

# LOCAL DETENTION FACILITIES IN THE SAN DIEGO REGION

MAY 1999

San Diego



ASSOCIATION OF  
GOVERNMENTS

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Revised April 23, 1999

## ABSTRACT

TITLE: Local Detention Facilities in the San Diego Region  
AUTHOR: San Diego Association of Governments  
DATE: May 1999  
LOCAL PLANNING AGENCY: San Diego Association of Governments  
SOURCE OF COPIES: San Diego Association of Governments  
401 B Street, Suite 800  
San Diego, CA 92101  
<http://www.sandag.cog.ca.us>  
NUMBER OF PAGES: 41

ABSTRACT: Local detention facilities provide confinement, rehabilitation, and other services to adjudicated juveniles, adults sentenced for less than 12 months, as well as individuals awaiting trial or sentencing. In 1998, nine adult and four juvenile detention facilities were in operation in San Diego County. During this time, over 95,000 individuals were booked or admitted into these facilities.

The current report offers descriptive information regarding who is incarcerated in San Diego County, how these individuals compare to the general population, and how this detainee population has changed in recent years. In addition, the special needs of inmates are discussed, as well as how local facilities are working to address these needs. Finally, the facilities are described, along with plans for future development.

## **ACKNOWLEDGMENTS**

The authors gratefully acknowledge the assistance and cooperation of the following agencies in preparing this report: San Diego County Probation Department, San Diego County Sheriff's Department, EHW Management Group, and San Diego County Department of Information Services. In particular, Commander Williams Flores, David Price, Norman Storer, Ph.D., and Ernie Wright, Jr. were extremely helpful in assisting in the compilation and interpretation of these data. In addition, Roni Melton, Joe Ellett, Darlance Hocter Mulmat, Lori Jones, and Colleen Davis, SANDAG staff, were instrumental in the production of this report.

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**CHAPTER 1**  
**LOCAL DETENTION FACILITIES**



# **CHAPTER 1**

## **LOCAL DETENTION FACILITIES**

### **INTRODUCTION**

In the State of California, adults are held in custody at local detention facilities after they have been arrested or charged with a crime and they have not been released on bail or through other pretrial release mechanisms. If convicted and sentenced for a period shorter than 12 months, they are placed in the local correctional system. If their sentence is for a period longer than 12 months, they are placed under the jurisdiction of the state correctional system. At the state level, confinement, rehabilitation, and parole services are provided through the California Department of Corrections (CDC), which includes the California Rehabilitation Center (CRC), the California Youth Authority (CYA), and the California Department of Mental Health (CDMH). A variety of sanctions are available for juveniles with sustained petitions, including commitment to one of four detention facilities operated by the San Diego County Probation Department.

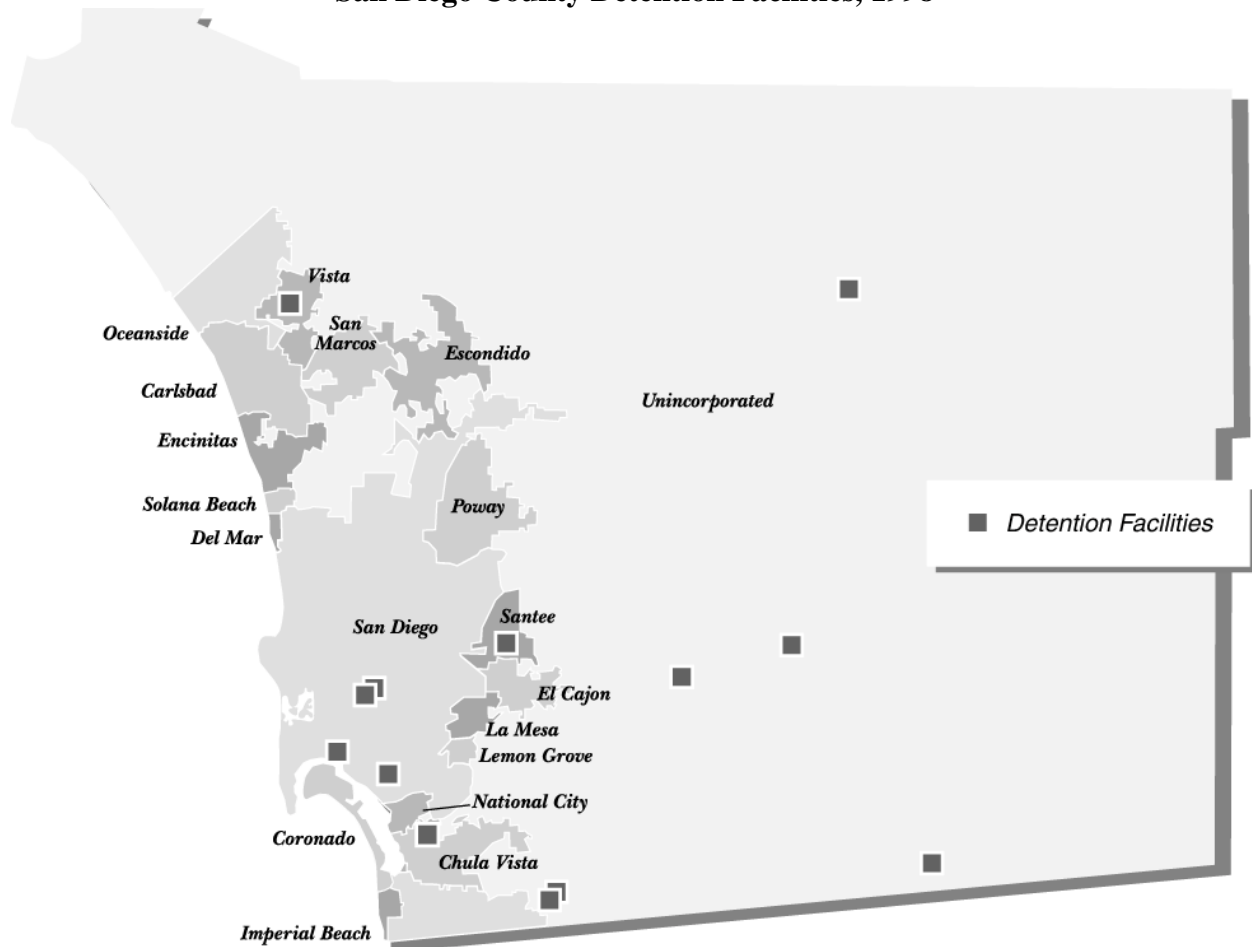
This chapter describes the nine local adult detention facilities located in San Diego County, the services they offer, and information regarding future adult facilities planning in the region. Also discussed are probation-operated juvenile facilities and the status of efforts to meet the needs of this population.

### **ADULT FACILITIES**

#### **San Diego County Sheriff's Department Facilities**

With an annual budget of over \$110 million, which is approximately one-half of their total budget, the San Diego County Sheriff's Department, by volume, operates the seventh largest detention system in the United States (San Diego County Sheriff's Department, 1998). In California, it is second in size only to Los Angeles County. Since 1993, the Sheriff's Department has operated seven of the nine adult detention facilities in the County. These facilities are used for detention prior to arraignment, after arraignment, during trial, and for sentences of up to one year. In 1997, the average daily cost of housing, feeding, and caring for individuals detained at these facilities was \$67 per inmate (San Diego County Sheriff's Department, 1998). The following sections describe each of these seven facilities, and offer an overview of types of services offered to inmates, including medical services and other types of programs to meet the special needs of offenders.

