

# ***CONDITIONS AND MANAGEMENT OF DETENTION AND OTHER LAW ENFORCEMENT FACILITIES IN SAN DIEGO COUNTY***

## ***SUMMARY***

State law grants the County Grand Jury wide discretion in what it may do, and lists a few things it must do. The California Penal Code (PC) §919(b) requires that the sitting Grand Jury “shall inquire into the condition and management of the public prisons within the county.” Since this statute was written, it has been interpreted to include adult and juvenile detention and holding facilities operated by county departments or agencies, municipal police departments, and special districts. Notwithstanding numbers of detainees and wards within the Probation Department’s Juvenile system, the San Diego County Sheriff’s detention facilities house over 5,000 inmates on any given day. This inquiry of facilities within San Diego County was carried out by the 2007/2008 San Diego County Grand Jury by visiting seven detention facilities under the jurisdiction of the San Diego Sheriff’s Department (SDSD) and five operated by the San Diego County Probation Department. As the result of concerns noted during our initial visits, members of the Grand Jury made return visits to two of these facilities to ensure that a proper civil oversight inspection was completed. In addition, jury members visited three detention support facilities operated by the Sheriff’s Department, all utilizing inmate labor to fulfill day-to-day operational tasks. Members also visited temporary holding facilities of five incorporated cities within the county and one city jail. We observed staff of the Sheriff’s Court Services Bureau transporting inmates from detention facilities to and from appearances at the five county courthouses. We also visited several other venues, including a public transportation facility, to inquire into the operational and procedural processing of persons detained or arrested at these sites.

Detention facilities are periodically inspected by other county agencies for fire safety, environmental, medical, mental and nutritional health issues. Additionally, these facilities are required by Titles 15 and 24 of the California Code of Regulations (CCR) to be inspected by the Corrections Standards Authority (CSA) of the California Department of Corrections and Rehabilitation (CDCR). Reports and documents from these and other sources were reviewed and used in preparation of this report.

The State government has an ongoing discussion concerning the status of State Prison System overpopulation and the possible involvement of the Federal District Court. This led the Grand Jury members to seek information from the California Department of Corrections and Rehabilitation (CDCR). We received a briefing of current issues at the state level that impacted the County detention facilities, including the Richard J. Donovan (RJD) Correctional Facility located near Otay Mesa. Additional information was also requested concerning the implementation of Senate Bill (SB) 618 (Community Re-entry Program), Assembly Bill (AB) 900 (Public Safety and Rehabilitation Act of 2007) and the impact of possibly high numbers of inmate releases on the state parole staff of the

County of San Diego. The R. J. Donovan facility site visit overview and briefing information received along with web posted documents from the State of California Little Hoover Commission is included in this report. A letter of concern on this subject from the California State Association of Counties is referenced in this report, and is available on their web site at: <http://www.csac.counties.org/default.asp?id=16>

## ***PURPOSE***

An important duty of the Grand Jury is to inquire into the conditions and management of detention, custodial and holding facilities. The Sheriff's Department, County Probation Department and most of the incorporated cities within the county are directly involved in the arrest, temporary holding and/or detention of arrested and convicted persons, (both adult and juvenile) within the county. The Grand Jury visited and observed daily operations of the facilities to gain insight and awareness of operational procedures dealing with custody responsibilities be it with an arrested individual or a convicted inmate. Where appropriate, we made recommendations for improvement on conditions and management of the facilities.

## ***PROCEDURES***

Members of the Grand Jury reviewed documents from CSA, Title 15 and Title 24 inspections conducted by state and county officials on all adult and juvenile detention facilities. Inspection reports from the county Juvenile Justice Commission were also reviewed. We collected background information from the websites of the various facilities, public documents, newspaper & BLOG articles, as well as prior Grand Jury reports.

We utilized a basic inspection format adapted from one developed by the California Grand Jurors Association, to ensure that general questions were asked and operational procedures were reviewed consistently at all the facilities visited.

The Grand Jury inspected all adult detention facilities operated by the San Diego County Sheriff's Department:

- San Diego Central Jail (Facility 1) – Downtown San Diego
- Descanso Detention Facility (Facility 2) – Alpine
- George F. Bailey Detention Facility (Facility 3) – Otay Mesa
- East Mesa Detention Facility (Facility 4) – Otay Mesa
- Las Colinas Women's Detention Facility (Facility 5) – Santee
- South Bay Detention Facility (Facility 6) - Chula Vista
- Vista Detention Facility (Facility 7) – Vista

The Grand Jury inspected all juvenile detention facilities operated by the County of San Diego Probation Department:

- Kearny Mesa Juvenile Detention Facility – Birdland/Kearny Mesa
- Girls Rehabilitation Facility – Birdland/Kearny Mesa
- East Mesa Juvenile Detention Facility – Otay Mesa
- Juvenile Ranch Facility – Campo
- Camp Barrett– Alpine

The Grand Jury inspected temporary holding facilities operated by individual cities, the San Diego Sheriff's Department, and other agencies:

- City of Oceanside Police Department Holding Facilities – Oceanside
- City of Escondido Police Department Holding Facilities – Escondido
- City of Carlsbad Police Department Holding Facilities – Carlsbad
- City of El Cajon Police Department Holding Facilities – El Cajon
- City of Chula Vista Police Department City Jail– Chula Vista
- San Diego Police Department Temporary Holding Facility – Qualcomm Stadium
- San Diego Police Department Temporary Holding Facility – Petco Park
- San Diego Sheriff Court Holding Facilities –Downtown Court Complex, El Cajon, Vista, South Bay Courthouses
- San Diego Harbor Police Operations and Holding Facilities
- San Diego Metropolitan Transit System Security Administration & Arrestee Procedures

Municipal police departments and other agencies that operate jails or temporary holding facilities are responsible for complying with applicable CSA standards under CCR Title 15. The above site visits were undertaken by members of this Grand Jury in carrying out our mandate to ensure oversight of custody and detention facilities within the county.

The Grand Jury inspected (non-detention) boarding and educational facilities operated by the County Health and Human Services Agency for wards of the county:

- Polinsky Children's Center – Kearny Mesa
- San Pasqual Academy – San Pasqual

In addition to the above the Grand Jury members visited the following operational and support facilities:

- San Diego Sheriff's Food Preparation Facility – Otay Mesa
- San Diego Sheriff's Laundry Facility – Otay Mesa
- San Diego Sheriff's Department Inmate Services Commissary Facility – Otay Mesa
- San Diego County Medical Examiner Facility – Kearny Mesa
- State of California. Men's Prison – R.J. Donovan Correctional Facility – Otay Mesa
- San Diego Sheriff's Air Support to Regional Enforcement Agencies (ASTREA). Helicopter Unit – El Cajon (Gillespie Field)

- San Diego Harbor Police Marine Unit – Shelter Island

Members of the Grand Jury also participated in “ride-alongs” (vehicle-, air- and waterborne) with various departments in the region.

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## ***DISCUSSION***

### ***San Diego Sheriff's Department Downtown Central Jail Facility***

Twelve Grand Jury members inspected the San Diego Central Jail Facility (SDCJ). The staff provided jury members with a video presentation, offering a complete overview of the Central Jail operation. The Central Jail opened in May of 1998 as a state of the art facility. The building has 11 stories in which the administrative facilities are accessed by separate elevators; inmates are secured in the inner core of the facility.

SDCJ serves as the primary booking intake facility for male prisoners in San Diego County. SDCJ handles an average of 77,000 bookings per year. At 160 bookings per day the processing may take 8 to 12 hours to complete. The rated capacity for SDCJ is 944 inmates (990 including medical beds). However, the average daily population is in the mid-800s. During the inspection the population count was 835, 88% of the CSA rated capacity.

SDCJ is budgeted for 198 sworn officers, but only 188 officers (95% staff) are available for assignment. Facility staff emphasized that the reason for the shortfall in officers was due to recruitment. Voluntary, rather than mandatory, overtime is used to fill shifts.

SDCJ provides a wide range of medical and psychiatric services, including:

- three dialysis machines
- infectious disease control program
- positive- and negative-pressure isolation rooms
- X-ray laboratory
- a 160 bed psychiatric security unit
- psychotropic medication for an average 30% of inmates
- basic dental care

Medical staffing is authorized at 76 positions, 72 of which are filled, including 57 Registered Nurses (RN) and 14 Licensed Vocational Nurses (LVN). With 11 to 12 nurses per shift, staffing is adequate but any reduction would cause a strain.

We learned that the SDCJ Psychiatric Security Unit (PSU) is the largest acute psychiatric treatment facility in the county. SDCJ has more psychiatric beds than the County of San Diego mental health facilities.

The video presentation at the beginning of our tour gave a complete overview of the facility and the areas that we would observe during our tour. Staff escorted the members of the Grand Jury throughout the facility, and we had the opportunity to discuss with them the details of their assigned duties. In our opinion, the policies and procedures of this facility meet the requirements of the California Department of Corrections and Rehabilitation, Corrections Standards Authority (CSA).

We conducted a second visit to observe the holding procedures and routes for movement of inmates to courtrooms for hearings and trials. Procedures we saw on this tour were consistent with the level of security observed on the initial site visit to the Central Jail facility.

## ***FACTS/FINDINGS***

***Fact:*** CSA and the relevant county departments provided copies of their recent facility inspections. Fire, medical, environmental health and nutritional health inspections were current.

***Finding #01:*** All areas were in compliance. Medical and mental facilities are outstanding. Weapons lockers were located outside the perimeter of the modules (cells) and were well secured. Rapid response staging areas for both disturbance and fire response were well equipped and organized. The staff kitchen area was clean and very well staffed. The recreation areas are spartan but well maintained. Contact sports are not permitted.

***Fact:*** Understaffing continues to be a problem.

***Finding #02:*** Increased access to reserved or free parking for staff would help recruitment and moral.

***Finding #03:*** The exterior and interior conditions of SDCJ were in very good condition for the most part. The Grand Jury did notice some areas around the shower areas in the modules that could use waterproofing maintenance. The jail facility overall was clean and well maintained.

