

✓ STUDY OF  
SAN DIEGO COUNTY  
JUVENILE HALL OVERCROWDING

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# COUNTY OF SAN DIEGO

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## EXECUTIVE SUMMARY

CLIFFORD W. GRAVES  
CHIEF ADMINISTRATIVE OFFICER

### STUDY OF SAN DIEGO COUNTY JUVENILE HALL OVERCROWDING

According to a recent California Youth Authority (CYA) evaluation of overcrowding in California juvenile halls, the overcrowding problem in San Diego County Juvenile Hall is "probably the most severe in the State." In the OPE overview study of the juvenile justice system (March, 1979), overcrowding of Juvenile Hall was also identified as one of several major problem areas, and an immediate follow-up study of the problem was recommended by the Chief Administrative Officer. The purpose of this report is to address the concerns raised about Juvenile Hall overcrowding and also to clarify some of the preliminary findings of the OPE overview regarding detention practices in San Diego.

According to the San Diego Comprehensive Plan for Probation Department Juvenile Facilities and Program (September, 1977), the mission of Juvenile Hall is:

- To provide secure predetention residential care to minors being held under Section 628 of the Welfare and Institutions Code;
- To provide secure detention for minors being held following a court hearing and awaiting court-ordered placement;
- To provide secure detention for minors awaiting trial in adult court and whose behavior does not mandate confinement in the County Jail.

Also, as a result of the Ricardo M. decision in 1975, confinement in the Juvenile Hall could be used as a post-adjudication disposition alternative. However, in San Diego, the Court does not use Juvenile Hall as a disposition alternative. If it were being used as such, overcrowding would be even more severe than the current experience. The recent history of events which have led up to the current overcrowding problem follows.

#### A. Historical Juvenile Hall Bed Capacity

The current Juvenile Hall was opened in 1954 with a capacity of 170. According to the CYA study, a 1968 survey of hall capacities showed that San Diego's had increased to 315 beds. However, in 1969, the CYA instituted minimum space standards, and San Diego was required to reduce the capacity to about 204 beds. Some minor modifications were completed during the past several years, and the overall bed capacity was gradually increased to the current

level of 217. However, in January of 1977, Los Colinas, the girls correctional camp facility, was taken over by the Sheriff and the girls rehabilitation program was transferred to Juvenile Hall, with 26 of the 217 hall beds being dedicated to the Girls Rehabilitation Facility (GRF) program. Since 1968, the overall Juvenile Hall bed capacity has decreased by 98 beds, or a 31% drop. If the 26 Juvenile Hall beds used for the Girls Rehabilitation Facility (beginning in 1977) are not considered as available juvenile detention space, then the reduction in beds becomes 124, or almost a 40% drop. The major reduction in beds is due to state-regulated space standards which required the elimination of housing two juveniles in single rooms. Even with the elimination of housing a second juvenile in a room, the hall rooms are still slightly below the CYA space standard for a single person. However, San Diego has been granted a waiver from CYA of this space requirement.

In comparison with other California Counties' bed capacities, San Diego's ratio is by far the highest of the large counties-- 825 juveniles (aged 10-17 years) per bed as compared to an average of 462 for the other nine large counties (using CYA 1977 data). San Diego's ratio is over three-quarters higher (79%) than the other counties surveyed. In fact, San Diego's ratio of juveniles-to-beds is second highest of forty California counties surveyed by the California Youth Authority.

#### B. Severity of the Overcrowding Problem

San Diego has had a chronic history of Juvenile Hall overcrowding, which was a concern to California Youth Authority as far back as 1974. In August of that year, the Probation Department established the Detention Control Unit (DCU) to screen juveniles referred to the hall for possible release prior to intake. This action was taken to reduce the number of juveniles being detained. A significant reduction in the average daily population (ADP) at Juvenile Hall occurred during the following year (from 286 to 180, or a 37% drop), both through the efforts of DCU and the diversion of a majority of status offenders from secure detention. However, according to CYA statistics, the ADP began to rise in 1976, from 188, up to 232 for the first six months of 1978 (a 23% increase). During that time, the Girls Rehabilitation Facility was transferred to Juvenile Hall. It is also important to note that the ADP included juveniles being detained at Juvenile Hall from all sources (court violations of probation, bench warrants, etc.), and not just those screened and subsequently detained by DCU.

Analyses were also conducted of annual and seasonal changes in hall population. These analyses showed that during 1977 and 1978, the hall was overcrowded 39% and 48% of the time, respectively. Given current trends, the hall will be overcrowded at least 60% of 1979. Examination of the referrals to the hall showed that the percentage of juveniles referred to Juvenile Hall and detained has only slightly increased since 1977 (from about 62% detained for 1977 to about 65%, for the first three months of 1979). However, increases in the numbers of juveniles being referred to Juvenile Hall by law enforcement agencies, as well as the number of juveniles placed in the hall directly by the Court has resulted in about a 7% increase in the total monthly number of admissions to the hall.

The data also showed that both seasonal and daily population patterns are present. Based on 1977-1979 (to date) data, hall population is lower in winter and summer. According to the California Youth Authority, the reasons for this phenomenon include the frustrations arising from school, and a decrease in law enforcement activity in the summer months, perhaps due to vacation schedules. Analysis of the hall population by day-of-the-week showed that the highest hall population occurred on Monday, and Saturday was the lowest. One of the reasons for the higher Monday morning hall population is that juveniles who are awaiting a court detention hearing (or other hearing) do not go to Court over the weekend. However, even if the Court and all of the required support services (e.g., DA, Court Clerk) were available, the law enforcement agency investigative staff is not available on weekends; this means that the information necessary for completing a report to go to the Court would probably not be ready on the weekend.

All of the data analyzed in the report indicate that overcrowding has been a chronic problem for the San Diego Juvenile Hall during the past few years. However, other analyses are necessary in order to examine the reasons for the overcrowding. The first of the analyses to be discussed in the report is the relationship between the seriousness of the offense and the decision to detain.

C. The Relationship Between the Seriousness of the Offense and the Decision to Detain

In the OPE overview evaluation of the juvenile justice system, a limited sample of data did not indicate a statistically significant relationship between offender seriousness and detention. Due to the small sample size and the importance of this concern, this issue was addressed in more detail during the follow-on study. Two methods were used to address this issue. First, the original case sample was enlarged to 500 cases and the same analytic methods were applied to the larger sample. Secondly, independent data were gathered for analysis, using Detention Control Unit records. Both the expanded case file sample and the additional data from DCU records indicate that decisions to detain juvenile offenders in Juvenile Hall are based on seriousness of the current offense and the offender's prior history.

D. Composition of Juvenile Hall Population

In order to examine the profile of juveniles placed in Juvenile Hall, two types of analyses were performed. The first analysis examined the composition of the Juvenile Hall population. The second analysis examined more detailed demographic profiles of juveniles in the hall and included such topics as length of stay, source of referral, etc.

Both of these analyses indicated that a major reason for the overcrowding is that a substantial portion of the Juvenile Hall population is comprised of juveniles who have already been adjudicated by the Court and are awaiting placement elsewhere (e.g., camps, California Youth Authority). The average number of juveniles awaiting placement elsewhere is 37.4% of the total daily hall population (not including the residents of the Girls Rehabilitation

Facility). Further analysis shows that almost half of the juveniles awaiting placement elsewhere were waiting to go to a County juvenile camp (i.e., Rancho del Rayo, Rancho del Campo, Lightning Unit, Girls Rehabilitation Facility). Also, the profile showed that the average length of stay for pre-adjudication detention (e.g., prior to the court's final disposition) was only 6.7 days. However, the average post-adjudication time spent in the hall (while awaiting placement elsewhere) was over 14 days. Both the high percentage of juveniles in the hall awaiting placement and their longer length of stay emphasize the significant impact of this category of juveniles on hall population.

E. Methods Used by San Diego to Reduce Overcrowding

The major findings of this section show that San Diego currently uses several methods to reduce overcrowding, including the following:

1. The Court's increased use of home supervision, when appropriate: The program has been successfully expanded by almost 100% since its inception in 1977 (to almost 100 juveniles). The program, which has a unit cost of about \$3,200 per year, has exceeded original program objectives. Only about 1% of the program participants have been arrested by law enforcement for further criminal offenses while in the program. About 22% have returned to the Court's attention for violations of the terms of home supervision.

2. Use of temporary placement contracts with non-criminal justice agencies: San Diego has contracts with the YMCA and Project OZ to receive lesser 602 offenders and transients diverted from the hall. Other community beds are also available for 601 referrals.

The Detention Control Unit staff is currently collecting data on a category of Juvenile Hall detainees who might be appropriate for diversion. These detainees are 602 offenders whose parents are not located immediately or who refuse to come to Juvenile Hall to pick up the juvenile or allow him/her back in the home immediately.

3. Not using placement in the hall as a disposition: If the Court did use the hall as a placement disposition, as is done by some California counties, overcrowding would be more severe.
4. Transferring youths from overcrowded units during the daytime to rooms in uncrowded units at night: CYA cites San Diego as an example for counties to follow.
5. Expediting the transmittal of CYA commitment documents to CYA: According to the CYA study, San Diego had the third fastest total commitment-to-delivery time of fourteen counties examined. San Diego ranked fastest among the seven large California counties included in the survey.

In addition to the methods already implemented by San Diego, a survey of other counties identified examples of innovative practices being utilized elsewhere to reduce overcrowding. These practices include the use of a camp early release program, an early warning program to alert staff about potential overcrowding,

and making provisions in the detention order that allow the Probation Officer to release a juvenile prior to the regular hearing.

F. Projected Needs for Juvenile Hall Beds

In April, 1979, the Board of Supervisors awarded construction contracts to: (1) construct a new Rancho del Rayo dormitory of 50 beds; and (2) remodel a recently vacated Court wing of Juvenile Hall to create 22 additional beds. Based on an analysis of hall utilization and projected population trends, no additional bedspace should be required through 1988. However, this conclusion assumes that all of the existing camp space would be maintained and that there would be no changes in legislation or the Court's philosophy related to the detention of juveniles. If any of these assumptions were to change; then overcrowding could again become a problem. If this occurs, as well as in the event of infrequent hall overcrowding, the report recommends that the Court consider increasing the use of such cost-effective options as home or intensive supervision, or the development of other placement alternatives.

G. Recommendations

Based on the results of the study on Juvenile Hall overcrowding, the following recommendations are presented:

1. The CAO should direct that an immediate study be conducted on the need for and fiscal/legal impact, if any, of delaying the planned relocation of the Girls Rehabilitation Facility.

As cited in the report, the Girls Rehabilitation Facility has been located in Juvenile Hall since early 1977, when Los Colinas was taken over by the Sheriff for female adult offenders. The unit is currently allocated 26 of the hall's 217 beds. One-time funding for a new Girls Rehabilitation Facility project of \$505,000 is available from special grants and revenues. A study needs to be conducted immediately to determine if the project still merits consideration, due to the forthcoming expiration of the grant funds available to the County.

2. If any decisions are made in the future to close or condemn existing camp space, a study should be conducted to determine the impact of that action on Juvenile Hall overcrowding. If a study shows that the closing of the camp beds would adversely impact the hall population to the point of creating serious overcrowding in the hall, then all alternatives to closing the camp beds should be pursued, including renovation, and the development of other cost-effective alternatives.

If action were taken to close any camp space, the analyses in this report show that overcrowding would likely become a serious problem again.



3. Data should be collected on a monthly basis to track any changes in the number or length of stay of commitments to the camps.

Even with the new Rayo dormitory, an increase in either/or both the number of commitments as well as the length of commitment has the potential to result in Juvenile Hall overcrowding. Since the data required to study this area were not readily available, it is extremely important to begin to collect data in order to identify potential future hall overcrowding problems.

4. Since Juvenile Hall overcrowding is likely to continue to occur until the completion of the expanded camp and hall capacities, the Court may wish to consider the following possible options to temporarily reduce overcrowding:

- a. When appropriate, increase the use of home supervision.

Based on the results of the home supervision project review described in this report, the program appears to be working more successfully than originally anticipated.

- b. When appropriate, assign juveniles to intensive supervision pending delivery to a County camp.

Since the intensive supervision program has been demonstrated to be successful, according to the program objectives, the Court may wish to consider this option for temporarily reducing hall overcrowding, when a juvenile might be appropriate for this temporary disposition.

- c. When appropriate, use an early release from camp program.

Since a major contributor to overcrowding has been the number of juveniles awaiting camp placement, the Court may wish to consider establishing a policy and guidelines for making individual early release decisions. Seven of the nine counties surveyed utilize this mechanism.

- d. When appropriate, allow Probation Officers to make detention status-change decisions between the Detention Hearing and Regular Hearing.

As noted in a survey of other counties, the Court in Contra Costa County uses a provision in its routine detention orders that allows the Probation Officer to release a detained juvenile to his/her home during the pre-adjudication period, if the investigation process shows such a change to be appropriate.

5. Modify the Juvenile Hall management information in order to compile and aggregate data that will identify trends in the number of juveniles detained in the hall by category of placement, e.g., awaiting court hearing, awaiting placement in the camps, California Youth Authority, adult hearings, etc.

The implementation of this recommendation, on a weekly and monthly basis, should assist Juvenile Hall in identifying changes in the population, and thus possibly averting situations of overcrowding.

6. Within the next six months, compile the data currently being collected by the Detention Control Unit in order to identify the number of 602 offenders who could possibly be diverted to outside agencies.

The juveniles who are being flagged by the Detention Control Unit in their entry log currently must be detained because their parents are either non-locatable or refuse to accept the juvenile back into the home. After a suitable period of data collection, the data can be analyzed and the potential for an appropriate community diversion project can be measured.

The Juvenile Hall overcrowding study is the first of several follow-on studies to be conducted on the juvenile justice concerns raised in the OPE Overview of the San Diego County Juvenile Justice System. Based on the results of the Juvenile Hall study, the next studies to be conducted should focus on the following:

- Coordination of law enforcement agency referrals: Over 12 major law enforcement agencies make referrals to the juvenile justice system.
- Coordination of juvenile justice system policy and review boards: There are seven major policy and review boards in San Diego County.
- Utilization of County juvenile camps.

All of the above studies will be completed during FY 1979-80.

STUDY OF  
SAN DIEGO COUNTY  
JUVENILE HALL OVERCROWDING

According to a recent California Youth Authority (CYA) evaluation of overcrowding in California juvenile halls, the overcrowding problem in the San Diego County Juvenile Hall is "probably the most severe in the State." In the OPE overview study of the juvenile justice system (March, 1979), overcrowding of Juvenile Hall was also identified as one of several major problem areas, and an immediate follow-up study of the problem was recommended by the Chief Administrative Officer. The purpose of this report is to address the concerns raised about Juvenile Hall overcrowding and also to clarify some of the preliminary findings of the OPE overview regarding detention practices in San Diego.<sup>1</sup>

This report has been organized as follows:

- I. Description of the Overcrowding Problem: This section addresses the historical perspective of Juvenile Hall overcrowding in San Diego and the recent California Youth Authority study on overcrowding.
- II. The Relationship Between the Seriousness of the Offense and the Decision to Detain: This section addresses the results of an expanded sample and analysis of 500 probation case files, and additional detention data.
- III. Profile of the San Diego County Juvenile Hall Overcrowding Problem: This section describes analyses of several different data sources to determine the reasons for Juvenile Hall overcrowding.
- IV. Methods Used by San Diego County to Reduce Overcrowding: This section addresses various methods being used to lower the Juvenile Hall population.
- V. Methods Used by Other California Counties to Reduce Overcrowding: This section describes the results of both the CYA study and an OPE survey of other California counties.
- VI. Projected Future Need for Juvenile Hall Space: This section addresses the impact of the newly approved Rancho del Rayo and Juvenile Hall building expansion programs and their relationship to future space needs.
- VII. Conclusions and Recommendations

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1. A glossary of terms used is provided at the end of this report.

