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October 6, 2021

To: Supervisor Hilda L. Solis, Chair
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From: Fesia A. Davenport
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JFA INSTITUTE REPORT ON COVID-19 AND REDUCED JAIL POPULATION COST SAVINGS ESTIMATE, MEN'S CENTRAL JAIL CLOSURE FISCAL ANALYSIS, AND CLOSURE POPULATION PROJECTIONS (ITEM NO. 2, AGENDA OF JUNE 9, 2020 AND ITEM NO. 3, AGENDA OF JULY 7, 2020)

On June 9, 2020, the Board of Supervisors (Board) directed the Chief Executive Office (CEO), in consultation with the Sheriff and Auditor-Controller to conduct a cost savings analysis of COVID-19's impact on the jail system with an ongoing reduced jail population. On July 7, 2020, the Board further directed the CEO to conduct an assessment of the cost savings related to closing Men's Central Jail (MCJ). Subsequently, on June 22, 2021, the Board approved a motion to depopulate and demolish MCJ and find that it is unnecessary to build any new County jail or custody facility.

The CEO and Auditor-Controller contracted with the JFA Institute (JFA) who completed the comprehensive studies of the jail system. Cognizant of the recent Board motion, JFA's analysis includes two scenarios that reflect the closure of MCJ and without building new County jails or custody facilities. JFA's full report is attached and its major findings are summarized below.

Study No. 1: Fiscal Analysis of COVID-19 Induced Jail Population Reduction

The primary cost driver of the jail system is the cost of salaries and employee benefits of those working in the jail or who otherwise support the jail system. COVID-19 reduced the jail system's average daily population from 17,000 to below 12,000 individuals. However, there was no reduction in staffing during this time since the jail system remained overcrowded compared to its rated bed capacity and the ratios of staff to inmates

remained higher than other jurisdictions. Operational changes (e.g., cessation of visitation) allowed for custody staff to be transferred to vacant security positions resulting in reduced overtime costs. The jail population has since increased with an average daily population projected to remain at approximately 15,000 individuals. Custody staff have returned to their original positions, resulting in overtime needed to again fill vacant security positions, and COVID-19 health precautions have since become an additional cost. However, the population reduction decreased the need and associated costs of some services and supplies (e.g., food). The cumulative cost savings during the COVID-19 jail population reduction is approximately $36.8 million with an estimated ongoing savings amount of approximately $12.7 million.

Study No. 2: Projected Estimated Cost Savings From Closing MCJ

MCJ is not a single facility but a complex housing facility with multiple functions that include housing units, administrative offices, and centralized operations that serve other parts of the County's jail system (e.g., transportation, hospital, kitchen). JFA's cost analysis is based on closing the MCJ housing units, but not the other portions of the facility that perform countywide functions and would continue to serve other facilities that remain part of the jail system. JFA estimates an ongoing annual cost savings of $109.1 million, comprised of $100.0 million corresponding to the elimination of 578 custody positions assigned to the MCJ housing units, and $9.1 million in utilities savings.

Study No. 3: MCJ's Closure's Projected Impact on Jail Populations

JFA's final study produced a jail population projection that would support closing MCJ and reducing the overall post-COVID-19 jail population. JFA's report provides an in-depth analysis of the County's jail system operations, facilities and capabilities, jail populations and their characteristics, and the dynamics between the jail system capacity and population needs that must be taken into consideration in the development of a MCJ closure plan.

JFA identified two major challenges to the closure of MCJ. The first is the implementation of four population reduction strategies that must be implemented in connection with each other in order to achieve the desired population reduction:

- The State must resume intake of individuals sentenced to State prison, yet remain in MCJ. Successful implementation would equate to an approximate 2,600 jail bed reduction;

- Courts must reduce the number and length of continuances in criminal cases. Successful implementation would reduce the number of days a person stays in custody and would equate to an approximate 2,000 jail bed reduction;

- The County must expand the number of community mental health beds. JFA noted two important caveats to the jail bed reduction resulting from this strategy. First, there will be mental health populations ineligible for diversion and a single jail bed or mental health jail bed can accommodate multiple people during the course of a single year – approximately three people per mental health jail bed per year. Based on JFA's refinements to the RAND study, published January 7, 2020, JFA estimates an 800 mental health jail bed reduction; and

- Establishing a Pretrial and Release Agency to govern all programs involved in pretrial and post-sentence release. This would equate to an approximate 1,100 jail bed reduction.

The second major MCJ closure challenge is the providing of security and services for the jail population ineligible for the population reduction strategies and who remain in custody. As previously mentioned, the MCJ complex supports the County's entire jail system, not just MCJ. The MCJ housing units similarly serve a role in systemwide population management. MCJ provides the jail systems' majority of single cells for high-security inmates. The MCJ closure will require the transfer of this population to another jail facility: (a) the Century Regional Detention Facility will displace the women currently housed there, or (b) transfer to Twin Towers and displace the mental health population housed there. MCJ also provides specialized housing (e.g., Americans with Disabilities and units serving homosexual inmates) that will need to be relocated. Transferring these MCJ populations to other facilities will have a cascading impact as one jail population displaces another.

The CEO ensured that JFA was made aware of the June 22, 2021 motion to avoid building new jail facilities. That being the case, in order to address the challenges identified above, JFA provided two MCJ closure scenarios for consideration:

- Scenario 1: Close the MCJ housing units, implement the jail population reduction strategies, and add no new facilities/bed capacity. This scenario is consistent with the Board's June 22, 2021 motion to close MCJ and not build any new jail facilities. The estimated ongoing operational cost savings is $55 million.

  JFA's notable qualifications of this scenario include: The fact that this scenario would create structural overcrowding since the post-MCJ jail system's operational capacity would be approximately 7,160 beds compared to an estimated jail population of 8,900. The overcrowding could lead to increased jail violence,

inability to provide appropriate access to services, and other undesirable impacts as detailed in the full report.