**Figure 1.1**  
**San Diego County Detention Facilities, 1998**



**Facility Description**

- The **San Diego Central Detention Facility** is a maximum-security facility in downtown San Diego that is one of the three booking facilities in the County, accepting approximately 60 percent of the system’s inmates, and housing only males. Prior to its transfer to a new 412,000 square foot building in May 1998, the Central Jail was the oldest in the local system. The new state-of-the-art facility has a Board of Corrections rated population of 940 and is equipped with four video courtrooms, a 20-bed certified medical treatment center, and a 30-bed psychiatric security unit. Simultaneous with this move, individuals arrested for misdemeanor offenses in the City of San Diego who were previously detained at the City Jail in Otay Mesa began to be housed at this facility. Individuals booked into the Central Jail are classified and assigned throughout the Sheriff’s facilities.
- The **Vista Detention Facility**, which was built in three phases beginning in 1978, is the only facility that detains both male and female inmates. Located in North County, the Vista Jail is also a maximum-security and booking facility. In addition, because the Vista Jail is equipped

with special medical isolation cells, inmates requiring segregation due to medical conditions may be transferred here from other locations. The majority of females booked into the Vista Jail are transferred to the Las Colinas Detention Facility.

- **Las Colinas Detention Facility** is located in the City of Santee and is the third booking facility in the County. This maximum-security facility houses only females. Prior to 1977, females were booked into the Central Jail.
- The **Descanso Detention Facility** is a 35-year-old medium-security jail located in East County. Inmates at Descanso are lower-risk prisoners who have passed medical clearance to be in a more rural atmosphere and are capable of working on road and land projects in and around the jail. In addition, the Immigration and Naturalization Service (INS) has contracted with the Sheriff's Department to house illegal immigrants at this facility until they are deported. In December 1998, the Board of Supervisors authorized the Sheriff's Department to use inmate labor on a \$1.4 million, two-year project to refurbish the facility.
- The **South Bay Detention Facility** is a maximum-security facility located in the City of Chula Vista. Male inmates housed at this location are on trial or are awaiting trial in the South Bay Judicial District.
- **George F. Bailey Detention Facility** is a maximum-security facility located in Otay Mesa. The largest of the Sheriff's facilities opened in 1991 and detains male inmates, including a variety of individuals with special needs, such as those with stabilized chronic medical conditions.
- **East Mesa Detention Facility** is a medium-security facility, located at the same site as the George Bailey Jail in Otay Mesa, that houses lower-risk male inmates. East Mesa is the site for food preparation and laundry service for the entire jail system.

### ***Medical Services***

In 1998, the medical service budget for the Sheriff's facilities was just under \$20 million. According to the Sheriff's Department, medical services are available to arrestees from the time they enter the intake areas of the jails. At that time, registered nurses question the arrestee about health needs and visually assess physical condition. If the Sheriff's Department is able to handle the medical and mental health needs of the arrested person, he/she is processed into the jail, and recommended for specialty housing placement as appropriate. If medical staff feel that a condition warrants immediate intervention, the arrestee is not accepted into custody and a recommendation is made to the arresting officer to take him/her to the appropriate provider. In the event of medical emergencies, inmates are immediately sent to local hospitals.

Registered nurses are available 24-hours a day at the three booking facilities, as well as at George Bailey, and 16 hours a day at the other facilities. In addition to performing intake assessments, nurses are also responsible for running clinics and doing rounds in the housing units. Physicians, who are on-call 24 hours a day and are scheduled six days a week at the various facilities, do general practice and offer other types of specialty clinics. Dental services are also offered to inmates on a regular basis. There is no charge to inmates for intake screening,

communicable disease concerns, emergencies, and visits initiated by the medical staff, but there is a co-payment charge of three dollars for inmate-initiated requests. However, indigent inmates receive care at no cost. Discharge planning for continuity of care is done by referrals to County Mental Health, Public Health, or other facilities as necessary.

With nearly one in five inmates requiring some form of psychiatric care (Brooks, 1999), mental health services in the Sheriff's facilities have been provided by the Health and Human Services Agency (formerly the Department of Social Services) for the past 17 years. However, in February 1999, the Board of Supervisors approved a budgeting and staffing plan to redirect control of these services to the Sheriff's Department by combining mental health with general medical services. This plan, which is expected to become effective in 1999, includes contracting with a private firm to provide psychiatric services and reducing the number of administrative staff positions.

### ***Other Programs***

Individuals detained in local detention facilities often have special needs that can be addressed during their time in custody. For example, approximately one-half of jail inmates nationally do not have a high school diploma or equivalent degree. In addition, approximately one-third of inmates report that they have a physical, mental, or emotional disability, and approximately one-half of jailed women have been physically or sexually abused at one time (Harlow, 1998).

Locally, the Sheriff's Department reports that approximately one-third of its inmates have custody of a minor child, have limited English speaking capabilities, or are functionally illiterate, and three-quarters or more have a history of being abused or neglected or are substance abusers. According to 1998 statistics from the Adult Drug Abuse Monitoring Program (ADAM), which is funded by the National Institute of Justice (NIJ) and administered locally by SANDAG, 69 percent of male arrestees and 64 percent of female arrestees booked into local detention facilities tested positive for some type of drug (Ellett and Pennell, 1999).

The Inmate Programs Division of the Sheriff's Department's Detentions Bureau seeks to maintain the general well being of inmates while in custody. It is the Division's goal to prepare these individuals for life after incarceration and reduce recidivism through drug treatment, training, and education. To accomplish this, staff and volunteers offer a variety of services, some of which are voluntary, and others that are court-ordered. All of these programs are fully financed from funds acquired through inmate stores and inmate telephone use. In addition to these services, all inmates are provided with recreational reading material and have access to the jail law library. A brief description of services follows.

- *Counseling*: Counseling services are provided to assist inmates to cope with their present status, examine their behavior, and prepare them for successful reintegration into society. Specific types of counseling include individual crisis intervention and referral, group counseling, and information on alternative programs. In addition, inmates have the opportunity to talk with a counselor one-on-one when they are tested for the HIV virus and after they have received the results.

- *Religious Services:* To ensure that all inmates are afforded a reasonable opportunity to express their religious faith while incarcerated, a number of religious services and programs are available in the facilities. These include worship and instruction, religious counseling, clergy visits, and the distribution of religious literature.
- *Educational Programs:* The Grossmont Union High School District offers four types of educational programs throughout the facilities. Two courses are offered at each of the seven facilities: General Education and Development (GED), a refresher course designed to provide those enrolled in the programs with the necessary skills to pass the test for the high school equivalency certificate, and English as a Second Language (ESL). In addition, Adult Basic Education (ABE), a class that reviews basic skills for the purpose of future employment and pre-GED preparation, is offered at four of the facilities (Descanso, East Mesa, George Bailey, and Las Colinas), and a high school diploma program is available at Las Colinas and Descanso.
- *Vocational Programs:* Eight different types of occupational trades are taught at the facilities, with an emphasis on practical and hands-on skills. Male inmates have the option of learning about nursery and landscaping (Descanso), commercial janitorial skills (East Mesa), industrial laundry (East Mesa), graphic art production (East Mesa), engraving (Descanso), computer literacy (Descanso, East Mesa, George Bailey, South Bay, and Central), and building trades (Descanso). Female inmates at Las Colinas are provided with sewing, nursery, and landscaping training.
- *Corrective Courses:* A number of didactic courses, including ones on domestic violence and effective parenting techniques, are designed to help inmates identify their own destructive behaviors and to develop positive alternatives. Another class that is titled Awareness, Intervention, and Motivation (AIM) is designed to provide substance abusers with facts about drugs and their physiological, psychological, and social effects.
- *Recovery Programs:* A number of recovery programs are offered in the facilities, which are usually led by community volunteer groups. These include Alcohol and Narcotic Anonymous (AA/NA), Co-Dependents Anonymous (CODA), an HIV education program, Pregnant Inmates Program (PIP), and survivors of abuse.

## **Probation Department Facilities**

In addition to the Sheriff's facilities, one minimum-security honor camp, Camp West Fork in Warner Springs, was in operation in 1998. Managed by the San Diego County Probation Department, this facility is used to house convicted male inmates sentenced for up to one year. Camp Barrett, a 285-bed facility in Alpine, was also an option for this population until December 1997, when it began to house juveniles sentenced to the Youth Correctional Center (YCC) and illegal immigrants. The Immigration and Naturalization Service (INS) is reimbursing the Probation Department at a rate of \$69 per day for each illegal immigrant who is detained at this facility.