During the course of this study on Juvenile Hall overcrowding, the San Diego County Board of Supervisors awarded two construction contracts: 1) to increase the capacity by 50 beds of a County Camp (Rancho del Rayo) for juveniles (construction costs were approved at \$598,980); and 2) to remodel the recently vacated court wing of the Juvenile Hall in order to expand the capacity of Juvenile Hall by 22 beds (construction costs were approved at \$602,000).<sup>1</sup> As will be seen in the report, both of these construction projects should serve to reduce and possibly eliminate the Juvenile Hall overcrowding problem for the next several years, upon their completion. The purpose of this report is to describe the longstanding historical problem of overcrowding in Juvenile Hall, to address several questions raised about detention practices in San Diego, and to describe the anticipated impact of the expanded camp and hall capacities. A description of the overcrowding problem from an historical perspective follows below.

#### I. Description of the San Diego County Juvenile Hall Overcrowding Problem

According to the San Diego Comprehensive Plan for Probation Department Juvenile Facilities and Program (September, 1977), the mission of Juvenile Hall is:

- To provide secure predetention residential care to minors being held under Section 628 of the Welfare and Institutions Code;
- To provide secure detention for minors being held following a court hearing and awaiting court-ordered placement;
- To provide secure detention for minors awaiting trial in adult court and whose behavior does not mandate confinement in the County Jail.

Also, as a result of the Ricardo M. decision in 1975, confinement in the Juvenile Hall could be used as a post-adjudication disposition alternative. However, in San Diego, the Court does not use Juvenile Hall as a post-adjudication disposition. If it were being used as such, overcrowding would be even more severe than the current experience, and as mentioned earlier, the overcrowding problem in San Diego has been cited as probably being the most severe in the State.<sup>2</sup> The recent history of events which have led up to the current overcrowding problem follows.

#### A. Historical Juvenile Hall Bed Capacity

The current Juvenile Hall was opened in 1954 with a capacity of 170. According to the CYA study, a 1968

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1. April 24, 1979, Board of Supervisors Agenda Items 14 and 15, dated April 12 and March 29, 1979, from the Department of General Services.

2. The California Youth Authority, An Evaluation of Overcrowding in California Juvenile Halls: Supplemental Report on Selected Counties, February, 1979, p. 59.

survey of hall capacities showed that San Diego's had increased to 315 beds. However, in 1969, the CYA instituted minimum space standards, and San Diego was required to reduce the capacity to about 204 beds. Some minor modifications were conducted during the past several years, and the overall bed capacity was gradually increased to the current level of 217. However, in January of 1977, Los Colinas, the girls correctional camp facility, was taken over by the Sheriff and the girls rehabilitation program was transferred to Juvenile Hall with 26 of the 217 hall beds being dedicated to the Girls Rehabilitation Facility (GRF) program. The historical bed capacities of Juvenile Hall are shown in Exhibit 1.

As Exhibit 1 indicates, the overall Juvenile Hall bed capacity decreased from 1968 to 1979 by 98 beds, or a 31% drop. If the 26 Juvenile Hall beds used for the Girls Rehabilitation Facility (beginning in 1977) are not considered as available juvenile detention space, then the reduction in beds becomes 124, or almost a 40% drop. As was stated before, the major reduction in beds is due to state-regulated space standards which required the elimination of housing two juveniles in single rooms. (Note: About 82% of the Juvenile Hall beds are in individual rather than dormitory style rooms.) Even with the elimination of housing a second juvenile in a room, the hall rooms are still slightly below the CYA space standard for a single person (63 square feet is the standard, and San Diego's rooms are about 55 square feet).<sup>1</sup> However, San Diego has been granted a waiver from CYA of this space requirement.

#### B. Severity of the Overcrowding Problem

According to CYA, San Diego has had a chronic history of Juvenile Hall overcrowding, which was a concern to CYA as far back as 1974.<sup>2</sup> In August of that year, the Probation Department established the Detention Control Unit (DCU) to screen juveniles referred to the hall for possible release prior to intake. This action was taken to reduce the number of juveniles being detained.<sup>3</sup> A significant reduction in the average daily population (ADP) at Juvenile Hall occurred during the following year (from 286 to 180, or a 37% drop), both through the efforts of DCU and the diversion<sup>4</sup> of a majority of status offenders from secure detention. However, according to CYA statistics,

1. Dormitory style rooms require 50 square feet per resident; the hall has 13 three-person rooms.

2. CYA data show that in 1973-1974, the hall was filled at 140% capacity.

3. When Juvenile Hall is overcrowded, juveniles sleep on mattresses placed on the floor.

4. Status offenses, or 601's, are offenses which would not be crimes if committed by an adult (e.g., truancy, incorrigible, runaway, curfew); status offenders have not been detained in Juvenile Hall since January, 1977, due to the passage of AB 3121 (Dixon Bill); however, the hall is now statutorily allowed to detain some status offenders in limited and prescribed circumstances with the passage of AB 958 in 1978. Transient status offenders may be referred to the YMCA.

## EXHIBIT 1

HISTORICAL PERSPECTIVE OF THE  
CAPACITY OF SAN DIEGO JUVENILE HALL

<u>Year</u>	<u>Total Bed Capacity</u>	<u>Comments</u>
1956	170	Juvenile Hall opened.
1968	315	CYA survey cites this capacity.
1969	204	CYA instituted space standards.
1977 <sup>1</sup>	212	186 beds exclusive of GRF. <sup>2</sup>
1978	217	191 beds exclusive of GRF.
1979	217	191 beds exclusive of GRF.
1980(Proj.) <sup>3</sup>	239	213 beds exclusive of GRF.

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1. In early 1977, the Los Colinas girls camp program was taken over by the Sheriff for adult females and the Girls Rehabilitation Facility was relocated at Juvenile Hall. The girls program occupies a 26-bed unit in the hall. When the Girls Rehabilitation Facility is not filled to capacity, the bed space may be used to house male Juvenile Hall detainees.

2. GRF: Girls Rehabilitation Facility.

3. Projected to show recently approved 22-bed expansion.

the ADP began to rise in 1976, from 188, up to 232 for the first six months of 1978 (a 23% increase). During this time, the GRF was transferred to Juvenile Hall. It is also important to note that the ADP included juveniles being detained at Juvenile Hall from all sources (court violations of probation, bench warrants, etc.), and not just those screened and subsequently detained by DCU. The full impact of these other sources of referral to Juvenile Hall will be discussed later in this report.

In Exhibit 2, data on Juvenile Hall overcrowding is presented for 1977, 1978, and the first four months of 1979. These data show that overcrowding was a serious problem in 1977 and has gotten progressively worse since that time. The ADP increased about 7-1/2% from 1977 to 1978 (from about 200 to 215). Rough estimates of projected overcrowding levels show that given current trends, Juvenile Hall will be overcrowded at least 60% of 1979 (or 226 days). The major reason that the number of days of overcrowding in 1978 was considerably less than that projected for 1979 was that the Camp Westfork facility was temporarily opened in the Summer of 1978 to house juveniles committed to the Lightning Unit (but waiting in the hall), in an effort to alleviate Juvenile Hall overcrowding. However, Camp Westfork has since been reopened as a permanent camp facility and is not available for the temporary housing of Juvenile Hall detainees.<sup>1</sup> As seen in the exhibit, the number of juveniles over capacity reached a high of 67 in the month of March 1979. In fact, Juvenile Hall exceeded capacity every day in March, and the actual amount over capacity ranged from 27-67 juveniles.

In Exhibit 3 below, monthly Probation Department data on the percentage of juveniles referred to Juvenile Hall and subsequently detained are presented for 1977, 1978, and the first three months of 1979.<sup>2</sup> These data were examined to determine if there were any major changes over time in the percentage being detained of those referred.

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1. Camp Westfork is a youth correctional center for selected youthful offenders 16 to 21 years of age.

2. The numbers of juveniles being referred and detained were not all within the discretion of DCU to detain or not detain, e.g., some cases were referred as the result of outstanding warrants. Also, these numbers do not include juveniles initially detained in Juvenile Hall by the Court at a hearing.

## EXHIBIT 2

JUVENILE HALL POPULATION STATISTICS  
(INCLUDING GIRLS REHABILITATION FACILITY RESIDENTS)  
1977, 1978, 1979-TO-DATE

		JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	ANNUAL TOTAL
NUMBER OF	'77	10	14	14	17	5	3	Ø	Ø	24	10	26	20	143
DAYS OVER-	'78	15	22	31	30	31	Ø	Ø	Ø	2	30	11	2	174
CAPACITY	'79	2	25	31	28 <sup>1</sup>	-	-	-	-	-	-	-	-	-
NUMBER OF	'77	20	13	17	13	26	25	31	31	5	20	4	11	216
DAYS UNDER-	'78	16	6	Ø	Ø	Ø	30	31	31	28	1	18	29	190
CAPACITY	'79	29	2	Ø	2 <sup>1</sup>	-	-	-	-	-	-	-	-	-
AVERAGE NUMBER	'77	6.7	9.9	12.0	14.5	7.2	6.0	Ø	Ø	16.9	9.9	14.8	11.7	12.6
OF JUVENILES	'78	6.8	15.7	22.5	48.2	25.1	Ø	Ø	Ø	7.5	9.4	7.8	2.5	15.1
OVER-CAPACITY	'79	6.5	36.7	44.5	23.5	-	-	-	-	-	-	-	-	-
AVERAGE NUMBER	'77	31.5	7.5	26.2	9.8	11.4	26.3	29.9	33.5	7.0	7.3	6.5	18.4	21.4
OF JUVENILES	'78	6.8	7.8	Ø	Ø	Ø	17.9	42.8	40.7	19.2	7.0	11.9	22.1	24.6
UNDER-CAPACITY	'79	30.1	12.5	Ø	3.0	-	-	-	-	-	-	-	-	-
MEDIAN NUMBER	'77	4.5	8.5	13.0	16.0	7.0	6.0	Ø	Ø	15.5	10.0	14.0	10.0	-
OF JUVENILES	'78	6.0	8.5	22.0	50.5	20.0	Ø	Ø	Ø	7.5	10.0	5.0	2.4	-
OVER-CAPACITY	'79	6.5	39.0	45.0	24.0	-	-	-	-	-	-	-	-	-
OVER-CAPACITY	'77	2-20	1-20	1-22	1-27	1-15	5-7	Ø	Ø	1-46	1-22	3-29	1-29	1-46
RANGE DURING	'78	1-17	2-45	5-41	31-68	4-71	Ø	Ø	Ø	4-11	1-21	1-22	2-3	1-68
MONTH	'79	3-10	4-56	27-67	4-40	-	-	-	-	-	-	-	-	-
AVERAGE	'77	174.9	179.5	195.1	207.9	203.6	190.7	182.1	178.5	224.5	210.5	229.0	218.1	199.5
DAILY	'78	216.8	227.6	239.5	266.8	242.1	199.1	174.2	176.3	199.6	225.9	212.7	196.4	214.6
POPULATION	'79	189.3	249.5	261.5	238.3	-	-	-	-	-	-	-	-	-
JUVENILE	'77	204	204	204	204	212	212	212	212	212	212	217	217	206.6
HALL	'78	217	217	217	217	217	217	217	217	217	217	217	217	217
CAPACITY	'79	217	217	217	217	-	-	-	-	-	-	-	-	-

<sup>1</sup>Data for April 1-23 was only projected for entire month

Note: Number of days over/under capacity may not add to total days in month; the balance is 'days at capacity.'

SOURCE: Juvenile Hall Population Reports: 1977, 1978, 1979  
CYA Report No. YA 10.401



## EXHIBIT 3

## TRENDS IN JUVENILE DETENTION RATES

<u>Period</u>	<u>Monthly Average Number Detained</u>	<u>Monthly Average Number Referred</u>	<u>% Detained of Total Referred</u>
All 1977	321	522	61.5%
All 1978	326	516	63.2%
January-March 1979	377	576	65.4%

The results of this analysis show that these percentages have only slightly increased since 1977, from a monthly average of about 62% in 1977 to 63% in 1978, and about 65% for the first three months of 1979. It should be noted that the CYA study, as well as projections of arrest rates for San Diego, show slight increases in the number of arrests for serious crimes against persons. This phenomenon may partially account for the small increase in the percentages shown as detained.

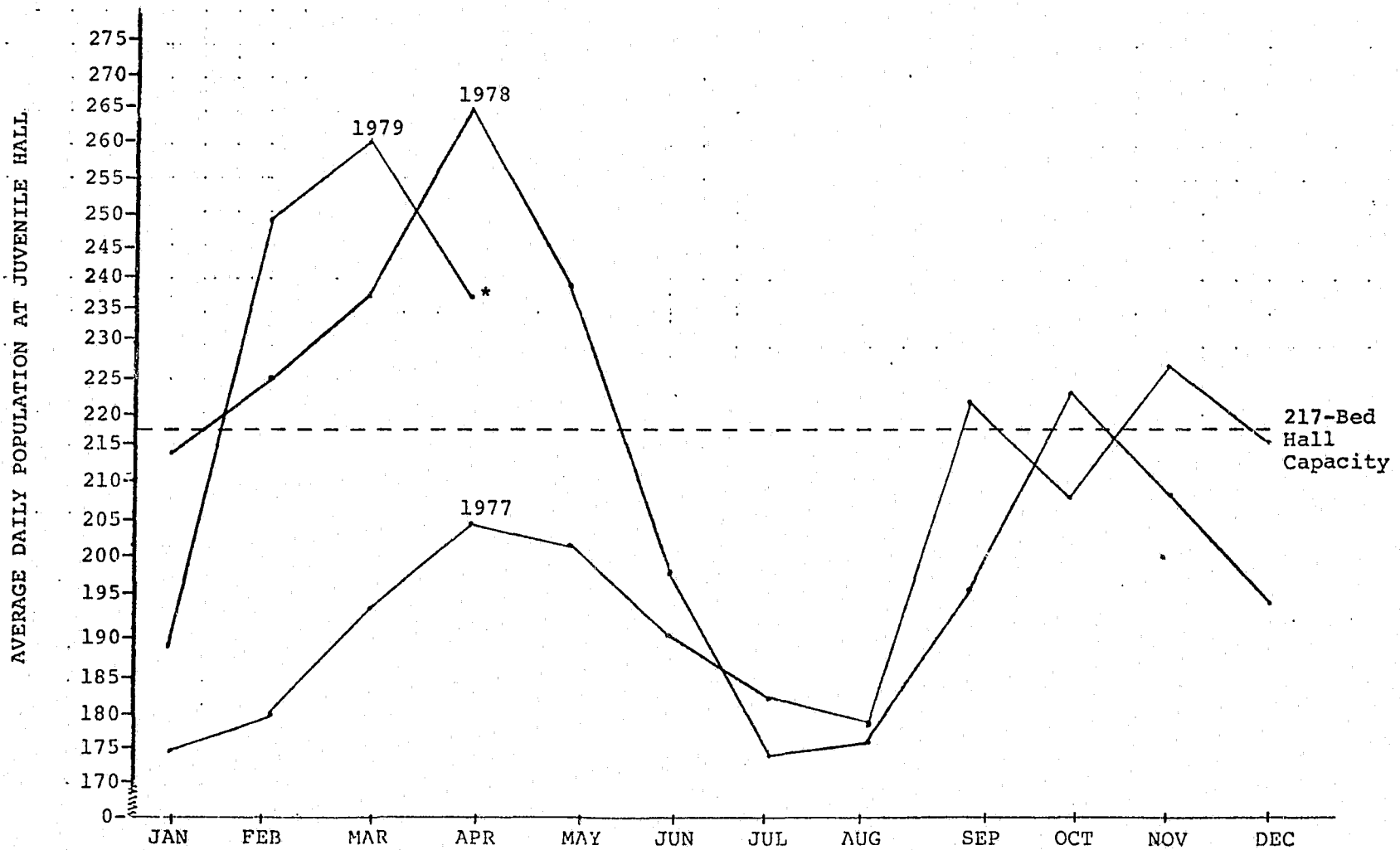
In Exhibit 4, the average daily hall population is shown for 1977, 1978, and January-April 23 of 1979, using monthly averages. This exhibit shows graphically the level of overcrowding during these years, as well as apparent seasonal trends in Juvenile Hall population. These trends, which show a lowering of the ADP during the summer months, are consistent with recent CYA study findings. In the CYA study, several explanations for the trends were proposed, as follows:

1. Fluctuations coincide with the academic school year; the reason for the correlation may be that school problems may cause youth to act out their frustrations during Spring and Fall.
2. Fluctuations may result from the seasons or the weather; more admissions occur when the weather is moderate than when weather is colder or hotter.
3. Fluctuations during the summer may be due to a decrease in law enforcement activity, perhaps due to vacation schedules.

