided with a partition to provide some privacy. In one of the areas, there was a design flaw in the shower area and water is dripping down to the lower floors. This is a safety hazard and the problem of dripping water is being addressed.

Each area has a control station with a deputy or deputies visually monitoring inmates. There is a camera system available to supplement monitoring of the activities in the dayroom and common areas. The touch system incorporates a video camera and loud speaker. Most areas in the module can be seen except the individual cells of the inmates. The video system is state-of-the-art.

**Incentive Based Housing:** Incentive Based Housing is a newly introduced program developed by staff at the new facility to motivate the inmates into bettering themselves. It was created to reward good behavior to those who have positive interactions with others. This program has very strict guidelines posted in all key areas for the inmates to see. Those who comply are allowed to have approved contact visits at least three times a week with family and friends, in addition to other incentives.

So far, all those who have entered this program have improved their standing in this facility. The Sheriff's deputies hope to expand this incentive program. It seems to be making a difference in improving the morale and attitudes of the inmates.

**Education:** Recovery programs are designed to assist the inmates with social and personal responsibility skills. These programs also focus on academic and vocational training to prepare the inmates for life after release. Currently, there are programs such as computer training, restaurant certification, sewing, and landscaping. Additional programs will be added when more classrooms become available.

The Sheriff's Department has introduced an innovative program called the "Interactive Scenario Generator." This training for staff focuses on "What If Threat Training," which is a programmable computer generated system that takes a Sheriff's deputy through high stress scenarios. The desired outcome is to have trained deputies who are more inclined to minimize injuries to others and avoid property damage.

**Medical:** Inmates have access to around the clock medical help in the acute care inpatient unit. A registered nurse is on duty all hours and a physician is available during the day. Gynecology and Obstetrics are available twice a week.

A clinical psychologist and psychiatrist are available for counseling. Inmates may take advantage of individual and group sessions. The medical equipment appears to be up to date, including X-ray and Ultrasound machines.

Dental services are available once a week. A podiatrist is also on call. The mental health services appear to be adequate to meet the needs of the inmate population.

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

**Fact:** New programs and counseling are designed to provide inmates with additional life skills.

**Fact:** There are friendly open style living rooms for families to visit with inmate women.

**Finding 05:** A family visitation area is homelike and accommodating for inmates and their families.

### ***COMMENDATION***

**The Grand Jury commends staff at LCDRF for its work in implementing innovative programs, maintaining this facility and creating an atmosphere that is cohesive and cooperative.**

## **VISTA DETENTION FACILITY**

### ***DISCUSSION***

The Vista Detention Facility (VDF) opened in 1978 and is physically connected to the Vista Superior Court, Vista Sheriff's Station and the North County Law Library. This proximity enables inmates to attend court proceedings without the need for transportation.

VDF has a court ordered Board of State and Community Corrections (BSCC) capacity of 825 inmates, and is classified as a Type II Facility by the BSCC. A Type II Facility houses inmates pending arraignment, during trial, and serving sentences.

With the passage of Assembly Bill 109, which forced statewide reductions in State prison populations while placing additional burdens on County jails, this facility has seen a slight increase in the number of inmates. The average daily population is 824; the maximum population is 886. The average length of stay is 74 days for sentenced inmates and 5 to 4 days for prisoners awaiting sentencing. The longest serving inmate has served 1,196 days.

The post- realignment figures are:

- Average daily population is 824
- Maximum population: 918 on 2-19-2013
- Average length of stay: 65.3 (sentenced) 9.1 (not sentenced)
- Longest serving inmate: projected release date of 5-20-2019

VDF is the only facility that houses both male and female pre-trial arrestees on both felony and misdemeanor charges. For Fiscal Year 2013/14, 22,495 new bookings were initiated at VDF<sup>4</sup>.

The inmate population at the time of our visit included:<sup>5</sup>

Inmates identified as gang members:	209
Inmates held by Immigration & Customs Enforcement (ICE):	15
Inmates in protective custody:	139

The facility has been retrofitted twice. In 1989 it was expanded by an additional 576 beds, making a total of 886. The facility is comprised of two floors with four levels counting the mezzanines and basement.

**Maintenance:** A visual observation during the tour revealed aging of the facility in several areas. There were hanging ceiling tiles and, tears, holes, and gaps in between tiles.

**Laundry:** This area has ample storage and shelving for the placement of the linens, uniforms of inmates and other washed items. There were three washers and three dryers that had been installed recently.