***Finding #04:*** Education providing for high school graduation is available for those inmates who request it. Although the length of stay for most inmates is minimal, their education records travel with them when transferring to different facilities.

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## ***DISCUSSION***

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

The South Bay Detention facility (SBDF) is located within the South County Regional Complex in the city of Chula Vista, which also houses the South County Courts. SBDF opened in 1982 and is authorized a sworn staff of 62 personnel.

SBDF is a Type II non-booking facility and houses male inmates awaiting court or trial appearances in the adjacent court. (SBDF does perform booking functions for the nearby Chula Vista City Jail, under an agreement between the Sheriff's Department and the City of Chula Vista.) The facility houses only healthy adult males. Inmates suspected of having a communicable disease are segregated and transferred out of the facility. Medical staff is on duty 12 hours per day to provide care and respond to medical emergencies. After hours, the custody staff call 911 if a medical response is needed.

The CSA rated capacity for the facility is 386 inmates, however, the court rated capacity is 431. The population on August 2, 2007, was 397. This includes several trustee inmate workers who help maintain the facility for commitments not exceeding 10 months.

The facility has eight modules for housing prisoners, with three person cells. There are also cells for disciplinary or administrative segregation. The inmate population is generally low risk, healthy and incarcerated for one year or less.

There are no formal education classes. However, there are social classes such as Parenting, Domestic Violence, Alcoholics Anonymous, Narcotics Anonymous, Substance Abuse and Anger Management.

## ***FACTS/FINDINGS***

***Fact:*** Nurses provide medical care and respond to emergencies from 0700 to 1900 hours. 911 is called if medical response is needed after hours.

***Fact:*** The three facility air conditioning units had a design life expectancy of 15 years. They are now in their 28<sup>th</sup> year. Proposed change out of the units in the 2008-2009 Sheriff's Detention budget.

***Finding #05:*** The facility is aging with more and more basic maintenance required for continuous use. The staff and support personnel are to be commended in their dedication to the facility as well as getting needed upgrades to ensure safety and security for everyone.

***Fact:*** A security committee named Problem Oriented Policy & Solutions (POPS) was formed, composed of non-supervisory staff members. POPS is defined as a management tool under which problems are defined and solutions engineered and tested.

***Finding #06:*** The computer components have been installed and all of SBDC staff has been issued new ID cards that will allow them access through the doors.

## ***DISCUSSION***

### ***George F. Bailey Detention Facility***

The George F. Bailey Detention Facility (GBDF) is a maximum-security facility located in the Otay Mesa area along with several other county, state and privately operated federal facilities. GBDF is the largest of all facilities operated under the Sheriff's Department Detention Services Bureau. The facility was built in 1991 and was opened for limited operations in 1993. GBDF became fully operational in 1994 and was originally built to house 856 male inmates in single cells. Since then its capacity has been increased to 1688 inmates. CSA rated the capacity of this facility at 1380 inmates. The State conducts biennial inspections for all custody facilities within the county along with various county agencies to ensure the compliance with CSA standard. At the time of the Grand Jury visit the inmate population was 1651 with an average daily population of 1610 for the previous two months.

GBDF consists of six housing units as well as administrative, processing and health care areas. Programs and services include but are not limited to: social visitation, legal visitation, medical screening, counseling, meals and religious services. The health care unit consists of a 24 bed medical infirmary, isolation cells, medical offices and specialty medical clinics.

Inmate processing for the maximum-security facility includes screening to identify risk associated with the inmate and to identify the social and educational programs that could be offered to the inmate while he is within the facility. The risk/security rating (classification number) assigned to each inmate ranges from one (1) (least dangerous) to level six (6) (most dangerous). This classification system is utilized throughout all Sheriff's facilities in the county to help ensure staff and inmates safety as well as to minimize conflicts that may arise in the housing units. The Jail Information Management System (JIMS) compiles data on the history of each individual inmate and keeps records of inmate problems, classification, and special attention requirements. The JIMS data helps to ensure the safety of the inmate by identifying housing or isolation needs.

Staffing at GBDF continues to remain below the authorized staffing level--currently at a 75 to 80% level at this facility. The facility is well-used and worn down in places, but is being operated and managed by a very dedicated staff of sworn and non-sworn professionals.

With the addition of a new detention housing unit called Facility 8, the Sheriff's inmate population bed capacity increased by 200 in early 2008. As of April 9, 2008, the new facility (adjacent to GBDF) had an inmate population of 172.

During the inspection tour and informational briefing by staff, particular attention was given to a newly implemented program as the result of California Senate Bill 618 – Community Reentry Program (enacted in October 2005, with an implementation date of January 2006). The main thrust of the program is to address the recidivism problem by a

comprehensive reentry program for state prison-bound offenders, designed to assist them in the transition from prison to society. The pioneering program, which began in San Diego County in early 2007, begins with assessments while in jail, programming while in prison and support services upon release. Information received at GBDF about SB618 was also supported by additional staff input regarding program implementation at R. J. Donovan State Correctional Facility. The number of inmates involved as of April 2008 is small but the program is growing.

## ***FACTS/FINDINGS***

***Fact:*** The George F. Bailey Detention Facility is a maximum-security facility and the largest in the San Diego County System.

***Fact:*** The staffing is less than 80% of the authorized staffing level for sworn personnel.

***Finding #07:*** The efforts currently underway to recruit and hire custody/detention service deputies for all Sheriff Detention facilities should continue to minimize under staffing.

***Fact:*** The implementation of SB618 (Community Re-entry Program) started in early 2007. It is a multi-agency plan involving representatives from correctional institutions, law enforcement, community based organizations, governmental agencies, local community members and former prisoners.

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## ***DISCUSSION***

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

The East Mesa Detention Facility (EMDF) was transferred from Probation to the Sheriff in October 1991 as a low to medium security male detention facility. Intended to house 490 inmates, EMDF has an inmate capacity of 512 and a CSA rated capacity of 360. Located on Otay Mesa adjacent to GBDF and other facilities, EMDF receives its inmate population from GBDF. Levels 1 thru 4 inmates transferred to EMDF usually are in custody at EMDF for an average of 30 to 90 days. The average inmate population for EMDF is 435 inmates, while the sworn deputy staffing level is approximately 85% of authorized strength. Housing dorms, area security and inmate grievance procedures appear to be well run and without any major problems, notwithstanding the lack of 100% staffing.

Because EMDF is the primary source of inmate labor for the Sheriff's Detention Services Bureau, newly arrived inmates from GBDF are screened by staff to identify inmate skills and occupation experience. This screening includes medical and physical exams to ensure inmates are able to do the job assigned. The inmates receive training in food service, grounds maintenance, facility maintenance, woodworking and cabinet making skills, print shop and laundry operation. The Grossmont High School District manages and teaches these programs and provides certificates of



completion/training as appropriate for the classes or operational training completed. Educational programs for those inmates with a desire to participate are also available. These include English as a Second Language, GED program, and a very well equipped computer lab are open for participation in addition to vocational skills programs, and self- help programs.

Of particular note is the utilization of inmate labor to bring about cost benefits to the County of San Diego in the adjacent Food Service/Preparation and Laundry Service facility: these will be discussed in a later segment of this report.

## ***FACTS/FINDINGS***

***Fact:*** Educational and Self-help classes are offered to inmates who desire them.

***Finding #08:*** The educational and hands on training classes need to be expanded to further the efforts by staff to reduce recidivism by inmates.

***Fact:*** Trade classes leading to certificates of completion are offered.

***Finding #09:*** Certificates of training need to be further supported by outreach to the business community for potential hiring of inmates upon their release.

***Fact:*** EMDF is understaffed in the number of sworn personnel assigned.

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## ***DISCUSSION***

### ***Las Colinas Women's Detention Facility***

Grand Jurors inspected the Las Colinas Detention Facility (LCDF) on two occasions this year—one announced and the other unannounced.

The Jury was provided a presentation and an opportunity for questions as well as the opportunity for follow-up questions after the tour.

Las Colinas dates from the 1960s era where it was used as a juvenile facility. It is constructed of mainly modular (and temporary) housing units. It was converted in 1979 to the primary women's detention facility for the county, and has served in that capacity ever since despite not having been originally designed as a permanent long-term adult facility.

CSA has rated this facility for a maximum of 400 inmates but at any one time the Las Colinas facility frequently houses 600 to 700 inmates. The demographic distribution of the population at the time of the first Grand Jury visit was as follows: 44% Caucasian, 28% Hispanic, 24% Black, 1% Filipino, 1% Asian, 1% Native American and 1% other.

Las Colinas is authorized for 129 sworn officers and currently employs 109 officers (85% staffed). Total staff, including (non-sworn) professional staff, is currently 157.

This facility is in violation of court-ordered maximums, and its actual daily capacity has been in excess of its rated capacity for several years. This facility is projected to continue to operate above rated capacity for the foreseeable future. Obviously, this is unacceptable.

We noted that Las Colinas has an excellent vocational and educational program including a comprehensive GED program as well as a host of religious and substances abuse services, mainly staffed by volunteers. Training ranges from graphic arts and computer skills, to food handling, landscaping, and sewing. In fact, inmates are tasked with making the uniforms for the seven other detention facilities in San Diego County. However, due to a high interest level there are waiting lists for most of the programs.

The Grand Jury finds that LCDF does have adequate medical facilities including complete obstetric care and basic dental care. However, there are concerns that the new digital imaging chest x-rays that are used to screen for TB are not being installed at LCDF due to its age and eventual replacement. If it has been determined that this technology is appropriate for San Diego's other booking facilities (i.e., Central Jail and Vista) it is our opinion that cost should be a non-factor in the decision to modernize Las Colinas due to the public health ramifications as well as concerns about equal protection issues.

Overall, conditions at Las Colinas have improved since the 2006/2007 Grand Jury's scathing report: however, the facility is still in dire need of replacement.