Individuals detained at Camp West Fork participate in work crews that provide labor to school districts, state and federal agencies, special districts, cities, and transit authorities. In addition, two programs are available to detainees at Camp West Fork. They target substance abuse education and domestic violence issues. Discussions are currently underway in regard to closing Camp West Fork in the year 2000 because of budgetary constraints and the need to reallocate funds to other probation-operated facilities.

### **Work Furlough Center**

The Work Furlough Center has been a privately-operated residential facility since July 1995, when the County transferred oversight of the daily operations from the Probation Department to Correctional Alternatives, Inc. The Center receives approximately 100 referrals per month from the San Diego County Courts.

Located in the City of San Diego, the facility can house up to 204 low-risk offenders (181 males and 23 females) at one time. Females were first admitted to the program in 1997. Individuals sentenced to the Center can serve up to one year and are required to maintain employment for a minimum of 35 hours per week during this time period. Residents of the facility are only allowed to leave the premises to go to work, attend religious services, or to complete any other court-ordered requirements related to their sentence (e.g., domestic violence classes). Staff at the Work Furlough Center regularly check the employment status of the individuals under their supervision and conduct random alcohol and other drug tests. Residents are required to pay a daily fee (currently \$35) to cover the costs of their room and board. This makes the Work Furlough Center a cost-efficient option for the County for housing low-risk individuals who are able to maintain their employment status while completing their sentence.

### **Detention Facilities Planning**

During 1998, a number of measures were approved by the San Diego County Board of Supervisors pertaining to adult detention facilities and their operations. First, two contracts with private corporations were entered into to provide detention services. The first was with the Correctional Corporation of America (CCA), authorizing the building of a new facility in Otay Mesa that will immediately hold federal prisoners and INS detainees. In 1998, CCA was also responsible for the operation of the facility that used to be the San Diego City Jail (which was then privately operated by the Wackenhut Corporation) and now also holds INS detainees. CCA will pay the County annually for use of the new property and, after five years, the County can buy jail space from the company. After ten years, the County could purchase the entire jail and its more than 1,600 beds; and after 18 years, it will become County property and CCA will vacate the site. The second contract authorizes the Wackenhut Corporation to make upgrades to the building that previously was the Central Jail. Upon the completion of these renovations, the facility will be leased to the federal government.

In addition, in February 1998, the Board of Supervisors approved the Jail Information Management System (JIMS) for the Sheriff's Department, along with a contract with TRW to provide the hardware/software integration. This system will tie together the nine jail facilities in an integrated network that will replace the existing information system (Inmate Booking Information System, or IBIS) that was designed and implemented in 1973 to serve one jail facility.



Specifically, the new system will track, store, and document more than 430 functional areas related to jail operations, including booking and releasing, inmate classification, medical treatment, pharmaceutical control, counseling, transportation, and food services. The current estimated date of completion for the installation and implementation of this project is April 2000.

## **JUVENILE FACILITIES**

### **Facility Descriptions**

The Probation Department operates four residential/detention facilities for minors arrested, charged, or convicted of a crime in San Diego County. Sentencing options for juveniles include home supervision, local 24-hour schools, the California Youth Authority, and other out-of-county programs.

- **Juvenile Hall**, originally constructed in 1954 and expanded in 1992, is located on approximately 20 acres in Kearny Mesa. Minors pending court action, awaiting transfer to other facilities, and participating in the Short Term Offender Program (STOP) were housed at this facility in 1998 (the STOP program was transferred to the Juvenile Ranch Facilities on February 4, 1999). Detainees are sent to different units on the basis of their gender, age, maturity, and level of criminal sophistication. The average cost of housing a juvenile at this facility in FY 97-98 was \$57 per day.
- The **Girls' Rehabilitation Facility (GRF)**, adjacent to Juvenile Hall, is a 30-bed correctional treatment institution for females ordered into local custody by the Juvenile Court. Six relapse beds are available specifically for a two-week relapse prevention program for female wards who have violated their conditions of probation by using alcohol or other drugs while participating in the Youth Day Center or the Community Unit. The average cost of housing a girl at the facility was \$68 per day in 1998.
- The **Juvenile Ranch Facilities (JRF)** provide a structured program for male wards near Campo, a community in East County, and include Rancho Del Rayo and Rancho Del Campo. Rancho Del Rayo comprises two dormitories, both of which focus on males with an extensive history of substance abuse. Rancho Del Campo has three dormitories, one that provides orientation, one that currently houses STOP, and one that houses a portion of YCC participants. According to the Probation Department, the average cost of placement at JRF is approximately \$2,008 per month (\$67 per day).
- The **Youth Correctional Center (YCC) at Camp Barrett** was initiated in January 1997 to offer the court a local last option for serious offenders ages 16 to 18 before commitment to the California Youth Authority (CYA). While the YCC may legally accept adult court commitments of young men under the age of 25, the current need for juvenile beds has prohibited this from occurring.

## Meeting the Needs of Special Populations

Like adults, juveniles often enter the detention system with a variety of problems and needs that can be addressed during their commitment. For example, data from the Arrestee Drug Abuse Monitoring Program (ADAM) that are collected at Juvenile Hall reveal that 56 percent of juveniles admitted to this facility in 1998 tested positive for some type of illicit substance (Ellett and Pennell, 1999). Each of the four facilities varies in terms of the types of programs offered; therefore, each is described separately.

### ***Juvenile Hall***

In 1998, a number of different types of programs were offered on a regular basis to juveniles detained at Juvenile Hall. These programs, grouped into seven major components, are described below.

- *Education:* To meet the educational needs of the youth during their time at Juvenile Hall, a comprehensive high school program provides all levels of basic education and advanced courses in core curricular areas. In addition, Individual Education Assessments (IEPs) are conducted and specific programs are also available related to preparing for the GED, obtaining a high school diploma, working with computers, planning careers, and English as a Second Language (ESL).
- *Counseling:* A variety of different types of counseling sessions are conducted at the Hall, including individual counseling, group behavior management, anger management, effective communication, value clarification, psychological services, parenting classes, mediation classes, substance abuse, drug counseling, victim impact panels, commitment to change, and “back in control” for parents.
- *Health Services:* Juveniles are provided with information regarding AIDS prevention, general health services, and planned parenthood.
- *Personal Responsibility:* A number of interactive groups are conducted that cover such topics as violence prevention, domestic violence, gang education, and parenting. Additionally, inmates from Donovan State Prison talk to the juveniles about the importance of making responsible personal decisions.
- *Recreation:* On a regular basis, physical education opportunities are made available to the juveniles.
- *Religious Services:* Catholic and Protestant services are conducted, in both Spanish and English. In addition, chaplains are available to individuals housed in each of the units.
- *Literacy:* A number of groups and agencies participate in efforts to improve the reading level and increase the interest of juveniles in reading, including the San Diego Literacy Council, the University of San Diego Literacy Program, Rolling Readers, and the Juvenile Hall Literacy Project.

## ***Girls' Rehabilitation Facility***

A variety of both mandatory and voluntary programs to meet the special needs faced by female wards are offered at the Girls' Rehabilitation Facility. In general, these groups, some of which are also offered in Spanish, are often interactive and involve the use of presentations by group speakers, volunteers from the community, videos, role playing, and verbal and written exercises. In addition to offering some of the same programs that are at Juvenile Hall, several gender-specific groups, including the following, are offered.