**Medical:** This section is staffed by one full time and one part time physician (contracted), 32 nurses with three vacancies, and four administrative staff. The services provided are dental, psychiatry, mental health, X-rays, and around- the- clock emergency services. All inmates are screened upon arrival to detect any illnesses. Inmates who have infectious diseases are quarantined immediately. They will remain in quarantine until their health problems are resolved.

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<sup>4</sup> San Diego Sheriff's Fact Sheet provided to Grand Jury.

<sup>5</sup> San Diego County Sheriff's Fact Sheets prepared for use of the Grand Jury

Inmates are informed of all rules and regulations to including hours of medical appointments. Regulations are placed in strategic locations for viewing.

There is a segregated set of cells for the elderly. The shower areas in these modules are ADA<sup>6</sup> compliant. Inmates with assistive equipment are accommodated based on their needs.

The facility has a miniature pharmacy where medications are maintained under lock and key. All prescriptions are written by a physician and filled at the pharmacy. The space for the pharmacy is small and cramped but adequate for its purpose.

In calendar year 2014 there was one suicide at this facility.<sup>7</sup>

**Video Conferencing:** This facility has the capability of video conferencing between inmates and their legal counsel via a monitor. There are discussions ongoing to extend this program to include Behavioral Health Services of the County Health & Human Services Agency. Video conferencing reduces the number of inmates being transported to court or to medical facilities. It also reduces the need for staff members to leave the facility and strengthens security. Video conferencing would also be cost effective by reducing inmate movement.

**Inmate Modules:** The modules in place are similar throughout the County of San Diego; there are two floors cells and two-person bunk beds. Each module contains 32 beds with tables on the ground floor.

A single deputy monitors the modules and the inmates from a control station. There are three modules separated by access doors.

All of the command center panels have been refurbished and are routinely inspected for any maintenance required. The video cameras have limited recording and do not have zoom capability. There are no cameras in the individual cells.

**Incentive based housing:** Inmates who wish to improve their stay at VDF volunteer for this program. Those accepted will receive added benefits during their stay. This program provides added articles, which while minor to the average citizen, are luxuries for the inmate. Articles such as an extra blanket, a pillow, extra pay, extended recreation time, better movies on television, and games are used as incentives.

The inmates in this program have a separate sleeping area where they also store their personal items in a miniature hard plastic box hanging from their bed. It isn't locked, providing easy access for inspection by deputies.

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<sup>6</sup> Americans with Disabilities Act

<sup>7</sup> Information provided by the San Diego County Sheriff's Department

**Segregated Housing:** This facility is equipped with a section for inmates who must be segregated for various reasons. These inmates are isolated in single cells 23 hours daily with one hour of movement within their area. They are not permitted visitors and there are other restrictions.

**Use of Force:** Incidents involving the “Use of force” are documented and investigated.

Table 7  
Use of Force Vista Jail<sup>8</sup>

Facility	# incidents	# of force used incidents	Hand Control	Impact Weapon	OC Spray	Less Lethal	Taser Discharged	Weapon Displayed	Chair restraint
<b>VDF</b>	<b>123</b>	<b>143</b>	<b>87</b>	<b>0</b>	<b>14</b>	<b>16</b>	<b>13</b>	<b>10</b>	<b>1</b>

Hand on Control – Using Physical Force – Impact Weapon – Making Body Contact – OC Spray – Pepper Spray<sup>9</sup>

**Educational/Vocational Training:** The existing classroom has a capacity of 25 inmates. The GED program is contracted to the Grossmont Union High School District for all San Diego County Sheriff’s Detention Facilities. Teachers are hired to provide class instruction for those inmates who wish to attain their GED. There were at least twelve computers visible for training in the various programs available.

Training is offered Monday through Thursday in the afternoon. Classes are provided in Adult Basic Education, Reading Legacies, Stress Reduction, Thinking for Change, Legal Research Assistance, HIV Education, Alcohol Anonymous, Narcotics Anonymous, and Veterans Affairs. Arrangements are made for those who do not complete classes in prison to complete them outside the facility after their release.

Currently there are no vocational training classes. In the future it is anticipated that janitorial, barber, and welding courses will be offered.

**Scanner:** A scanner was recently installed at this facility.

The addition of the scanner should enhance security measures to assist officers in maintaining a clean and sober facility. It is anticipated that all facilities in the Sheriff’s Department will eventually have scanners installed.

**Veterans Moving Forward Program:** Two years ago the VA San Diego Healthcare System (VASDHS) was in discussion with the San Diego Sheriff’s Department and community providers. The State of California had started a Veterans Court Program in 2011. A Veterans Administration justice outreach specialist from San Diego suggested to the Sheriff’s Department that it implement a program for veterans in the detention facilities in the County.