As CYA stated in their study, none of these theories have been tested. However, the fluctuations seem to occur with some regularity. This is apparently true for San Diego, based on an examination of the 1977 statistics and to probably some extent, the 1978 statistics. However,

EXHIBIT 4

AVERAGE DAILY POPULATION (MONTHLY AVERAGES)  
FOR JUVENILE HALL (INCLUDING THE GIRLS REHABILITATION FACILITY)  
1977, 1978, 1979-TO-DATE



Note: April average based on April 1-23 population statistics, which include Easter week.

in April, 1978, Juvenile Hall overcrowding was so severe that Westfork was temporarily opened in the summer months to house Lightning Unit commitments; this impact cannot be separated from the traditional summer decline in hall population.

In Exhibit 5, the major contributing factors for the increases in ADP in the first six months of 1978 over 1977 (as shown in Exhibit 4) are examined. This examination also includes a look at the first three months of 1979.

#### EXHIBIT 5

##### FACTORS CONTRIBUTING TO HALL POPULATION INCREASES

<u>Time Period</u>	<u>Average Monthly Number Admissions Recorded on DCU Entry Logs<sup>1</sup></u>	<u>Average Monthly Number Admitted from<sup>2</sup> Other Sources<sup>2</sup></u>	<u>Total Average Monthly Admissions to Juvenile Hall</u>
January-June 1977	329	124	453
January-June 1978	327	157	484
January-March 1979	377	108	485

1. This column provides an indication of the trend in number of referrals from law enforcement agencies.

2. This category of admissions includes direct admissions to Juvenile Hall from Court hearings, which are not reflected in the count of the number of juveniles referred to DCU.

Source: Monthly Probation Reports to the Board of Supervisors.

The data presented in the exhibit show that although the monthly average number of admissions for the first six months of 1978 and 1979 shows roughly the same increase as compared to 1977 (484 and 485, as compared with 453), the reasons for the increases in each of the two later years are different.<sup>1</sup> In 1978, a major reason for the increase in total admissions to the hall was an increase of 27% in the number of admissions from other sources, such as direct Court referrals resulting from hearings. However, the average number of admissions to the hall, as shown in DCU entry logs (which include court warrants, CYA holds, and other cases which DCU has little discretion over), decreased from 1977 to 1978. In the first three months of 1979, the number of admissions to the hall, recorded on DCU logs, increased 15% above the 1977 level. On the other hand, the number of juveniles admitted from other sources was down from the 1977 level by 16, or about 13%. Both of these reasons accounted for the similar number of total monthly admissions shown for the first six months of 1978 and the first three months of 1979.

1. Although the 1978 and beginning 1979 admission averages in Exhibit 5 show increases over 1977, the annual monthly average number of admissions in 1978 was only 2% above 1977 (461 compared to 452).

In addition to examining seasonal trends, hall population by day of the week was also examined. In Exhibit 6, the average Juvenile Hall population (including GRF residents) for Sunday through Saturday is shown. As seen in the exhibit, the highest hall population occurred on Monday (at 12:01 a.m.) for 1977, 1978, and the first four months of 1979. For 1977 and 1979, Saturday (at 12:01 a.m.) was the lowest day; in 1978, Saturday was the second lowest day.

One of the reasons for the higher Monday morning hall population is that juveniles who are awaiting a court detention hearing (or other hearing) do not go to Court over the weekend. However, even if the Court and all of the required support services (e.g., DA, Court Clerk) were available, the law enforcement agency investigative staff is not available on weekends; this means that the information necessary for completing a report to go to the Court would probably not be ready on the weekend.

On March 8, 1979, the Director of CYA sent a letter to the San Diego County Probation Department which cited San Diego for "overcrowded conditions of substantial proportions in San Diego County Juvenile Hall during the period extending from February 4 through March 1, 1979." In order to be cited for overcrowding by CYA, a juvenile hall must be overcrowded for over 15 consecutive days during any 30-day period. During the period for which San Diego was cited by CYA, the hall was overcrowded every day. Historically, San Diego County has been cited for overcrowding in Juvenile Hall 5 times since the beginning of 1977 (including the most recent incident).

In the past, these periods of overcrowding were stabilized by such actions as normal seasonal trends, the temporary opening of the Camp Westfork facility last summer, and the increased use of home supervision. In response to this last incident of overcrowding, anticipated seasonal trends (that were described earlier in this report) as well as actions taken by the Court are expected to permit San Diego to once again come into compliance with the CYA-established capacity. The Court actions include the counting of a juvenile's post-adjudication time spent in the hall awaiting arrival to a County camp towards the total length of commitment, and a change in a policy related to juvenile hall Detention Control Unit processing of active wards. All of these reasons should serve to temporarily bring San Diego into compliance.

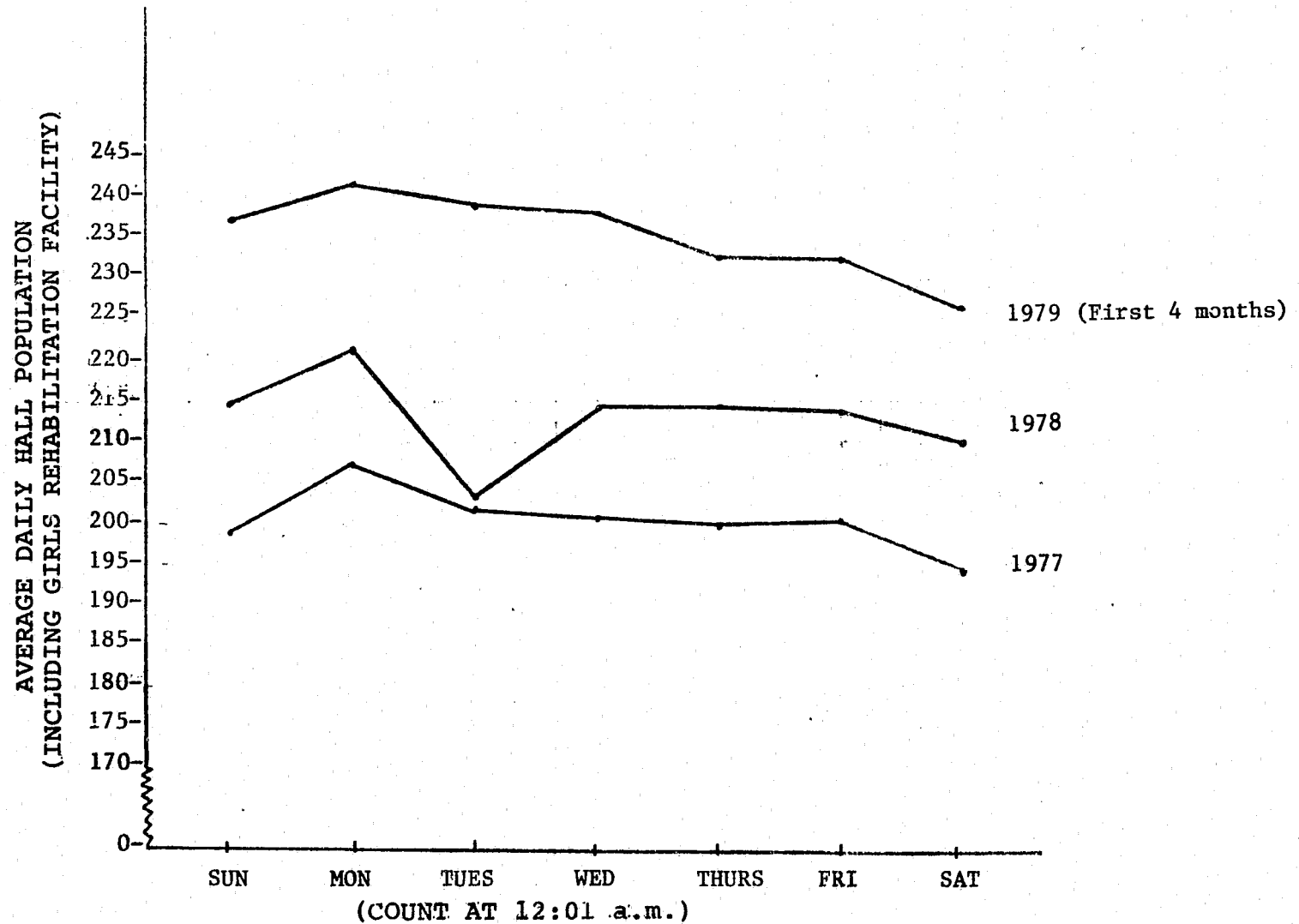
#### C. Summary

The major findings of this section are summarized below:

1. The San Diego County Juvenile Hall has had serious overcrowding problems as far back as 1974. Since 1977, the hall has been cited by CYA for overcrowding on five occasions, the most recent being March, 1979.

# EXHIBIT 6

## DAILY POPULATION TRENDS FOR JUVENILE HALL



SOURCE: Juvenile Hall Population Reports  
(CYA Report No. YA 10.401)

2. The bed capacity of Juvenile Hall is currently at 217, compared with a previous level of 315 reported to CYA in 1968, prior to the State-regulated space standards. This reduction of 98 beds reflects a 31% decrease.
3. In 1977, the Girls Rehabilitation Facility (GRF) was transferred from Los Colinas to Juvenile Hall. This transfer resulted in the assignment of 26 of the 217 hall beds to that program. If these 26 beds are not considered as available juvenile detention space, then the reduction in beds from 1968 to 1979 becomes 124, or almost a 40% decrease.
4. The severity of the Juvenile Hall overcrowding problem can be demonstrated by the fact that during 1977 and 1978, the hall was overcrowded 39% and 48% of the time, respectively. Given current trends, the hall will be overcrowded at least 60% of 1979.
5. Analysis shows that the percentage of juveniles referred to Juvenile Hall and detained (excluding direct Court referrals) has only slightly increased since 1977 (from about 62% detained for 1977 to about 65%, for the first three months of 1979). However, increases in the numbers of juveniles being referred to Juvenile Hall by law enforcement agencies, as well as the number of juveniles placed in the hall directly by the Court has resulted in about a 7% increase in the total monthly number of admissions to the hall.
6. Analysis of monthly as well as daily hall population statistics shows that both seasonal and daily population patterns are present.

Based on 1977-1979 (to date) data, lower winter and summer hall counts appear present. According to CYA, the reasons for this phenomenon include the frustrations arising from school, and a decrease in law enforcement activity in the summer months, perhaps due to vacation schedules.

Analysis of the hall population by day-of-the-week showed that the highest hall population occurred on Monday, and Saturday was the lowest. One of the reasons for the higher Monday morning hall population is that juveniles who are awaiting a court detention hearing (or other hearing) do not go to Court over the weekend. However, even if the Court and all of the required support services (e.g., DA, Court Clerk) were available, the law enforcement agency investigative staff is not available on weekends; this means that the information necessary for completing a report to go to the Court would probably not be ready on the weekend.

All of the data presented above indicate that overcrowding has been a chronic problem for the San Diego Juvenile Hall during the past few years. However, other analyses are necessary in order to examine the reasons for the overcrowding. The first of the analyses to be discussed is the relationship between the seriousness of the offense and the decision to detain.

## II. The Relationship Between the Seriousness of the Offense and the Decision to Detain

In the OPE overview evaluation of the juvenile justice system, a limited sample of data did not indicate a statistically significant relationship between offender seriousness and detention. Due to the small sample size and the importance of this concern, this issue was addressed in more detail during the follow-on study. Two methods were used to address this issue. First, the original case sample was enlarged and the same analytic methods were applied to the larger sample. Secondly, independent data were gathered for analysis, using Detention Control Unit records.

### A. Expanded Sample of Probation Case Files

The same data collection methodology used for the original case file sample of 155 cases was utilized for an expanded sample of 500 cases. As shown in Exhibit 7, the general demographic profile of the juveniles studied was found to vary little between the preliminary and the expanded samplings. Both profiles showed that between 17%-18% of the juveniles referred to Probation had been detained as a result of their most recent offense (note: this includes both pre- and post-adjudication detention). However, as indicated in Exhibit 8, the expanded sample data does indicate a statistically significant relationship between the detention decision and the more serious offender scores (exceeding a .001 level of significance). This finding means that offenders are being detained based on the seriousness of the offense. This conclusion was further substantiated by analysis of additional data available from the Detention Control Unit's records in Juvenile Hall, as described below.

### B. Analysis of Detention Control Unit Records

The Detention Control Unit (DCU) of Juvenile Hall maintains records on all juveniles who enter the hall as a result of a physical referral to Juvenile Hall from law enforcement sources or Probation Officers. In addition to these entries, juveniles also enter the hall as a result of the Court's action to order a post-adjudication placement; the juvenile may wait in the hall for a vacant placement spot in a camp, CYA, etc. However, the Detention Control Unit does not have any discretion over deciding to detain many of the entries to Juvenile Hall, as will be described.

## EXHIBIT 7

PROBATION DEPARTMENT  
CASE FILE ANALYSIS

	Initial Sample <u>n = 155</u>	Expanded Sample <u>n = 500</u>
<u>General Offense Profile</u>		
Cases with 1 or More True Findings	67.1%	63.8%
True Findings Out of All Offenses	37.1%	35.8%
Average Seriousness Score	4.98	4.58
Average Number of Offenses	3.97	3.62
<u>For Last Offense Only</u>		
True Findings on Last Offense	45.8%	46.8%
Detained	17.4%	17.6%
Average Time Detained <sup>1</sup>	12.8 days	13.4 days

<sup>1</sup>Includes both pre- and post adjudication detention time

Source: Random sample of Probation case files.



## EXHIBIT 8

## CASE FILE ANALYSIS

FOR LATEST OFFENSE, IS DETENTION RELATED TO SERIOUSNESS  
OF THE OFFENDER? YES

	DETENTION	
	YES	NO
Less (0-2) SERIOUSNESS SCORE <sup>1</sup>	5%	43%
More (3-20+)	13%	39%

$x^2 = 20.17$  Exceeds a .001 level  
of significance  
 $n = 500$

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1. Since there is no absolute definition of what is a more or less serious total rating score, a median break of the offender seriousness scores was used.

Source: Random sample of Probation case files.

All referrals to Juvenile Hall during the period March 1 through March 30 (1979) were analyzed, by reviewing Detention Control Unit records. As shown in Exhibit 9, 27.3% of the referrals entered Juvenile Hall without screening by DCU (e.g., these were cases temporarily detained by the Court pending available placement elsewhere, escapees from camps, etc.). Another 4.2% entered the hall through warrants, violations of supervision, etc., which DCU had little or no discretion over. Of those 488 referrals that DCU had discretion to screen, 43.9% were screened out (i.e., not detained), and 56.1% were detained. Of the 274 detained by DCU, 80.7% (221) were felonies and 19.3% (53) were misdemeanors. Of the 19.3% (53) misdemeanors detained, 16.0% (44), or four-fifths, were detained due to special circumstances, which would indicate that detention was appropriate (e.g., active on probation, transient, prior records). Of the 3.3% (9) that were misdemeanors with no special circumstances noted, the majority (7) were released in less than 24 hours; this would indicate that they may be part of a population that may be detained for short periods due to other circumstances, such as non-locatable or non-cooperative parents who refuse to pick up the juvenile. In order to get a better handle on the size of this population, DCU staff have modified their record keeping in order to identify such cases on an ongoing basis for the next few months.

#### C. Summary of Analysis of Detention Decisions

The expanded case file sample and the additional data from DCU records both indicate that decisions to detain juvenile offenders in Juvenile Hall are based on seriousness of the current offense and the offender's prior history.