- *Reclaimed Hope Art Project*: The mission of this group is to provide opportunities to experience a sense of belonging, self-worth, citizenry, and home through art experiences.
- *African-American Writer's Program*: This program teaches the participants how to express themselves through poetry exercises, with the assistance of African-American authors.
- *Team Building*: Through the girls' participation as a team, social skills and relaxation are developed, with staff guidance to build trust, cooperation, and acceptance.
- *Mother/Child Bonding*: This program is for females who are pregnant or have children and aims to teach a positive, nurturing, and educational approach to parenting.
- *Developing Our Lives Group*: This program was developed out of the need to structure the time for those young women who never receive visitors or do not have family members and explores a variety of topics including self-esteem, ethics, and values.
- *Women's Health Issues Group*: This group involves group discussions of the various physical and mental health issues that affect young women in today's society.
- *Team Leader Group and Leadership Class*: This group identifies leaders within the unit and develops their leadership skills. In the Leadership Class, females are taught skills needed to become an effective leader.
- *GRF Running Program*: Because physical education is a great motivator, GRF has formed a voluntary running team that practices and participates in local run/walk races.
- *Aztec Dance Program*: This is a voluntary program, which combines dancing, art, and historical research about the Aztec culture.
- *Pet Assisted Therapy*: Small animals are brought to GRF to introduce the girls to the animals and give them lessons and specific instructions regarding pet care and handling.
- *Recycling Program*: In an effort to emphasize the importance of environmental awareness, GRF has initiated a recycling program, with the proceeds used to buy items for the resident's store. Wards can cash in "good behavior" points as currency at the store.

### ***Juvenile Ranch Facilities***

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. Additionally, all the juveniles attend Rancho Del Campo High School, which provides a mainstream educational program, individualized to meet each ward's needs. A similar list of programs is also offered to juveniles detained at Rancho Del Rayo, but because these wards have been identified as having a number of issues related to alcohol and other drug use, the issue of relapse prevention is also specifically addressed with this group.

### ***Youth Correctional Center at Camp Barrett***

With the most criminally sophisticated population, YCC has an emphasis on discipline, structure, and chemical dependency counseling. Like the Juvenile Ranch Facilities, sessions on anger management, personal responsibility, literacy, recreational activities, and chemical dependency are offered on a weekly basis. In addition, sessions are also offered on life skills, career guidance and job search, communication skills, city-county transportation, CPR/first aid, and confidence challenge, which involves residents climbing a vertical wall to conquer challenges and working with a partner in critical exercises. An educational program is also mandatory for each juvenile who has not previously been awarded a high school diploma or earned a GED. Finally, an aftercare probation officer works with the camp resident psychologist to resolve any family reintegration issues a ward may have during the last phases of commitment.

### **Juvenile Facilities Planning**

When Juvenile Hall was originally constructed in 1954, less than 140,000 individuals between the ages of ten and 17 resided in San Diego County. In 1999, this figure had more than doubled to 283,570. With the expectation that this population will increase an additional 32 percent by 2020, there is an urgent need to add additional detention beds as well as to identify, develop, and evaluate prevention and intervention services for at-risk youth and offenders.

During the Spring of 1998, the average daily population at Juvenile Hall hovered around 600 for four consecutive months. A series of meetings in the following months were held to devise potential solutions for this overcrowding. Following a court order setting the capacity at 537, these changes occurred: maximizing the use of home supervision detention, moving youth from the hall awaiting placement at the YCC to the JRF, and shortening the amount of time spent in the STOP to 15 days.

By December 1998, these actions, coupled with a seasonal downward trend, reduced the average daily population to more acceptable levels. However, based upon the expectation that the at-risk youth population is continuing to grow and that there will be a need for 1,403 juvenile detention beds in San Diego County by the year 2010 (County of San Diego, 1998), the Probation Department has continued to pursue more long-term solutions. For example, they were recently

awarded a grant from the State of California to expand Juvenile Hall by adding 30 additional beds specifically for non-adjudicated violent offenders. This construction effort is expected to be completed by January 2000. Additionally, the Board of Supervisors gave their approval in March 1999 for the Probation Department to apply for four additional state grants, three of which are expected to be awarded in May 1999. Two of these proposals sought funding for refurbishment efforts at YCC and JRF. The third proposal would provide \$36.5 million to build a new 288-bed juvenile detention facility by the year 2004. One site that was suggested for this new facility was a 238-acre property located in the San Pasqual Valley, four miles east of the San Diego Wild Animal Park, which previously was operated as a Seventh-day Adventist Academy. The County paid a \$500,000 nonrefundable deposit in November 1998 for this property and approved a contract that gives them one year to decide to spend an additional \$15 million to buy the academy. During this time, environmental surveys and architectural work were to be conducted to determine whether issues related to water availability, waste-water treatment, and traffic can be resolved (Petrillo, 1999). However, during March 1999, this proposal met with resistance from residents of the area who expressed concern with the potential for fire hazards, water shortages, septic problems, wildlife endangerment, and traffic congestion. If this site does not pass the required environmental reviews, or the Board of Supervisors decides to consider other options, other county-owned properties in Campo and East Mesa could potentially be alternative sites for a new facility.



**CHAPTER 2**  
**ADULT INMATE POPULATION TRENDS**





## CHAPTER 2

### ADULT INMATE POPULATION TRENDS

#### INTRODUCTION

Individuals incarcerated in local detention facilities are held either prior to being charged or arraigned, while they are awaiting trial, or are serving a sentence of less than 12 months. The current chapter describes the types of individuals who were booked into San Diego County adult detention facilities during 1998, as well as the average daily population and average length of stay at these locations.

#### BOOKINGS

A key factor related to the number of inmates in custody is bookings, or admissions. Bookings are affected by the number of adult felony and misdemeanor arrests, as well as state and local policies regarding who should be booked upon arrest, and who is cited and released.

As Table 2.1 shows, 86,935 individuals were booked into Sheriff's facilities during 1998, an increase of nine percent from 1994, and four percent from 1997. During each of the three time periods, approximately one-half of the inmates were booked for a misdemeanor, slightly less than one-half were booked for a felony, and the rest were booked for other offenses, including immigration, other federal charges, and probation violations. In 1998, there were 95,289 adult arrests in the San Diego Region, a 13 percent decrease from five years earlier. Thirty-one percent (31%) of these arrests were categorized as felonies and 69 percent as misdemeanors.

**Table 2.1**  
**BOOKINGS**  
**Sheriff's Facilities**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Difference/Change	
				1994-98	1997-98
Felony	42%	44%	42%	0%	-2%
Misdemeanor	52%	48%	48%	-4%	0%
Other <sup>1</sup>	6%	8%	10%	4%	2%
<b>TOTAL</b>	<b>79,579</b>	<b>83,946</b>	<b>86,935</b>	<b>9%</b>	<b>4%</b>

<sup>1</sup>"Other" includes immigration, other federal charges, and probation violations.

SOURCES: San Diego County Sheriff's Department and SANDAG

## **AVERAGE DAILY POPULATION**

At least three different capacity measures can be used to reflect the ability to house incarcerated individuals and measure the extent of overcrowding (Gilliard & Beck, 1998). First, “rated capacity” refers to the number of beds or inmates assigned by a rating official to institutions within a jurisdiction. Second, “operational capacity” is the number of inmates who can be accommodated based upon staffing and program capabilities. Third, “design capacity” is the number of inmates who were planned for (e.g., number of beds) when the facility was originally built.

On July 1, 1990, court-ordered rated capacity limits were imposed at four local jail facilities: Descanso, Las Colinas, South Bay, and Vista (the new Central Jail is not affected by the previous capacity rating).<sup>1</sup> One measure of detention facility crowding is to compare the average number of inmates in custody per day to the capacity for that facility as a percentage. A figure of 100 percent indicates that the number of inmates equals capacity.

Table 2.2 presents the average daily population compared to the court-ordered capacity for the Descanso, Las Colinas, South Bay, and Vista Jails. Operational capacities are used in the comparisons for the George Bailey, Central, and East Mesa Jails. Across the seven detention facilities operated by the San Diego County Sheriff’s Department, the adult inmate population during 1998 was at 99 percent capacity. However, as Table 2.2 shows, there was variability across the facilities, with five of the facilities under capacity (78% to 98%), and two over capacity (101% and 140%). Across California, the average daily jail population exceeded BOC-rated capacity by over eight percent in 1996, the most recent year statewide statistics are available (Board of Corrections, 1998).

