

County of San Diego  
Juvenile Justice Commission

**Annual Report**

Fiscal Year 2008-2009

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## **Juvenile Justice Commission Mission and Mandate**

The legal authorization for the establishment and operation of the Juvenile Justice Commission of San Diego County, California is set forth in the California Welfare and Institutions Code, Sections 225 through 231. These policies are intended to supplement the governing provisions of State Law and aid the Commission in effectively fulfilling its statutory duties and responsibilities. The Welfare and Institutions Codes states that "It shall be the duty of the Juvenile Justice Commission to inquire into the administration of Juvenile Court Law in the county or region in which the Commission serves."

The County of San Diego - Juvenile Justice Commission (JJC) was created in 1965 through a mandate issued by the State of California. The JJC inquires into activities surrounding the administration of juvenile justice regarding children in both the delinquency and dependency systems. This includes conducting inspections of county-operated facilities in which youth are incarcerated or in foster care are housed.

## **Juvenile Justice Commission Officers for 2008-2009**

### Chair

Andrea Dixon

### 1st Vice Chair

Kriste Draper

### 2nd Vice Chair

Jesse Zlotnik

## **Juvenile Justice Commission Officers for 2009-2010**

### Chair

Jessica St. Clair

### 1st Vice Chair

Sally Cox

### 2nd Vice Chair

Kathleen Edwards

## **Biographical Information for Active Commissioners as of June 30, 2009**

### Miguel Blanco

Miguel Blanco currently works as Campus Supervisor for the Sweetwater Union High School District following his retirement from the San Diego County Probation Department after 25 years of dedicated service. He is a former U.S. marine and attended Southwester College, Miramar College, and San Diego City College. Mr. Blanco and his wife, Juana, have three children: Carlos, Amanda, and Lucio. He regularly volunteers at the St. Rose of Lima school, where all three of his children attended.

### Charlie Cleaves

Charlie Cleaves has been with the U.S. Marshals Service for 20 years as a Criminal Investigator, and former long time member of the Violent Crimes Task Force Fugitive Group. He currently oversees all of the USMS Contracted Private Jails, Intergovernmental Agreements, and Contracted Services provided to the USMS in Southern California. He received his Bachelor's degree from San Diego State University after a stint in the U.S. Army, serving with the 2<sup>nd</sup> Ranger Bn. in Ft. Lewis, Washington, and 5<sup>th</sup> Special Forces in Ft. Bragg, NC. A San Diego native, who graduated from Kearny High School, Mr. Cleaves has worked closely with at-risk kids in San Diego County for many years as a volunteer for STARPAL/Police Athletic League working as Camp Director for summer camp and Coordinator for their soccer camps. With a passion for the coaching and mentoring, Mr. Cleaves is a fixture in East County coaching in youth sports leagues throughout the year. Additionally, he will enter his 10<sup>th</sup> year as the Varsity Soccer Girls Soccer Coach at Steele Canyon High School. He is married with four children.

### Sally Cox

Sally Cox is the Executive Director of San Diego County Crime Stoppers, a nonprofit organization dedicated to helping law enforcement solve crime in San Diego. San Diego County Crime Stoppers has helped to solve more than 3,800 crimes over the past 25 years, including 99 homicides. Crime Stoppers is a community-based, membership organization that serves as a bridge between the public, law enforcement, and the media to make San Diego County safer. Mrs. Cox has a 14-year career with nonprofit organizations and holds a Master's degree in Public Policy and Administration

### Kriste Draper

Kriste Draper is an attorney with the Children's Advocacy Institute at the University of San Diego School of Law. She developed and implemented the Homeless Youth Outreach Project (HYOP) in 2006 and has been providing legal and advocacy services to San Diego's homeless youth ever since. Many of the youth she serves have been touched by the juvenile system in some capacity, making her participation in the JJC very valuable.

Kathleen Edwards

Kathleen Edwards is an advocate for students with special education and mental health needs. She holds a Doctorate in Curriculum and Instruction with emphasis in Special Education Administration. For the past 35 years, she has worked as a teacher, administrator and trainer dealing with special education and mental health issues. Her interest in the Juvenile Justice Commission is fueled by the high percentage of adjudicated youth with special education and mental health needs. Edwards is a former member of the Mental Health Association of San Diego County and was an Arizona Special Education Teacher of the Year. She lives in San Diego with her husband and son.