### III. Profile of the San Diego Juvenile Hall Overcrowding Problem

The information that was analyzed in the preceding section showed that the decisions to detain are based on the seriousness of the offenses being charged. However, in addition to housing juveniles who are detained in Juvenile Hall and awaiting a juvenile court hearing because of the seriousness of the crime, the hall is also used to house juveniles who have already been adjudicated by the Court and are awaiting placement elsewhere. These placement categories include:

- Awaiting placement in the County's juvenile correction camps until a camp vacancy exists, i.e., Rancho del Rayo, Rancho del Campo, Lightning Unit, Girls Rehabilitation Facility.

# EXHIBIT 9

## JUVENILE HALL REFERRALS FOR MARCH 1 - MARCH 30 (All Entries and Screenings)

Total: All  
Sources of  
Referrals to  
Juvenile Hall  
(Entries and  
Screenings)

713

195 | Enter without  
DCU screening  
(27.3% of all  
entries), e.g.,  
detained by  
Court,  
returned  
from camp.

Total  
Referrals  
Screened  
by DCU

518

30 | Enter through  
warrants, viola-  
tions of home  
and regular  
supervision  
(4.2% of all  
entries); DCU  
has little or  
no discretion  
over these  
entries.

Total Non-Warrant/  
Non-Violation of  
Probation Referrals  
Screened by DCU

488

(16.3/day)

214 | Screened out  
by DCU  
(43.9% of  
above screened  
by DCU), e.g.,  
not detained.

Total Detained  
by DCU

274

(9.1/day)

221 | Detained for  
felony charges  
(80.7% of  
total detained  
by DCU).

Number  
Misdemeanors  
Detained  
by DCU

53

(1.8/day)

8 | Active (15.1% of  
Total Misdemeanors)  
10 | Transients (18.9%)  
2 | CYA Active (3.8%)  
20 | Prior History (37.7%)  
4 | Other (7.5%)  
44

(1.5/day)

No Special  
Circumstances  
Noted for  
These Misdemeanors

9

(.3/day)

7 | Released < 24 hours  
1 | Released < 48 hours  
1 | Detained by Court  
9

DCU: Detention Control Unit in Juvenile Hall

Source: Detention Control Unit Entries and Releases Daily Logs

- Awaiting an adult trial, i.e., a juvenile remand to adult court who is either unfit for one of the eight spaces reserved for juvenile remands at the County Jail, or no jail space is available.
- Awaiting placement in the California Youth Authority, i.e., the juvenile waits in Juvenile Hall pending delivery to CYA (located in Norwalk); several documents must be processed between San Diego and Sacramento after the disposition to CYA is made by the Court.
- Awaiting return to Mexico, i.e., when an illegal alien juvenile has committed a serious offense, generally the juvenile is tried where the offense was committed (San Diego) and then transported back to Mexico by the U.S. Immigration and Naturalization Service.
- Awaiting placement in a 24-hour school, i.e., the juvenile is awaiting a vacancy in a 24-hour school, which was the disposition ordered by the Court.

The facility is also used by CYA Parole Agents to detain parolees pending parole board actions.

In order to examine the profile of juveniles placed in Juvenile Hall, two types of analyses were performed. The first analysis examined the composition of the Juvenile Hall population by several categories of detention status, at specific points in time during the last year (e.g., the percentage of juveniles in a pre-adjudication status, the percentage awaiting camp placement, CYA, etc.). The second analysis examined more detailed demographic profiles of juveniles in the hall and included such topics as length of stay, source of referral, etc.

#### A. Composition of Juvenile Hall Population

In order to examine the impact of each of the categories of commitments in Juvenile Hall, a profile was developed of the Juvenile Hall population during each month of the April 1978-March 1979 period. A random week within each of these twelve months was selected and analyzed as to population composition. The results of this analysis are presented in Exhibit 10. As can be seen from this exhibit, a substantial portion of the Juvenile Hall population is comprised of juveniles who have already been adjudicated by the Court and are awaiting placement elsewhere. The total monthly average number of juveniles awaiting placement (74.5 juveniles) is 37.4% of the total daily hall population (199 juveniles), not including the residents of GRF--almost 40% of the hall population is awaiting placement elsewhere. Further analysis shows that almost half (36) of the 74.5 juveniles awaiting placement were waiting to go to a County juvenile camp (i.e., Rancho del Rayo, Rancho del Campo, Lightning Unit, Girls Rehabilitation Facility).

# EXHIBIT 10

## ANALYSIS OF COMPONENTS OF HALL POPULATION

	MONTH <sup>1</sup>												Range of Sample Average	Overall Average
	4/78	5/78	6/78	7/78	8/78	9/78	10/78	11/78	12/78	1/79	2/79	3/79		
AVERAGE POPULATION (exc. GRF)	240.9	218.4	175.9	163.7	157.7	180.1	206.4	192.9	188.3	173.1	243.9	247.0	157.7 - 247.0	199.0
AVERAGE AWAITING														
RANCHO DEL RAYO/ CAMPO	11.9	17.9	8.3	10.6	10.6	10.0	10.1	9.0	15.6	20.1	39.7	54.4	8.3 - 54.4	18.2
LIGHTNING UNIT	32.9	20.1	4.6	22.6	25.6	21.3	27.4	12.0	6.1	9.0	12.3	14.4	4.6 - 32.9	17.4
GIRLS REHABILITATION FACILITY	.9	.3	2.0	0	.3	0	1.0	.4	.4	1.9	1.0	0	0 - 2.0	0.7
RETURN TO MEXICO	7.6	11.3	4.4	3.4	.7	10.3	7.7	12.1	9.9	9.3	6.4	7.3	0.7 - 12.1	7.5
ADULT COURT (707)	24.6	23.9	14.9	13.0	10.4	5.0	6.7	7.7	7.6	4.7	8.7	9.0	4.7 - 24.6	11.4
CALIFORNIA YOUTH AUTHORITY	23.4	22.1	18.0	11.9	9.6	12.4	14.0	9.1	9.7	5.7	11.0	9.4	5.7 - 23.4	13.0
24-HOUR SCHOOL	15.4	8.4	7.0	4.4	3.6	4.3	5.4	8.4	10.3	4.0	4.0	1.0	1.0 - 15.4	6.4
AVERAGE AWAITING ALL PLACEMENTS (% OF POPULATION, ex GRF)	116.7 (48.4)	104.0 (47.6)	59.2 (33.7)	65.9 (40.3)	60.8 (38.6)	63.3 (35.1)	72.3 (35.0)	58.7 (30.4)	59.6 (31.7)	54.7 (31.6)	83.1 (34.1)	95.5 (38.7)	54.7 - 116.7	74.5 (37.4)
AVERAGE NOT AWAITING PLACEMENTS (% OF POPULATION, ex GRF)	124.2 (51.6)	114.4 (52.4)	116.7 (66.3)	97.8 (59.7)	96.9 (61.4)	116.8 (64.9)	134.1 (65.0)	134.2 (69.6)	128.7 (68.3)	118.4 (68.4)	160.8 (65.9)	151.5 (61.3)	96.9 - 160.8	124.5 (62.6)

<sup>1</sup>A random week within each month was selected for analysis

SOURCE: Juvenile Hall Daily Statistics Report

In addition to examining the percentage of the daily hall population comprised of juveniles already adjudicated by the Court and awaiting placement elsewhere, this category of juveniles was also examined in terms of their housing requirement as related to the actual hall bed capacity. In Exhibit 11 below, the percentage of the hall's capacity-ratio beds taken up by post-adjudicated juveniles awaiting placement is shown (note: the number of hall beds is 217 minus the actual number of GRF residents in the hall).

## EXHIBIT 11

PERCENTAGE OF HALL CAPACITY BEDS  
USED BY JUVENILES AWAITING PLACEMENT  
(MINUS GRF RESIDENTS)

<u>Month</u>	<u>Maximum Hall Capacity</u>	<u>Hall Capacity Minus GRF Residents</u>	<u>Number Juveniles Awaiting Placement</u>	<u>Percentage Juveniles Awaiting/Hall Capacity (Minus GRF)</u>
April 1978	217	201	117	58%
May	217	198	104	53
June	217	194	59	31
July	217	195	66	34
August	217	201	61	30
September	217	202	63	31
October	217	200	72	36
November	217	193	59	31
December	217	195	59	30
January 1979	217	201	55	27
February	217	196	83	42
March	217	202	96	47
12-Month Average	217	198	75	38%

Source: Daily Juvenile Hall Statistics Report

Although the average percentage of beds taken up by juveniles awaiting placement is about 38%, the monthly average percentages range from about 27% (January, 1979) to 58% (April, 1978). However, during the last two months under study (February and March, 1979), the average percentage of the hall's beds used by post-adjudicated juveniles was 42% and 47%, respectively. The data shown in this exhibit, as well as the previous exhibits, show that one of the major reasons for overcrowding in the Juvenile Hall is a substantial number of juveniles temporarily housed in the hall and awaiting placement elsewhere.<sup>1</sup>

1. In Section IIIB, a profile of the juveniles in the hall awaiting placement is presented; this profile data show that the juveniles housed in the hall while awaiting placement elsewhere take up more hall bed time than those in the hall on a pre-adjudication basis only.

In Exhibit 12, the monthly average Juvenile Hall population (including GRF residents) is graphed and compared with the state-regulated total building capacity of 217. As seen in the exhibit, the average monthly hall populations (as based on random weekly observations) exceeded or equaled capacity five of the twelve months shown. It is possible that the capacity would have been exceeded several more months during the summer, if the Camp Westfork facility had not temporarily relieved overcrowding in the Summer of 1978.

Back in Exhibit 10, the range that each category awaiting placement contributed to the total hall population was shown. Also, the average hall population not awaiting placement was described. Those juveniles who await adjudication and are detained in Juvenile Hall pending Court action, comprised slightly less than two-thirds (63%) of the total hall population for the twelve-month period under study. The total commitments awaiting placement elsewhere averaged around 37% for the year. However, as seen in the first three months of data for 1979, the number of commitments awaiting placement to the camps increased substantially over prior months. The number of Rancho del Rayo/Campo commitments awaiting placement increased from 20.1 juveniles in January, 1979, to 54.4 juveniles in March, 1979. The placement figure had settled around 10 in earlier months (and ranged from 8-10). For the Lightning Unit commitments awaiting placement, the figure increased from 9 in January, 1979, to about 14 in March, 1979. However, in prior months, the number of juveniles awaiting placement to Lightning generally settled in the twenties (and ranged from 5-33). A possible explanation for the recent increase in the number of commitments awaiting placement in Rayo/Campo and the lesser number of juveniles awaiting placement in the Lightning Unit is the recent (November, 1978) closing of 18 Rancho del Rayo beds and the subsequent increase of the Lightning Unit capacity by 28 beds (for a net Rayo/Lightning increase of 10 beds). Lightning Unit is a shorter term correctional program for juveniles (less than 60 days) than the Rayo program, which runs about 17 weeks. If a similar number of juveniles are currently being committed to the Rayo program as were committed in earlier months when the Rayo program had 50 beds, then one could expect a backlog of juveniles awaiting placement in this camp. On the other hand, because of an increased capacity for the Lightning Unit, one would expect the backlog of juveniles awaiting that correctional program to be reduced. Both of these situations appear to be occurring based on the data examined.

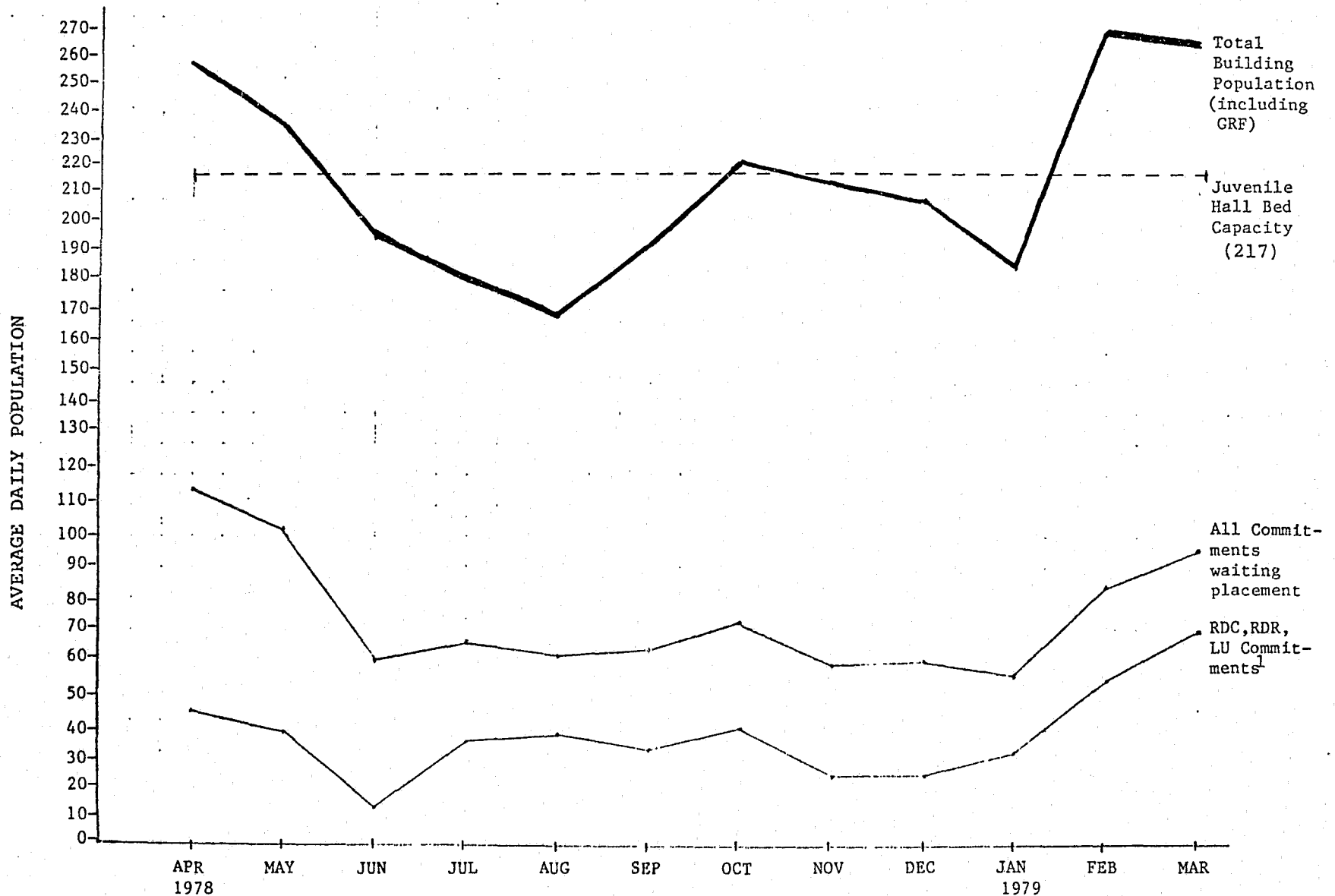
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1. An increase in the number of commitments to the Camps by the Court could also create a backlog in the hall. However, no data were readily available to examine this factor. (The number of entries to the camps were examined, as well as the number of juveniles detained in the hall at their disposition hearing to await vacant camp positions. Neither, however, accurately addresses the total number of Court commitments in the Camp.)

# EXHIBIT 12

22

## JUVENILE HALL AVERAGE DAILY POPULATION (ADP) APRIL 1978 - MARCH 1979



SOURCE: Juvenile Hall Daily Statistics Reports

Note: RDC = Rancho del Campo; RDR = Rancho del Rayo; LU = Lightning Unit;  
GRF = Girls Rehabilitative Facility



One other point to be noted from the data on commitments awaiting placement is the apparent reduction in the number of juveniles in the hall awaiting adult court hearings (707's), or awaiting CYA placement. Both of these categories of placement types have reduced considerably below their Spring 1978 levels and the reduction has remained fairly constant over the past several months. Possible explanations for the apparent reductions may include changes in legislation regarding 707's, changes in the CYA billing process, whereby counties began charging CYA for juveniles being held for CYA, and possible changes in judicial philosophy regarding the use of these dispositions. Also, with the opening of Camp Westfork in the Spring of 1979, an alternative disposition became available to the Court for certain juveniles, who, in the past, might have been classified as 707's or CYA placements and waited in Juvenile Hall pending that dispositional placement.