## ***FACTS/FINDINGS***

***Fact:*** The majority of the structures on the facility site are over 40 years old.

***Finding #10:*** While extensive rehabilitation has been undertaken, deferred maintenance at LCDF remains a problem due to its age and the fact that it was not designed to be a permanent facility.

***Fact:*** Las Colinas is lacking in the comprehensiveness of its medical facilities, especially its psychological and intake-screening facilities, compared to the other detention facilities in the County, which house males only.

***Finding #11:*** These inequities raise substantial 14<sup>th</sup> Amendment issues regarding the equal treatment of detainees within our County, in addition to raising the possibility of lawsuits against the County concerning its violation of this provision.

***Finding #12:*** The potential exists for a federal action concerning sex-based discrimination resulting from the noticeably inequitable detention and medical facilities at Las Colinas compared to male detention facilities in the County. Specifically, violations of the provisions contained in title VI of the Civil Rights Act of 1964 could cause the County to lose badly needed federal funds currently earmarked for Las Colinas.

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## ***DISCUSSION***

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

The Grand Jury visited the Vista Detention Facility (VDF). A conference room presentation was provided which evolved into a question and answer session. A tour of the facility followed. Facility improvements were in process to cell doors, flooring and locking systems. The inmate population was 872, up from 832 reported by the 2005/2006 Grand Jury, and 849 reported last year. The VDF remains a type II facility booking both males and females for pretrial confinement of felony and misdemeanor charges.

VDF is budgeted for 129 sworn officers, up from 120 in fiscal 2007 and 114 in fiscal 2006. The actual number of sworn officers available for duty is 94. Overtime and temporary rehires make up the shortfall. The video surveillance system appears to be the most up-to-date the Jury has observed.

### ***FACTS/FINDING***

***Fact:*** All required inspection reports have been completed within the last 6 months.

***Finding #13:*** The fire safety inspection identified a few minor deficiencies. The other required facility inspections were satisfactory.

***Fact*** Sworn staffing is low, thirty plus officers short of authorized strength

***Finding #14:*** The use of overtime by administration is not a long-term answer to the staffing shortage.

***Finding #15:*** Recruiting strategies for the hiring of sworn officers needs to be developed, as do strategies for the retention of existing staff.

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## ***DISCUSSION***

### ***Descanso Detention Facility***

The Grand Jury visited the Descanso Detention Facility (DDF). The last inspection by CSA was on January 13, 2006. The CSA inspected for compliance with the Minimum Standards for Local Detention Facilities, as outlined in CCR Titles 15 and 24. The Grand Jury's review of the inspection report revealed that CSA found one area of non-compliance. On the day of the CSA inspection, the facility exceeded the rated capacity by two inmates, resulting in noncompliance with sections of the code that deal with dormitory dayroom space and the number of toilets, washbasins and showers.

Descanso is classified as a Type II medium security facility for adult males in good health with no known psychological problems or psychotropic medication requirements. The facility is a work-camp environment with few disciplinary problems and escapes are almost nonexistent. Descanso is considered to be a "plum" assignment, and inmates would rather be there than at one of the higher level secure facilities.

Descanso has a CSA rated capacity of 308. On the day the Grand Jury visited, the total in custody was 324, 16 greater than the CSA rating. However, it is 116 less than the court ordered capacity of 440. The facility commander indicated that through prudent use of overtime the current staff of forty-nine sworn officers is adequate. There are over twenty professional staff members and approximately ten volunteer instructors and clergymen who work with the inmate population.

The facility sits on approximately 14 acres of land located east of Alpine. There are over 60 structures located on the property, with construction dating back to the mid 1940's. Inmate trustees work many jobs on- and off-site and are trained in plumbing, carpentry, landscaping and the use of tools associated with those trades. The inmates' skills are utilized to maintain and renovate the buildings and grounds. The inmates have an opportunity to continue their education on various subjects and to obtain a GED certificate.

Due to its location, the facility has inherent issues associated with transportation, emergency medical treatment, potable water and waste/sewerage disposal. Booking and release of between twenty and thirty inmates every week normally take place at San Diego Central Jail. Inmates are transported to East Mesa for dental and other routine medical treatment; however, a helicopter pad is available on the grounds for emergencies. The facility has four wells, three of which are currently used. The County of San Diego, Department of Environmental Health (DEH), conducted an inspection of the Water System on the day of the Grand Jury's visit. The inspection indicated that a Boil Water Order issued by the County on April 16, 2007, must stay in effect and that the facility is currently under a Compliance Order due to an "exceedence" of the lead and copper rules. Additionally, the DEH report indicates that several of the wells have additional tests that are either due or overdue as of November 14, 2007.

## ***FACTS/FINDINGS***

***Fact:*** There is limited use of video surveillance at the facility.

**Fact:** Overtime is being used to support minimum safe staffing levels at the facility.

**Finding #16:** There is a very obvious pride and dedication by the sworn and non-sworn staff at DDF towards the inmates as well as the facility.

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## ***DISCUSSION***

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

The Grand Jury visited the Kearny Mesa Juvenile Detention Facility (KMJDF) on October 11, 2007. This facility, opened in 1954 and formerly known as Juvenile Hall, is located at 2801 Meadow Lark Drive in the Birdland area of Kearny Mesa. It has undergone several expansions and refurbishments over the past 53 years. The facility is certified by the CSA for 359 beds and currently houses 300~320 boys and girls. Detainees (also referred to as wards) up to 19 years old are held by court order for offenses ranging from truancy to murder. Offenders may also be held in pre-trial confinement if the court so determines. The average stay at KMJDF on the day of inspection was 23 days for boys and 24 days for girls.

County Probation Department staff conducted a tour for the Grand Jury of the buildings and grounds and briefed us on the various programs in place. The facility shows its age, but is generally well maintained by on-site Facilities Management with assistance from County General Services. The San Diego County Office of Education runs the on-site school program. Detainees are required to attend the state certified school from 8:00 a.m. to 2:00 p.m. 5 days a week. All school credits are directly transferable to any San Diego County school district. Parents and guardians are encouraged to participate and interact with the detainees in their programs.

Co-located with KMJDF (and subsidiary to it) is the Girls Rehabilitation Facility (GRF). GRF is an intensive, highly structured program serving up to 50 female detainees between ages 13 and 17½. Each female ward must be ordered by the court to first complete a personal training program and be assessed as eligible to the GRF facility. The programs offered are structured to meet each girl's personal, emotional and educational needs. GRF is based on a philosophy of Cognitive Restructuring – learning to think about their actions to determine what they should have done differently to better control their behavior. The ultimate goal of this 10-12 week program is for girls to think with awareness before they act.

KMJDF has excellent medical care resources for the detainees. On-site facilities are operated under contract with the nearby Rady Children's Hospital. Any detainee with a medical issue has access to a doctor and nursing staff at all times, including immediate transport to Rady when needed. Social workers, therapists and crisis teams are also on hand.

## ***FACTS/FINDINGS***

***Fact:*** The facility at Kearney Mesa has been receiving and detaining juveniles for more than 50 years.

***Finding #17:*** The juvenile facility is showing its age and, even with limited preventative maintenance and cleaning, the odors of constant use are overwhelming to all who visit there.

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## ***DISCUSSION***

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

The East Mesa Juvenile Detention Facility (EMJDF) is located on 25.7 acres on Otay Mesa near (but not affiliated with) the Sheriff's detention and industrial complex. It is a 185,825 square foot facility with 360 parking spaces. It opened on June 24, 2004. When we visited the facility, we found the sworn Probation Officers and non-sworn staff to be very accommodating, both by escorting us to all the areas we wished to inspect and by providing us with details about the facility and their particular job functions.

There are ten self-contained housing units for the detainees. There are 380 detention beds and a plan to add 240 more. Each room has its own toilet, a sink and a drinking fountain. Detainees are also provided with closed-circuit televisions.

Visitations from different religious denominations are available to interested detainees. Interviews are conducted and biographies taken during the intake process. A program called "The Six Pillars Of Character" is used to teach detainees how to make effective and ethical decisions. The pillars are Trustworthiness, Respect, Responsibility, Fairness, Caring, and Citizenship. Detainees are required to attend school Monday through Friday to earn credits towards receiving high school diplomas or GED certificates. The County Office of Education provides comprehensive educational services. Medical and mental health services are available to detainees on a 24-hour period everyday. We observed that the teachers have organized classrooms and the teaching is adequate. One of their teachers has been chosen as San Diego County "Teacher of the Year" and rightly deserves a commendation.

The detainees range in age from 14 to 18 years with an average of 16 years old. Detainees are kept up to a month or more depending on the length of court proceedings. After such time as any detainee has earned the necessary credits and the courts have decided to release them, they are picked up at the facility by their parents or legal guardians.

## ***FACTS/FINDINGS***

***Fact:*** EMJDF is a modern detention facility that has the appearance of a school campus.

***Fact:*** The facility is a maximum-security detention site for juvenile males, ages 12 to 18 years.

***Finding #18:*** The facility is well maintained and the staff of sworn and professional personnel is dedicated to the wards in their custody.

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## ***DISCUSSION***

### ***Camp Barrett***

Camp Barrett is a minimum-security “open environment” facility. The four dormitories hold 50 wards each, between the ages of 16-1/2 and 19. At the time of our first visit Camp Barrett housed 145 wards. The approximate length of stay for each ward is 270 days. Camp Barrett does not have a “keep separate” policy; therefore, wards are not classified. According to staff, gang activity is less than at other facilities because Camp Barrett is a “Gang Neutral/Race Neutral” site. During the past year, 6 escape attempts have been recorded. Staff members report that “people skills” are their main defense to diffuse any type of situation.

The Camp was originally used to house prisoner road crews, and the oldest structure was built in the 1950’s. Although old, the structures seem to be in adequate condition.

