

CONDITIONS AND MANAGEMENT OF DETENTION FACILITIES IN SAN DIEGO COUNTY

SUMMARY

California Penal Code Section 919 requires each Grand Jury to inquire into the conditions and management of the detention facilities within its county. The 2002-2003 San Diego County Grand Jury visited seven detention facilities and six holding cells operated by the San Diego County Sheriff's Department, four detention facilities operated by the San Diego County Probation Department and eight holding cells operated by the police departments within each incorporated city within San Diego County. The conditions and management of the detention facilities range from good to in need of improvement.

PURPOSE OF THE STUDY

The Grand Jury is mandated to inquire into the condition and management of the public prisons within the county. The 2002-2003 San Diego County Grand Jury inspected the San Diego County Sheriff Department's Detention facilities, the San Diego County Probation Detention facilities and the temporary holding cells within each incorporated city within the County in order to gain an awareness of the conditions and management of each of these facilities.

PROCEDURES EMPLOYED

Members of the Grand Jury reviewed documents from the Board of Corrections, Title 15, Title 24, the Juvenile Justice Commission report and previous Grand Jury reports.

The Grand Jury inspected the following detention facilities operated by the San Diego County Sheriff:

- San Diego Central Jail
- George F. Bailey Detention Facility
- Vista Detention Facility
- Descanso Detention Facility
- Las Colinas Detention Facility
- East Mesa Detention Facility
- South Bay Detention Facility

The following detention facilities operated by the San Diego County Probation Department were also inspected:

- Juvenile Hall
- Girls' Rehabilitation Facility

- Juvenile Ranch Facility
- Camp Barrett

The Grand Jury inspected fourteen temporary holding facilities.

SAN DIEGO CENTRAL JAIL

Facts:

Date of visit: August 23, 2002

The San Diego Central Jail (SDCJ) is located in central downtown San Diego near the San Diego County Courthouse. This is one of three booking facilities in the County. The SDCJ handles an average of 5,400 bookings per month. Police departments from surrounding cities and most Sheriff's facilities bring arrestees to this facility. The booking process determines the inmate's classification and referral is made to one of seven detention facilities. Referrals are based upon the individual's prior history, the violence level of current charges against him and his general health.

On the date of the Grand Jury visit, the inmate count was 750; which is below the Board of Corrections rated capacity of 944. There are 223 sworn staff members¹ supervising the inmates at the facility. Additionally, there are doctors, nurses, and numerous administrative personnel at the facility. There are 944 general population beds, 20 hospital beds, 30 psychiatric beds, 6 safety cells and 4 sobering cells. Medical facilities are extensive and available to all inmates. There are religious services offered for all major faiths. Meals and other services are taken to the inmates in the housing units so that moving of inmates is minimized. The building is of recent construction and maintenance problems are corrected in a timely manner. The staff's appearance and manner were professional. The facility operation and personnel appear to be very well managed.

Findings

1. Parking for staff is a continuing problem. There are only 49 parking spaces for vehicles and a limited number of motorcycle and bicycle spaces. The parking spaces are available only to senior staff, county vehicles, maintenance vehicles, "Employee of the Month" and contract physicians. Peak on-duty staffing is approximately 167 personnel. The majority of peak on-duty line staff and personnel pay an ever-increasing amount for parking that is generally not close to the facility. Current reimbursement does not adequately cover the cost. If street parking is available, it is usually a significant distance from the facility and public transportation may not be available. This lack of parking negatively impacts staff morale and may discourage professional staff (doctors and nurses in particular), from considering work at this facility.

¹ Sworn staff members are officers who have the authority to make arrests and carry arms.

RECOMMENDATIONS

The San Diego County Grand Jury recommends that the San Diego County Sheriff's Department and the San Diego County Board of Supervisors:

- 03-70:** Make assigned parking available nearby for San Diego Central Jail professional staff members that currently do not have assigned space at the facility.
- 03-71:** Provide free shuttle or carpool service from a designated parking lot or facility to and from the San Diego Central Jail facility for its sworn staff members and all other employees of the San Diego Central Jail Facility.

LAS COLINAS DETENTION FACILITY

Facts:

Date of visit: October 4, 2002

This facility is located in Santee in San Diego's East County. The inmate count of the date of the Grand Jury visit was 582 (well above the Board of Corrections rated capacity of 400). Las Colinas Detention Facility (LCDF) is presently experiencing very crowded conditions: single and double occupancy cells contain three bunks; multiple occupancy cells contain more beds than the rated capacity under Title 24, California Code of Regulations, Minimum Standards for Local Detention Facilities. As a result, this facility is in non-compliance.