However, the CYA has indicated that it may reach full capacity by the Summer of 1979. If this occurs, then the number of CYA placements in the hall could be expected to increase until CYA develops expanded capacities (which CYA has indicated it is currently exploring).

In the first part of this section, the various categories of juveniles utilizing space in Juvenile Hall were described. From this data, it was shown that a substantial number of juveniles in the hall had already been adjudicated by the Court and were awaiting placement elsewhere (note: over half were awaiting placement in a County Camp). In the next part of this section, a profile will be drawn of the lengths of time that juveniles spend in the hall, by their various reasons for entry to and exit from Juvenile Hall.

## B. Profile of Juvenile Hall Referrals

In order to develop a profile of juveniles who are referred to Juvenile Hall, a sample of all releases from Juvenile Hall for the month of January was conducted (note: data on 567 cases were collected and analyzed).<sup>1</sup> This profile will describe basic juvenile demographic statistics, the length of hall stay by various categories of entry to the hall, and reasons for release from the hall. The sample included 163 juveniles who were referred to the hall but not detained, and 404 juveniles who were detained in the hall.

The major findings of the profile are highlighted below, and are displayed in Exhibit 13.

1. The average age of those juveniles detained in the hall was 15.7 years, and the average was 15.5 years for those juveniles referred but not detained.

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1. The sample includes all categories of releases from the hall, such as release to home, to County Camps, to CYA, etc.

EXHIBIT 13  
SELECTED CHARACTERISTICS  
JUVENILE HALL PROFILE

		Juveniles Referred Only (163)	All Juveniles Detained (404)
<u>Average Age:</u>	Mean	15.5 years	15.7 years
	Median	15.7 years	15.9 years
	Mode	16.0 years	17.0 years
<u>Sex:</u>	Female	32%	14%
	Male	68%	86%
		<u>100%</u>	<u>100%</u>
<u>Residence:</u>			
	Local	*	81%
	Out-of-County		8%
	Out-of-State		4%
	Out-of-Country		3%
	Unknown		4%
			<u>100%</u>
<u>Source of Entry to Hall:</u>			
	San Diego Police	39%	38%
	Court	0	12%
	Sheriff	26%	11%
	Probation Officer	0	7%
	Return from Camp	0	6%
	Oceanside Police	8%	0
	California Highway Patrol	7%	0
	Chula Vista Police	6%	4%
	National City Police	4%	4%
	Other	10%	18%
		<u>100%</u>	<u>100%</u>
<u>Reason for Entry to Hall:</u>			
	New Arrest	**	
	Non-Ward		41%
	Active Ward		21%
	CYA Parolee		3%
	Referred from Court-Waiting Camp		9%
	Violation of Supervision		7%
	Warrants		6%
	AWOL from Camp		3%
	Camp Removal		
	Disciplinary		1%
	Non-Disciplinary		3%
	Courtesy Hold		2%
	Other		4%
			<u>100%</u>

\*Residence for juveniles referred only and not detained was not available from the Detention Control Unit records analyzed.

\*\*All juveniles referred only have an entry status of "referred but not detained."

## EXHIBIT 13 (cont.)

	<u>Juveniles Referred Only (163)</u>	<u>All Juveniles Detained (404)</u>
<u>Status at Release:</u>		
Promise-to-Appear	38%	N/A
Referred to YMCA	36%	N/A
Counsel and Release	17%	N/A
Released at or Prior to Disposition Hearing	N/A	53%
To Camp	N/A	23%
To CYA	N/A	3%
To 24-Hour School	N/A	3%
To Jail	N/A	2%
To Foster Home	N/A	1%
Other	9%	15%
	<u>100%</u>	<u>100%</u>
<u>Time in Hall:</u>		
Total Time		
Mean	2.4 hours	11.3 days
Median	1.5 hours	3.3 days
Mode	1.0 hour	1.0 day
Pre-Adjudication Time in Hall (new arrests only - mean)	N/A	6.7 days (n=258)
Post-Adjudication Time in Hall (awaiting place- ment elsewhere - mean)	N/A	14.5 days (n=126)
Days Awaiting Placement Elsewhere (mean):		
<u>Status</u>		
Awaiting Camp	N/A	11.3 days (n=92)
Awaiting CYA	N/A	28.8 days (n=12)
Awaiting 24-Hour School	N/A	28.9 days (n=11)
Awaiting Boarding/ Foster Home	N/A	12.7 days (n=3)
Awaiting Adult Court	N/A	11.5 days (n=8)

Source: Sample of Detention Control Unit records on 567 juveniles released from the San Diego County Juvenile Hall in January, 1979. (Note: These data are comprised of juveniles referred to the hall and either detained or not detained in the hall.)

2. The place of residence of those juveniles detained in Juvenile Hall was as follows:
  - Local: 81.2%
  - Other: 18.8% (including 3% out-of-country)
3. The major source of all referrals to Juvenile Hall was the San Diego Police Department, with 217 or 38% of the referrals. The second highest source was the San Diego County Sheriff, with 88 or 16% of the referrals to the hall. The third highest source of referral was the Court, who ordered 49 or about 9% of the juveniles referred to the hall; the Court order occurred at the detention hearing (1.8%), the readiness hearing (0.2%), or the disposition hearing (6.7%). (A breakdown for juveniles referred and detained/not detained is presented in Exhibit 13.)
4. For the 163 juveniles in the sample who were referred but not detained, analysis showed that about the same number were released to their home on a promise-to-appear status (62 or 38%), or were referred to the YMCA (58 or 36%). About 17% or 28 were counseled and released.
5. For the 404 juveniles in the sample who were detained at the hall, analysis showed that 174 or 43% were eventually released to parents, relatives or friends. About 29% were released to Camps, about 4% were released to CYA, 4% were released to other counties, and 4% were released to 24-hour schools.
6. The average length of stay of all juveniles detained in the hall was 11.3 days. However, the average length of stay for a new arrest awaiting final Court disposition (i.e., pre-adjudication time) was only 6.7 days. For those juveniles who were in the hall for post-adjudication detention (e.g., awaiting placement elsewhere), the average post-adjudication hall time was 14.5 days.
7. The offense breakdown for those juveniles who were detained due to a new arrest showed that 78% of the charges were felonies and 22% were misdemeanors. This data is consistent with the data collected from Detention Control Unit records on hall entries which showed a breakdown of 81% felony and 19% misdemeanor charges. In that analysis, the majority of the misdemeanors who were detained were found to contain special circumstances that resulted in detention (e.g., active on probation, prior history).
8. The offense breakdown for those juveniles who were referred to the hall and not detained showed that 41% of the referrals were for status offenses, 33% were for misdemeanors, and 26% were for felonies.

Overall, the data collected in this profile of referrals is consistent with that collected from other sources and reemphasizes that a major problem area contributing to hall overcrowding is those juveniles in a post-adjudication, awaiting placement, status. Since juveniles detained in this category spent an average of 14.5 days awaiting placement, they have a major impact on the hall population. This problem will be further addressed in Section VI, which addresses the projected needs for Juvenile Hall beds.

### C. Summary

The major findings of this section follow below:

1. The analysis of the composition of the Juvenile Hall population showed that the hall houses a substantial number of juveniles who have been adjudicated and are awaiting placement elsewhere (e.g., awaiting placement in the camps or CYA, awaiting an adult court hearing); about 37% of the average daily hall population during the last year, excluding GRF, were awaiting placement elsewhere; about half of this category of juveniles were awaiting a vacancy in a County Camp.
2. During the past few months, the hall has experienced an increasing backlog of juveniles awaiting placement in Rancho del Rayo/Campo; this backlog may, in part, be due to a recent reduction in the number of Rancho del Rayo beds (a 17-week program). Although there was an accompanying increase in beds for the Lightning Unit (a shorter term camp program, running around 30-60 days), a backlog could be expected to occur if there was no reduction in the number of Rayo/Campo commitments. (Note: Data were not available to test this hypothesis.)
3. The number of juveniles in the hall awaiting delivery to CYA or an adult hearing has decreased substantially over the past year (from about 23 CYA commitments and 25 adult court remands held in the hall, to a current level of about 9 and 9, respectively). This decrease may be due in part to changes in legislation, Court philosophy, and CYA billing processes. However, the number of CYA commitments waiting in the hall may be expected to increase if CYA reaches full capacity by the Summer of 1979, and does not have any expanded capacities available.
4. The analysis of a profile of Juvenile Hall referrals reemphasized the finding that the hall houses a substantial number of juveniles that are awaiting placement elsewhere. The data showed that juveniles in this category wait in the hall an average of 14.5 days before being placed, compared to an average of 6.7 days for those juveniles in a pre-adjudication status.

The next section of this study will describe the mechanisms used in San Diego County to reduce overcrowding in Juvenile Hall.

#### IV. Methods Used by San Diego to Reduce Overcrowding

In the recent CYA study on overcrowding, a number of factors were presented to assist counties in reducing overcrowding. These suggestions were directed towards all counties in the State and are not specifically directed towards San Diego. For this reason, some of the suggestions were not appropriate or feasible for San Diego, e.g., expand County jail space available for juvenile remands to adult court. Also, many of the CYA suggestions are already being implemented in San Diego, as will be described below. The CYA study categorized its suggestions into three major categories, which will also be used in this section to list activities currently used by Probation to reduce overcrowding.

- A. CYA suggestions that might require additional funding.
- B. CYA suggestions that do not require additional funding and are within the purview of local justice agency control.
- C. CYA suggestions that might be beyond the direct control of local criminal justice agencies.

Most, but not all, of the CYA suggestions will be described in this report, particularly since the detention practice analyses have shown that most of the juveniles who are being detained in the hall have committed serious crimes and liberalization of detention criteria does not seem feasible. The primary reason for overcrowding in the San Diego Juvenile Hall, according to CYA, is the lack of sufficient bed space. The newly approved building plans, which will reduce to some extent this concern, will be addressed in Section VI of this report.

##### A. CYA Suggestions that Might Require Additional Funding

##### 1. Increase use of home supervision.<sup>1</sup>

The San Diego Home Supervision Program, mandated by AB 3121, became operational in San Diego County on 3-14-77. The intent of this new law (W&I Code<sup>2</sup> Section 840) was to detain a population, heretofore kept in Juvenile Hall, in their homes under the surveillance of the Probation Department. The funding for the program allowed for 5 Probation Officers to supervise 50 minors in accordance with W&I Section 841.

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1. This description of the home supervision program was obtained from a Progress Report recently provided to the Office of Criminal Justice Planning (4-26-79).

2. State of California Welfare and Institutions Code.

However, home supervision proved to be such a successful program that it grew to over 100 minors and 13 officers. In addition to reducing overcrowding at Juvenile Hall, the Court has also used it to closely supervise adjudicated cases and the Probation Department's Intensive Supervision Unit had its genesis in Home Supervision. For the month of March, 1979, about 97 juveniles were admitted to home supervision, and 46 were admitted to intensive supervision.

As seen in Exhibit 14, 2,220 juveniles have gone through the program since 1977, for a monthly average of 92.5 juveniles, which exceeded the initial project objective. About 22% (495) of the minors placed in the program returned to the Court's attention for violations of home supervision. These were basically situations where the juvenile was not found at home, so an arrest was made by the Probation Officer. Only 30 minors (approximately 1%) have been arrested by law enforcement for further criminal offenses while in the program. This is significantly better than the 5% goal set for the program. Probation indicated that since the Court's orders were followed so closely with the immediate result for violation being arrest, an impact was made in reducing recidivism, while in the program.

2. Develop temporary placement contracts with non-criminal justice agencies.

San Diego County has contracted with the YMCA and Project OZ to receive juveniles diverted from Juvenile Hall. Currently, 25 beds are available through these agencies for lesser 602 offenders and 601 transient referrals. There are other community beds available that DCU uses for 601 referrals (e.g., Southeast Involvement Project, The Bridge). The CYA study cited the San Diego YMCA arrangement as an example for other counties to follow. Also, the DCU staff is currently collecting data on a category of Juvenile Hall detainees who might be appropriate for diversion. These detainees are 602 offenders whose parents are not located immediately or who refuse to come to Juvenile Hall to pick up the juvenile or allow him/her back in the home immediately.

3. Remove any non-secure detention units currently using Juvenile Hall beds to new or other premises.

Since 1977, the County has planned to move the Girls Rehabilitation Facility, which occupies a 26-bed Juvenile Hall unit, to a new facility. The County has received

## EXHIBIT 14

## HOME SUPERVISION STATISTICS

MONTH	NUMBER OF NEW CASES	AVERAGE NEW CASES PER DAY	NUMBER OF PERSONAL CONTACTS	AVERAGE PERSONAL CONTACTS PER DAY	NUMBER OF PHONE CONTACTS	NUMBER OF TOTAL CONTACTS <sup>1</sup>	NUMBER OF VIOLATIONS
Mar 77	9	4.4	67	3.7	6	73	1
Apr 77	43	17.1	467	15.6	65	532	8
May 77	39	30.4	912	29.4	81	993	15
Jun 77	41	24.6	895	29.8	40	935	13
Jul 77	32	30.8	744	24.0	90	834	6
Aug 77	32	22.1	781	25.2	48	829	5
Sep 77	48	27.8	787	26.2	104	891	12
Oct 77	50	31.2	568	18.3	75	643	14
Nov 77	32	27.7	778	25.1	74	852	6
Dec 77	55	29.3	821	26.5	140	961	7
Jan 78	78	27.8	1047	33.8	114	1161	12
Feb 78	111	50.6	1795	64.1	111	1906	23
Mar 78	170	60.3	1589	51.3	191	1780	36
Apr 78	143	51.0	1316	43.7	172	1488	25
May 78	109	54.7	1999	64.5	267	2266	36
Jun 78	70	44.8	1468	48.9	203	1671	13
Jul 78	67	28.4	1066	34.4	183	1249	12
Aug 78	93	48.5	1435	46.3	187	1622	17
Sep 78	147	56.7	1781	59.4	208	1989	22
Oct 78	178	69.4	2474	79.8	334	2808	42
Nov 78	136	76.9	2696	90.0	444	3140	35
Dec 78	122	75.9	2797	90.2	591	3388	41
Jan 79	145	90.1	3097	100.0	794	3891	32
Feb 79	127	90.0	2935	104.8	705	3640	24
Mar 79	143	104.5	3924	126.6	903	4827	38
	2220	47.8= average	38239	51.3= average	6130	44369	495

<sup>1</sup>Includes phone and personal contacts.

SOURCE: Progress Report for the Office of Criminal Justice Planning (4-26-79).



over \$500,000 in subsidies (i.e., a Law Enforcement Assistance Administration grant, revenue sharing monies, and a special CYA subsidy) to construct the facility. However, the current status of the proposed facility is questionable at this time, due to increased construction cost estimates that were presented to and rejected by the Board of Supervisors in January, 1979.

4. Develop alternatives to commitments to the hall.

In San Diego, the Court does not use placement in the hall as a disposition. If it did so, overcrowding would be more severe.

B. CYA Suggestions That Do Not Require Additional Funding and Are Within the Purview of Local Justice Agency Control

1. Transfer youths from units overcrowded during daytime programs to individual rooms in uncrowded units at night, for sleeping purposes.

San Diego currently conducts this practice to achieve full utilization of all the beds in Juvenile Hall. This includes using any available bed space in the Girls Rehabilitative Facility. CYA has referred to this practice as the "YA Shuffle" and suggests that other counties adopt this practice.

2. Expedite the transmittal of CYA commitment documents to CYA intake in order to reduce the required time for delivery of wards to the CYA facility.

A study recently completed by the California Youth Authority related to overcrowding in California Counties' Juvenile Halls presented data collected from 14 counties to determine average times to process court commitments to CYA. Fourteen counties were selected for analysis. Eight of these were selected as having had frequent occurrences of overcrowding, according to CYA, and were tabbed "target" counties. The remaining six counties were selected for having few, if any, problems of overcrowding, but were similar demographically to the target counties. These six were termed "comparison" counties.