It was unfortunate that the Director of Camp Barrett was unavailable to meet with the Grand Jury when we visited the facility on December 6, 2007. It was immediately apparent that the staff left in charge was unprepared for our visit. After waiting in a narrow hall for approximately 10 minutes, we were escorted to the courtyard for a briefing. Upon request we were taken to the wards’ recreation hall for the remainder of the briefing. The carpeting in this room was old and extremely musty smelling; the plastic molded chairs were covered with graffiti. Staff informed us that the carpet was last cleaned approximately 3 years ago. Even though a recommendation to remove the carpeting in this room was made over a year ago, this has not yet been done. We were informed that the carpet removal has been approved. The 2006/2007 Grand Jury had recommended that funds be allocated to recondition the athletic field, this also obviously has not been done.

Upon entering Camp Barrett, each ward is given a “Rule Book” printed in English and Spanish. The books were found to be outdated, lacking information, and stated classes or

programs no longer offered. Additionally there were several different versions of the book handed out to Jury members who visited the site.

The wards get one-third off their sentence for coming to the camp as well as time off for good behavior or performance. However, if ward(s) are manipulative or fails to participate in Camp activities, they can be re-sentenced by a judge. Re-sentencing can occur when a ward accumulates infractions such as refusing to follow instructions, talking back, being argumentative, showing disrespect to the staff, communicating without permission, gang related behavior, etc.

At the time of the Grand Jury's initial visit, Camp Barrett had 54 positions for line staff. This is short by 6 positions. To compensate for this shortage, there is mandatory overtime that increases shifts to 12 hours and the number of consecutive workdays from five to seven.

Camp Barrett High School is located within the facility. Classes are conducted Monday through Friday from 8:00 a.m. to 2:35 p.m. Exercise takes place after classes for one hour each day consisting of "long muscle movement" and cardiovascular activity of running up and down the hills surrounding the camp. Twenty laptop computers have been donated for the wards' use.

Well water from tanks on the hills above the access road provides the water supply for Camp Barrett. A leach field is used for solid waste. Gray water is not reused.

Fire extinguishers in the main office were inspected only 3 times during the past year and the last inspection was performed in September of 2007. It was previously recommended that the carpeting in this building be replaced as well, however, this also had not been done.

The wards complained to a Grand Jury member that the staff is intimidating and verbally confrontational. We did witness proof of this complaint when a cafeteria worker berated one of the wards in front of us and a group of his peers.

Even though one quarter to one third of the wards have been diagnosed with psychological problems and several are receiving psychotropic drugs, at the time of our first visit Camp Barrett had not had a full-time, in-house psychologist for 8 months. The administration of psychotropic drugs was performed by a doctor at the East Mesa or Kearney Mesa facility, requiring a lengthy round trip. A full-time psychologist was scheduled to start the day after our return visit. At that time, 20 wards were on psychotropic medicines.

It was obvious that the staff of Camp Barrett was much more prepared for our return visit that took place on February 28, 2008. Recent rains provided a lovely green ground cover over the courtyard and surrounding grounds making them much more inviting.



We were greeted by the Director and immediately escorted to the recreation room used for the briefing on our previous visit. The moldy carpet was still in place and graffiti still covered the chairs. However, the room conditions were much improved over our first visit.

At the time of our second visit, 143 wards were in residence. The staff totaled 61 with 58 sworn staff. Seven are bi-lingual and the staff is very diverse. The wards were 60% Hispanic, 27% African-American, 10% Caucasian, and 3% other ethnicities.

There have been no suicide attempts, no deaths, 7 escape attempts and 4 or 5 fights. OC (pepper) spray is used on an average of once a month. The primary method of discipline is “go to cover”, wherein every ward within earshot ducks and covers their heads with their arms. Safe Crisis Management (SCM) is required conflict management training for all staff.

The date of their last fire inspection was one week previous to our second visit. Although the Director stated that fire extinguishers are inspected monthly, a recheck of the fire extinguisher log shows otherwise. Fire drills are preformed twice each month with the last drill being preformed the week before our second visit. The wards also participate in the drills.

We did not converse with any of the wards on our second visit. Therefore, we do not know whether relations with the staff had improved.

### ***FACTS/FINDINGS***

***Fact:*** The facility is remote and is a rural minimum-security juvenile male detention site.

***Fact:*** The placement of wards to Camp Barrett is by court order, and there is a waiting list of 16 to 19 year olds who have completed the screening process and review by the Juvenile Court.

***Fact:*** Camp Barrett High School is located on the grounds of the facility.

***Finding #19:*** The high school is a modern accredited facility with eight full time teachers on staff.

***Fact:*** The Rule Book offered to wards is outdated and lacks current information about Camp Barrett.

***Finding #20:*** The Rule Book needs to be current and factual so as to provide the incoming ward with all necessary information about Camp Barrett.

## ***DISCUSSION***

### ***Juvenile Ranch Facility Rancho Del Campo***

The Juvenile Ranch Facility (JRF) is located near the community of Campo in eastern San Diego County. This facility was originally built as a U. S. Army barracks for Buffalo Soldiers in the early 1940's. The current juvenile facility was opened in the mid 1960's with two buildings serving as dormitories for the wards. The facility was expanded with the addition of two dormitories called Rancho del Rayo in 1978 and 1980. Three dormitories are currently in use, Campo II and Rayo Rayo II and I. The Campo II dorm shows its 1940 vintage but is well maintained considering all that have used it. Renovation of some of the buildings occurred during the early to mid 1990's and a new library and computer lab were built at the facility in 1999.

JRF is a behavioral and drug/alcohol rehabilitative facility serving male youths between the ages of 12 and 17. It is a minimum-security facility operated by the Probation Department; it has a capacity of 250 wards, with the average population being 160. The ward population is divided as to needs with Campo II housing those with behavior problems. Rayo I and II serve specific rehabilitative functions and are segregated by age. Programs offer drug/alcohol and behavioral treatment appropriate by age to each dorm, based on the Phoenix House Therapeutic Community model.

The Phoenix House is a vital member of the San Diego juvenile justice system. This program addresses issues such as substance abuse, anger management and education. It promotes a positive peer culture. Phoenix House conducts daily morning and evening meetings that involves the staff and wards as well as parent meetings on the first Sunday of each month. The main purpose of the meetings is to promote motivation and to help establish an upbeat mood that encourages wards to meet their daily challenges and prepare them for the transition to life after their stay at the ranch.

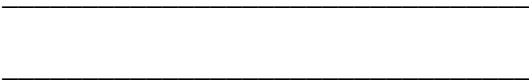
At Rancho Del Campo, each juvenile is required to enter into a contractual agreement that includes a list of specific goals that need to be met prior to release. As part of this agreement, individuals are assigned to a team that must work together to accomplish group tasks and goals and must also get along with other teams at the facility. A variety of programs are offered to meet the particular needs of the wards, including anger management, family counseling, crisis counseling, chemical dependency, personal responsibility, literacy, commitment to change, vocational training, and recreational activities.

The San Diego County Office of Education administers the high school facility. All the juveniles attend Rancho Del Campo High School, which provides a mainstream educational program, individualized to meet each ward's needs. Nine classroom teachers, seven aides and one special education teacher hold the classes in separate classrooms. All the teachers that we met were caring and enthusiastic educators that

obviously enjoyed working in this environment. Several of the Grand Jury members had concerns about the subject of a movie that was being shown on the day we visited. Principal Davis assured us that the movie “Cry Freedom” supported the mainstream world history lesson plan and might be shown at any of the high schools in the County of San Diego.

The JRF at Campo appears to be well run with a high level of staff enthusiasm and dedication toward the wards. This observation is supported by the 2006 and 2007 San Diego County Juvenile Justice Commission Reports. Both reports commended the staff for portraying an optimistic view of their effectiveness in providing a healthy, supportive environment for the wards. These reports also identified the fact that facility repairs and upgrades are inhibited by the need to comply with the local Campo Historical Society’s standards for historically accurate renovations. The overall mission of the facility requires major maintenance and remodeling and or construction of new buildings if it is to continue its current mission.

You are encouraged to visit the San Diego County Office of Education web site at <http://www.sdcoe.net/jccs2/?loc=mountain-rancho&m=1>. From this site you can find the Internet links to all the Juvenile Court and Community Schools. While none of us want to see our children in one of these facilities, you will be encouraged, as we are, with the role models who teach and guide wards through the rehabilitation process as well as the positive environment at the facilities.



## ***DISCUSSION***

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

Members of the 2007/2008 Grand Jury inspected a number of temporary holding facilities throughout the county. These inspections were in addition to the mandated state, county, health and fire inspections (CCR Titles 15 and 24).

Temporary holding facilities are used to house detainees or arrestees while arranging transportation to a booking facility, or short time holding for investigation, or pending detainees’ release (Notice to Appear Citation or PC §849(b) release). Nearly all municipal and special-district police departments maintain only these short-term holding facilities since adult arrestees are booked into a Sheriff’s booking facility, and juveniles into Juvenile Hall, as soon after arrest as practical.

Jury members toured the only exception in the county, the City Jail operated by the City of Chula Vista. The jail, staffed by sworn and non-sworn custodial personnel, houses the majority of those arrested in Chula Vista for minor offenses. As noted on a previous report segment, the Chula Vista City Jail, under an arrangement with the Sheriff’s Department, uses nearby South Bay Detention Facility for arrestee booking services. At

present, the Chula Vista City Jail is under contract with the CDCR to house inmates from the Richard J. Donovan Correctional Facility who are completing a drug rehabilitation program in the last months of their sentences.

The sports venues at Qualcomm Stadium and Petco Park were also visited to inspect the physical layout of areas used by San Diego Police and event security personnel for detainees. The policies and procedures utilized at both facilities were reviewed with SDPD Special Events personnel.

The temporary facilities visited dated from 1978 to 1999, with two to four cells being utilized. Most of the departments had video monitors as well as audio in place, but responsibility for monitoring usually fell on the arresting officer or in some cases the on-duty watch commander. Several agencies utilize a contract service to transport the prisoner, after initial processing and chemical testing, to the county facility for booking. This allows the arresting officer to return to field duty with minimum down time for arrestee processing. The detention policy and procedures for females and juveniles was also reviewed at each site visited, with the staff member providing a full disclosure of the process including the required juvenile detention logs. No issues or concerns were noted in any of the temporary facilities visited.