The average daily population at Camp West Fork in 1998 was 204, 36 under its maximum capacity of 240, or 85 percent capacity. The Work Furlough Center was also under capacity (68%) during 1998, with an average daily population of 138 (not shown).

## **AVERAGE LENGTH OF STAY**

Data presented on the average length of stay for adult inmates reflect the total time in custody from booking to final release from the Sheriff’s facilities. Minimum-security inmates can be transferred to Camp West Fork to serve the remainder of their sentences. Data on length of stay for Camp West Fork does not include the time spent in a Sheriff’s facility.

On average, a sentenced inmate booked into a Sheriff’s facility spent 46 days in custody during 1998, a decrease of six percent from 1994, and a decrease of two percent from 1997. Un-sentenced inmates, in comparison, spent an average of three days during each of the three time periods. Finally, other types of inmates (e.g., INS holds) spent 28 days, on average, in the Sheriff’s custody during 1998 (Table 2.3).

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<sup>1</sup> In 1996, 24 other California counties were also operating under court-ordered population caps, placing a ceiling on admissions and requiring the early release of inmates (Board of Corrections, 1998).

**Table 2.2**  
**AVERAGE DAILY ADULT INMATE POPULATION AND CAPACITY**  
**Sheriff's Facilities**  
**San Diego Region, 1998**

<b>Facility</b>	<b>Average Daily Population</b>	<b>Maximum Capacity</b>	<b>Number Over/Under Capacity</b>	<b>Percent Of Capacity</b>
Bailey <sup>1</sup>	1,712	1,696	16	101%
Central <sup>1</sup>	856	940	-84	91%
Descanso	343	440	-97	78%
East Mesa <sup>1</sup>	484	512	-28	95%
Las Colinas	699	500	199	140%
South Bay	423	431	-8	98%
Vista	851	886	-35	96%
<b>TOTAL</b>	<b>5,368</b>	<b>5,405</b>	<b>-37</b>	<b>99%</b>

<sup>1</sup> These facilities are not covered by court order; therefore, the capacity figures are based upon operational capacities.

NOTE: About 250 inmates, system wide, are not counted toward the maximum capacity, primarily in the Central Facility, because they are in transit or in the booking area. Prior to the transfer to its new location, the maximum capacity for the Central Facility was 750.

SOURCE: San Diego County Sheriff's Department

**Table 2.3**  
**AVERAGE LENGTH OF STAY IN DAYS**  
**Sheriff's Facilities**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998 <sup>1</sup>	Change	
				1994-98	1997-98
Sentenced	49	47	46	-6%	-2%
Unsentenced	3	3	3	0%	0%
Other <sup>2</sup>	39	31	28	-28%	-10%
<b>TOTAL</b>	<b>20</b>	<b>21</b>	<b>21</b>	<b>5%</b>	<b>0%</b>

<sup>1</sup> Average length of stay based upon a ten-month analysis because data for January and June were not available due to data documentation error.

<sup>2</sup> "Other" includes immigration, other federal charges, and probation violations.

SOURCES: San Diego County Sheriff's Department and SANDAG

Individuals detained at Camp West Fork in 1998 served an average of either 64 or 47 days, depending upon whether they were sentenced for a felony or misdemeanor offense (Table 2.4). For the five-year comparison period, the average length of stay decreased 17 percent for felonies, and 22 percent for misdemeanors.

The average length of stay for individuals detained at the Work Furlough Center in 1998 was 53 days (not shown).

**Table 2.4**  
**AVERAGE LENGTH OF STAY IN DAYS**  
**Probation Facilities<sup>1</sup>**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Change	
				1994-98	1997-98
Felony	77	67	64	-17%	-4%
Misdemeanor	60	50	47	-22%	-6%
<b>TOTAL</b>	<b>68</b>	<b>57</b>	<b>55</b>	<b>-19%</b>	<b>-4%</b>

<sup>1</sup> In 1994 and 1997, both Camp Barrett and Camp West Fork housed adult inmates. However, for comparison purposes, these statistics are only based upon inmates at Camp West Fork for each of the three time periods.

SOURCES: San Diego County Probation Department and SANDAG

## SUMMARY

In 1998, almost 87,000 adults were booked into one of the three local booking facilities in San Diego County. The proportion of individuals booked into these jails in 1998 for a felony remained relatively steady, hovering between 42 and 44 percent over the past five years. The Sheriff's facilities were operating at almost full capacity overall, but there was variability across the seven sites, with the greatest need for additional bed space for the female population. The average length of stay at Sheriff's facilities for sentenced and unsentenced individuals has been fairly constant since 1994. However, the average length of stay for individuals detained for immigration, other federal charges, and probation violations decreased 28 percent over five years, while the percentage of individuals booked for these types of charges increased.

**CHAPTER 3**  
**ADULT INMATE PROFILE**



## CHAPTER 3

### ADULT INMATE PROFILE

#### INTRODUCTION

Who is incarcerated in San Diego County? How do these individuals compare to the population as a whole? How has this inmate population changed in recent years? In this chapter, demographic and sentencing information is provided for individuals detained at facilities operated by the Sheriff's Department and the Probation Department, based upon a one-day profile of the population. Additionally, the issues of illegal immigrants and early releases are discussed, and also presented are the results of a special study conducted by the San Diego County Sheriff's Department.

#### INMATE CHARACTERISTICS

As Table 3.1 shows, one-quarter (25%) of inmates in Sheriff's facilities in 1998 were between 18 and 24, 36 percent were between 25 and 34, 29 percent were between 35 and 44, and ten percent were 45 and older. Similar to the general population, the jail population across the country is growing older, with a greater percentage falling between 35 and 44, and a smaller percentage between 18 and 24 (Harlow, 1998). Consistent with this national trend, the percentage of inmates 35 years of age and older in San Diego County increased from 1994 to 1998.

**Table 3.1**  
**INMATE CHARACTERISTICS<sup>1</sup>**  
**Sheriff's Facilities**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Difference/Change	
				1994-98	1997-98
<b>Age</b>					
18 - 24	29%	26%	25%	-4%	-1%
25 - 34	43%	38%	36%	-7%	-2%
35 - 44	22%	27%	29%	7%	2%
45 and over	5%	9%	10%	5%	1%
<b>Gender</b>					
Male	86%	86%	86%	0%	0%
Female	14%	14%	14%	0%	0%
<b>Ethnicity</b>					
White	36%	36%	35%	-1%	-1%
Black	22%	24%	24%	2%	0%
Hispanic	38%	35%	36%	-2%	1%
Other	3%	5%	5%	2%	0%
<b>Status</b>					
Unsentenced	56%	56%	57%	1%	1%
Sentenced	44%	44%	43%	-1%	-1%
<b>TOTAL</b>	<b>5,321</b>	<b>5,399</b>	<b>5,417</b>	<b>2%</b>	<b>&lt;1%</b>

<sup>1</sup>These data based upon a one-day profile of the detention population.

NOTE: Percentages may not equal 100 due to rounding.

SOURCES: San Diego County Sheriff's Department and SANDAG

Nationally, women have accounted for an increasing percentage of inmates over the past decade (Harlow, 1998), but in San Diego County, females accounted for 14 percent of the detention population consistently over the past five years. There was also little variation in the ethnic composition of the detainees between 1994 and 1998, with approximately one-third (36%) Hispanic, another one-third (35%) White, and one-quarter (24%) Black in 1998.

Table 3.2 presents information regarding the demographic characteristics of inmates detained at Probation Facilities for 1994, 1997, and 1998. As the table shows, there was little variation over time in terms of the age of the inmates or ethnicity. All of the inmates at Camp West Fork are sentenced males.