- Scenario 2: Close the MCJ housing units, implement the jail population reduction strategies, relocate female inmates to the Mira Loma facility (or a new facility specifically designed for women), renovate and fully operationalize Pitchess Detention Center East as a minimum security rehabilitation campus, and build a new medical/mental health facility to replace the MCJ hospital to serve the mental health populations ineligible for the jail population reduction strategies. There are no savings associated with this scenario that requires moving populations throughout the post-MCJ closure jail system, but there would be new facility capacities to accommodate them. The ongoing operational cost for this recommendation is estimated at $70 million with at least $807 million in capital investments required.

In addition to the foregoing, JFA provided ten recommendations to facilitate the closure of the MCJ housing units and the incorporation of jail population management best practices. These include the aforementioned recommendations in Scenario 2, as well as: establish ongoing jail population projections that directly inform operations; reevaluate the jail classification system (the current system potentially overclassifies people, especially women); evaluate custody staffing ratios to ensure security and safety; and establish a consolidated pre-trial and release agency.

All recommendations are fully detailed in JFA's attached report.

Should you have any questions concerning this matter, please contact me or Sheila Williams at (213) 974-1155 or at swilliams@ceo.lacounty.gov.

FAD:JMN:MM:SW
RCP:DT:cc

Attachment

c: Executive Office, Board of Supervisors
County Counsel
Sheriff
Auditor-Controller
Health Services
Mental Health
Public Health
Office of Diversion and Re-entry

Estimated Cost Savings from a Reduced Jail Population and Closure of Men's Central Jail and Jail Population Projections

Final Report

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Executive Summary

Introduction

Soon after the COVID-19 pandemic began to spread, there was an associated decline in jail populations across the country. In California, the statewide jail population declined from 72,387 to 50,690 by May 2020.[1] In Los Angeles County, the jail population dropped from 17,000 to below 12,000 by June 2020. Based on that decline and the Board of Supervisors (BOS) desire to take steps to maintain the County's jail population within the Board of State and Community Correction's (BSCC) rated bed capacity, the BOS established a Men's Central Jail (MCJ) Closure Workgroup to develop a plan to close the antiquated facility. To contribute to the MCJ Closure Work Group's efforts, the Los Angeles County Auditor-Controller requested that the JFA Institute provide a study with the following deliverables:

1. Estimate the cost savings from a reduced jail population post-COVID-19 with existing jail system configuration;
2. Estimate the cost savings from the closure of MCJ; and,
3. Develop a jail population projection that would support the MCJ closure and reduce the overall post-COVID-19 jail population.

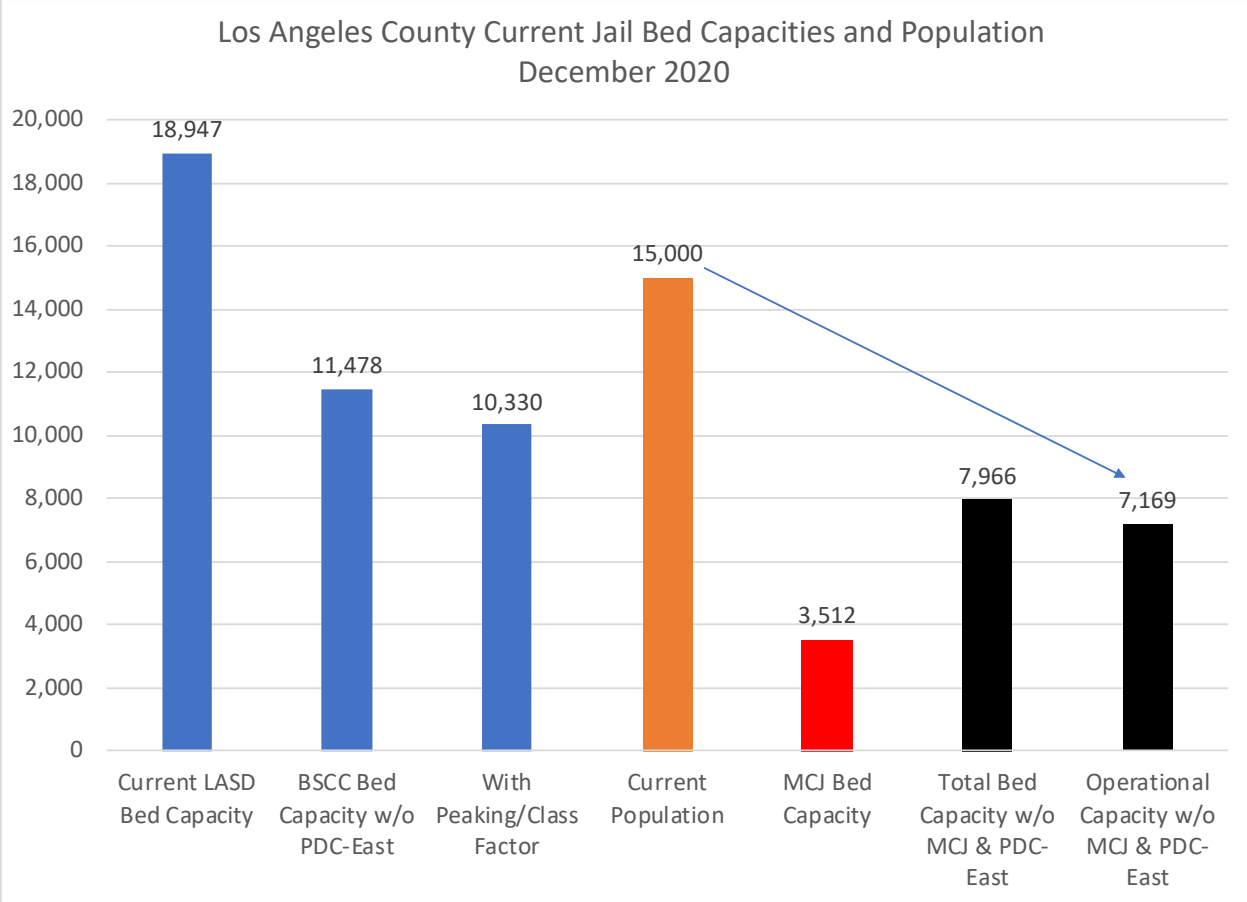
Current Jail Bed Capacities and Crowding

Underlying this report's analysis is understanding how jail population changes are tempered by the physical capacity, including specific bed types, of the custody facilities. The Los Angeles Sheriff Department (LASD) operates the County's jail system comprised of six permanent housing facilities (MCJ, Twin Towers Correctional Facility, Century Regional Detention Facility, North County Correctional Facility, Pitchess Detention Center (PDC) North, and PDC South). The BSCC sets the standards for local jails in determining the allowable *design* bed capacity. Based on the BSCC audits of the LASD facilities, the six facilities have a design capacity of 11,478 (excluding the mostly closed PDC-East).