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## ***DISCUSSION***

### ***East Mesa SDSD Complex Laundry, Food Processing, Commissary***

The San Diego Sheriff's Department operates a very impressive complex, providing three separate service support functions. These operations utilize a combination of sworn officers, civilian staff and management, and inmate labor under their direct supervision and control. The complex is located adjacent to East Mesa Detention Facility (EMDF), which is where the inmate labor force utilized in the facilities is detained.

The largest unit is the Food Production Center where the civilian staff, along with deputies, direct and in some cases train (Certified Food Service Managers) inmate workers in the preparation, cooking and prepackaging of individual meals for all county adult and juvenile detention facilities. This amounts to 35,000 to 45,000 daily meals created utilizing the cook chill technology. This method provides for a long shelf life and provides the inmates with a standardized fresh and wholesome daily menu for about \$ 0.75 cents per meal. The unit also provides special or restrictive meals for medical or religious reasons. The prepared meals are chilled, vacuum packed, labeled and stored in large walk-in refrigerators until they are trucked to the various detention facilities. This is a modern, award-winning food production facility, and it was obvious that safety and sanitation were of the utmost importance in all aspects of the operation. The facility was and continues to be visited and studied by institutional food service professionals from all over the world.

An adjacent area houses a laundry facility that handles 8,000 to 10,000 pounds of laundry per day. The unit services all the detention facilities in the county except Las Colinas, which maintains its own laundry and uniform production facility. With the utilization of large capacity, 400/440 pounds per load machines, the facility operates two shifts per day, five days a week. Approximately fifty inmates are involved in the facility operation along with a civilian staff of 14. The entire process from washing to iron/folding creates an unusual environment at various times of the year. The facility air exchange units are being modified/upgraded to help manage and control the air circulation within the work area.

Also in the complex is a large warehouse that houses the Inmate Services Commissary Store, which is part of the Inmate Welfare Fund operation. Inmates at county detention facilities with money in their commissary accounts are allowed to place weekly orders for commissary goods such as snack foods and personal hygiene items. The Inmate Welfare Special Revenue Fund operates within the Sheriff's Department under the authority of Penal Code §4025. The multi-disciplinary Inmate Welfare Committee oversees operation and expenditures of the fund. The fund generates monies mainly from the Commissary Store operation, inmate telephone contracts, print shop, and salvages property and fund account interest. Expenditures are staff salaries, purchases for resale, operating expenses and other as approved by the committee to benefit the inmates.

The overall annual budget for the Inmate Welfare Fund is approximately 3.5 to 4.5 million dollars.

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

***Fact:*** Operations at the Otay Mesa involving laundry service, food preparation and distribution are managed by the Sheriff's Department. The sworn and civilian staff is supported by inmate workers from EMDF.

***Finding #21:*** The operations are very cost effective, saving the county monies by not replicating the laundry and food preparation, kitchen facilities at all other detention facilities.

### ***COMMENDATION***

The entire Food Services unit of the Detention Services Bureau is to be commended for their decisive and positive can-do attitude during the October/November 2007 wildfires. They supported the County, CAL FIRE, National Guard and Red Cross with meal service, as these agencies managed the evacuation of an estimated half-million citizens. With minimal impact on normal operations to feed all inmates in county detention facilities, the Food Services unit supported the fire command posts within the county. This occurred simultaneously with detention facility evacuations that impacted the population of other facilities. This job well done deserves a very public commendation from the San Diego County Board of Supervisors.

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***DISCUSSION***

***San Diego County  
Medical Examiner Facility***

The Grand Jury visited the San Diego County Medical Examiner's Office on April 3, 2008. The existing facility is located in the County Operations Center, near the site of a new two-story, 84,000 square foot facility scheduled for completion in November 2009.

The Chief Medical Examiner and his assistant conducted a thorough briefing on the operations and capability of the Medical Examiner's Office, formerly known as the Coroner's Office. It is comforting to know that we have someone in charge of this facility that has the extensive experience and training in the many fields of forensics and pathology. Based on his briefing of the capabilities of the new facility we are also fortunate to have someone in charge who can keep San Diego on the cutting edge of this expanding field that is flooded with advancements in technology.

The Medical Examiner told us that many of the procedures currently practiced are used authentically on television "CSI" dramas. He indicated that his 60 member staff investigates a little more than half of all the deaths in San Diego County and averages approximately 3,000 autopsies every year. He told us that the new facility will be able to provide better insight into not only determining how a death occurred, but how the person lived before they died.

Upon entering the facility it became obvious that the current space is overcrowded and too small to process the workload. We toured the cold storage area and the refrigerated truck that is available to handle an additional 40 bodies should the need arise. The current facility can store a total of only 120 bodies. The new facility will be able to handle up to 200 bodies as well as incorporate many of the new technologies that help determine the cause of death. We also had the dubious honor of observing several of the pathologists plying their trade on the autopsy tables. Future Grand Juries will have the opportunity to see the result of all the hard work of the Medical Examiner and his staff to design and populate the new facility with modern equipment.

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***DISCUSSION***

***San Diego Unified Port District  
Harbor Police Department***

The Grand Jury visited the Harbor Police Department on February 14, 2008. This sworn police department is the law enforcement authority for the San Diego Unified Port District and its jurisdiction extends through the tidelands and nearby roadways of the five cities that surround the San Diego Bay.

The department has two principle facilities; the headquarters building on Harbor Drive, across from the airport, and harbor side facility, with docks, at the end of Shelter Island. The department's staff is extremely diversified and all police officers are cross-trained as marine fire fighters. Additional capabilities include: canine teams, a dive team, an underwater search and rescue team, and personal watercraft teams.

A major component of the Harbor Police Department provides law enforcement service to the San Diego County Airport Authority at San Diego International Airport/Lindbergh Field. This division works in cooperation with Homeland Security, Transportation Security Administration and private security personnel at the airport.

Patrol officers of the Harbor Police Department work both in patrol cars on land and patrol boats on the bay and nearby waters.

## ***FACTS/FINDINGS***

***Fact:*** The headquarters facility is in an excellent location at the corner of North Harbor Drive and Harbor Island Drive

***Finding #22:*** The decades-old building is in need of replacement to streamline operations and better serve the community.

## ***COMMENDATION***

The Harbor Police Department is to be commended for the performance of their duties with the limited assets and facilities that they have available. They are charged with many enforcement responsibilities that cover a large and varied territory. The San Diego Unified Port District needs to recognize these accomplishments and provide the necessary resources that the department needs.

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## ***DISCUSSION***

### ***San Diego Metropolitan Transit System Security***

Six members of the Grand Jury visited the Metropolitan Transit System (MTS) and San Diego Trolley, Inc. (SDTI) complex at 12<sup>th</sup> and Imperial Avenues in San Diego on March 19, 2008. A tour of the Central Control facility and security headquarters was provided.

A conference room presentation and a question& answer session followed. MTS has a two-tier security service consisting of Code Compliance Inspectors (CCI) who are “public officers” as defined by the Penal Code, supplemented by armed private security officers contracted with Transit Systems Security, Inc. (TSS). The service enforces a transit-specific code of ordinances enacted by MTS, as well local and state laws, for offenses occurring on MTS vehicles or property. The service is budgeted for 30 CCI and 114 TSS officers and MTS indicates it could use more personnel. Overtime and temporary rehires make up the shortfall, with the private security contractor also providing additional temporary personnel for special events (e.g., ballgames at Petco Park and QUALCOMM Stadium). The video surveillance system appears to be most up-to-date, and on-board cameras are being installed on many buses and trolley vehicles. Some federal funding has recently allowed MTS Security to add three canine units, which also provide reciprocal assistance to other law enforcement agencies. MTS Security’s working relationship with municipal and county law enforcement in its area of responsibility appears to be excellent.

### ***FACTS/FINDINGS***

***Fact:*** The only audits from outside agencies are for funding. There are no outside audits done of the Transit Systems Security operations.

***Finding #23:*** The newspapers are complaining that crime on MTS Trolleys is on the rise. While ridership is up, occasional outside oversight may improve the workings of the security operations.

***Fact:*** Staffing is low and the use of overtime is not a long-term answer.

***Finding #24:*** Recruiting strategies for the hiring of sworn officers need to be developed, as do strategies for the retention of existing staff.

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### ***DISCUSSION***

#### ***Consolidation of Crime Laboratories***

The 1998/1999 San Diego County Grand Jury conducted an extensive study and recommended the consolidation of the San Diego Sheriff’s Department and the San Diego Police Department’s crime laboratories with the San Diego County Medical Examiner’s Office into a consolidated Crime Laboratory. While those crime laboratories have the most resources and workload there are crime laboratories in some of the local police departments that would benefit from a consolidation effort. The report suggested that the consolidated laboratory could be managed through a Joint Powers Agreement (JPA).



The common thread of concern expressed during this year's visits to detention facilities and local police departments in the County of San Diego is the need for additional Sworn Officers. The consolidation of crime laboratories would greatly reduce the cost of operating all the laboratories independently. The County of San Diego could benefit greatly from the example provided by the U. S. Navy. The Navy had two Primary Standards Laboratories, several Standards Laboratories and a dozen or more Calibration Laboratories all over the world. Today there is one Primary Standards Laboratory. All the Standards Laboratories have been closed and all but three of the Calibration Laboratories have been closed. This consolidation resulted in a tremendous savings and allowed the savings to be used by the operating forces.

The primary objection to Crime Laboratory consolidation in the County of San Diego appears to have been turf battles as expressed in the City of San Diego's response to the Grand Jury Recommendation 99-112. "The City of San Diego is not opposed to discussing merger possibilities of the Police Department's laboratory with that of the Sheriff's Department. This discussion should take place when the merger is one of equal partners bringing equal resources, status and performance to the negotiating table with the intent and likelihood of increased service levels to the constituents of both the City and the County. This is impossible at the present time."