Total processing time was computed as being comprised of three segments: 1) from the Court commitment to receipt of documents by CYA, 2) from the receipt of documents by CYA of the commitment to their final acceptance, and 3) from final acceptance by CYA to delivery of the ward from the respective county. Data were collected for the months of June, July, and August, 1978.

Exhibit 15 summarizes the results of the collected data. Although sample sizes appear small for some counties surveyed, the data indicate that San Diego County had the third fastest total commitment-to-delivery time of the fourteen counties. As shown in the exhibit, San Diego compared well in the two segments where process times are largely county-controlled, i.e., Commitment-to-Receipt-of-Document and Acceptance-to-Delivery. In regards to total process times for CYA commitments, San Diego ranked second among the 8 target counties and third among all 14 counties studied. Additionally, seven of the 10 largest California counties were included in the CYA survey, and San Diego ranked fastest in total CYA processing time.

San Diego County Probation Department records were also examined to determine if process times had changed much since the CYA study in 1978. Data collected and examined from Probation logs for the first segment of process time that is largely county controlled showed that during January and February, 1979, the average process time for this segment had not changed significantly. A substantial increase was noted, however, in March, 1979. This temporary increase was due to a processing error which required modification of the original Court disposition commitment, and the error is not expected to reoccur.

C. CYA Suggestions That Might Be Beyond the Direct Control of Local Criminal Justice Agencies

Most of the suggestions in this area require coordination among all of the various juvenile justice agencies, e.g., increase law enforcement diversion. The topic of juvenile justice agency coordination is an area cited in the OPE overview study for additional followup.

D. Summary

The major findings of this section show that San Diego currently uses several methods to reduce overcrowding, including the following:

1. Increased use of home supervision, when appropriate: The program has been successfully expanded by almost 100% since its inception in 1977 (to almost 100 juveniles). The program, which has a unit cost of about \$3,200 per year, has exceeded original program

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1. The 1979-80 Proposed Budget shows a Juvenile Hall annual unit cost of about \$15,900.

EXHIBIT 15

NUMBER OF DAYS FOR PROCESSING CYA COMMITMENTS  
June, July, August 1978

County	Sample Size	Average Elapsed Time in Days									Totals		
		Commitment to Receipt of Doc.			Receipt of Doc. by CYA to Acceptance			Acceptance to Delivery			Commitment to Delivery		
		Days	Overall Rank	Large County Rank	Days	Overall Rank	Large County Rank	Days	Overall Rank	Large County Rank	Days	Overall Rank	Large County Rank
El Dorado	1	5	3		1	1		N/A			N/A		
Fresno*	10	17.7	14	7	4.7	11	6	21.3 <sup>1</sup>	13	7	43.8	13 <sup>1</sup>	7
Merced	4	8.5	4		1.5	2		12.5	11		22.5	7	
Sacramento*	20	13.6	12	6	2.6	4	2	5.7	2	1	22.0	5	3
<u>SAN DIEGO*</u>	<u>27</u>	<u>8.7</u>	<u>5</u>	<u>1</u>	<u>2.9</u>	<u>7</u>	<u>3</u>	<u>6.4</u>	<u>4</u>	<u>2</u>	<u>18.0</u>	<u>3</u>	<u>1</u>
San Joaquin	7	4.9	2		2.9	7		10.1	8		17.9	2	
Santa Clara*	27	11.2	9	4	3.5	9	4	7.5	6	4	22.2	6	4
Solano	6	9.3	6		4.0	13		9.3	7		22.7	8	
Alameda*	27	10.2	7	2	2.5	3	1	11.3	9	5	23.9 <sup>2</sup>	10	5
Butte	5	17.2	13		2.8	6		3.2	1		23.2	9	
Contra Costa*	7	12.3	11	5	5.1	14	7	15.7 <sup>3</sup>	12	6	33.1 <sup>3</sup>	12	6
Madera	3	3.0	1		2.7	5		6.3	3		12.0	1	
Orange*	13	10.8	8	3	3.9	10	5	6.6	5	3	21.3	4	2
Sonoma	3	11.7	10		4.7	11		12.0	10		28.3	11	

\*Larger California Counties

1. Includes 5 cases accepted but not yet delivered as of 8-30-78.

2. Includes 1 such case.

3. Includes 1 such case.

Source: California Youth Authority Data

objectives. Only about 1% of the program participants have been arrested by law enforcement for further public offenses while in the program. About 22% have returned to the Court's attention for violations of the terms of home supervision.

2. Use of temporary placement contracts with non-criminal justice agencies: San Diego has contracts with the YMCA and Project OZ to receive lesser 602 offenders and transients diverted from the hall. Other community beds are also available for 601 referrals.

The Detention Control Unit staff is currently collecting data on a category of Juvenile Hall detainees who might be appropriate for diversion. These detainees are 602 offenders whose parents are not located immediately or who refuse to come to Juvenile Hall to pick up the juvenile or allow him/her back in the home immediately.

3. Not using placement in the hall as a disposition: If the Court did use the hall as a placement disposition, as is done by some California counties, overcrowding would be more severe.
4. Transferring youths from overcrowded units during the daytime to rooms in uncrowded units at night: CYA cites San Diego as an example for counties to follow.
5. Expediting the transmittal of CYA commitment documents to CYA: According to the CYA study, San Diego had the third fastest total commitment-to-delivery time of fourteen counties examined. San Diego ranked fastest among the seven large California counties included in the survey.

In addition to the CYA suggestions already implemented by San Diego, as described above, CYA also cited some examples of innovative practices being utilized by other counties to reduce overcrowding. These suggestions will be addressed in the following section, which also presents the results of a survey of other California County Juvenile Hall Programs.

#### V. Methods Used by Other Counties to Reduce Overcrowding

In order to determine how other counties deal with actual and potential overcrowding, a telephone survey was conducted of 9 other large California counties.<sup>1</sup> Additionally, the CYA

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1. These counties are Alameda, Contra Costa, Fresno, Los Angeles, Orange, Riverside, Sacramento, San Mateo, and Santa Clara.

studies were reviewed for data on individual county innovations. Exhibit 16 is a comparison of the counties' bed capacities, hall population indicators, and some policy stances that can impact the hall population.

Most of the counties surveyed use policies and procedures similar to those in San Diego County. All counties surveyed, including San Diego, charge parents for the costs of detention. Four of the counties count post-dispositional detention time toward completion of a juvenile's camp sentence, as does San Diego County. However, only one, Orange County, also applies pre-disposition detention time toward the camp sentence. Some counties also use early release from camp programs to reduce overcrowding when a large number of hall detainees are awaiting camp; however, the counties indicated that the mechanism for doing so consisted solely of informal communications between staff within the Probation Department. San Diego County does not currently release wards from the camp early as a means for reducing hall population. However, for the Lightning Unit program commitments, the Court may assign a range for the placement (e.g., 30-45 days) and a good performance by the juvenile could result in completion of the placement at the lower end of the range. An early release program could result in freeing up juvenile camp space, and, consequently, reducing the number of juveniles in the hall awaiting camp placement.

Contra Costa uses the innovation of including in each routine detention order, a provision that will allow the Probation Officer to release the juvenile prior to the regular hearing. This enables Probation Officers to make detention status changes during the investigation period as new facts are discovered or the juvenile's attitude and/or home situation changes.

Orange County is developing an early warning system to predict the onset of overcrowding episodes and thus allow for adjustments in procedures. San Diego County Probation staff have visited Orange County Juvenile Facilities and are examining the potential benefits of their Early Warning System.

The most significant difference between San Diego and the comparison counties is the number of juveniles (aged 10-17 years) in the county population per available bed. San Diego's ratio is by far the highest of the large counties--825 juveniles per bed as compared to an average of 462 for the other nine large counties (using CYA 1977 data). San Diego's ratio is over three-quarters higher (79%) than the other counties surveyed. In fact, San Diego's ratio of juveniles to beds is second highest of all forty California counties surveyed by CYA.<sup>1</sup> Also, as noted in the profile described earlier, San Diego has a substantial number of transient and alien

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1. Only Yolo County with a ratio of 922 juveniles per bed is higher. The average of the 39 counties studied (excluding San Diego, was 441 juveniles per bed.

## EXHIBIT 16

## COMPARISON OF SAN DIEGO WITH OTHER LARGE CALIFORNIA COUNTIES

County	Number of Beds <sup>1</sup>	Number of Juvenile Population per Bed	Days Overcrowded (1977) <sup>2</sup>	Percent of Population that is: <sup>3</sup>			Count Hall Time Towards Camp Sentence		Charge Parents for Costs?	Camp Early Releases	
				Post-Court: Committed to Hall	Post-Court: Awaiting Camp	Post Court: Awaiting Other Placement	Pre-Disp. Time	Post-Disp. Time		Have a Program for Early Release from Camp?	Used to Impact Overcrowding?
Alameda	340	317	0	3%	10%	20%	No	No	Yes	Yes	No
Contra Costa	140	472	0	Less than 1%	1%	N/A	No	No	Yes	Yes	No
Fresno	124	483	18	Less than 1%	20%	19%	No	Yes	Yes	Yes	Yes
Los Angeles	1331	601	17	5%	40%	N/A	No	No	Yes	Yes	Yes
Orange	272	653	0	18%	5%	8.5%	Yes	Yes	Yes	Yes	No
Riverside	157	425	6	Less than 1%	60%	N/A	No	No	Yes	No	No
Sacramento	213	406	19	3%	10%	20%	No	Yes	Yes	Yes	No
<u>SAN DIEGO</u>	<u>217</u>	<u>825</u>	<u>97</u>	<u>0%</u>	<u>28%</u>	<u>11%</u>	<u>No</u>	<u>Yes</u>	<u>Yes</u>	<u>No</u>	<u>No</u>
San Mateo	169	352	0	Less than 1%	0%	N/A	No	No	Yes	No	No
Santa Clara	308	449	0	5%	11%	18%	No	Yes	Yes	Yes	No
9-County Average (excluding San Diego)	-	462									

1. CYA maximum rated capacities.

2. CYA study of overcrowding.

3. Estimates provided County staff contacted - based on current experience.

youths, which would increase the ratio of juvenile population to beds (note: data on the transient/alien juvenile population is unavailable for the other counties surveyed). The impact of a higher population-to-bed ratio is evident from the level of overcrowding experienced by San Diego, as compared to the other counties. Based on CYA's 1977 statistics, San Diego had over 5 times as many incidents of overcrowding than the second highest county examined (Sacramento).

The information presented in this section, as well as the rest of the report, described the impact of less bed space in San Diego Juvenile Hall. The next section of this report will describe the impact of the newly approved camp and Juvenile Hall expansions.

#### VI. Projected Needs for Juvenile Hall Beds

While population projections have shown that the overall juvenile population is increasing, the high delinquency risk group of 12-17 year olds shows a decreasing trend through 1985 before it begins to rise again.<sup>1</sup> Exhibit 17 graphically illustrates these trends. According to this exhibit, it will be approximately 1988 before the County experiences the current level of juveniles in this high risk age group.

As indicated earlier in this report, the Board of Supervisors has recently awarded construction contracts: 1) to increase the capacity of a County camp, Rancho del Rayo, by 50 beds; and 2) to remodel the vacant court wing at Juvenile Hall and thereby increase hall capacity by 22 beds. This construction is anticipated to be finished by early 1980. Given that a large portion of the hall's population consists of juveniles awaiting camp placement (an average of 36 juveniles for April, 1978, through March, 1979), Exhibit 18 shows that the hall would not have experienced severe overcrowding during the April, 1978, through March, 1979, period if an additional 50 camp beds had been available for juveniles in the hall awaiting a vacancy in Rayo/Campo or the Lightning Unit.<sup>2</sup> However, the April, 1978, through March, 1979, statistics were based on average weekly population averages, which can even out daily peaks in population. For this reason, actual daily population counts for February and March, 1979, were examined. These data show that even with an additional 50 camp beds, the hall would still have been overcrowded 9 days in February and 10 days in March (see Exhibits 19 and 20). The extent of overcrowding would have ranged from 1 to 15 juveniles in February and 5 to 17 juveniles in March. Although these data indicate that the additional camp space would not be

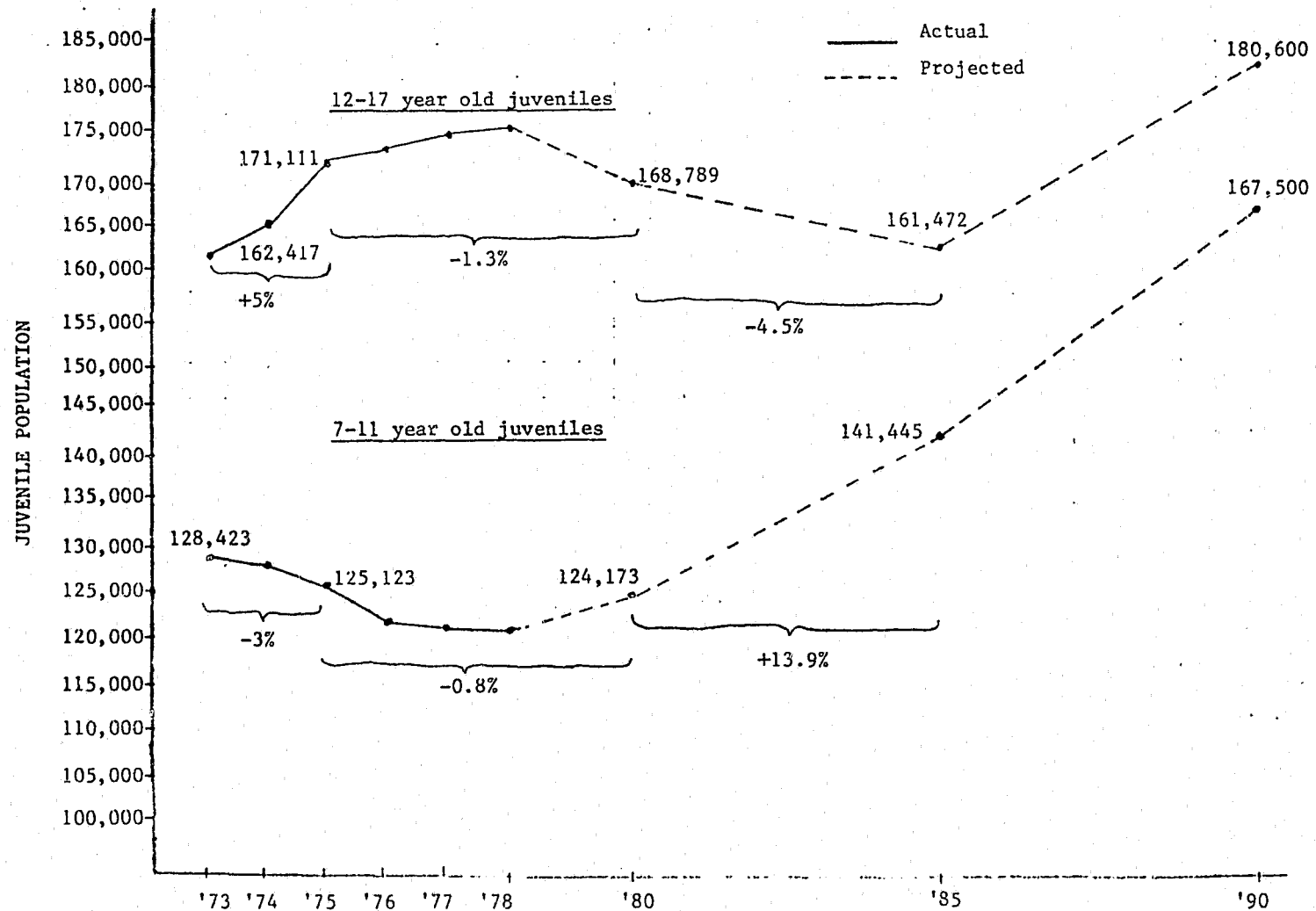
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1. Source: State of California Department of Finance.