**Table 3.2**  
**INMATE CHARACTERISTICS<sup>1</sup>**  
**Probation Facilities<sup>2</sup>**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Difference/Change	
				1994-98	1997-98
<b>Age</b>					
18 - 24	21%	5%	23%	2%	18%
25 - 34	48%	56%	43%	-5%	-13%
35 - 44	24%	31%	29%	5%	-2%
45 and over	7%	7%	5%	-2%	-2%
<b>Ethnicity</b>					
White	47%	41%	39%	-8%	-2%
Black	14%	13%	10%	-4%	-3%
Hispanic	36%	43%	45%	9%	2%
Other	3%	3%	6%	3%	3%
<b>TOTAL</b>	<b>233</b>	<b>206</b>	<b>231</b>	<b>&lt;-1%</b>	<b>12%</b>

<sup>1</sup> These data based upon a one-day profile of the detention population.

<sup>2</sup> In 1994 and 1997, both Camp Barrett and Camp West Fork housed adult inmates. However, for comparison purposes, these statistics are only based upon inmates at Camp West Fork for each of the three time periods.

NOTE: Percentages may not equal 100 due to rounding.

SOURCES: San Diego County Probation Department and SANDAG

Table 3.3 compares characteristics of the adults detained at Sheriff's and Probation Department facilities with the characteristics of the general population for San Diego County, based upon 1998 estimates. Even though the percentage of detained individuals 45 and older has increased, the proportion of younger individuals remains over-represented in local detention facilities. In addition, as historically has been the case, the detainee population is male-dominated, compared to the society as a whole. Finally, individuals of color are also over-represented in the inmate population, compared to their proportions in the general population.



**Table 3.3**  
**COMPARISON OF DETAINEE POPULATION TO GENERAL POPULATION<sup>1</sup>**  
**Sheriff's and Probation Facilities**  
**San Diego Region, 1998**

	Sheriff's Detainees <sup>2</sup>	Probation Detainees <sup>2</sup>	General Population
<b>Age</b>			
18 - 24	25%	23%	13%
25 - 34	36%	43%	23%
35 - 44	29%	29%	23%
45 and over	10%	5%	41%
<b>Sex</b>			
Male	86%	100%	50%
Female	14%	0%	50%
<b>Ethnicity</b>			
White	35%	39%	65%
Black	24%	10%	6%
Hispanic	36%	45%	20%
Other	5%	6%	9%

<sup>1</sup> Based upon number of individuals 18 years of age and older.

<sup>2</sup> These data based upon a one-day profile of the detention population.

NOTE: Percentages may not equal 100 due to rounding.

SOURCES: San Diego County Sheriff's Department, San Diego County Probation Department, and SANDAG 2020 Regionwide Forecast

As Table 3.4 shows, according to the one-day profile (which includes both sentenced and un-sentenced inmates), 75 percent of individuals incarcerated in the Sheriff's facilities in 1998 were arrested for a felony-level offense. Of the remaining individuals, ten percent were arrested for a misdemeanor-level offense, and 16 percent represented probation violators and out-of-county transfers. A number of factors contribute to the higher proportion of felons housed at the facilities on any one day, relative to the percentage of felony arrests and bookings. First, inmates are only booked at three facilities, while these data present a snapshot from the seven facilities overall. Second, misdemeanants are more likely to be released prior to arraignment, compared to felons. Third, sentenced felons are more likely to be incarcerated for a greater length of time, compared to misdemeanants.

Over time, a greater percentage of inmates were arrested for a drug-related felony, while a smaller percentage were arrested for a property-related felony. This trend is also being seen at the national level, with the percentage of individuals detained for drug violations in state prisons and local jails tripling over the past 15 years (Egan, 1999).

**Table 3.4**  
**INMATE PRIMARY OFFENSE AT BOOKING<sup>1</sup>**  
**Sheriff's Facilities**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Difference/Change	
				1994-98	1997-98
<b>Felony Offense</b>	<b>74%</b>	<b>76%</b>	<b>75%</b>	<b>1%</b>	<b>-1%</b>
Violent <sup>2</sup>	12%	14%	9%	-3%	-5%
Property <sup>3</sup>	23%	15%	12%	-11%	-3%
Drug-related	32%	39%	47%	15%	8%
Driving under the influence	1%	1%	1%	0%	0%
Other <sup>4</sup>	6%	8%	7%	1%	-1%
<b>Misdemeanor Offense</b>	<b>14%</b>	<b>10%</b>	<b>10%</b>	<b>-4%</b>	<b>0%</b>
Violent	<1%	<1%	<1%	0%	0%
Property	1%	<1%	<1%	0%	0%
Drug-related	1%	2%	2%	1%	0%
Driving under the influence	6%	4%	4%	-2%	0%
Other <sup>5</sup>	6%	4%	4%	-2%	0%
<b>Other<sup>6</sup></b>	<b>11%</b>	<b>14%</b>	<b>16%</b>	<b>5%</b>	<b>2%</b>
<b>TOTAL</b>	<b>5,321</b>	<b>5,399</b>	<b>5,417</b>	<b>2%</b>	<b>&lt;1%</b>

<sup>1</sup> These data based upon a one-day profile of the detention population.

<sup>2</sup> Felony violent charges include murder, rape, robbery, and felony assault.

<sup>3</sup> Felony property charges include burglary, felony theft, and motor vehicle theft.

<sup>4</sup> Other felony charges include felony sex charges, arson, forgery, felony weapons, escape, and parole violations.

<sup>5</sup> Other misdemeanor charges include misdemeanor sex charges, misdemeanor weapons, resisting arrest, contempt of court, drunk, and failure to appear.

<sup>6</sup> "Other" charges include probation violations and out-of-county transfers.

NOTE: Percentages may not equal 100 due to rounding.

SOURCES: San Diego County Sheriff's Department and SANDAG

In comparison, individuals at probation facilities were more evenly distributed, with 52 percent arrested for a felony offense, and 48 percent for a misdemeanor offense in 1998 (Table 3.5). For the felons, the most common charge type was drug-related, and the greatest percentage of misdemeanants had been arrested for a violent crime. Over time, a greater proportion of both felony- and misdemeanor-level inmates was arrested for a violent crime.

**Table 3.5**  
**INMATE PRIMARY OFFENSE AT BOOKING<sup>1</sup>**  
**Probation Facilities<sup>2</sup>**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Difference/Change	
				1994-98	1997-98
<b>Felony Offense</b>	<b>53%</b>	<b>52%</b>	<b>52%</b>	<b>-1%</b>	<b>0%</b>
Violent <sup>3</sup>	6%	7%	9%	3%	2%
Property <sup>4</sup>	18%	11%	13%	-5%	2%
Drug-related	20%	24%	23%	3%	-1%
Driving under the influence	3%	4%	5%	2%	1%
Other <sup>5</sup>	6%	6%	2%	-4%	-4%
<b>Misdemeanor Offense</b>	<b>47%</b>	<b>48%</b>	<b>48%</b>	<b>1%</b>	<b>0%</b>
Violent	4%	12%	17%	13%	5%
Property	5%	2%	3%	-2%	1%
Drug-related	14%	10%	11%	-3%	1%
Driving under the influence	15%	16%	14%	-1%	-2%
Other <sup>6</sup>	9%	7%	3%	-6%	-4%
<b>TOTAL</b>	<b>233</b>	<b>206</b>	<b>231</b>	<b>&lt;-1%</b>	<b>12%</b>

<sup>1</sup>These data based upon a one-day profile of the detention population.

<sup>2</sup>In 1994 and 1997, both Camp Barrett and Camp West Fork housed adult inmates. However, for comparison purposes, these statistics are only based upon inmates at Camp West Fork for each of the three time periods.

<sup>3</sup>Felony violent charges include murder, rape, robbery, and felony assault.

<sup>4</sup>Felony property charges include burglary, felony theft, and motor vehicle theft.