At a time, when the armed forces have gone through several rounds of base closings, and our fleet of ships and planes have been greatly reduced, we should not allow the Cities and County to engage in turf wars over the limited resources that are paid for by the tax payers. The City Mayors and County Managers should put this at the top of their agendas for immediate action. At the very least, a comprehensive study should be initiated with the stated objective being to eliminate the duplication of facilities, equipment, maintenance and operating costs, as well as labor. A JPA between the Cities and the County of San Diego should be charged with bringing this project to fruition with a target completion date no later than 2010.

## ***REQUIREMENTS AND INSTRUCTIONS***

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

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

- (a) As to each grand jury finding, the responding person or entity shall indicate one of the following:

- (1) The respondent agrees with the finding
  - (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.
- (b) As to each grand jury recommendation, the responding person or entity shall report one of the following actions:
- (1) The recommendation has been implemented, with a summary regarding the implemented action.
  - (2) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
  - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the grand jury report.
  - (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.
- (c) If a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by the grand jury, but the response of the Board of Supervisors shall address only those budgetary or personnel matters over which it has some decision making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

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

<u>Responding Agency</u>	<u>Recommendations</u>	<u>Date</u>
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None

## ***LIST OF ABBREVIATIONS AND ACRONYMS***

AB	(California) Assembly Bill
ASTREA	Air Support to Regional Enforcement Agencies
CCI	(San Diego Transit) Code Compliance Inspector
CAL FIRE	California Department of Forestry and Fire Protection
CALPIA	California Prison Industry Authority
CCR	California Code of Regulations
CDCR	California Department of Corrections and Rehabilitation
CSA	Corrections Standards Authority
DDF	Descanso Detention Facility
DEH	(San Diego County) Department of Environmental Health
DSB	(Sheriff's) Detention Services Bureau
EMDF	East Mesa (adult) Detention Facility (Otay Mesa)
EMJDF	East Mesa Juvenile Detention Facility (Otay Mesa)
GBDF	George F. Bailey Detention Facility (Otay Mesa)
GRF	Girls Rehabilitation Facility (Kearny Mesa)
HHS	(San Diego County) Health and Human Services Agency
JIMS	(Sheriff's) Jail Information Management System
JPA	Joint Powers Agency (or) Agreement
JRF	Juvenile Ranch Facility
KMJDF	Kearny Mesa Juvenile Detention Facility ("Juvenile Hall")
LCDF	Las Colinas (women's) Detention Facility (Santee)
LVN	Licensed Vocational Nurse
MTS	(San Diego) Metropolitan Transit System
OC	Oleoresin Capiscum (Pepper Spray)
OIG	(California) Office of Inspector General
PC	(California) Penal Code
PCC	(A. B. and Jessie) Polinsky Children's Center
POPS	Problem Oriented Policy & Solutions
PSU	Psychiatric Security Unit
RJD	Richard J. Donovan State Correctional Facility (Rock Mountain/Otay Mesa)
RN	Registered Nurse
SB	(California) Senate Bill
SBDF	South Bay Detention Facility (Chula Vista)
SCM	Safe Crisis Management
SDCJ	San Diego Central Jail (Detention Facility)
SDSD	San Diego Sheriff's Department
SDTI	San Diego Trolley, Inc.
SDUPD	San Diego Unified Port District
TSS	Transit Systems (private) Security (contractor)

VDF

Vista Detention Facility

***Appendices:***

- A. Grand Jury's Facility Inspection Form
- A. Aerial View of the Otay Mesa Detention Complex
- B. Report from Little Hoover Commission (dtd January 25, 2007—Executive Summary)
- C. Inmate programs available at adult detention facilities

## Appendix A

Please fill in sections that apply to the facility you are inspecting

Facilities:	Inspection Date:
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Facility Capacity:	Last Inspection Date:
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Address:	Telephone Number:
	FAX Number:

Facility Administrator:	Staff Interviewed:
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Facility Type: Jail ____ Lockup/Temporary Holding ____ Court Holding ____ Juvenile Hall ____ Juvenile Camp ____
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Inspection Team Lead(s): Members:
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Member Post-Inspection Summary:
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**AREA INSPECTED / REVIEWED**  
(please mark)

<u>Quality of Life</u>	<u>Programs</u>	<u>Interviews</u>
<input type="checkbox"/> Physical Plant	<input type="checkbox"/> Educational	<input type="checkbox"/> Inmates
<input type="checkbox"/> Meals/Nutrition	<input type="checkbox"/> Vocational	<input type="checkbox"/> Facility Manager
<input type="checkbox"/> Mental Health	<input type="checkbox"/> Community Service	<input type="checkbox"/> Medical
<input type="checkbox"/> Physical/Dental	<input type="checkbox"/> Domestic Violence	<input type="checkbox"/> School Staff
<input type="checkbox"/> Religious Services	<input type="checkbox"/> Victim Awareness	<input type="checkbox"/> Mental Health Staff
<input type="checkbox"/> Visiting	<input type="checkbox"/> Gang Awareness	<input type="checkbox"/> Line Staff
<input type="checkbox"/> Volunteer Activity	<input type="checkbox"/> Substance Abuse	<input type="checkbox"/> Food Service Staff
<input type="checkbox"/> Other	<input type="checkbox"/> Other	<input type="checkbox"/> Other

**General Information:**

- 1-1 What is the actual (current) capacity of the facility?
- 1-2 Has the facilities rated capacity been exceeded since the last inspection?
- 1-3 What is the inmate classification system? Describe below.

**Since the last inspection indicate the following:**

Number of suicides: \_\_\_\_\_  
 Number of attempted suicides: \_\_\_\_\_  
 Number of deaths from other causes: \_\_\_\_\_  
 Number of escapes: \_\_\_\_\_

Special Percentage of Inmates on Psych Meds: \_\_\_\_\_  
 Date of last fire/emergency drill: \_\_\_\_\_

**Local Inspections:**

- 1-4 Fire Inspection Conducted: (Date) \_\_\_\_\_
- 1-5 Medical/Mental Health: (Date) \_\_\_\_\_
- 1-6 Environmental Health: (Date) \_\_\_\_\_
- 1-7 Nutritional Health (Date) \_\_\_\_\_
- 1-8 Corrections Standard Authority (Date) \_\_\_\_\_
- 1-9 Other (Describe)

**Staffing:**

- 2-1 Is the staff adequate to monitor the inmates?
- 2-2 Does the staff communicate in a language the inmates understand?
- 2-3 Is the staff a diverse or uniform group of personnel?
- 2-4 What are your impressions of the staff/inmate interaction?

**Condition of the Grounds: (lawns, recreation areas, blacktop, asphalt, other)**

2-5

**Exterior of Buildings: (general condition, paint, roof, drains/gutters, other)**

- 6-13 Are cleaning fluids and chemicals labeled and safely stored?
- 6-13 Is there a weapons locker?
- 2-8 Is there recreation and sports equipment?
- 2-9 Are the hallways clear? Are the doors propped open or are they closed?
- 2-10 Holding areas (cells/rooms) –[if present] – Is there access to drinking water and a toilet?
- 2-11 Are there individual cells/rooms or dormitories?
- 2-12 Beds – Type of bed and is it off the floor?
- 2-13 Is the lighting adequate?
- 2-14 What is your impression of the temperature?

**Orientation of Inmates:**

- 2-15 Are inmates briefed or instructed as to the facility rules and procedures?
- 2-16 Are the rules and grievance procedures posted?
- 2-17 Are the rules and grievance procedures understood by the inmates?
- 2-18 How many inmates did you interview? \_\_\_\_\_

**Meals/Nutrition:**

- 3-1 The kitchen area – Is it clean? Are knives and chemicals locked when not in use?
- 3-2 Have inmates working in the kitchen been trained?
- 3-3 Have the inmates had medical clearance/review before assignment?
- 3-4 Are meals served in the cells, dayrooms or in a central cafeteria?
- 3-5 What is the length of time allowed for each meal?

**Personal Appearance of Inmates:**

- 3-6 What is your impression of the appearance of the inmates? (dirty, unkempt, well groomed, etc.)
- 3-7 Showers – frequency, privacy, maintenance of shower facility, and supervision by staff.
- 3-8 Are there any reported assaults by inmates on other inmates?
- 3-9 Condition of inmate clothing – (does the clothing fit, appropriate for the climate, etc.?)

**Programs:**

- 3-10 (a) Exercise – is it inside or outside? (b) How frequently is exercise offered?
- 6-13 How much time is each inmate offered?
- 3-12 Do men get more exercise time than women?
- 3-13 Are there clergy available to the inmate upon request?
- 3-14 Is there access to religious services?
- 3-15 Are anger management and other applicable programs available?
- 3-16 Are medical services available?
- 3-17 How frequently is medical staff onsite?
- 3-18 How long do inmates have to be treated?
- 3-19 Is a physician available by phone to come onsite?
- 3-20 Are mental health services available?
- 3-21 How often does the mental health staff come to the facility?
- 3-22 How long do the inmates have to wait to be seen?
- 3-23 What types of vocational classes are available? (cooking, gardening, etc.)
- 3-24 Is there a program to involve community volunteers?
- 3-25 Is there a work program?
- 3-26 Other:



**Discipline of Inmates:**

- 4-1 How often is discipline imposed?
- 4-2 What is the range of discipline options?

**Grievances:**

- 4-3 What are the most common types of grievances filed by inmates?
- 4-4 Is there a record kept based on type and number?

**Telephone:**

- 4-5 Do inmates have access to telephones?

**Correspondence:**

- 4-6 Is there limited free postage for inmates without money?
- 4-7 Incoming/outgoing mail – Are inmates aware that their mail can be read by authorities?
- 4-8 Can inmates send confidential correspondence?
- 4-9 How are letters to attorneys, legislator, CSA. Etc.handled?