2. Although the 50 beds are being constructed for the Rancho del Rayo program, commitments to Rayo/Campo or Lightning Unit waiting in the hall have been permitted by the Court to fill a vacancy at any of these programs, whenever the vacancy occurs. (All three of these programs are located on the same site.)

EXHIBIT 17

POPULATION PROJECTIONS FOR  
SAN DIEGO COUNTY



SOURCE: Integrated Planning Office and the State of California Department of Finance



## EXHIBIT 18

**JUVENILE HALL AVERAGE DAILY POPULATION**  
**(April 1978 - March 1979)**

Impact of additional camp capacity of 50 beds (Rancho del Rayo)

	Total Average Hall Population (inc. GRF)	Average Juveniles Awaiting Camp		Total Hall Population Minus Camp Commitments to Rayo/Campo/ Lightning (to a max. of 50)	Present Hall Capacity (inc. GRF)
		Rayo/Campo/ Lightning	Rayo/Campo only		
1978 APRIL	256.7	44.8	11.9	211.9	217
MAY	237.4	38.0	17.9	199.4	217
JUNE	198.9	12.9	8.3	186.0	217
JULY	186.1	33.2	10.6	152.9	217
AUGUST	173.4	36.2	10.6	137.2	217
SEPTEMBER	195.3	31.3	10.6	164.0	217
OCTOBER	223.6	37.5	10.1	186.1	217
NOVEMBER	217.2	21.0	9.0	196.2	217
DECEMBER	210.3	21.7	15.6	188.6	217
1979 JANUARY	189.4	29.1	20.1	160.3	217
FEBRUARY	264.9	52.0	39.7	214.9*	217
MARCH	261.7	68.8	54.4	211.7*	217

\*Camp commitments were over 50, but only 50 were subtracted from "Total Hall Population".

GRF = 26-bed Girls Rehabilitation Facility.

SOURCE: Juvenile Hall Daily Statistics Reports

## EXHIBIT 19

DAILY JUVENILE HALL POPULATION-  
IMPACT OF ADDITIONAL CAMP BEDSPACE

FEBRUARY 1979

Day of Month	Total Hall Population Inc. GRF pop.	Juveniles Awaiting Camp (Rayo/Campo/Lightning Unit)	Total Hall Population Minus Camp Commitments to Rayo/Campo/Lightning (to a max. of 50)	Present Hall Capacity (inc. GRF)
1	218	29	189	217
2	215	32	183	217
3	218	34	184	217
4	223	34	189	217
5	233	33	200	217
6	239	32	207	217
7	247	29	218*	217
8	269	37	232*	217
9	251	37	214	217
10	240	36	204	217
11	250	36	214	217
12	258	39	219*	217
13	256	34	222*	217
14	251	46	205	217
15	249	54	199	217
16	251	58	201	217
17	248	47	201	217
18	261	49	212	217
19	265	50	215	217
20	276	51	226*	217
21	251	37	214	217
22	-NA-	-NA-	-NA-	217
23	264	63	214	217
24	268	65	218*	217
25	271	53	221*	217
26	267	51	217	217
27	275	58	225*	217
28	270	53	220*	217

\*Hall population over the 217 capacity with the additional camp beds.

GRF = 26-bed Girls Rehabilitation Facility

SOURCE: Juvenile Hall Daily Statistics Reports

## EXHIBIT 20

DAILY JUVENILE HALL POPULATION-  
IMPACT OF ADDITIONAL CAMP BEDSPACE

MARCH 1979

Day of Month	Total Hall Population Inc. GRF pop.	Juveniles Awaiting Camp (Rayo/Campo/ Lightning Unit)	Total Hall Population Minus Camp Commitments to Rayo/Campo/ Lightning (to a max. of 50)	Present Hall Capacity (inc. GRF)
1	263	67	213	217
2	263	65	213	217
3	260	61	210	217
4	265	61	215	217
5	265	60	215	217
6	256	-NA-	-NA-	217
7	259	68	209	217
8	250	68	200	217
9	257	80	207	217
10	-NA-	-NA-	-NA-	217
11	-NA-	-NA-	-NA-	217
12	270	78	220*	217
13	263	76	213	217
14	264	75	214	217
15	274	82	224*	217
16	281	84	231*	217
17	272	81	222*	217
18	281	82	231*	217
19	284	80	234*	217
20	267	67	217	217
21	266	74	216	217
22	267	75	217	217
23	275	76	225*	217
24	268	72	218*	217
25	273	72	223*	217
26	283	67	233*	217
27	258	65	208	217
28	259	65	209	217
29	254	73	204	217
30	257	75	207	217
31	248	65	198	217

\*Hall population over the 217 capacity with the additional camp beds.

GRF = 26-bed Girls Rehabilitation Facility

SOURCE: Juvenile Hall Daily Statistics Reports

sufficient to eliminate all overcrowding, it is sufficient to meet the CYA citation Criteria, which cites a County if it is overcrowded over 15 consecutive days in a 30-day period. However, in addition to the camp expansion, the Board of Supervisors also approved the remodeling of the vacant court wing of Juvenile Hall. This remodeling will result in the addition of 22 hall beds, bringing the total hall beds to 239. This increased capacity, coupled with the approved camp expansion, would serve to eliminate all overcrowding during the February and March, 1979, periods, which showed the highest historical Juvenile Hall populations (see Exhibit 21).

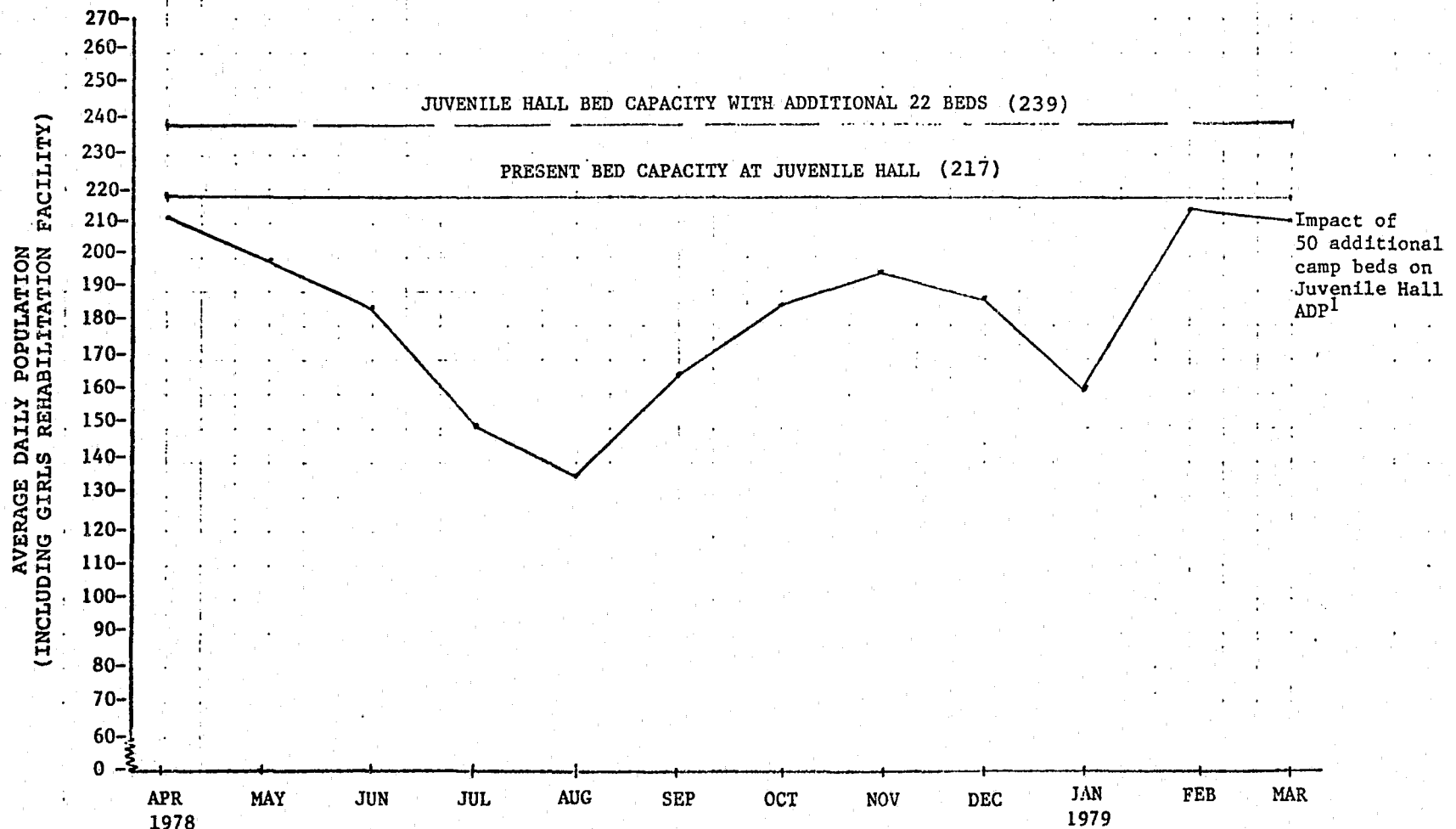
Since the County will not experience the same level of at-risk population again until approximately 1988, it can be anticipated that additional detention bed space should not be required prior to that time. This conclusion, however, assumes that there will be no major changes in juvenile law or in the philosophy and policies of the Juvenile Court and the Probation Department. This conclusion also assumes that the current level of available camp space would be maintained.

Although the 1978 and recently approved 1979 County Justice System Subvention Program Applications do not indicate any reduction in camp beds (Rayo/Campo and Lightning), the existing Rayo Camp dormitory, which houses 22 juveniles, is over 30 years old. If this, or any other camp space, were to be closed or condemned some time in the future, with no subsequent replacement, the population of Juvenile Hall would increase. This increase would be in the category of juveniles committed to the camps and waiting in the hall for a camp vacancy. According to the data presented in Exhibits 22 and 23, even with a net increase of 28 camp spaces (rather than 50, if the existing Rayo Unit were to be closed or condemned) and 22 additional Juvenile Hall beds, the hall would continue to experience overcrowding. In these exhibits, it is seen that the Juvenile Hall would have been overcrowded 6 days in February, 1979, and 10 days in March, 1979. In Exhibit 24, the average monthly hall populations in March 1978-April 1979 adjusted for a net increase of 28 beds, are displayed graphically, along with the previously displayed adjustment showing the planned increase of 50 camp beds. This exhibit, along with the preceding two exhibits, demonstrate the serious impact that closing the existing 22-bed Rayo dormitory could have on overcrowding at Juvenile Hall. Therefore, it is extremely important that any decisions involving closing of existing camp beds carefully consider the impact on the Juvenile Hall population, and that all alternatives to camp bed closures be pursued, including possible renovation and the development of other cost-effective alternatives.

Another very important assumption made in order to conclude that overcrowding will no longer be a problem when the new camp and hall building programs are completed, is that both the number of camp commitments and the length of commitment will not increase. A cursory examination of camp statistics

EXHIBIT 21

IMPACT OF 22 ADDITIONAL JUVENILE HALL BEDS  
AND 50 ADDITIONAL CAMP BEDS  
ON JUVENILE HALL AVERAGE DAILY POPULATION  
(April 1978 - March 1979)



<sup>1</sup>Hall population minus the actual number of camp commitments (to a maximum of 50)

SOURCE: Juvenile Hall Daily Statistics Reports

## EXHIBIT 22

DAILY JUVENILE HALL POPULATION-  
IMPACT OF ADDITIONAL CAMP BEDSPACE  
IF THE EXISTING RAYO DORMITORY WERE CLOSED<sup>1</sup>

FEBRUARY 1979

Day of Month	Total Hall Population Inc. GRF pop.	Juveniles Awaiting Camp (Rayo/Campo/ Lightning Unit)	Total Hall Population Minus Camp Commitments to Rayo/Campo/ Lightning (to a max. of 28)	Planned Hall Capacity (inc. GRF)
1	218	29	190	239
2	215	32	187	239
3	218	34	190	239
4	223	34	195	239
5	233	33	205	239
6	239	32	211	239
7	247	29	219	239
8	269	37	241*	239
9	251	37	223	239
10	240	36	212	239
11	250	36	222	239
12	258	39	230	239
13	256	34	228	239
14	251	46	223	239
15	249	54	221	239
16	251	58	223	239
17	248	47	220	239
18	261	49	233	239
19	265	50	237	239
20	276	51	248*	239
21	251	37	223	239
22	-NA-	-NA-	-NA-	239
23	264	63	236	239
24	268	65	240*	239
25	271	53	243*	239
26	267	51	239	239
27	275	58	247*	239
28	270	53	242*	239

\*Hall population over the 239 capacity with the additional net capacity of 28 camp beds.

<sup>1</sup>The existing Rayo Dormitory has 22 beds.

GRF = 26-bed Girls Rehabilitation Facility

SOURCE: Juvenile Hall Daily Statistics Report

## EXHIBIT 23

DAILY JUVENILE HALL POPULATION-  
IMPACT OF ADDITIONAL CAMP BEDSPACE  
IF THE EXISTING RAYO DORMITORY WERE CLOSED<sup>1</sup>

MARCH 1979

Day of Month	Total Hall Population Inc. GRF pop.	Juveniles Awaiting Camp (Rayo/Campo/ Lightning Unit)	Total Hall Population Minus Camp Commitments to Rayo/Campo/ Lightning (to a max. of 28)	Planned Hall Capacity (inc. GRF)
1	263	67	235	239
2	263	65	235	239
3	260	61	232	239
4	265	61	237	239
5	265	60	237	239
6	256	-NA-	-NA-	239
7	259	68	231	239
8	250	68	222	239
9	257	80	229	239
10	-NA-	-NA-	-NA-	239
11	-NA-	-NA-	-NA-	239
12	270	78	242*	239
13	263	76	235	239
14	264	75	236	239
15	274	82	246*	239
16	281	84	253*	239
17	272	81	244*	239
18	281	82	253*	239
19	284	80	256*	239
20	267	67	239	239
21	266	74	238	239
22	267	75	239	239
23	275	76	247*	239
24	268	72	240*	239
25	273	72	245*	239
26	283	67	255*	239
27	258	65	230	239
28	259	65	231	239
29	254	73	226	239
30	257	75	229	239
31	248	65	220	239

\*Hall population over the 239 capacity with the additional net capacity of 28 camp beds.

<sup>1</sup>The existing Rayo Dormitory has 22 beds.