LCDF is one of two booking and receiving areas for adult females in San Diego County. The authorized staff level is 132 deputies and 118 professional staff. LCDF processed over 15,000 inmates last fiscal year.

LCDF was originally a juvenile rehabilitation center for girls and is similar in design to a high school campus. In 1977 it was converted to a women's jail and over the years has had a number of additions including holding cells, housing cells, dormitories and administration offices.

Medical services are available 24 hours a day by an in-house dispensary staff including Registered Nurses, Board Certified Physicians, a Dentist, as well as clinical and administrative support personnel.

Correctional counselors coordinate and monitor numerous inmate service programs designed to provide opportunities for self-improvement, and emergency counseling is available as needed.

Some of the programs offered are drug and alcohol education and treatment programs, General Equivalency Diploma (GED) programs, Anger Management and Parenting Skills. Vocational educational training programs available to inmates include Nursery (Plant Propagation) and Landscaping, Graphic Arts, Embroidery, and Sewing Production.

Findings

1. This facility experiences very crowded conditions.
2. This facility requires constant maintenance because of its age and heavy use.
3. A parcel of land has been acquired for future expansion.
4. Exercise facilities include: stationary bikes, areas for playing catch, and some equipment for passive games such as pool/billiards.
5. The exercise facilities do not encourage physical exertion that may help relieve stress and the potential for increased conflict.

RECOMMENDATIONS

The San Diego County Grand Jury recommends that the San Diego County Sheriff's Department and the San Diego County Board of Supervisors:

- 03-72:** Proceed with construction of a new women's detention facility as soon as possible.
- 03-73:** Expand all existing programs that have to do with any form of rehabilitation that could provide skills that will enhance the ability of inmates who complete their sentences to obtain and hold jobs.
- 03-74:** Establish classes, taught by professionals, on non-violent conflict resolution both in societal and family relations.

VISTA DETENTION FACILITY

Facts:

Date of visit: October 18, 2002

The Vista Detention Facility books all arrests by police, sheriff stations and substations in the North County and unincorporated areas of San Diego County. The authorized sworn staffing at the Vista Detention Facility is 114 deputies and 16 sworn supervisors. It is a four-story building, originally built in 1978 and expanded twice, first in 1981 and again

in 1989. On the date of the visit, the number males in custody were 736; the number of females in custody were 76. The total inmate count was 812, that number is below the Board of Corrections rated capacity of 820. The average stay for prisoners is fewer than 45 days.

There are six units that house inmates plus a medical unit staffed by 42 medical professionals on a rotating schedule including a psychiatrist, dentist and physician. Inmates with acute medical conditions are sent to Palomar or Tri-City hospitals.

There are regular meetings of Alcoholics Anonymous (AA), Narcotics Anonymous (NA), and Anger Management classes. Pre-release sessions and church programs are also available for inmates.

Findings

1. There is a lack of guidance during recreation times. Exercise facilities do not encourage great physical exertion which would help relieve stress and/or the potential for increased conflict.

RECOMMENDATIONS

The San Diego County Grand Jury recommends that the San Diego County Sheriff's Department and the San Diego County Board of Supervisors:

- 03-75:** Establish classes, taught by professionals, on non-violent conflict resolution both in societal and family relations.
- 03-76:** Expand the use of athletic areas as well as increase other exercise areas for use in non-contact, non-confrontational athletic programs.

SOUTH BAY DETENTION FACILITY

Facts:

Date of visit: November 1, 2002

The South Bay Detention Facility is a non-booking facility for adult male inmates located on the lower level of the South County Division Courthouse in Chula Vista. It opened in 1982. On the day of the Grand Jury visit the inmate population was 339, below the Board of Corrections rated capacity of 382.

The facility has eight modules for housing of prisoners, 24 two-person cells in each module and 4 cells for disciplinary or administrative segregation. There is an indoor gym available for recreations. The average length of stay is thirty days, with a maximum stay of one year. The inmate population is for the most part healthy and of a low risk

classification. The detention staff level is currently 60 sworn staff and 5 sworn supervisor positions, the medical services unit is staffed by three nurses and one physician and are available 16 hours a day. Inmates needing emergency treatment are sent to UCSD Medical Center or Sharp Hospital nearby.

There are no formal education classes offered. There are Alcohol Anonymous (AA), Narcotics Anonymous (NA) and Anger Management classes available.