**Visiting:**

- 4-10 Is there an adequate facility with space for visitors?
- 4-11 Are the visiting times convenient for families?
- 4-12 Do they accommodate a family's work schedule, etc.?
- 4-13 Are there special provisions for visits by attorneys and clergy?
- 4-14 Does the staff supervise the visits?
- 4-15 Do all inmates have access to visiting?
- 4-16 If not, state reason.

**Education Program:**

- 4-17 College level/high school level/basic literacy/other.
- 4-18 What is the name of the school district that provides educational services.
- 4-19 Teachers – State the number of full-time, part-time, and substitute teachers.
- 4-20 How many of the inmates that participate in the educational program.
- 4-21 What is the atmosphere in the classroom?
- 4-22 Are the supplies adequate to support the curriculum? (books, paper, computers, etc.)
- 4-23 Describe the activities and coursework that are assigned by the teacher(s)?
- 4-24 What is the relationship between the educational staff and the facility staff?

## **Juveniles in Adult Facility”**

- 5-1 What is the proximity to adult inmates?
- 5-2 Is staff available to supervise juveniles?
- 5-3 Is there constant auditory access to staff?
- 5-4 Is the juvenile provided a snack if requested?
- 5-5 Is there access to toilet facilities?
- 5-6 Is there access to drinking fountains or water?
- 5-7 Are there provisions to provide clothing or blankets to assure comfort?

## **Conditions of Secure Detention Outside a Locked Enclosure: (e.g. Cuffing Rail)**

- 5-8 Is there contact with other juveniles?
- 5-9 Is there constant supervision?
- 5-10 Any timed intervals of supervision? What are the time limits?
- 5-11 Is there access to toilet and washing facilities?
- 5-12 Is there access to a drinking fountain?

## **Conditions of a Non-Secure Detention:**

- 5-13 Is there constant supervision?
- 5-14 Are there males and females in the same room?

## General Observations for Kitchen Facilities

	Y/N
6-1 Is all food stored 6" off the Floor?	_____
6-2 Is raw food separated from cooked?	_____
6-13 Are prep areas for protein products and fruits / vegetables separated?	_____
6-4 Is there a thermometer on the refrigerator door? If yes, _____ degrees F?	_____
6-5 Is frozen food frozen?	_____
6-6 Are employee's uniforms clean?	_____
6-7 Are plastic gloves available?	_____
6-8 Is employee hair covered?	_____
6-9 Are restrooms used as storage?	_____
6-10 Are 3-hole sinks available and in use?	_____
6-11 Are knives and chemicals in lockup?	_____
6-12 Are Grade Cards posted in full view?	_____
6-13 Are there "Fly-fans" and are they in use?	_____

Appendix B  
Aerial View of the Otay Mesa Detention Complex



Source: Google Earth



*State of California*

## LITTLE HOOVER COMMISSION

January 25, 2007

The Honorable Arnold Schwarzenegger  
Governor of California

The Honorable Don Perata  
President pro Tempore of the Senate  
and members of the Senate

The Honorable Fabian Núñez  
Speaker of the Assembly  
and members of the Assembly

The Honorable Dick Ackerman  
Senate Minority Leader

The Honorable Michael Villines  
Assembly Minority Leader

Dear Governor Schwarzenegger and members of the Legislature:

California's prisons are out of space and running out of time.

The State already has ceded control to the federal courts for prison mental health, juvenile justice and the prison health system. In December, a federal judge ordered the State to fix the overcrowding problem within six months, or face the prospect of a prison population cap.

The State is past the point for assigning blame. The urgency of the crisis demands we look now to those who can produce a solution. That responsibility lies with the Governor and the Legislature. You have the authority and, as California's leaders, must share the duty of fixing California's failed corrections system.

A default strategy of waiting until federal judges order needed changes is not governing. The Governor and Legislature need to take the initiative away from federal courts by demonstrating you have a better plan. That way, the Governor and Legislature can regain the confidence of the courts as well as the Californians they govern.

You must assess your options frankly and move forward together on a solution. The Governor has taken a first step with proposals that acknowledge the key issues and signal willingness to engage in the process of developing solutions. But proposals have been made before only to stop short of full implementation. The Governor and Legislature need to lay out plans that include strategies and timetables for major milestones. And you need to deliver on your commitments.

The Governor and Legislature must find the political will to move past rhetoric and address ways to solve the prison population crisis and make good on promises to improve public safety. "Tough on Crime" sentencing laws have to be judged by outcomes and matched with fiscal responsibility. To ensure public safety, reforms will have to jettison posturing to make room for smart on crime policies.

You must act decisively on the problem or turn it over to an independent body, insulated from politics, that can. Our recommendation and preference is for you to do it yourselves.

The problem does not need further study. The State knows what the answers are, thanks to nearly two decades of work by such groups as the Blue Ribbon Commission on Population Management, the Corrections Independent Review Panel and a series of reports by this Commission. Despite ample evidence and recommendations, policy-makers have been unwilling to take on the problem in a purposeful, constructive way.

The consequences of failing to act aggressively now leave the State open to losing control of the State correctional system and with it, control of the state budget. The debacle developed over decades. Solutions, likewise, will be years in the making. But making a start now is essential.

The bare facts have earned California's Department of Corrections and Rehabilitation an ignoble distinction for systemic failure. Inmates have swelled prisons far past capacity. With cells already full, new inmates camp out in hallways, gyms and classrooms. The goals of punishment and confinement have left little room, or budget, for rehabilitation. The bulk of the State's prisoners are not succeeding once released. California's recidivism rate, at 70 percent, is near the highest in the nation. The ranks of correctional officers have not kept pace with the rising prison population. The department has thousands of openings, resulting in huge overtime bills and mounting stress for correctional officers.

These are some of the problems you must solve.

During the past five years, the Department of Corrections and Rehabilitation budget has surged 52 percent. California taxpayers legitimately can ask what return they are getting in increased public safety and question the trade-offs the State implicitly makes in spending an increasing portion of its general fund dollars on corrections.

The status quo is not acceptable. But even federal court intervention, a special legislative session and a Governor's emergency proclamation have yet to generate a level of alarm that reflects the size of the crisis.

The choices are stark. The price of failure is unimaginable. It is not too late to act.

Sincerely,



Michael E. Alpert  
Chairman

The Commission approved this report with a vote of 7-1. A dissenting opinion accompanies the report.

## *Executive Summary*

California's correctional system is in a tailspin that threatens public safety and raises the risk of fiscal disaster. The failing correctional system is the largest and most immediate crisis facing policy-makers. For decades, governors and lawmakers fearful of appearing soft on crime have failed to muster the political will to address the looming crisis. And now their time has run out.

State prisons are packed beyond capacity. Inmates sleep in classrooms, gyms and hallways. Federal judges control inmate medical care and oversee mental health, use of force, disabilities act compliance, dental care, parolee due process rights and most aspects of the juvenile justice system. Thousands of local jail inmates are let out early every week as a result of overcrowding and court-ordered population caps. The State may soon face the same fate.

The Governor declared a state of emergency. But even that didn't bring action, only more reports to federal judges that underscore the fact that the State's corrections policy is politically bankrupt. As a result, a federal judge has given the State six months to make progress on overcrowding or face the appointment of a panel of federal judges who will manage the prison population.

For years, lawmakers and government officials have failed to do their jobs. This failure has robbed the State of fiscal control of the correctional system and placed it in the hands of federal courts.

The court-appointed receiver for inmate medical care has threatened to "back up the truck to raid the state treasury" – if that is what it will take to bring the system into constitutional compliance.

The receivership has set up a parallel management structure between the courts and the California Department of Corrections and Rehabilitation (CDCR) that impedes the State's ability to attract and retain the exceptional leadership required to guide the State out of the quagmire. In 2006, the department saw two secretaries resign abruptly before the current secretary was appointed in November. In testimony before a federal judge, both former secretaries stated that politics trumped good policy in correctional reform efforts. A nationally recognized correctional administrator told the Commission that no one

with the competency and leadership skills required to succeed as secretary would be willing to take the job under these circumstances.

Unlike other states, California relies almost completely on CDCR to improve correctional outcomes. It fails to tap the resources of other agencies that could assist in reducing crime and improving chances for offenders to improve themselves before they are released.

Despite the rhetoric, thirty years of "tough on crime" politics has not made the state safer. Quite the opposite: today thousands of hardened, violent criminals are released without regard to the danger they present to an unsuspecting public.

Years of political posturing have taken a good idea – determinate sentencing – and warped it beyond recognition with a series of laws passed with no thought to their cumulative impact. And these laws stripped away incentives for offenders to change or improve themselves while incarcerated.

Inmates who are willing to improve their education, learn a job skill or kick a drug habit find that programs are few and far between, a result of budget choices and overcrowding. Consequently, offenders are released into California communities with the criminal tendencies and addictions that first led to their incarceration. They are ill-prepared to do more than commit new crimes and create new victims.

Not surprisingly, California has one of the highest recidivism rates in the nation. Approximately 70 percent of all offenders released from prison are back within three years – mostly due to parole violations, many of which are technical in nature. California's parole system remains a billion dollar failure.

If the problems are not fixed, the consequences will be severe. While many Californians and their policy-makers have heard or read about the corrections crisis, few are aware of how serious the crisis has become and what the consequences will be. The fiscal ramifications will affect funding for virtually every other government program – from education to health care.

Governor Schwarzenegger proposed an ambitious plan in December 2006 to increase the number of prison cells, expand space in county jails and establish a sentencing commission. That is an encouraging start, but insufficient given the seriousness of the situation that requires immediate action and demonstrable results.



Once, policy-makers had ample opportunities to make choices that could have put the State on a different path. Now, policy-makers are down to just two:

- The Governor and the Legislature can summon the political will to immediately implement reforms to improve the corrections system to ensure public safety and eliminate federal involvement.
- Or, they must turn over the task to an independent commission – free from political interference – with the authority to fix this broken system.