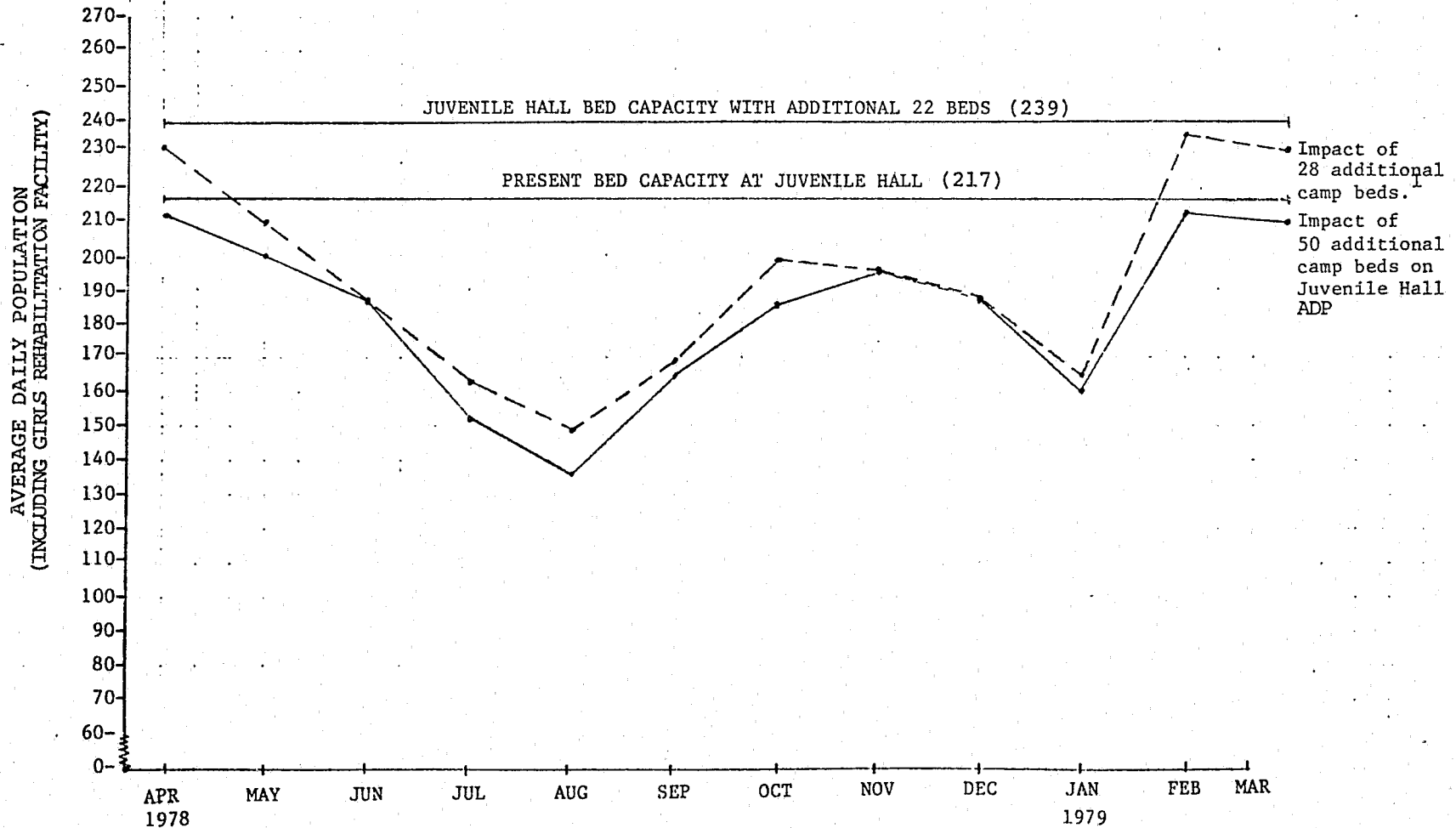
GRF = 26-bed Girls Rehabilitation Facility

SOURCE: Juvenile Hall Daily Statistics Reports

# EXHIBIT 24

## IMPACT OF 22 ADDITIONAL JUVENILE HALL BEDS AND 28 ADDITIONAL CAMP BEDS ON JUVENILE HALL AVERAGE DAILY POPULATION (April 1978 - March 1979)

46



<sup>1</sup> Hall population minus the actual number of camp commitments (to a maximum of 28)  
SOURCE: Juvenile Hall Daily Statistics Reports



shows that if the length of commitment increased from, say, 30 to 45 days (i.e., the length of a Lightning Unit commitment was around 30 days in 1978), then the number of available entry slots to the camp would drop from around 52 to 35 per month, a reduction of 33%. This means that more juveniles would have to wait in the hall for a vacancy in the camp. Also, an increase in the number of camp commitments would bring about an increase in juveniles waiting in the hall for placement in the camp. The further study of the impact of possible increases in length of commitment to the camps, as well as possible increases in the number of camp commitments, is critical to monitoring hall population trends and identifying the potential for future hall overcrowding.

The data examined in this section show that given the existing and planned expansions of Juvenile Hall and camp space, overcrowding in the hall should not be a chronic problem in the future. If overcrowding does occur on an infrequent basis, then the Court has the ability to utilize such options as the home supervision and intensive supervision programs.

## VII. Conclusions and Recommendations

This section will summarize the findings of the study and present recommendations for followup.

### A. Conclusions

The following are the major study findings on Juvenile Hall overcrowding:

1. The San Diego County Juvenile Hall has had serious overcrowding problems as far back as 1974. Since 1977, the hall has been cited by CYA for overcrowding on five occasions, the most recent being March, 1979. Some of the reasons for the overcrowding include:
  - a. The transfer of the Girls Rehabilitation Facility (GRF) from Los Colinas to Juvenile Hall in 1977, which resulted in the assignment of 26 of the 217 hall beds to that program.
  - b. The housing of a substantial number of juveniles in the hall who have been adjudicated and are awaiting placement elsewhere (e.g., awaiting placement in the camps or CYA, awaiting an adult court hearing); about 37% of the average daily hall population during the last year, excluding GRF, were awaiting placement elsewhere; about half of this category of juveniles were awaiting a vacancy in a County Camp.

- c. An increasing backlog of juveniles awaiting placement in Rancho del Rayo/Campo; this backlog may, in part, be due to a recent reduction in the number of Rancho del Rayo beds (a 17-week program). Although there was an accompanying increase in beds for the Lightning Unit (a shorter term camp program, running around 30-60 days), a backlog could be expected to occur if there was no reduction in the number of Rayo/Campo commitments. (Note: Data were not available to test this hypothesis.)
  - d. A high ratio of juvenile population to the number of hall beds, according to CYA. San Diego has the second highest ratio in the State, at 825 juveniles per bed. Only Yolo County has a higher ratio, at 922 juveniles per bed. The average ratio of nine other large California counties was 462 juveniles per bed.
2. An expanded sample of 500 probation cases and the analysis of Juvenile Hall detention data both indicate that decisions to detain juvenile offenders are based on the seriousness of the current offense and the offenders' prior history.
  3. The monthly average number of admissions to Juvenile Hall for 1978 was only about 2% above the monthly average for 1977. However, monthly averages for the first six months of 1978 and the first three months of 1979 show increases over the same period during 1977. The increases seen for 1978 were due to an increase in the number of juveniles admitted to the hall from sources other than those screened by the Detention Control Unit, such as direct admissions to the hall from Court hearings. The increases seen thus far in 1979 are in the category of juveniles whose entries are recorded by DCU, which also include juveniles detained by court warrants, and CYA holds. However, the percentage of juveniles being detained over those referred to the hall has only increased slightly above the 1977 rate.
  4. The number of juveniles in the hall awaiting delivery to CYA or adult hearings has decreased substantially over the past year (from about 23 CYA commitments and 25 adult court remands held in the hall, to a current level of about 9 and 9, respectively). This decrease may be due in part to changes in legislation, Court philosophy and CYA billing processes. However, the number of CYA commitments waiting in the hall may be expected to increase if CYA reaches full capacity by the Summer of 1979, and does not have any expanded capacities available.

5. The analysis of a profile of Juvenile Hall referrals reemphasized the finding that the hall houses a substantial number of juveniles that are awaiting placement elsewhere. The data showed that juveniles in this category wait in the hall an average of 14.5 days before being placed, compared to an average of 6.7 days for those juveniles in pre-adjudication status.
6. San Diego currently uses several methods, suggested for use statewide by CYA, to reduce overcrowding. These methods include:
  - a. Increased use of home supervision, when appropriate: The program has been successfully expanded by almost 100% since its inception in 1977 (to almost 100 juveniles). The program, which has a unit cost of about \$3,200 per year, has exceeded original program objectives. Only about 1% of the program participants have been arrested by law enforcement for further public offenses while in the program. About 22% have returned to the Court's attention for violations of the terms of home supervision.
  - b. Use of temporary placement contracts with non-criminal justice agencies; San Diego has contracts with the YMCA and Project OZ to receive lesser 602 offenders and transients diverted from the hall. Other community beds are also available for 601 referrals. The recent CYA study on overcrowding cited the San Diego YMCA arrangement as being an example for other counties to follow.
  - c. Not using placement in the hall as a disposition: If the Court did use the hall as a placement disposition, as is done by some California counties, overcrowding would be more severe.
  - d. Transferring youths from overcrowded units during the daytime to rooms in uncrowded units at night; CYA cites San Diego as an example for counties to follow.
  - e. Expediting the transmittal of CYA commitment documents to CYA; According to the CYA study, San Diego had the third fastest total commitment-to-delivery time of fourteen counties examined. San Diego ranked fastest among the seven large California counties included in the survey.

7. Population projections show that it will be approximately 1988 before the County experiences the current level of juveniles in the 12-17 year high risk age group. Given these data and the recent Board of Supervisors action to begin construction of a 50-bed Rayo dormitory and to remodel a recently vacated Juvenile Hall court wing to create 22 new hall beds, no severe hall overcrowding should occur for the next several years. However, this conclusion is based on the following important assumptions:

- a. That all existing County juvenile camp space would be maintained.
- b. That both the number of camp commitments and the length of commitment will not increase in the future.

As shown in the report, any deviation from these assumptions could have serious impact on creating overcrowding in Juvenile Hall.

#### B. Recommendations

Based on the results of this study on Juvenile Hall overcrowding, the following recommendations are presented:

1. The CAO should direct that an immediate study be conducted on the need for and fiscal/legal impact, if any, of delaying the planned relocation of the Girls Rehabilitation Facility (GRF).

As cited in the report, the GRF has been located in Juvenile Hall since early 1977, when Los Colinas was taken over by the Sheriff for female adult offenders. The unit is currently allocated 26 of the hall's 217 beds. Beginning in 1977, plans have been formulated to move the GRF out of Juvenile Hall. Since March, 1978, a Law Enforcement Assistance Association Grant for \$320,000 has been available to the County for constructing a new GRF on the grounds of the Juvenile Hall. This grant has already been extended once and now expires in December, 1979. The County also has access to a special one-time subsidy of \$60,000 from CYA to construct a new facility, and revenue sharing monies have also been designated for the construction project. Total available funding for the project is about \$505,000. A study needs to be conducted immediately to determine if the project still merits consideration, due to the forthcoming expiration of the LEAA grant funds available to the County.

2. If any decisions are made in the future to close or condemn existing camp space, a study should be conducted to determine the impact of that action on Juvenile Hall overcrowding. If a study shows that the closing of the camp beds would adversely impact the hall population to the point of creating serious overcrowding in the hall, then all alternatives to closing the camp beds should be pursued, including renovation, and the development of other cost-effective alternatives.

As cited in this report, the recently approved County Justice System Subvention Application does not project the closing of any camp beds, and specifically cites the utilization of 200 camp spaces for Campo/Rayo and the Lightning Unit, upon completion of the new Rayo dormitory. However, if action were taken to close any camp space, e.g., the existing 22-bed Rayo dormitory, which is over thirty years old, the analyses in this report show that overcrowding would likely become a serious problem again.

3. Data should be collected on a monthly basis to track changes in the number or length of stay of commitments to the camps.

As cited in the report, even with the new Rayo dormitory, an increase in either or both the number of commitments as well as the length of commitment has the potential to result in Juvenile Hall overcrowding. Since the data required to study this area were not readily available, it is extremely important to begin to collect data in order to identify potential future hall overcrowding problems.

4. Since Juvenile Hall overcrowding is likely to continue to occur until the completion of the expanded camp and hall capacities, the Court may wish to consider the following possible options to temporarily reduce overcrowding:

- a. When appropriate, increase the use of home supervision.

Based on the results of the home supervision project review described in this report, the program appears to be working more successfully than originally anticipated. Current data show that only about one-fifth of the juveniles placed on home supervision in lieu of pre-adjudication detention in Juvenile Hall violate the terms of the supervision.

- b. When appropriate, assign juveniles to intensive supervision pending delivery to a County Camp.

Some juveniles are not detained prior to their adjudication, but are detained while awaiting a post-adjudication placement. An examination of DCU entry data for April, 1978, through March, 1979, shows that between 22-63 (for a monthly average of 36) individuals each month are referred to the hall by the Court to await a vacant camp placement. Since the intensive supervision program has been demonstrated to be successful, according to the program objective, the Court may wish to consider this option for temporarily reducing hall overcrowding, when a juvenile might be appropriate for this temporary disposition.

- c. When appropriate, use an early release from camp program.

Since a major contributor to overcrowding has been the number of juveniles awaiting camp placement, the Court may wish to consider establishing a policy and guidelines for making individual early release decisions. This practice was suggested as an option for reducing overcrowding in CYA's recent study; also, seven of the nine counties surveyed utilize this mechanism, to some extent.

- d. When appropriate, allow Probation Officers to make detention status-change decisions between the Detention Hearing and Regular Hearing.

As noted in a survey of other counties, as well as the recent CYA study, the Court in Contra Costa County uses a provision in its routine detention orders that allows the Probation Officer to release a detained juvenile to his/her home during the pre-adjudication period, if the investigation process shows such a change to be appropriate. The provision is deleted in those cases in which the Court deems such discretion to be inappropriate. The Court in San Diego County may wish to consider instituting such a mechanism here.

5. Modify the Juvenile Hall management information in order to compile and aggregate data that will identify trends in the number of juveniles detained in the hall by category of placement, e.g., awaiting court hearing, awaiting placement in the camps, CYA, and adult hearing, etc.

The implementation of this recommendation, on a weekly and monthly basis, should assist Juvenile Hall in identifying changes in the population, and thus possibly averting situations of overcrowding.

6. Within the next six months, compile the data currently being collected by DCU in order to identify the number of 602 offenders who could possibly be diverted to outside agencies.

The juveniles who are being flagged by DCU in their entry log currently must be detained because their parents are either non-locatable or refuse to accept the juvenile back into the home. After a suitable period of data collection (e.g., at least 4-6 months), the data can be analyzed and the potential for an appropriate community diversion project can be measured.

The Juvenile Hall overcrowding study is the first of several follow-on studies to be conducted on the juvenile justice concerns raised in the OPE Overview of the San Diego County Juvenile Justice System. Based on the results of the Juvenile Hall study, the next studies to be conducted should focus on the following:

- Coordination of law enforcement agency referrals: Over 12 major law enforcement agencies make referrals to the juvenile justice system.
- Coordination of juvenile justice system policy and review boards: There are seven major policy and review boards in San Diego County.
- Utilization of County juvenile camps.

All of the above studies will be completed during FY 1979-80.

GLOSSARY

California Youth Authority (CYA) - The State agency that has jurisdiction over juvenile institutions in California.

Detention Control Unit (DCU) - A unit located in the Juvenile Hall that screens those youth that are physically referred to the hall in order to make the initial decision to detain or release.

Detention Hearing - A hearing to determine the need to continue detention of a juvenile who has been detained. The detention hearing must occur within 48 hours of the juvenile having been taken into custody (excluding non-judicial days for felony charges; within 48 hours or on the next judicial day for misdemeanor charges).

Disposition Hearing - A hearing in which the Court makes a finding as to the charges against the juvenile; and, if the charges are found to be true, renders a disposition or sentence.

Girls Rehabilitation Facility (GRF) - A post adjudication residential treatment facility for girls 13-17. The facility is currently housed in a wing of Juvenile Hall.

Home Supervision - A program in which the minor is detained in his/her own home under close supervision by the Probation Department. This program is used as an alternative to pre-disposition detention; it is referred to as intensive supervision when used as a post-dispositional sentence.

Lightning Unit - A residential treatment program designed for short-term commitments of lesser male offenders.

Overcrowding - The CYA cites a County Juvenile Hall as being overcrowded if it exceeds its CYA-rated capacity for more than 15 consecutive days during any 30-day period.

Post-Adjudication Hall-Time - The time that an offender spends in the Juvenile Hall while awaiting placement elsewhere (e.g., camps, CYA) after the Court has made its disposition.

Pre-Adjudication Hall-Time - The time that an offender spends in the Juvenile Hall prior to the Court making its final disposition.

Rancho Del Campo - A residential treatment facility for older male offenders.

Rancho Del Rayo - A residential treatment facility for immature or less serious male offenders.

Referred But Not Detained - Those juveniles that have been physically referred to the Juvenile Hall but are screened out by the Detention Control Unit and therefore are not detained.



Remand to Adult Court (707) - Juveniles 16 to 18 years old that are found unfit for Juvenile Court and are therefore referred to Adult Court for trial.

601 Offenses - Those offenses that are attributable only to minors; commonly referred to as status offenses (e.g., runaway, truant, beyond control).

602 Offenses - Those offenses that can be attributable to the population at large (i.e., crimes other than status offenses).

True Finding - A finding by the Court that a juvenile actually committed criminal offense(s).

**END**