Andrew Haden

Andrew Haden is an attorney and a law clerk for a federal judge in the Southern District of California. He received his Bachelor's degree from Stanford University and his law degree from the University of San Diego. Mr. Haden was formerly an officer in the U.S. Navy and met a staggering number of sailors who had been affected by the juvenile justice system when they were children or teenagers. His interest in juvenile dependency law continued to grow while in law school. He is a San Diego native and has worked with children and youth in a variety of ways since he was a teenager.

Sandy Keaton

Sandy Keaton is a Senior Research Analyst in the SANDAG Criminal Justice Research Division. She holds a Master of Arts degree in Applied Sociology. Her research areas include gangs, juvenile justice issues, public safety, public health and substance abuse. She has worked in both the public and non-profit sectors.

Eileen Madigan

Eileen Madigan was the Coordinator for the Juvenile Justice Information System program for the State of Hawaii from 1990 to 2008. In that capacity, one of her primary responsibilities was the development of the first statewide information system to allow juvenile justice agencies to share information regarding juvenile offenders. All law enforcement, Family Court, and juvenile correction agencies participate in the program, tracking juvenile offenders through the justice system and making informed decisions that balance community safety with the objective of restoring as many juveniles as possible to productive citizenship. Data from the program are used to inform the agencies in many areas including Disproportionate Minority Contact, characteristics of the female and serious juvenile offenders in Hawaii, and crime mapping applications. Ms. Madigan is retired in the San Diego area and continues to be active in the areas of law enforcement and juvenile justice.

Henry R. Mann

Reverend Mann is a retired probation officer, prosecutor, and priest. He joined the U. S. Coast Guard and served a four-year enlistment, a portion of that time in San Diego. Rev. Mann returned to San Diego after discharge and completed a BA degree at San Diego State College.

He then worked as a Group Counselor at the Juvenile Hall for a year, before moving to the Probation Department as a probation officer in the Juvenile Division. He worked as a probation officer for ten years and was ultimately promoted to supervising probation officer. After receiving a law degree from the University of San Diego School of Law and admission to the State Bar of California, he joined the Office of the District Attorney in 1968. Rev. Mann retired from the County in 1983 as Assistant Chief of the Appeals and Motions Division. He then received an MA degree from the Claremont School of Theology in 1988 and was ordained a Priest in the Episcopal Church. After serving in various churches, he was appointed Assistant to the Episcopal Bishop of San Diego, a position held until retirement in 2002. Rev. Mann served in the U. S. Coast Guard Reserve from 1960 until 1981, retiring in the grade of Captain. He currently serves as needed in a local church and throughout the Diocese, and is married with three grown children.

### Kellie McKenzie

Kellie McKenzie is an education specialist at Monroe Clark Middle School. She received her Bachelor's degree from the University of Massachusetts-Amherst in Psychology. She holds an Education Specialist Certificate (Mild/Moderate Disabilities) and is certified in elementary and middle school instruction. Prior to her position at Monroe Clark, she worked as a youth counselor and coordinated programs at a residential facility in northern California. She has also provided research assistance on a variety of projects. She is a member of the National Teacher's Association and the International Networking Group.

### Fernando Soriano

Fernando Soriano is a Professor of Human Development at Cal State San Marcos (CSUSM). He is founder and past director of the National Latino Research Center located at CSUSM. He received his Bachelor's degree in psychology from the University of California, Riverside, and his Master's and Doctoral degrees in Psychology from the University of Colorado, Boulder. His research is in the area of violence and violence prevention, particularly as it relates to multicultural adolescents. He is now expanding his work to include effective intervention programming with adolescents exposed to the juvenile justice system. He is currently preparing a second edition of his needs assessment book entitled, *Introduction to Needs Assessments: A Multidisciplinary Perspective* (Sage Publications).

### Jessica St. Clair

Jessica St. Clair is an attorney and the legal education coordinator for UC San Diego - Student Legal Services (SLS). SLS provides counseling, legal education and referrals for UC San Diego students. In addition to her full-time position at UC San Diego, she works in the education department at the San Diego Natural History Museum, where she leads science and nature education programs for children. Ms. St. Clair received her bachelor's degree from the University of San Diego and her law degree from Creighton University School of Law. She is a member of the State Bar of California. She also holds a Master of Forensic Sciences degree with an emphasis in Investigation from National University. She has worked with children, young adults, and families in a variety of contexts since 1999.