But a jail system cannot safely operate at 100% of its design capacity. There are seasonal fluctuations in the jail population and the need to have some number of vacant beds to accommodate the special security needs of some inmates. These factors are referred to as the "seasonal peaking" and "classification factors". At a minimum, they are typically set between 10% and 15% to arrive at an *"operational"* bed capacity. Using the more conservative peaking and classification factor of 10%, the current *operational* bed capacity is 10,330. Conversely, there are about 15,000 people housed in these six facilities on any given day which is creating a severe and dangerous crowding problem.

The MCJ has a BSCC *design* bed capacity of 3,512 beds. Closure of MCJ would reduce remaining BSCC *design* bed capacity to 7,966 and an *operational* capacity of 7,169 available to house the current 15,000 jail population. Therefore, in order to close MCJ there would need to be a sustained jail

[1] https://public.tableau.com/profile/kstevens#!/vizhome/ACJROctober2013/ADPRatedCapacity



Simplified Bed Capacities and Population Reduction Requirements

Current jail system operational capacity	10,330
Current average jail population - Reflects overcrowding	15,000
Post MCJ closure operational capacity - No new facilities	7,169
Population reduction required - No overcrowding	7,831

population reduction of approximately 7,800 people from the current 15,000 jail population to safely accommodate them in the remaining five LASD facilities that are operational.[2]

In addition, the closure of MCJ will reduce the available single and double cells and specialized housing units which will significantly impact the safety, security, and service delivery to the people who remain inside the smaller jail system. In order to close the dangerous and dysfunctional MCJ,

[2] If PDC-East, which is being partially renovated were to fully re-open, the overall LASD *design* bed capacity would increase to 8,892 and the *operational* bed capacity would increase to 8,049. The MCJ Closure Work Group assumed that PDC-East would re-open but did not account for a classification and peaking factor of 10%.

there will need to be either a significant reduction in the jail population and/or an increase in alternative bed capacity. This report lays out several population reduction approaches and bed capacity options that if implemented will eliminate the current dangerous crowding problem and result in the closure of the MCJ. As outlined in this report, a combination of both strategies will be required.

It should be emphasized that immediate actions are required by the entire Los Angeles County criminal justice system (law enforcement, courts, prosecution and defense, and service providers) to immediately begin lowering the jail population to eliminate the current severe level of crowding and provide levels of mental health care required by the federal court. Such collective actions have not occurred in the past and are currently not being proposed. To date the only major factor that lowered the jail population was the collective effects of the COVID-19 pandemic which served to lower property crime, arrests, and jail bookings. As shown in this report, other reforms that have been funded by the County to date have had little impact on the jail population.

COVID-19 Jail Population Reduction Cost Savings

The jail operations budget for Fiscal Year (FY) 2019-20 was $1.36 billion, including $972 million for the LASD and $385 million for the Integrated Correctional Health Services (ICHS). During FY 2020-21, the total jail operating budget declined to $1.23 billion even though the average jail population remained unchanged. The primary driver of this $133.6 million budget reduction was a cut in funded staffing levels of 1,045 Full Time Equivalents (FTEs).

The budget has two primary costs: staff which is referenced as Salaries and Employee Benefits (S&EB), and other operational costs which are referenced as Services and Supplies (S&S) which include food, clothing, laundry, transportation, programming, utilities, etc.

The jail system is a 24/7/365 operation whose most significant cost is staff. When the jail population declined from 17,000 to about 12,000, there was no S&EB cost savings since there were no major reductions in the LASD custody staff. However, the LASD halted in-person visiting and the delivery of program services to inmates. The staff assigned to these functions were redeployed to fill vacant custody positions. This staffing re-allocation maintained security coverage in the jails and reduced the need to otherwise fill those vacant positions with overtime. This resulted in an estimated annualized overtime savings of $11.8 million.

However, the post-COVID-19 restoration of visiting and inmate program services will see the return of staff to their original positions and the vacant security positions will resume incurring $11.8 million in overtime. The LASD has also noted that an additional $1.0 million in S&EB will be required to maintain COVID-19 compliance protocols, such as extended visiting schedule to accommodate social distancing and COVID cleaning crews at the facilities. Therefore, the post-COVID custody budget will actually increase S&EB by $1.0 million.

It should be noted that custody staff is responsible for supervision, security, and the safety of people inside the jails. Our analysis identified the LASD detainee/deputy staffing ratio of 4.54 detainees per custody staff far exceed ratios in other major metro jail systems in the United States such as Cook County (2.17), Philadelphia (2.03), Maricopa (2.31), and New York City (0.70). The

higher the ratio, the more challenging effective and safe supervision becomes. This suggests that lowering the jail population more likely will align the LASD staffing ratio with the other jurisdictions and not produce significant, if any, cost savings.