<sup>5</sup>Other felony charges include felony sex charges, arson, forgery, felony weapons, escape, and parole violations.

<sup>6</sup>Other misdemeanor charges include misdemeanor sex charges, misdemeanor weapons, resisting arrest, contempt of court, drunk, and failure to appear.

NOTE: Percentages may not equal 100 due to rounding.

SOURCES: San Diego County Probation Department and SANDAG

## **SPECIAL POPULATION: ILLEGAL IMMIGRANTS**

In 1995, local officials discussed suggestions for reducing the inmate population throughout the detention facility system. One of the suggestions involved identifying jail inmates who have illegally reentered the United States after having previously been deported. Since that time, concern for the cost of housing illegal immigrants has remained high, and a growing number of private correctional corporations have attempted to respond by building and refurbishing jails and prisons with the sole purpose of holding undocumented aliens until they can be deported. At the local level, INS has also contracted with the Sheriff's Department to house illegal immigrants at the Descanso facility during their deportation hearings. In 1998, the Sheriff received over one million dollars in federal reimbursement for detaining these individuals.

In 1997 and 1998, the San Diego Association of Governments (SANDAG) assisted the Sheriff's Department in collecting data on locally incarcerated undocumented criminal aliens previously convicted of state or local offenses (at least one felony or two misdemeanors). These data were then used to obtain federal reimbursement for costs incurred for imprisonment of these individuals through the State Criminal Alien Assistance Program (SCAAP), which is administered by the Office of Justice Programs, Bureau of Justice Assistance. As a result of this effort, the County received approximately 8.4 million dollars.

The Sheriff's Department recently automated their procedures for coordinating with INS to identify detainees who are illegally in this Country. Prior to 1997, INS agents would manually review all booking slips and would interview any individual who was listed as having a place of birth other than the United States. Currently, this process has been made more cost- and time-efficient by electronically sending personal identifying information, including fingerprints, directly to the INS. In 1998, 3,325 individuals were identified and interviewed through these procedures and 1,909 detainers were filed.

## **EARLY RELEASES**

One response to detention facility overcrowding is to release a greater number of individuals awaiting trial or before their sentence has been completed. In 1997, the most recent year that statistics are available, counties across the State of California released approximately 29,000 inmates, 7,000 awaiting trial and 22,000 before the end of their sentence (Legislative Analyst's Office, 1998). In San Diego, 318 individuals per 10,000 population were early releases, the highest rate of any Californian County. The second and third highest rates were in Orange County (66 per 10,000) and Los Angeles County (43 per 10,000).

## **SAN DIEGO COUNTY SHERIFF'S DEPARTMENT SPECIAL STUDY**

In an attempt to gain more information about individuals detained in North County, a special study was initiated in 1996 by the Sheriff's Department that involved collecting detailed information about individuals booked into the Vista Detention Facility every sixth day for the first three-quarters of the year. The sources of this information included the inmate's original booking sheet, security classification form, and a one-page questionnaire developed specifically for this project. This research effort was repeated for the last two quarters of calendar year 1998 at each of three booking facilities operated by the Sheriff's Department (Central Jail, Las Colinas, and Vista Jail), using the same methodology previously described.

Table 3.6 presents some selected findings from this research effort.<sup>2</sup> Approximately one-third (34%) of the individuals booked into the Sheriff's facilities were born in another California county, 23 percent outside the State of California, and 22 percent outside the United States. Less than one-quarter (21%) were native San Diegans. Almost one-half (47%) were unemployed at the time of booking and 81 percent reported that they had previously been incarcerated.

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<sup>2</sup> For more information about the results of this special study, please contact Commander William Flores with the San Diego County Sheriff's Department.

**Table 3.6**  
**SHERIFF'S SPECIAL STUDY ON INMATE CHARACTERISTICS**  
**Sheriff's Booking Facilities**  
**San Diego Region, July – December 1998**

<b>Place of Birth</b>	
Other California County	34%
County outside California	23%
Outside United States	22%
San Diego County	21%
<b>TOTAL</b>	<b>3,313</b>
<b>Citizenship</b>	
United States	84%
Mexican	14%
Other	2%
<b>TOTAL</b>	<b>3,287</b>
<b>Employment Status</b>	
Unemployed	47%
Employed	41%
Self-employed	9%
Student/retired	3%
<b>TOTAL</b>	<b>3,099</b>
<b>Previously Incarcerated</b>	
Yes	81%
No	18%
<b>TOTAL</b>	<b>3,302</b>

*NOTE: Percentages may not equal 100 due to rounding.*

*SOURCE: San Diego County Sheriff's Department*

## **SUMMARY**

In San Diego County, almost two-thirds of inmates are under the age of 35, the vast majority are male, and over two-thirds are Hispanic and White. Compared to the general population, the detainee population is younger and has an over-representation of males and minorities. However, comparisons over time reveal that the population is aging, suggesting that the need for medical services may increase in the future. Additional information collected by the Sheriff's Department at booking facilities for a portion of 1998 shows less than one-quarter originally from San Diego County and that almost one-half were currently unemployed. The housing of illegal aliens in local facilities has remained a concern for the criminal justice system and recent efforts have successfully resulted in improved identification of these individuals, as well as reimbursement from the federal government for the expenses associated with their detention.



**CHAPTER 4**  
**JUVENILE POPULATION**  
**TRENDS AND PROFILE**





## CHAPTER 4

### JUVENILE POPULATION TRENDS AND PROFILE

#### INTRODUCTION

In San Diego County, juveniles can be detained at one of four probation-operated facilities: Juvenile Hall, Girls' Rehabilitative Facility (GRF), Juvenile Ranch Facilities (JRF), or the Youth Correctional Center (YCC) at Camp Barrett. The following section describes how placement decisions for wards are made, as well as the number of admissions to these facilities in 1998, their average daily population, and the average length of stay<sup>3</sup>. In addition, demographic information from discharge records and charge type information from admissions records maintained by the Probation Department are also shared.

#### BREAKING CYCLES RISK ASSESSMENT

The Breaking Cycles program, which began in September 1997, provides the Probation Department with greater control over the placement of wards within the juvenile justice system. Specifically, a multi-disciplinary team uses a risk assessment tool to determine whether in-home or out-of-home placement is most appropriate. The eight risk factors include age at first adjudication, prior criminal behavior, prior institutional commitments or placements of 30 days or more, drug/chemical use, alcohol abuse, parental control, peer relationships, and school disciplinary problems. Each risk factor is rated (scores range from a minimum of zero to a maximum of four or five, depending upon the factor) and the cumulative score suggests that either community, short-term, or long-term placement is most appropriate.

During 1998, 963 assessments were completed. Of these, 86 percent were completed with males, and 14 percent with females. Almost one-half (49%) of the wards were Hispanic, with 21 percent White, 20 percent Black, and ten percent other ethnicities (not shown).

Table 4.1 presents information regarding the characteristics of these individuals on the eight factors that were rated. Approximately one-half (48%) of the wards that were assessed in 1998 were 14 or 15 at their first adjudication, and had at least one sustained petition for an offense that was not categorized as assaultive (46%). In addition, 53 percent each had *not* been previously committed to an institution, had chronically abused some type of drug, and had some history of alcohol use that was not categorized as chronic abuse. One-half (50%) of the parents of these juveniles were categorized as having little or no control over their child, 44 percent of the wards were not currently attending school, either because they had dropped out or because they had been expelled, and 48 percent of the wards were gang members.

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<sup>3</sup> With the exception of average daily population, statistics regarding YCC were unavailable for the current report.