<sup>8</sup> San Diego County Sheriff’s Fact Sheet provided to Grand Jury.

<sup>9</sup> San Diego County Sheriff’s Department stats sheet provided to Grand Jury.



The Veterans Moving Forward program began on November 1, 2013. The program has 16 cells with 32 beds and 2 inmates per cell. There were 60-80 inmates waiting to be reassigned to this veteran's module at the time of the Grand Jury's visit.

The module for veterans is decorated with a flag representing each branch of service. There are works of art hanging along the walls on each floor. These paintings were done by a deputy and provide a model for some inmates to contribute military/patriotic artwork.

A counselor from the Veterans Administration is assigned to this module. Classes are held daily. The topics include substance abuse, stress management, career planning, mentoring, financial planning, and journalism. Each inmate is expected to participate in all programs available to them.

The most common branches of service for participants are the U.S. Marine Corps and the U. S. Navy. The most common crimes for which they are incarcerated are use, sale or possession of a controlled substance (12) and burglary/theft (8).

Upon release, military inmates are fitted with business suits donated from the Second Chance Program. They are photographed in their suits before they are released. They have successfully completed their stay and are expected to change their lives and start a new direction.

Politicians, local government and military officials, and community and non-profit organizations have all applauded this program and support its continuation. American Combat Veterans of War<sup>10</sup>, Veterans Village of San Diego<sup>11</sup> and Interfaith Community Services<sup>12</sup> are among the more than 20 community based organizations contributing. This program has been such a success that the San Diego Sheriff's Department added a second program in November 2014.

### ***COMMENDATION***

**The 2014/2015 San Diego County Grand Jury commends the staff at this facility. It has shown veterans that their service has not gone unnoticed or unappreciated.**

## **GEORGE F. BAILEY DETENTION FACILITY**

### ***DISCUSSION***

George F. Bailey Detention Facility was opened in 1993 and had a rating capacity of 1,380 inmates. The average daily population is 1,774, and sworn staff is 220. This maximum-security facility is the largest jail operated under the jurisdiction of the Sheriff.

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<sup>10</sup> [www.acvow.org](http://www.acvow.org)

<sup>11</sup> [www.vvvd.net](http://www.vvvd.net)

<sup>12</sup> [www.interfaithservices.org](http://www.interfaithservices.org)

This facility houses a very diverse population of inmates, including some with special housing needs. At the time of the Grand Jury visit this facility had three units of distinct special management inmates.

The current rating level of inmates in the Administrative Housing units is level 4 (high) through level 6, (the highest). Inmates are in their cells 23 hours a day, with one hour dayroom time and three hours a week of outdoor recreation time.

**AB 109 Realignment:** As part of the AB 109 REALIGNMENT, in 2011 this facility experienced increases in both average daily population and the average length of stay as shown by the following statistics:

**Pre Realignment:**

Average daily population: 1604  
Longest serving inmate: 365 Days

**Post Realignment:**

Average daily population: 1642  
Longest serving inmates: Two with a projected release date of 1/26/2021

**Modules/Quads:** There are six modules, referred to as “Quads”. George Bailey is the only facility with quads.

The Grand Jury found there is a lack of experienced deputies who rotate out and are replaced by deputies newly entering the Department.

Lunch is served to inmates by use of rolled carts loaded with individual lunch packs. They are set up on the main floor and inmates are released by tier groups. Each tier group consists of 80 inmates. This arrangement permits the deputy to operate in a manageable environment.

From the control station deputies are able to view activity on each tier of the facility. The latrine and showers are visible through an open glass system to insure the inmates are not involved in illegal activities.

**Administrative Segregation and Mental Health:** Inmates in the administrative segregation module include gang members, mental patients, drug abusers, murder suspects, high-risk inmates, and inmates with other special needs. Inmates are in individual cells based on their risk level.

There are a number of inmates that are awaiting transfer to a State Mental Health Hospital as determined by a forensic psychiatrist evaluation in conjunction with the courts. It is not uncommon for inmates to be awaiting a bed at these facilities for many months due to lack of state mental health beds. Deputies are unable to determine the mental stability of any inmate because they are not trained to do so.

At the time of the Grand Jury's visit it was reported that Patton State Hospital had not taken any further transfers from the Sheriff's Department because beds were not available.