## Committees

The JJC has been actively exploring whether there is a need to reinstitute committees. The JJC had committees with different focus areas in the past. The Orange County JJC shared that their commissioners find this method of dividing tasks and projects useful. Below are preliminary descriptions of committees that the JJC may instate:

- Welcoming Committee. The current members of the JJC recognize the importance of having well-oriented, properly trained commissioners. The JJC has discussed having members who are assigned to help new members acclimate to the commission and act as resources for new members.
- Internal Operations Committee. The JJC is committed to ensuring that its practices are consistent. The JJC bylaws have not been reviewed recently and the inspection forms have not been updated in quite some time. This committee will review bylaws, propose changes to the full JJC, identify resources for updating inspection forms, and draft new forms for the full JJC's approval. This committee may also propose training to assist the JJC in accomplishing these objectives.
- Juvenile Justice System Committee. This committee will be charged with completing projects relating to programmatic and systemic concerns, such as monitoring budget-related impacts to the juvenile justice system, and reviewing critical incident reports from the Health and Human Services Agency and the Probation Department.
- Court Observation Committee. This committee will revive the JJC's efforts to observe juvenile court proceedings routinely. Observing court proceedings on a regular basis helps to ensure that the JJC has a comprehensive understanding of the needs of children affected by the juvenile court, as well as court procedures.
- Polinsky Children's Center Secret Shoppers. A cadre of commissioners makes unannounced visits to Polinsky Children's Center to conduct mini-inspections and observe the conditions in the facility. Child Welfare Services conducts background investigations and requires medical clearances for commissioners who participate in this effort.
- Commission on Children, Youth, and Families Fatality Review Committee Membership. CCYF began permitting a JJC member to attend Fatality Review Committee meetings.

# Inspection Summaries

## **Jails and Lockups Inspection Summaries**

All jail and lock-up facilities that securely detain juveniles were inspected pursuant to the California Welfare and Institutions Code. Specific concerns commissioners noted appear below.

*Fallbrook Sheriff Substation:* Four minors were securely detained over six hours, but documentation was produced explaining the reasons why.

*Encinitas Sheriff Stations:* Two minors were held in non-secure detention over six hours; one for 6 hours, 30 minutes, the other for 6 hours, 23 minutes.

*Poway Sheriff Station:* Three minors were held for eight hours in non-secure detention due to a major investigation.

*San Marcos Sheriff Station:* Two minors were held over six hours; one for 6 hours, 19 minutes; the other 7 hours, 21 minutes.

*Valley Center/Pauma Sheriff Substation:* There was no Log book on site.

*Vista Sheriff Station:* Information in the detention logs was incomplete for 8 of the 12 months.

## **Institutions**

### **East Mesa Juvenile Facility**

**Inspection Date:** August 1, 2009

#### **Recommendations:**

1. Probation should continue to monitor the budget for opportunities to hire staff for vacant positions.
2. EMJDF should work closely with SAY San Diego to ensure that the new programming contracts adequately meet the needs of the youth in the facility, especially needs related to gang prevention/intervention and parent classes.
3. The cause of the odor coming from the shower in the clinic should be determined and repaired.

### **Girls Rehabilitation Facility**

**Inspection Date:** March 4, 2009

#### **Comments:**

The Girl's Rehabilitation Facility (GRF) is an intensive, highly structured program serving female girls ages 13-18. Girls 12 and under who are identified as candidates for the program must complete a special approval process to be permitted to participate. The programs offered are designed to meet each girl's personal, emotional and educational needs. The average length of stay at GRF is 10-12 weeks.

#### **Recommendations:**

1. 2007 recommendations are extended.
2. Expand services for girls who are survivors of sexual assault, including specialized individual counseling.
3. Explore using mediation to prepare girls who will be returning home to their families. Girls at GRF become accustomed to using mediation-based techniques to resolve conflicts with peers. Mediation skills should be presented to girls in such a way that they can identify what skills can be generalized for use at home or in the community.