DESCANSO DETENTION FACILITY

Facts:

Date of visit: November 22, 2002

Descanso Detention Facility (DDF) is a low-to-medium security work camp for adult males. The facility covers more than 14 acres of land in the East County of San Diego. On the day of the Grand Jury visit, the inmate population was 263, which is above the Board of Corrections rated capacity of 225. There are 63 sworn personnel and approximately 18 professional staff employees working at the Descanso Facility. Because of the remoteness of the facility in San Diego County, Descanso receives only inmates who are in good physical condition. There is a major remodeling project being done on four dormitories and only eight dormitories are currently in use. The inmate capacity will be expanded as the remodeling is completed and more dormitories become operational.

Approximately one-third of the inmates housed at DDF are classified as inmate workers. These workers are paid 50 cents per day to perform various tasks including construction, landscaping, culinary arts, and laundry. Inmate workers have assisted in the remodeling and renovation of the camp. Working with the Grossmont School District, DDF management provides instruction in landscaping and the construction trades. Inmates enrolled in these classes receive hands-on training and are awarded a certificate upon successful completion of these classes.

Other programs offered are High School GED classes (including testing for diplomas), E.S.L. (English as a second language), Computer Literacy classes, Anger Management/ Domestic Violence classes, and parenting classes. Narcotics Anonymous and Alcohol Anonymous classes, religious services and Bible study are offered in English and Spanish. There is a counselor available four days a week to assist inmates. Limited medical care is available with a nurse on duty daily from 7:00 a.m. to 5:00 p.m. Inmates requiring emergency treatment or acute care are transported by deputies to another facility or to UCSD Medical Center.

The inmates have recreation available with basketball, softball, football, soccer and other activities. There are local television broadcasts, movies on VHS and DVD in each of the dormitories, and at least two telephones in each dormitory where inmates can make

collect calls to keep in contact with their families. There is a library of books and other reading materials, including daily newspapers for each dormitory. The area designated for inmate visits is outdoors, in a picnic style atmosphere, and allows for direct contact and communication with family and friends. During inclement weather, visits are moved into the dining room.

EAST MESA DETENTION FACILITY

Facts:

Date of visit: January 10, 2003

On the day of the Grand Jury visit, the inmate count was 342 (below the Board of Corrections rated capacity of 344).

This facility was transferred from the Immigration and Naturalization Service (INS) to the Sheriff's Department in 1991. East Mesa Detention Facility (EMDF) is a medium security facility with 75 staff positions. It is on an eight-acre site with four dormitory buildings. There are four K-9 units on site.

Approximately 300 of the inmates are workers and work 8 hours a day in a variety of positions. They operate the print shop; prepare food for all of the County's detention facilities and other contracted food purveyors such as Meals on Wheels; operate the laundry; perform mattress manufacturing, landscaping, cabinetry and facility maintenance. In addition to the work programs, there are three academic, five vocational and three self-help programs for a total of 11 inmate programs. The GED program graduated 75 students this year.

Of particular interest in terms of cost benefits to the County of San Diego is the food service production at this facility. In a 38,000 square foot facility, including a bakery, 34,000 meals are prepared daily, chilled and placed into inventory. Meals are then distributed to all of the County detention facilities and reheated before being served. Annually, 7,500,000 meals are prepared at an average cost of 65 cents per meal.

In the past fiscal year, a number of major capital improvement projects were completed. The inmate classrooms, a counseling office, chaplain's office and a computer laboratory were all remodeled. Improvements to the Trusty Operation Center resulted in a more efficient movement of inmates through the inmate worker screening process.

GEORGE F. BAILEY DETENTION FACILITY

Facts:

Date of visit: January 10, 2003

On the date of the visit, the inmate count was 1,448. The Board of Corrections rated capacity is 1,332.

The George F. Bailey Detention Facility (GBDF) is a maximum-security facility located next to the East Mesa Detention Facility and the largest of all the facilities operated under the Sheriff's Department's jurisdiction. The facility was opened for limited operation in 1993 and was operational in 1994. The facility design includes six housing units for males and houses a highly diverse population of inmates, some with special housing needs. Currently, the facility houses three units of distinct special management inmates for the entire jail system. They consist of homosexuals, 'young/tender' and 'old/feeble', and the child victim sex offenders. Programs and services are delivered to the inmates in the housing units.

Operational and support staff includes both sworn and professional staff. Currently there are 228 sworn staff assigned to George Bailey Detention Facility. There are approximately 110 professional staff assigned to this facility. These staff positions include Food Services, Laundry and Supply Services, Counseling Services, Religious Services, Administrative Support Services, Detention Processing Services, Maintenance Support and Medical Services. The medical staff responds to approximately 1900 requests for services each week. Services include dispensing of medication and sick calls, including appointments with doctors, dentists and psychiatrists. The health care unit consists of a 24-bed medical infirmary, contagious disease isolation cells, medical offices, and a clinic.