The Auditor-Controller's report, *Estimated Services and Supplies Cost Impact from Maintaining a Reduced Jail Population Post-COVID-19 (Board Agenda Item 2, June 9, 2020),* to the Board of Supervisors estimated the corresponding marginal cost savings per inmate per day produced only a $25 million reduction in annual S&S operating costs. Given the current jail population of approximately 15,000, the averted S&S operating costs for FY 2020-21 will be $13.7 million.[3]

Jail Population Reduction Estimated Annualized Cost Savings

COVID (population reduction from 17,000 to 12,000)		
Salary and Employee Benefits (S&EB)		$11.8 million
Services and Supplies (S&S)		$25.0 million
	Total	$36.8 million
Post-COVID (population reduction from 17,000 to current 15,000)		
S&EB		-$1.0 million
S&S		$13.7 million
	Total	$12.7 million

Operational Challenges to Achieving Cost Savings with a Reduced Jail Population

The two major reasons why the population reduction cost savings are not greater are:

1. The current jail system was severely crowded prior to the population reduction so any reduction in the population only served to reduce the level of crowding (jail population of 12,000 is still above the operational capacity of 10,330); and,
2. The COVID-19 pandemic required the LASD to keep all available facilities and housing units open to properly separate people per health precautions.

As previously discussed, staffing is the most significant expense. It is driven by several factors including number of facilities and housing units in operation and inmate security levels. As long as the jail system remains above the operational bed capacity there will not be any significant reduction in staffing. One must also recognize that as the overall population declines, the size of the higher-security and special management subpopulations may not.

[3]Other County departments (Probation Department, Department of Mental Health, Fire Department, Internal Services Department) do not have any estimates of material cost impacts resulting from the reduced jail population.

For example, the Department of Justice's (DOJ) consent decree requires higher security and mental health staffing as compared to the general population. These special management populations who also require single and two person cells may not decline in proportion to the overall jail population.

MCJ Closure Cost Analysis

Estimated MCJ Closure Costs Savings

MCJ is actually an integrated complex of several facilities that provide key support operations for the entire County jail system and court houses. The MCJ complex includes the following facilities:

- "Old Side" which is the focus of the closure efforts. In addition to jail housing units, it contains the Food Services Bureau and the kitchen which serves both MCJ and court lock-ups.
- "New Side" which is the focus of the closure efforts. In addition to jail housing units, it serves as the vital transportation center to move people from 1) the Inmate Reception Center (IRC) to jail facilities/housing units throughout the County, 2) jails to their appointments in court or jail hospital/clinic, and 3) courts/jails to State prison.
- A 601-bed inpatient hospital (not included in the BSCC capacity figures) and adjacent Medical Outpatient Specialty Housing (MOSH).
- Facilities Services Bureau and the power plant.
- Courtrooms (AB109 courts).

For purposes of this report, only the "operational closure" of the Old Side and New Side jail housing units are considered. The other key areas of the MCJ complex (transportation, hospital, kitchen, and administrative offices) need to remain open for the jail system to properly function.

The physical demolition of the entire MCJ complex would require relocating the MOSH and AB109 courts. It would also impact the powerplant supporting both MCJ complex and the neighboring Twin Towers Correctional Facility (TTCF). Relocation of these operations would require significant capital investments to replace these MCJ supporting facilities.

The FY 2020-21 LASD costs for custody staff for the Old Side are $55.6 and the New Side are $44.8 million. If the MCJ housing units were closed and the existing custody staff were not re-deployed to the remaining LASD facilities, the annual savings would be approximately $100 million per year. Prorating Sheriff S&S costs for MCJ by the amount of space to be closed results in total projected savings of $109.1 million for a phased operational closure of these two jail housing facilities. [4]

[4] If the jail population is substantially reduced, there may be additional costs to other non-LASD agencies whose costs and/or revenues vary with the size of the jail population. It was not possible to make reliable estimates of such costs. See page 60 for a fuller discussion of this issue.

MCJ Housing Units Closure: LASD Estimated Annualized Cost Savings

Old Side S&EB		$ 55.6 million
New Side S&EB		$ 44.8 million
MCJ S&S		$ 8.7 million
	Total	$109.1 million

Jail Population Analysis is Critical to MCJ Closure

The successful closure of MCJ housing units is contingent upon two critical jail population challenges: 1) reduction of the jail population through community-based services, and 2) accommodation of the various classifications of the people who remain in custody.

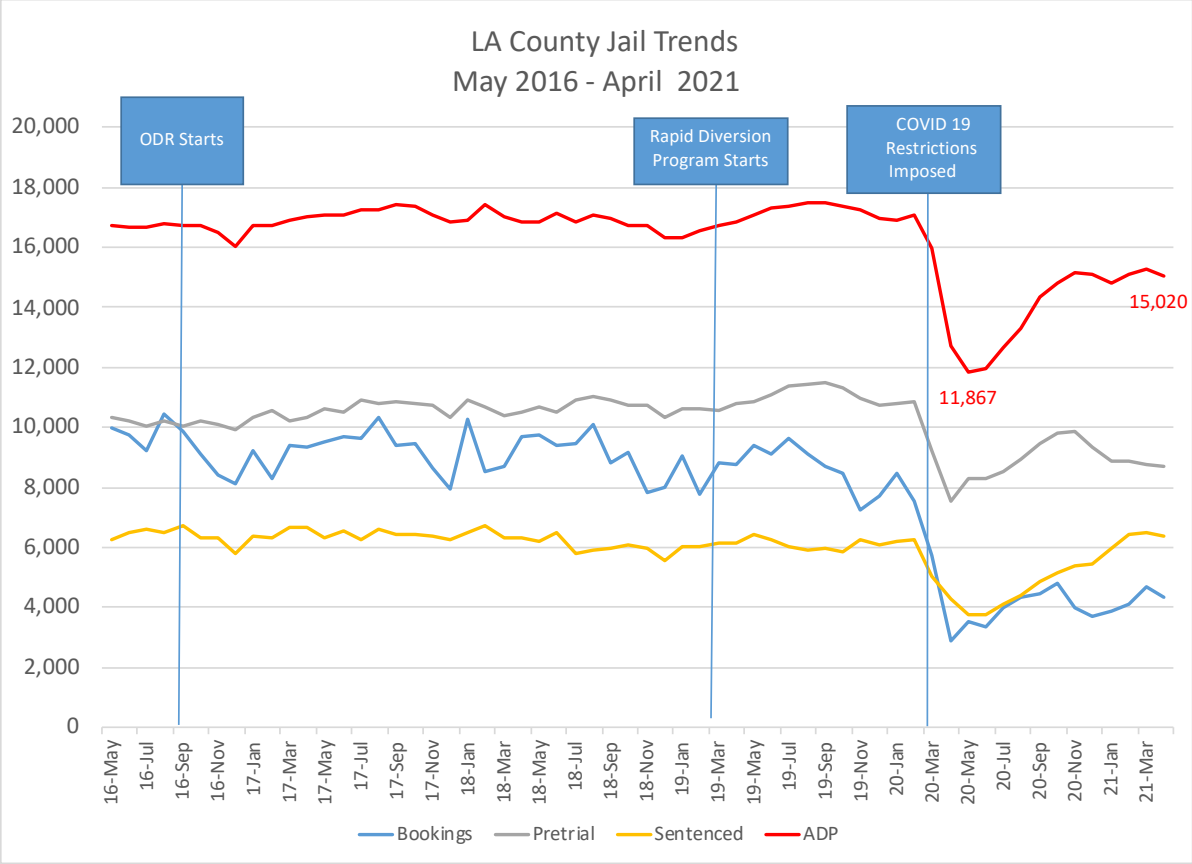
As shown in the figure below, only after COVID-19 restrictions were imposed in March 2020 was there a sharp reduction in the jail population from a pre-COVID average daily population of 17,000 to a COVID low point of a population below 12,000. Since then, there has been a rebound in the jail population to its current 15,000 level.