4. The Commissioners who completed this inspection are concerned that the staffing ratio of 1:15 (which is compliant with Title 15 per Superintendent Klepin) may not be sufficient to meet the needs of the girls in the “A” wing, particularly during times when many of them are in their rooms and use knocking and slipping written notes under their doors (for emergencies and non-emergencies respectively) as their means of communicating needs to staff.
5. GRF staff communicates to Juvenile Field Services “outside” probation officers (JFS POs) when a girl’s parents/family are not participating in services. JFS POs should consistently report to judges when parents and family are not participating in services.
6. Staff should consider categorizing grievances to have a more informed understanding of the number of grievances made regarding various issues. The Commissioners are not concerned by the number of grievances but believe categorizing grievances would result in more meaningful statistics.
7. CFMG, the employees of which are based at KMJDF, should include a parent or guardian in the initial health assessment or contact with parents should be made following the assessment routinely to supplement the information the girl is able to provide.
8. Superintendent Klepin indicated that medical staff at KMJDF have 20 minutes to respond to a girl’s request for an inhaler during recreation activity. This policy should be communicated to girls who have made requests to assure them that they will have timely access to necessary medical support.
9. Staff should explore adding programs and/or program components for girls who have been incarcerated multiple times. Superintendent Klepin indicated that the YOU program may decrease the number of girls that return to GRF multiple times. Supervisor Kowalski added that the use of the Massey instrument as a screening mechanism for GRF may divert girls from GRF when the program is not one that is appropriate for them.
10. Staff should review Code of California Regulations, Title 15 sections related to searches to ensure that current practices related to searching girls’ rooms are in compliance with these requirements.

**Kearny Mesa Juvenile Detention Facility**

**Inspection Date:** July 15, 2009

**Recommendations:**

1. Replace beds with platform-style beds to reduce suicide attempts via asphyxiation.
2. Review policies and procedures re: suicide watch. Example of proposed change would be continuous checks by staff rather than 15 minute checks. Additionally, juveniles on suicide watch need to be in rooms with larger windows for better visual contact by staff. Replace doorknobs inside suicide watch rooms.
3. Review cleaning procedures for concrete floors. Floor area around food serving trays and in dining area was dirty. It appeared that a finish coat of some sort was on these floors, but might need to be stripped and steam cleaned before resurfacing.
4. Set policy for review of medical and mental health help request. Review every four hours seems inadequate. Keep a log of time juvenile actually made request and time service was delivered.
5. Include parent in health screening on intake to garner additional information re: medications and medical conditions.
6. Review policy for timeliness of removing food trays from day rooms after meals.
7. Begin discussion with County Officials re: eventual replacement of KMJDF.

**Juvenile Ranch Facility****Inspection Date:** January 9, 2009**Comments:**

The Juvenile Ranch Facility is a juvenile institution, which provides a dormitory-style residential program for delinquent boys. The total capacity at the facility is 250 beds. The facility is divided with programming for two categories of offenders. There are two dormitories known as Rancho del Rayo, housing boys aged 12-16½, with an 84-day program focusing on substance abuse and Breaking the Cycle of Addictive Thinking. A separate area, known as Rancho Del Campo, focuses on older (aged 12 to 18 years) boys addressing short-term commitments, and a Breaking Cycles and a STOP (Short-Term Offender Program) component redirecting delinquent behavior focus.

The Juvenile Ranch Facility is administered by Dan Deleon. The San Diego County Office of Education administers the Rancho del Campo High School, certified Kindergarten through 12th Grade, and is attended by all wards at the Juvenile Ranch Facility. Medical and Mental Health services are provided by California Forensic Medical Group (CFMG).

**Recommendations:**

1. Parent involvement: due to funding cuts, bus service no longer runs to the JRF. Consider providing family services at or near Juvenile Court Facility in San Diego.
2. Evaluate needs of education staff for additional professional growth opportunities provided by County Office of Education. Provision of these services should be at the JRF site for staff convenience.
3. Recidivism at JRF was quoted at 33%, which is admirable. Study needs to be done to evaluate what factors best contribute to this rate for replication at other facilities.
4. According to JRF staff, referrals to County Mental Health and Regional Center are not initiated by JRF. Support and training need to be made available to psychology, therapy, and education staff to inform them of appropriate referrals and the referral process.
5. Continuing care or case management of wards with significant mental health problems is an ongoing problem. Although all wards have access to a psychologist and psychiatrist at the Camp, this service is seldom available to wards on discharge. A program to allow time to transition current wards and JRF therapists to the next set of therapists could further reduce recidivism rates. Clinical care givers in the community could also have a better chance of involving families in therapy.