The Inmate Services Division assists inmates with their court ordered sentences by providing a variety of Vocational, Educational, Spiritual, Legal information and individual group counseling designed to meet their needs.

PROBATION DEPARTMENT FACILITIES JUVENILE HALL

Facts:

Date of visit: September 20, 2002

Juvenile Hall (JH), operated and supervised by the Probation Department (PD), is mandated by Welfare and Institutions Code §202 for the temporary detention and supervision of minors pursuant to Juvenile Court Law. This facility is located in Kearny Mesa, and the first building of the central complex was built in 1954, and additional units have been constructed throughout the years. The 12 units of the central complex now sprawl in several directions and house both male and female wards. The age of wards is from 7 to 18 years old. About 70% are male and 30% female. Male and female detainees are housed separately. The wait for a court hearing is approximately three weeks, with additional time awaiting sentencing and/or placement. About half the detainees are waiting for placement in foster homes, residential treatment facilities,

Juvenile Ranch Facility, Girls Rehabilitation Facility, the Youth Correctional Center, or the California Youth Authority.

On the day of the Jury's visit, the number of detained juveniles was 450 (over the Board of Corrections' rated capacity for the facility of 359). Juvenile Hall is chronically overcrowded. Relief in the form of a new 380-bed facility in East Mesa near East Mesa Detention Facility and the George Bailey Detention Facility is progressing, with a current target completion date of February 2004. Despite the impact of time, the facility appeared to be adequately maintained and sanitary.

All detainees attend school on site from 8:00 a.m. to 2:00 p.m., Monday through Friday. Classes meet in the unit dayrooms/lunchroom so that the 30-minute lunch break is easily accommodated. There are also 5 hours per day of programs covering anger management, chemical dependency, coping skills, parenting, behavior management and literacy, all aimed at breaking the behavior cycles that contributed to the juvenile's entering the justice system.

Finding

1. Exercise facilities do not encourage physical exertion that may help relieve stress and/or the potential for increased conflict.

RECOMMENDATION

The San Diego County Grand Jury recommends that the San Diego County Probation Department and the San Diego County Board of Supervisors:

- 03-77:** Expand and increase the use of existing athletic areas as well as other potential exercise areas in a non-contact, non-confrontational sports programs.

GIRLS REHABILITATION FACILITY

Facts:

Date of visit: September 20, 2002

The Girls Rehabilitation Facility (GRF) is located in the same complex as Juvenile Hall. The present unit consists of 33 beds for female juvenile offenders with a staff of 17. Funding has been approved for a new 20-bed wing scheduled for completion in 2003.

GRF provides programs for its detainees with the aim of keeping the delinquent girls from a future of continuing offenses and re-institutionalization. The daily routine and program schedule are tightly structured. There are 6 hours of basic schooling per day.

Additional programs provided in the facility include vocational training, drug and alcohol treatment, parenting classes, arts and crafts and a book club.

JUVENILE RANCH FACILITY

Facts:

Date of visit: December 13, 2002

The Juvenile Ranch Facility (JRF), which includes Rancho del Campo and Rancho del Rayo, is located in Campo in East County. Originally, this facility was an Army barracks built in the early 1940's. In July 1978, a new dormitory was constructed, followed by a second in 1980. Two dormitories were renovated in 1990 and 1996. A new library, constructed in 1999, is well stocked with books and other educational materials. A computer laboratory for instruction and use by the wards was also constructed in 1999.

This facility is a minimum-security institution, run by the Probation Department, for boys aged 12 to 18. On the day of the Grand Jury visit, the population at JRF was 160 boys. The Board of Corrections rated capacity at this facility is 250. Current staff level is 74 with staff available for both day and night schedules. The medical unit is staffed by two on-site nurses and a doctor that visits one day each week.

There are currently four dormitories in use. Two of the dormitories, Rayo I (wards aged 12 to 16½) and Rayo II (wards aged 16½ to 18) focus on wards with a history of substance abuse. These two dormitories have age-appropriate programs. Each program is a minimum of 84 days in length, but may be longer based upon the completion of all the program components. The "Phoenix House" program encompasses reality therapy, anger management, acceptance of self-responsibility and goal setting. This program was implemented in February 2001 and supervisory personnel are pleased with the early results. One of the dormitories, Campo I, provides a structured program for 12 to 18 year old males with minor or no substance abuse issues who are committed to the Breaking Cycles program for behavior modification. This program term is for 54 days.