It will not be easy and change will not happen overnight. It will require cooperation and courage on the part of the Governor and the Legislature. And the solutions will require skillful and determined implementation.

The top priority should be to take back control of the prison medical system, by developing a plan to work with an organization such as Kaiser Permanente or a university that can run the system for the State. This is a critical step in restoring confidence that the State can run the entire system and demonstrate the professional competence needed to attract top managers.

The State must immediately take action to improve its management of the correctional population and implement the recommendations made by this and other commissions, including expanding in-prison programs, improving prisoner reentry, and reallocating resources to community-based alternatives. The State must use all of its human resources, not just the personnel of the Department of Corrections and Rehabilitation.

The State must re-invent parole, moving to a system of post-release supervision for certain prisoners to ensure public safety.

At the same time, the State should begin a comprehensive evaluation of its sentencing system by establishing an independent sentencing commission to develop guidelines for coherent and equitable sentencing guided by overarching criminal justice policy goals. This is not a short-term solution, but a way to create rational long-term policy. Critics who suggest that a sentencing commission is code for shorter sentences are misinformed. Other states have used sentencing commissions to lengthen sentences for the most dangerous criminals, develop community-based punishment for nonviolent offenders and bring fiscal responsibility to criminal justice policies.

As they start the process, the Governor and Legislature should set goals and targets and insist on performance management to meet them. These reforms must not be allowed to fail in implementation, as they have

before. From start to finish, policy-makers must provide consistent support and oversight. In doing so, they can demonstrate progress to the public and the courts and begin to rebuild confidence in the State's ability to manage this critical responsibility.

Each of these proposals presents opportunities to fix a portion of California's corrections system. But they must be undertaken together, guided by a comprehensive strategy. Each reinforces the others as California embarks on changing the culture of its corrections system and restoring its status as a national model of success.

***Recommendation 1: The Governor and Legislature should immediately implement a comprehensive strategy to reduce prison overcrowding and improve public safety in California communities. Specifically, the Governor and the Legislature should:***

- ← ***Implement prior reform recommendations.*** Policy-makers do not need to further research solutions. They must immediately implement the evidence-based recommendations made by this Commission and others over the past two decades in order to regain control of major areas of prison operations where court intervention exists and avoid additional court intervention. To improve the performance of the correctional system, policy-makers must re-invent parole; expand educational, vocational and substance abuse treatment programs in prisons; reallocate resources to expand local punishment alternatives; and, expand judicial discretion.
- ← ***Establish a corrections inter-agency task force.*** The State should establish an inter-agency task force to develop partnerships with CDCR to bolster in-prison and reentry programs with a goal of reducing recidivism and improving public safety. The inter-agency task force should include all government entities that currently or potentially could assist offenders in improving their education, getting a job, finding housing, getting photo identification or a driver's license or treating an addiction or mental health problem.

***Alternative Recommendation: If the Governor and Legislature are unwilling or unable to advance these critical correctional reforms, they should turn the job over to a board of directors with the power and authority to enact reforms. Specifically:***

- ← The board should be an independent entity modeled after the federal Base Realignment and Closure Commission with members appointed by the Governor and legislative leaders.

- ← The board of directors should have the authority to enact criminal justice policies that become law unless rejected by the Governor or two-thirds of the Legislature.
- ← The secretary of CDCR should report to the board of directors and should be accountable for implementing the policies of the board.

***Recommendation 2: To improve public safety and make the best use of correctional resources, the State must immediately implement evidence-based policies to reduce overcrowding and hold offenders accountable for improving themselves. Specifically, the State should:***

- ← ***Re-invent parole.*** For determinately sentenced offenders, the State should eliminate parole and implement a system of post-release supervision for certain offenders based on a validated risk and needs assessment tool. Specifically, the State should:
  - ⇧ Apply the greatest resources in post-release supervision to those offenders who pose the greatest risk of re-offending and who are the most serious, violent and dangerous.
  - ⇧ Waive post-release supervision for certain low-risk offenders with no history of violence.
  - ⇧ Provide opportunities for former offenders to earn discharge from supervision by maintaining employment, going to school, completing drug treatment or achieving other goals that reduce recidivism.
  - ⇧ Authorize a grid of community-based sanctions, including jail, for offenders who violate the terms of post-release supervision.

***Expanding Community-based Punishment Options***

The State should reallocate resources to assist communities in expanding community-based punishment options for offenders who violate the terms of post-release supervision. Working with communities, the State should reallocate resources to establish a continuum of alternatives to prison, including electronic monitoring, day reporting centers, drug treatment, jail time and other community-based sanctions.

- ← ***Try offenders who commit new crimes.*** Offenders on post-release supervision who commit a new, serious crime should be charged and tried in court, and if found guilty, sentenced to a new term.
- ← ***Shift responsibility.*** The State should shift post-release supervision and responsibility, and accountability for offender reintegration, to communities. It should begin with three or four willing counties and develop agreements and provide funding for sheriffs or probation departments in those counties, in partnership with community agencies, to provide supervision, services and sanctions for parolees.
- ← ***Expand programs and create incentives for completing them.*** The State should expand programs that research shows reduce recidivism. As programs are increased, the State should establish incentives for offenders to participate, including:

- ‡ Linking credits toward early release to completion of education and job training programs, as well as plans for a job and housing.
- ‡ Requiring inmates to make progress toward educational or drug treatment goals before becoming eligible for work assignments.
- ← **Expand local capacity.** The State should reallocate resources to assist counties in expanding local capacity including jail space, drug treatment programs, day reporting centers and other locally-based punishment options. The State also should reallocate resources to assist counties in expanding intensive probation as an alternative sanction to jail or prison and to enhance crime prevention.
- ← **Expand the role of judges.** Guided by an offender risk assessment tool prior to sentencing, judges should be empowered to set goals that offenders should achieve, whether they are put on probation or sentenced to jail or prison. Additionally, the State should assist willing counties in establishing reentry courts where judges oversee the reentry of selected offenders back to the community.

***Recommendation 3: California should establish a sentencing commission to guide the State's criminal justice sentencing policies to enhance public safety. Specifically, the sentencing commission should be:***

- ← **Protective.** The Governor and the Legislature should establish a sentencing commission whose primary goal should be to enhance public safety and use public resources wisely. A sentencing commission is not a vehicle to revisit indeterminate sentencing, but a way to ensure sentencing laws match sentencing goals. Consideration should be given to successful strategies of sentencing commissions in other states.
- ← **Independent.** The sentencing commission should be permanent and independent from all branches of government with dedicated funding to support a small staff that would include criminologists, statisticians, legal experts and policy advisors.
- ← **Diverse.** The sentencing commission should be geographically and culturally diverse and its members must have demonstrated leadership capabilities. Members could include judges, district attorneys, public defenders, local law enforcement officials, academic experts, including an expert in gender responsive strategies for female offenders, victims' rights representatives, correctional leaders, former offenders or families of offenders and members of the public.

Source: Little Hoover Commission  
 Internet address: <http://www.lhc.ca.gov/lhcdir/185/Report185.pdf>

## Appendix D

### Detention Inmate Programs and Classes

#### Educational Programs

#### Psych-Social Programs

#### Vocational Programs

#### *Descanso Detention Facility*

General Equivalency Diploma  
Computer Literacy  
English as Second Language

Alcoholics Anonymous  
Co-Dependents Anonymous  
Domestic Violence  
Family Literacy  
HIV/AIDS Awareness  
Narcotics Anonymous  
Parenting  
Prep/Strive  
Pre-Release  
Religious Services  
Substance Abuse Awareness

Construction  
Landscaping

#### *East Mesa Detention Facility*

General Equivalency Diploma  
English as Second Language  
Graphics-Computer

Alcoholics Anonymous  
Domestic Violence  
Drug Education Class  
Family Literacy  
HIV/AIDS Awareness  
Narcotics Anonymous  
Prep/Strive  
Religious Services

Construction Trades  
Food Service Worker  
Laundry  
Print Shop

#### *George F. Bailey Detention Facility*

Adult Basic Education  
English as Second Language  
General Equivalency Diploma

Alcoholics Anonymous  
Domestic Violence  
Drug Education Class  
Family Literacy Program  
Family Ties  
HIV/AIDS Awareness  
Narcotics Anonymous  
Parenting  
Religious Services

Food Service Worker  
Janitorial Trades

**Educational Programs**

**Psych-Social Programs**

**Vocational Programs**

***Las Colinas Women's Detention Facility***

Adult Basic Education  
English as Second Language  
General Equivalency Diploma  
Graphics Computer  
Office Occupations

Alcoholics Anonymous  
Co-Dependents Anonymous  
Domestic Violence  
Drug Education Class  
Family Literacy Program  
Family Ties  
HIV/AIDS Awareness  
Legal Clinic  
Narcotics Anonymous  
Peer Mentoring  
Pregnant Inmate Program  
Parenting  
Prep/Strive  
Pre-Release Program  
Religious Services  
Reunification  
Welcome Home Ministries

Landscaping  
Sewing  
Painting

***South Bay Detention Facility***

Adult Basic Education

Alcoholics Anonymous  
Domestic Violence  
Drug Education  
HIV/AIDS Awareness  
Prep/Strive  
Parenting  
Religious Services

Janitorial Trades

***San Diego Central Jail***

Adult Basic Education

Alcoholics Anonymous  
Co-Dependents Anonymous  
Domestic Violence  
Drug Education  
HIV/AIDS Awareness  
Narcotics Anonymous  
Parenting  
Pre-Release  
Religious Services

**Educational Programs**

**Psych-Social Programs**

**Vocational  
Programs**

***Vista Detention Facility***

Adult Basic Education  
Computer Literacy

Alcoholics Anonymous  
AIM  
Domestic Violence  
HIV/AIDS Awareness  
Narcotics Anonymous  
Parenting  
Peer to Peer Support  
Pre-Release  
Religious Services  
Welcome Home Ministries

Source: San Diego Sheriff's Department