**Camp Barrett****Inspection Date:** February 18, 2009**Comments:**

The facility was immaculate. Teachers, probation officers and staff all seemed to genuinely love their job and the kids that they were working with. All staff seemed very excited about the opportunity Camp Barrett presented for rehabilitation and to spend time working with these young men.

**Recommendations:**

1. Provide funding for full-time psychologist. Currently the facility has only a psychologist for 30 hours/3 days a week.
2. Provide funding for parenting class. A successful pilot program from Children's Hospital was implemented.
3. Provide funding for more art therapy classes. Currently, this is only available to 20 kids at a time for an 8-week cycle.
4. Provide gang programming.
5. Provide weekly transportation out to Camp for families wishing to visit.

## Guest Speakers

The County of San Diego-Juvenile Justice Commission is committed to ongoing training for its members. Commissioners strive to stay informed of current juvenile justice trends, programs, and practices. The JJC often invites speakers from County agencies and the community to share information and insights. During the 2008-2009 year, the JJC invited the following speakers to present during regular business meetings:

- Becky Ward, San Diego Association of Governments (SANDAG). Ms. Ward presented information to the commission highlighting data that SANDAG collects regularly and publishes in the SAM report.
- Representatives from the Orange County Juvenile Justice Commission. The County of San Diego JJC invited members of the Orange County JJC to the San Diego JJC's regular December business meeting. Several members of the Orange County JJC and their Administrative Officer met with the San Diego JJC at CSU San Marcos. Members of both commissions shared information about activities and compared approaches to challenges that both commissions face.
- Yolanda Levy, former Administrative Officer, County of San Diego-Juvenile Justice Commission. Ms. Levy engaged current commissioners in a discussion about the history of the County of San Diego JJC and past JJC practices and protocols.
- Mike Thompson, County of San Diego Office of Education – Juvenile Court and Community Schools (JCCS). Mr. Thompson provided information to the JJC about special education services available to youth who are incarcerated after a couple of inspection teams noted the high percentage of youth in the institutions that had active Individual Education Plans (IEPs).

## Juvenile Justice Commission Awards 2008

The JJC presents awards each year to recognize outstanding juvenile justice professionals. The 2008 awards were presented during the July 2008 public meeting. The Honorable James Milliken, Retired Presiding Judge of the Juvenile Court was the key note speaker. The following individuals received Juvenile Justice Commission Awards in 2008:

**Probation:** Matthew McKnight, Senior Probation Officer, *Kearny Mesa Juvenile Detention Facility*

**Children's Services:** Lisa Walker, Senior Protective Services Worker, *Residential Services*

**Law Enforcement:** Detective Rolanda Ricardez,  
Detective Ana Rodriguez,  
Jack Spratt, Deputy Probation Officer,  
*Mid-City Juvenile Services Team of San Diego Police Dept.*

**Court Schools:** Ruben De La Cruz, Teacher, *Camp Barrett*

**At-Large:** Shirley Culver, LCSW, *Mental Health Resource Center*

## **Conclusions and General Recommendations**

The JJC observes that funding restrictions have delayed or eliminated the ability of departments and organizations providing services to children under the jurisdiction of the Juvenile Court to hire new positions. Some institutions have experienced a reduction in programming or have noted that they are not able to expand programs offered as the result of the lack of available funds. The JJC is committed to monitoring budget impacts to the juvenile justice system in San Diego County and recommends that departments reevaluate frequently how their programs and services are affected due to budget constraints.

## **JJC Goals for 2009-2010**

The JJC has several goals for fiscal year 2009-2010:

- To review and update the bylaws to reflect current operational practices.
- To review and update inspection forms for institutions and lock-ups.
- To add a “Volunteer” category to its awards for 2009.
- To identify ways to make the JJC’s activities more transparent to the public, including expanding the use of its website.
- To complete inspections in a timely manner.
- To continue to explore whether a committee model will permit the JJC to be more effective.

## **Contact Information**

Jessica St. Clair, Chair 2009-2010, and Kathleen Edwards, 2<sup>nd</sup> Vice Chair 2009-2010, authored this report with assistance from Kathi Hamill, Juvenile Justice Commission Secretary. Comments regarding the content of this report may be submitted via email to [jjcomm@sdcounty.ca.gov](mailto:jjcomm@sdcounty.ca.gov).