Campo II dormitories houses 12 to 18 year old males who have relapsed from the Breaking Cycles Program. These programs have a variety of components. All the wards attend school 6 hours a day, Monday through Friday, and have a 30-minute lunch break. There are 12 certificated teachers, 1 head teacher and 1 special education teacher. A pilot program of special and intensive reading, spelling, and language comprehension skills has been introduced to improve the literacy of the wards. This program's aim is to reduce the rate of recidivism by providing tools for inmates to succeed in the community.

Findings

1. The exercise facilities do not encourage physical exertion that may help relieve stress and/or the potential for increased internal conflict.

2. The wards perform some building maintenance but these tasks do not necessarily improve their vocational skills.
3. The SANDAG reports indicate that the pilot reading program is improving reading skills.

RECOMMENDATIONS

The San Diego County Grand Jury recommends that the San Diego County Probation Department and the San Diego County Board of Supervisors:

- 03-78:** Where practical and applicable, increase the use of voluntary inmate labor in the maintenance and construction of any appropriate buildings or athletic areas.
- 03-79:** Continue and expand the pilot literacy programs.

CAMP BARRETT

Facts:

Date of visit: January 24, 2003

On the date of the Grand Jury visit to Camp Barrett, located in East County, there were 124 wards in custody (the Board of Corrections rated capacity for the Camp is 125).

Camp Barrett houses delinquent males 16 to 19 years of age who have committed serious or repeat crimes. There is a screening process for wards. No wards with a history of arson, sexual offenses, suicidal behavior, or severe emotional disturbances are admitted. Wards must be physically fit and able to perform strenuous heavy labor.

The goal is to provide the youthful offender with the skills and training necessary for a successful re-integration into society. The San Diego County Juvenile Court and Community Schools are the sources for the school programs at the camp. Education is mandatory at Camp Barrett for each juvenile who has not earned a high school diploma or received a GED. Juveniles participate in both the school program and either the work crew or labor programs on alternate weeks. The work crew program provides work experiences; the school program provides a daily average of six hours of academic curriculum per day. Work crew experience outside the facility is gained by working on County roads and in parks. Juveniles sent into the community to work earn a 65 cents-per-day wage, which is held in their account.

Programs include: substance abuse prevention, anger management, conflict resolution, communication skills, cardiopulmonary resuscitation (CPR), first aid, parenting skills, career guidance, job finding methods as well as a pilot program of special and intensive reading, spelling, and language comprehension skills.

The wards are housed in three dormitories each of which has a day room. The wards are responsible for the cleanliness of the housing units. During the Grand Jury's visit, all the dormitories appeared clean and well maintained.

Medical staff is available. A nurse is present seven days a week. A psychologist is on staff, and a physician visits the camp on a once-a-week schedule. Wards are transported to Juvenile Hall for dental and vision care.

The 75 sworn probation officers and other staff members appear well-trained and dedicated to the camp's mission of providing the tools necessary for successful transition into the community.

Findings

1. The SANDAG reports indicate that the pilot reading program is improving reading skills.
2. The wards do perform building maintenance but these tasks do not necessarily improve their vocational skills.

RECOMMENDATIONS

The San Diego County Grand Jury recommends that the San Diego County Probation Department and the San Diego County Board of Supervisors:

03-80: Continue and expand the pilot literacy programs.

03-81: Where practical and applicable, increase the use of voluntary inmate labor in the maintenance and construction of any appropriate buildings or athletic areas.

TEMPORARY HOLDING FACILITIES

Temporary holding facilities are used to house detainees while arranging for their transportation to a booking facility, while continuing an investigation, or pending the detainee's release. All holding facility officers are knowledgeable of minimum jail standards, jail operation liability, gender and juvenile segregation requirements, emergency procedures and suicide prevention. Safety checks, intermittent direct visual

and some audio supervision are routine. Phones are available for detainee's use in all facilities.

The 2002-2003 San Diego County Grand Jury visited fourteen holding facilities. A chart summarizing the conditions noted during visits to the holding cells is found in the Appendix.

REQUIREMENTS AND INSTRUCTIONS

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

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

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

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

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

<u>RESPONDING AGENCY</u>	<u>RECOMMENDATIONS</u>	<u>DATE</u>
SAN DIEGO COUNTY BOARD OF SUPERVISORS	03-70, through 03-81	09/25/03
SAN DIEGO COUNTY SHERIFF	03-70 through 03-76	08/26/03
SAN DIEGO COUNTY PROBATION DEPARTMENT	03-77 through 03-81	09/25/03

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