Much of the decline was due to a significant drop in jail bookings which was being caused by drops in property crimes (theft and burglary) and arrests for non-violent felonies and misdemeanor level crimes. While bookings have since increased slightly, the jail population has increased at a faster rate directly due to the COVID related decision by the California Department of Corrections and Rehabilitation (CDCR) to restrict the transfer of people in County jail who have been sentenced to state prison. Historically, there were approximately 700 people housed daily in the jail system awaiting transfer to state prison, but the CDCR restriction has increased this population to over 3,000 people.

The figure below also shows that despite the considerable funding ($150 million per year) of the Office of Diversion and Re-Entry (ODR) and the recently implemented Rapid Diversion Program (RDP), neither has had an impact on the jail population. As detailed in the report, these two reforms are not impacting the jail population because 1) they have been too selective in their admission criteria and 2) it takes too long for the courts to release eligible people from the jail to the community programs. Relative to ODR, agency officials stated that ODR was not funded to reduce the jail population but to provide needed community mental health and housing services. Significant changes need to be made in these (and other) programs if they are to have an impact on the jail population. Such changes will also require the approval of the judges who have the ultimate authority to release detainees.

Factors in Jail Population Projections

Jail population projections are only as good as the assumptions that underly them. Simplified population projections that only account for jail capacity and a target population size are insufficient to account for the cascade of consequences the closure of the MCJ housing units will have on the complex operations and diverse populations inside the remaining jail system.



In order to tackle the challenges to closing the MCJ housing units, comprehensive jail population projections are necessary to understanding the drivers of the jail population. These projections should also help policymakers identify the most cost-effective reforms and policies to control the size and attributes of the post-MCJ jail system. Because such policies are dynamic and constantly change from year to year, jail population projections should be updated at least on an annual basis. It is noteworthy that there is no County agency that issues LASD jail population projections -- a deficiency in County planning that needs to be corrected.

Jail population projections are produced by modeling two factors – length of stay (LOS) and bookings. In order to sustain a reduction in the Los Angeles jail population both of these factors will need to be reduced.

For now, in Los Angeles, the major contributor to the County jail population is an excessive LOS. As shown in the table below, the 2020 LOS for Los Angeles was 65 days. By comparison, the overall California jail LOS is 30 days. Most of the comparable large counties in southern California have significantly lower LOS.

In contrast, Los Angeles County has a low admission or booking rate compared to other major jurisdictions in California and the state in general. Prior to COVID, the Los Angeles County jail booking rate per 100,000 population was about 50% below the overall California jail rate as well as other nearby counties. The low booking rate is largely due to the numerous police stations and

substations, operated by respective law enforcement agencies, that serve to deflect from the jail system many people arrested for misdemeanor and low-level felony crimes. Attempts to further reduce the jail population by diverting more arrestees from the jail, while desirable, will be more difficult to achieve and sustain.

Jail Populations, Incarcerations Rates, Booking Rates and Length of Stay (LOS)
By Selected Counties

Jurisdiction	Total California	LA	Orange	Riverside	San Diego	San Bernardino
County Population	39,283,497	10,081,570	3,168,044	2,411,439	3,316,073	2,149,031
Jail Population						
2/1/20	79,093	16,740	5,074	3,823	5,485	5,534
12/31/20	59,666	14,702	3,760	3,500	4,197	5,067
% Change	-25%	-12%	-26%	-8%	-23%	-8%
Jail Incarceration Rate Per 100,000 Population						
2/1/20 Rate	201	166	160	159	165	258
9/30/20 Rate	147	134	114	152	126	237
% Change	-27%	-19%	-29%	-4%	-24%	-8%
Jail Bookings and Rates Per 100,000 Population						
Annual Bookings	868,644	101,904	53,376	52,836	74,568	66,408
Bookings Rate	2,211	1,011	1,685	2,191	2,249	3,090
LOS (days)	30 days	65 days	44 days	26 days	27 days	30 days
BSCC Bed Capacity	81,141	11,478	4,425	4,975	6,183	6,952
Above/Below BSCC	-21,475	+3,224	-665	-1,475	-1,986	-1,885

MCJ Closure Challenge 1: Reduce the Jail Population

Four population reduction methods are outlined in the report that, if implemented, would reduce the jail population to approximately 8,900 (which still above the post-MCJ closure operational capacity of 7,169 – the remaining jail system will continue to be overcrowded):

1. Maintain COVID cite and release policies and restore state prison transfers;
2. Expedite criminal case processing;
3. Expedite releases to existing alternatives to incarceration; and
4. Expand community based mental health beds.