The Mental Health Services Act, as amended in 2012<sup>13</sup>, provides guidelines and funding for mental health services for adults who are mentally ill and/or disabled.

**Scanner:** A scanner has been installed and training was conducted for staff deputies from each of the facilities selected for installation.

The scanner at this facility is under lock and key and has restricted access. There are problems with the interpretation of images on the monitor.

Not every inmate who is transferred to this facility is processed through the scanner. An inmate needs to stand still while the scanner moves across his body. Some inmates are refusing to stand still which limits the scanner's effectiveness.

Since the inception of the use of the scanners, there have been several highly dangerous items discovered during imaging.

**Assaults and Escapes:** There were two assaults on deputies during the previous eight months prior to the visit of the Grand Jury. Eight inmates initiated the assaults. The inmates reportedly set up two Deputies and then assaulted them.

**PREA compliance:** There was one active complaint relative to Prison Rape Elimination Act (PREA). It was being investigated as the Grand Jury was touring the facility. The complaint was initiated three weeks prior to our tour. The complaint initially appeared without merit. Further investigation revealed additional evidence and it is being followed through to its conclusion. Two additional complaints had been made and those were found to be without merit.

**Sex Offenders:** At the time of the Grand Jury visit two local sexual predators were confined in the medical section, an area with eight beds. Transgender inmates are housed by themselves in a dedicated section of the facility.

**Staffing:** Staffing is a major concern at this facility. It appears that most of the experienced Deputies have been reassigned and newer Deputies with lesser experience are replacing them.

## ***FACTS AND FINDINGS***

**Fact:** Mental health services or evaluations are incomplete at GBDF.

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<sup>13</sup> [http://www.dhcs.ca.gov/services/mh/Pages/MH\\_Prop63.aspx](http://www.dhcs.ca.gov/services/mh/Pages/MH_Prop63.aspx)

**Fact:** The GBDF facility has a high degree of use of force due to the nature and violent behavior of the inmates.

**Fact:** The San Diego Sheriff's Department houses inmates with mental disabilities.

**Fact:** There is a wait time that may last months for inmates scheduled to be transferred to the Patton State Psychiatric Hospital for mental health needs.

**Fact:** GBDF is not equipped with the same specialized treatment systems of Patton State Psychiatric Hospital.

**Finding 6:** GBDF facility is not equipped to render complete mental health services to all inmates who have mental disabilities.

**Fact:** Some inmates refuse to stand still to be scanned by staff.

**Finding 7:** The images produced in the monitor of the scanner are difficult to interpret by staff because they are fuzzy, causing it to be under-utilized and ineffective.

### ***RECOMMENDATIONS***

**The 2014/2015 San Diego County Grand Jury recommends the San Diego County Sheriff's Department:**

**15- 47:** Update the certified staff training in the policy, procedures and techniques for scanning inmates who are unable or refuse to cooperate.

**15-48:** Collaborate with the San Diego County Health and Human Services Agency to secure and best allocate Mental Health Services Act Funds.

## **FACILITY 8**

### ***DISCUSSION***

This facility was built in 1991 and is similar in design and intent to the George F. Bailey Detention Facility.

The web site states that the facility opened in 2007. It was created as a medium security facility. There is a sworn staff of 24 and a capacity of 300 beds.

There is an adjacent facility, which is under a contract with Corrections Corporation of America (CCA). The contract will expire in 2016. The Sheriff's Department is scheduled to take over the contracted facility if the contract is not renewed.

In March 2013, this facility received the first touch screen technology computer system in the Sheriff's Department. It is state-of-the-art for a correctional facility. The system includes a high-definition camera and provides the deputies with a better visual of the inmates on the main floor.

**Housing:** There are three housing modules. Two contain 34 triple occupancy cells and one contains 32 triple occupancy cells for a total of 300 beds. The inmates are in their cells 23 hours a day due to their risk level. They have one hour per day for their recreation period.

The command center is situated overhead and overlooks both modules via the camera system. The touch system incorporates a video camera and loud speaker. Every area within the module can be seen, except the individual cells of the inmates.

The inmates at this facility are hard-core inmates and less inclined to use the Incentive Based Housing project than inmates at other facilities. There is a classroom available in case deputies are able to motivate inmates to participate. This does not negate the attempt by staff to generate some interest and it has produced some interest by a limited number of inmates.

### ***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:

<b><u>Responding Agency</u></b>	<b><u>Recommendations</u></b>	<b><u>Due Date</u></b>
<b>San Diego County Sheriff</b>	<b>15-42 through 15-48</b>	<b>07/28/15</b>