**Table 4.1**  
**BREAKING CYCLES RISK ASSESSMENT FACTORS**  
**OF ADJUDICATED JUVENILES**  
**San Diego Region, 1998**

<b>Age at First Adjudication</b>	
16 or older	31%
14 or 15	48%
13 or younger	21%
<b>Prior Criminal History</b>	
No prior arrests	19%
Prior arrests with no formal sanctions	14%
Sustained petition(s) (no assaults)	46%
Sustained petition(s) (including assaults)	20%
<b>Institutional Commitments of 30 Days or More</b>	
None	53%
One	32%
Two or more	15%
<b>Drug/Chemical Use</b>	
No known use or interference with functioning	10%
Some use	36%
Chronic abuse	53%
<b>Alcohol Abuse</b>	
No known use or interference with functioning	21%
Some use	53%
Chronic abuse	26%
<b>Parental Control</b>	
Generally effective	7%
Inconsistent and/or ineffective	43%
Little or none	50%
<b>School Problems</b>	
Attending or graduated/GED	12%
Problems handled at the school level	12%
Severe truancy or behavioral problems	31%
Not attending/expelled	44%
<b>Peer Relationships</b>	
Good influence	7%
Negative influence	44%
Gang member	48%
<b>TOTAL</b>	<b>961-963</b>

*NOTE: Percentages may not equal 100 due to rounding. Cases with missing data are excluded.*

*SOURCES: San Diego County Probation Department and SANDAG*

Based upon these factors, 18 percent were recommended for placement in the community, 57 percent for a short-term commitment, and 25 percent for a long-term commitment (not shown).

## ADMISSIONS

As Table 4.2 shows, there have been increases in the number of admissions to both Juvenile Hall and GRF over the past five years, while the number of admissions to JRF decreased during the same time period, in part because the STOP program was housed at Juvenile Hall during 1997 and 1998. Juvenile Hall includes juveniles who are wards, as well as those who have not been sentenced, while the other two facilities house only sentenced individuals. In 1998, the number of juveniles arrested countywide increased ten percent from 1997, from 19,472 to 21,508. In 1998, 27 percent of juvenile arrests were at the felony level, 55 percent were at the misdemeanor level, and 18 percent were for status offenses.

**Table 4.2**  
**NUMBER OF JUVENILE ADMISSIONS**  
**Juvenile Facilities**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Change	
				1994-98	1997-98
Juvenile Hall	7,404	7,222	8,083	9%	12%
Girls' Rehabilitation Facility	103	178	176	71%	-1%
Juvenile Ranch Facilities	1,042	779	739	-29%	-5%

*SOURCE: San Diego County Probation Department*

## AVERAGE DAILY POPULATION

As Table 4.3 shows, Juvenile Hall was 14 percent over capacity during 1998, GRF was at capacity, and JRF was under capacity. The maximum capacities listed in the table refer to operational capacity limits. As discussed in the first chapter of this report, efforts were made during the last quarter of 1998 to relieve overcrowding at Juvenile Hall and to better utilize the space available at JRF.

The average population at YCC, based upon monthly statistics, was 118 for 1998 (not shown).

**Table 4.3**  
**AVERAGE DAILY JUVENILE POPULATION AND CAPACITY**  
**Juvenile Facilities**  
**San Diego Region, 1998**

	Average Daily Population	Maximum Capacity	Number Over/Under Capacity	Percent of Capacity
Juvenile Hall	582	512	70	114%
Girls' Rehabilitation Facility	30	30	0	100%
Juvenile Ranch Facilities	226	250	-24	90%
<b>TOTAL</b>	<b>871</b>	<b>832</b>	<b>39</b>	<b>105%</b>

*SOURCE: San Diego County Probation Department*

### **AVERAGE LENGTH OF STAY**

As Table 4.4 shows, the average length of stay at Juvenile Hall increased between 1994 and 1998 (13%), while the average stay at GRF decreased one percent, and at JRF it decreased ten percent.

**Table 4.4**  
**AVERAGE LENGTH OF STAY IN DAYS**  
**Juvenile Facilities**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Change	
				1994-98	1997-98
Juvenile Hall	23	27	26	13%	-4%
Girls' Rehabilitation Facility	76	72	75	-1%	4%
Juvenile Ranch Facilities	124	163	111	-10%	-32%

*SOURCE: San Diego County Probation Department*

### **DETAINEE CHARACTERISTICS**

Table 4.5 presents information relating to the demographic characteristics of individuals at Juvenile Hall based upon discharge data for 1994, 1997, and 1998. For both 1997 and 1998, over one-third of the juveniles were 17 years or older, with less than ten percent under the age of 14. In addition, approximately four out of five of these individuals were male for both time periods. The ethnic composition remained fairly stable over the time periods, with 44 percent Hispanic, 26 percent White, 21 percent Black, and nine percent other ethnicities in 1998.

**Table 4.5**  
**DEMOGRAPHIC CHARACTERISTICS OF JUVENILES**  
**DISCHARGED FROM JUVENILE HALL**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Difference/Change	
				1994-98	1997-98
<b>Age<sup>1</sup></b>					
Under 14	--	7%	6%	n/a	-1%
14	--	11%	11%	n/a	0%
15	--	21%	19%	n/a	-2%
16	--	28%	28%	n/a	0%
17 and over	--	34%	36%	n/a	2%
<b>Sex<sup>1</sup></b>					
Male	--	83%	82%	n/a	-1%
Female	--	17%	18%	n/a	1%
<b>Ethnicity</b>					
White	27%	26%	26%	-1%	0%
Black	23%	22%	21%	1%	1%
Hispanic	41%	43%	44%	2%	1%
Other	9%	9%	9%	0%	0%
<b>TOTAL</b>	<b>7,346</b>	<b>7,275</b>	<b>8,151</b>	<b>11%</b>	<b>12%</b>

<sup>1</sup>These data were not available for 1994.

NOTE: Percentages may not equal 100 due to rounding.

SOURCE: San Diego County Probation Department

Table 4.6 presents the primary reason for detention at Juvenile Hall for 1994, 1997, and 1998. As can be seen, the most common reason for all three time periods was “other” offenses, which included a variety of circumstances, including being charged with a specific offense, such as drunk driving, as well as being held for other reasons such as awaiting institutional placement or violating a court order.

**Table 4.6**  
**PRIMARY REASON FOR JUVENILES BOOKED INTO JUVENILE HALL**  
**San Diego Region, 1994, 1997, and 1998**

	1994	1997	1998	Difference/Change	
				1994-98	1997-98
Violent <sup>1</sup>	15%	17%	15%	0%	-2%
Property <sup>2</sup>	20%	18%	14%	-6%	-4%
Drug-related	5%	6%	5%	0%	-1%
Other <sup>3</sup>	60%	59%	65%	5%	6%
<b>TOTAL</b>	<b>7,434</b>	<b>7,335</b>	<b>8,083</b>	<b>9%</b>	<b>10%</b>

<sup>1</sup> Violent offenses include homicide and attempted homicide, car jacking, robbery, assault and battery, kidnapping, rape, and other sex offenses.

<sup>2</sup> Property offenses include burglary, theft, auto theft, hit and run, arson, disturbing the peace, possession of weapons, possession of stolen property, and vandalism.

<sup>3</sup> Other reasons include drunk driving, traffic violations, short term commitments, runaway or change of placement, awaiting institutional placement, courtesy holds, disciplinary camp removal, violation of court order, warrants, and court hearings.

SOURCE: San Diego County Probation Department

## SUMMARY

The number of admissions to Juvenile Hall has continued to increase in recent years, a trend that has generated both concern and a variety of responses by the juvenile justice system. In 1998, the average daily population at Juvenile Hall was 14 percent over capacity, with juveniles staying an average of 26 days. Release statistics from that facility reveal that the majority of juveniles detained there were 16 and older and male, with over 40 percent Hispanic. The majority of individuals admitted to Juvenile Hall during 1994, 1997, and 1998 were detained because of probation violations and changes in placement. In 1998, the number of juveniles arrested countywide increased ten percent, compared to 1997. With population forecasts predicting a 32 percent rise in the juvenile population (ages 10 through 17) by 2020, the need to address long-range programming and facility planning is imperative.





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