The first strategy consists of 1) law enforcement agencies continue to cite and release people arrested for misdemeanor and low-level felony crimes, and 2) CDCR relaxing its current intake restrictions. If these two actions can be maintained, the jail population should decline to about 12,400 by the end of 2021. However, the jail system will continue to be severely crowded, will continue to have a high inmate-on-inmate assault rate (18 assaults per 100 inmate population), and will continue to not meet the mental health treatment needs mandated by the DOJ consent decree.

The remaining three population reduction reforms would be needed to reduce the average daily population to 8,900 people. These additional reforms build upon recommendations made by the MCJ Closure Work Group but place much greater emphasis in expediting legal and transfer/release processes to inevitably reduce the LOS. As discussed in the preceding section, LOS is the major contributor to the County's jail population and is significantly longer than other jurisdictions. Reducing LOS will require working closely with the Superior Courts. Reforms that focus on reducing the LOS have two major benefits:

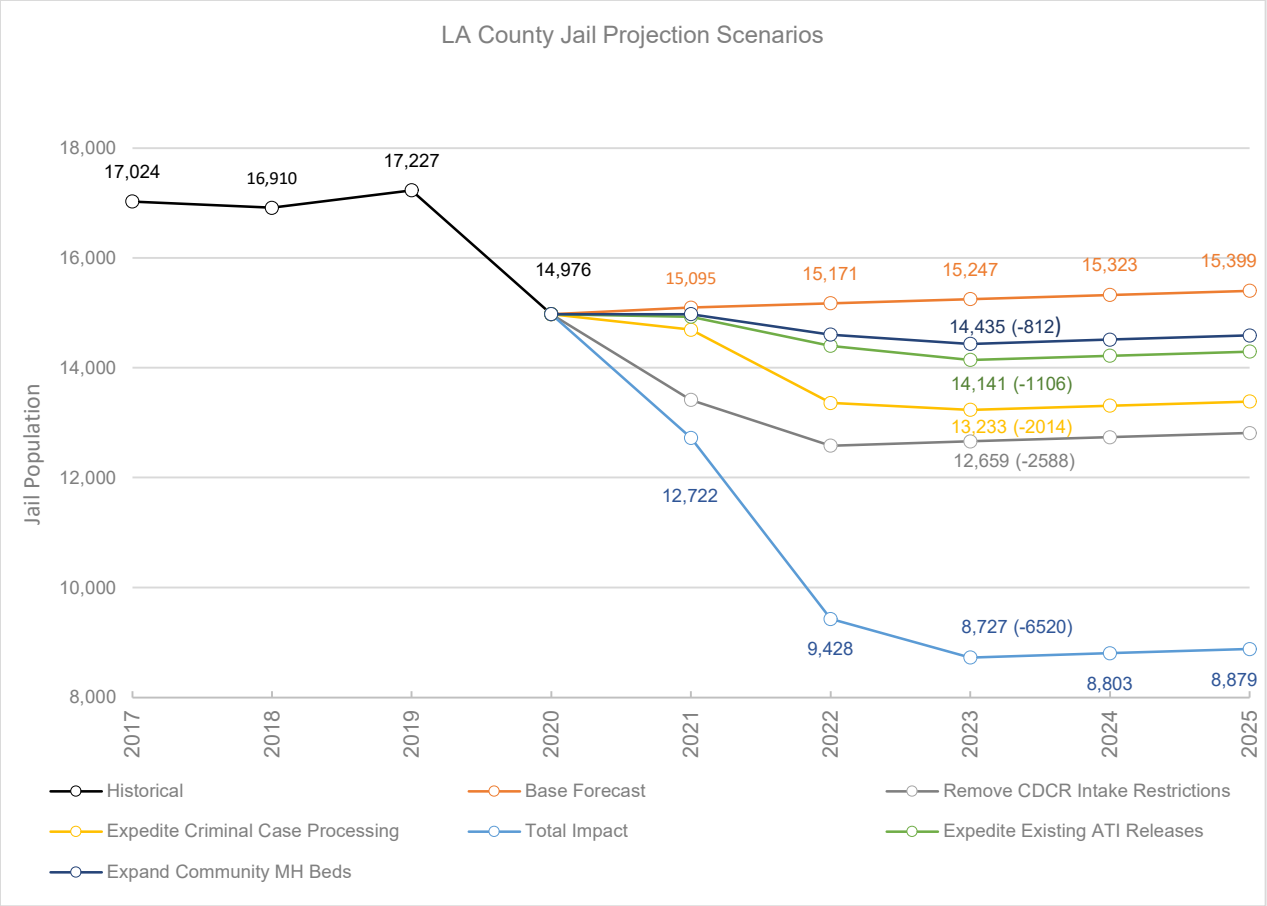
1. Does not require judges to change their current pretrial release and sentencing practices. What is being requested is to make those same release decisions in a more timely manner. For example, changing the polices on the criteria for requesting or granting a court continuance or the length of that continuance from 30 days to 15 days for people in pretrial status.

2. Does not have a negative impact on public safety and may even enhance it. Our analysis found that there was a positive relationship between LOS and jail recidivism rates. This means that the longer one stayed in the LASD jail, the higher the recidivism rate. Thus, one can reduce the LOS and not have a negative impact on recidivism rates.

Another jail population reduction strategy, which will require legal analysis, is to request the Federal Court to update the Rutherford Decision (Rutherford). Since 1987, the Rutherford Decision has been used to manage LASD jail overpopulation by using crowding "triggers" that allow certain types of people in the jail to be released if the jail system is crowded. The last order by the Federal Court is now badly outdated. Although a number of LASD facilities have closed and the jail population has been reduced from a high of 23,000, the jail system remains severely crowded, has a high inmate-on-inmate assault rate, and as reflected in the DOJ consent decree, is not providing adequate mental health services.

We recommend the County request the Federal Court to update the criteria for determining the level of crowding based on the BSCC standards, so the jail population could be safely reduced. Priority would be granted to people who 1) have not been sentenced to CDCR, 2) have been incarcerated for 30 days or more, 3) have not been charged or convicted of murder, rape, or aggravated assault, 4) are in medium or minimum custody, and 5) do not have a "no-bail" order. An estimated 2,900 people in the jail fit this profile today.

If the jail population is reduced to 8,900, Los Angeles County would have one of the nation's lowest incarceration rates (89 per 100,000 population as opposed to the U.S. rate of 224 per 100,000) and equivalent with New York City's low incarceration rates.



Summary of Jail Population Reductions by Reform Strategy

Proposed Reform	Population Impact
Current Average Daily Jail Population	15,000
1. Maintain COVID cite and release policies and restore state prison transfers	-2,600
2. Expedite Criminal Case Processing	-2,000
3. Expedite Release to Existing Alternatives to Incarceration	-1,100
4. Expand Community Based Mental Health Beds	-800
Adjustment for Future Admission Increase	400
Projected Future Jail Population	**8,900**
Incarceration Rate Per 100,000 Population Comparisons	
Current LASD Jail Rate Per 100,000 Population	150
LASD Jail Rate with 4 Reforms	**89**
Current California Jail Rate Per 100,000 Population	183
Current US Jail Rate Per 100,000 Population	167
Current NYC Jail Rate Per 100,000	83

MCJ Closure Challenge 2: Security and Services for People Remaining in Custody

Despite implementation of population reduction strategies, the post-MCJ closure jail system will continue to be overcrowded (jail population reduced to 8,900 but operational capacity is 7,169). In addition, not everyone will be eligible for a reduction strategy and those who remain in custody will need to have jail housing units that are safe, secure, and provide appropriate services to meet their rehabilitative, medical, and mental health needs. The existing jail system is comprised of facilities that each serve a specific role, containing housing units designed for certain populations and with limited flexibility as populations fluctuate throughout the year. The closure of the MCJ housing units will require a reconfiguration of the remaining jail system to safely accommodate the displacement of the various jail populations. The following are the three major operational challenges with relocating a number of special housing populations to facilities that were not designed to manage them from a security and operational perspective.

1. <u>High Security Males: Lack of Single Cells</u>

The MCJ has a large population that requires single cells to safely house individuals classified as a high risk of either being harmed or harming others. The following are the two options the remaining jail system would have available for these populations:

a. <u>Option 1: CRDF and impact on Women's Housing</u>
   The only other facility in the system with a significant number of single cells is the CRDF. This facility currently houses only women. The relocation of high security men to CRDF's single cell housing units would require the relocation of women to another facility. Despite renovations that minimally accommodate women's needs, neither CRDF nor any of the remaining jail facilities are designed to house women. Developing such a capacity will require either 1) purposeful renovation of PDC East as a women's facility, 2) repurposing the existing vacant Mira Loma facility, or 3) constructing a new facility at substantially greater expense. Any of these options would require significant capital investment and will not be available for at least two or three years.

b. <u>Option 2: Twin Towers and impact on Mental Health Population</u>
   The alternative to transferring men to CRDF would be the use of double cells available at the Twin Towers for a single inmate. This option poses two issues. First, allocating a double cell to a single inmate at the scale required by the closure of MCJ would result in a substantial loss of overall system capacity. This would put pressure on the other jail populations' housing options (since most of the jails cannot be reconfigured without capital costs), security, and service delivery; eventually, leading to even more significant overcrowding in the remaining jail facilities.

   Second, Twin Towers is currently the jail system's and the country's largest de facto ad hoc mental health facility. There is no alternative housing for this population. Displacing the mental health population to any of the other jail facilities would be incompatible with the DOJ consent decree on services to the mentally ill and would place the County at risk for additional litigation and penalties. Otherwise, the County

would need to build a new dedicated mental health facility, which is recommended, to meet the mandates of the DOJ consent decree.[5]

2. Loss of Specialized Housing Capacity

According to the LASD, the MCJ provides housing for 34 different classification types based on security levels and special requirements. e.g., Americans with Disabilities (ADA) unit, gay and transgender housing. No other facility provides this level of flexibility in housing groups of inmates that require separation to ensure safety, security, and compliance with existing litigation, provisional measures, and mandates.

3. Severe Crowding and Jail Violence will Persist

As noted above, the LASD jail system is severely crowded and plagued with excessive inmate-on-inmate assault rates. Closing a large facility such as MCJ without either a dramatic decline in the current jail population and/or adding a substantial number of secure beds will only serve to exacerbate the level of crowding, the inmate-on-inmate assault rates, and lack of adequate mental health care that pervades the current jail system.

Cost Estimates for Jail Population Reduction Strategies

The following scenarios have been developed to illustrate the cost estimate for a post-MCJ jail system.

Scenario #1: MCJ Housing Units Closure Without New Bed Capacities

This scenario is a straightforward closure of MCJ housing units with implementation of the four depopulation strategies to reduce the jail population to 8,900 among the remaining jail facilities – no new bed capacity/facilities. Only the two major housing units (New and Old sides) are closed. The Hospital, IRC, and other components of the MCJ complex would remain open. Scenario #1 will have an estimated annual cost savings of $55 million ongoing from the closure of the MCJ housing units ($109 million reduction) while expanding community based mental health beds which will have both an operational and capital costs (Estimated $54 million). There is a one-time $6 million capital cost to fund the community mental health beds.

This scenario will have significant operational drawbacks, including: 1) the relocation of high security men elsewhere in the jail system which will lead to a displacement cascade of other populations (women and/or mental health) and their overcrowding, 2) loss of specialized housing capacity which impacts their security and access to services, and 3) creation of structural overcrowding since the remaining jail facilities will have an operational capacity of 7,169 beds compared to an estimated jail population of 8,900. Each of these issues raises the potential for continued jail violence, crowding, inability to provide appropriate access to services (DOJ consent decree will not be met), and exposure to litigation.

[5] In 2013, the federal receivership had the state prison system build the $900 million California Health Care Facility to comply with medical and mental healthcare mandates. In New Orleans, a federal judge is ordering the city to construct a medical/mental health facility to comply with a consent decree.

Scenario #1: MCJ Housing Closure Without New Bed Capacities							
Action	Jail Population Reduction	Net Jail Population	BSCC Capacity	Operational Capacity	Bed Surplus/ Deficit	Operating Costs (millions)	Capital Costs (millions)
Current Status		15,000	11,478	10,330	-4,670		
1. Eliminate CDCR Intake Restrictions	-2,600	12,400	11,478	10,330	-2,100	$0	$0
2. Implement Case Processing Reforms	-2,000	10,400	11,478	10,330	-70	$0	$0
3. Expand MH Beds	-800	9,600	11,478	10,330	+730	$54m	$6m
4. Expand Alternatives to Incarceration	-1,100	8,500	11,478	10,330	+1,830	$0	$0
Adjust for Future Admission Increase	500	8,900	11,478	10,330	+1,430		
Adjustment for MCJ Closure		8,900	7,966	7,169	-1,731	-$109m	
Grand Totals		8,900	7,966	7,169	-1,731	-$55m	$6m

Scenario #2: MCJ Housing Units Closure and Add New Bed Capacities

This scenario closes the MCJ housing units and Hospital, implements the four depopulation strategies to reduce the jail population to 8,900, and adds jail capacity to address the post-MCJ closure issues. Scenario #2 would actually incur $70M in operational and $807 million in capital costs, specifically:

- The Mira Loma facility would be transformed into a model women's facility.
  Note: An alternative would be to build a new 1,400 bed women's facility at a site to be determined. San Diego County recently constructed such a facility for their female population at a cost of about $225 million. Adjusting for inflation and other site related costs, the projected cost of such a facility in Los Angeles would be about $250 million.
- PDC-East would be renovated as a minimum-security rehabilitation campus.
- A new Medical/Mental Health Facility (MMHF) to replace the MCJ Hospital would be constructed on the current MCJ site.

Scenario #2 eliminates jail crowding, houses women in a facility that meets their security and treatment needs and creates adequate mental health programmatic space for patients with treatment needs. The inmate-on-inmate assault rate would also be significantly reduced as inmate supervision is enhanced.

Scenario #2: MCJ Closure Add New Bed Capacities							
Action	Jail Population Reduction	Net Jail Population	BSCC Capacity	Operational Capacity	Bed Surplus/ Deficit	Operating Costs (millions)	Capital Costs (millions)
Current Status		15,000	11,478	10,330	-4,670		
1. Eliminate CDCR Intake Restrictions	-2,600	12,400	11,478	10,330	-2,100	$0	$0
2. Implement Case Processing Reforms	-2,000	10,400	11,478	10,330	-70	$0	$0
3. Expand MH Beds	-800	9,600	11,478	10,330	+730	$54m	$6m
4. Expand Alternatives to Incarceration	-1,100	8,500	11,478	10,330	+1,830	$0	$0
Adjust for Future Admission Increase	500	8,900	11,478	10,330	+1,430		
Adjustment for MCJ Closure		8,900	7,966	7,169	-1,731	-$109m	
Adjustment for MCJ Hospital Closure	0	8,900	7,966	7,169	-1,731	-$27m	$0
Jail Bed Capacity Adjustments							
	Bed Capacity Changes	Projected Jail Population	BSCC Capacity	Operational Capacity	Bed Surplus/ Deficit	Operating Costs (millions)	Capital Costs (millions)
5. Open PDC East	+732	8,900	8,698	7,828	-1,072	$35m	$115m
6. Open Mira Loma Women Facility	+832	8,900	9,530	8,577	-323	$57m	$145m
7. Open Medical/MH Facility	+1,000	8,900	10,530	9,477	577	$60m	$541m
Grand Totals		8,900	10,530	9,477	+577	$70m	$807m

Executive Summary Recommendations

1. Implement the Population Reduction Strategies[6]

In order to close the MCJ housing unit in a timely manner and reduce crowding at the other LASD facilities, a comprehensive depopulation effort needs to begin this year, comprised of the following actions:

1. Maintain COVID cite and release policies and restore state prison transfers;
2. Expedite criminal case processing;
3. Expedite releases to existing alternatives to incarceration; and
4. Expand community based mental health beds.

To accomplish these actions, the entire criminal justice community will need to implement a wide array of policies that are already available, and expand community based mental health beds and other programs. These include policies restricting the abuse of court continuances, expansion of

[6] See pages 98-103 for a fuller discussion of these jail population reduction strategies.

video conferencing, expansion of night courts, and expansion of LASD release authority for house arrest and electronic monitoring.[7]

Relative to court continuances, judges should adhere to the recommended standards promulgated by organizations such as the American Bar Association (ABA), the National Center for State Courts (NCSC), and the Conference of State Court Administrators (CSCA). Among other recommendations, these standards require most felony cases to be disposed of within 120-180 days of filing charges, require all requests for continuances to be made in writing at least 48 hours before a scheduled court hearing, limit the reasons for such requests, limit the length of the continuance to 30 days or less, and require an on-going monitoring and analysis of continuances granted and denied by the courts.[8]

Relative to expanding community based mental health beds, a major recommendation of the MCJ Closure Work Group for reducing the jail population was to fund 4,000 community based mental health treatment beds within 18-24 months and 10,000 community beds within three years. These recommendations were based on a RAND study which estimated that 3,368 individuals housed in the jail in June 2019 were *possible candidates* (emphasis added) for placement in the community as opposed to being housed in the jail. At the time of the RAND study, the jail population was 17,323, well above the current 15,000 jail population.

The study was a point in time analysis and did not account for the actual number of people with mental health illnesses who enter and exit the jail system. From January 2019 through May 2020, approximately 25,000 people were released from the jail who were identified as requiring specialized housing due to their mental health needs with an average LOS of 71 days. This group occupies 4,000 jail beds at any given time. Therefore, the goal of reducing the mental health population in the jail by 3,368 would require diverting or reducing the LOS for over 20,000 of the 25,000 jail admissions with significant mental health issues to community based mental health treatment beds. Refining the RAND study criteria, JFA projects that only 5,375 people admitted to the jail system with severe mental illness would be eligible for placement in a community mental health bed after being admitted to the jail. Given their LOS, it would be possible to reduce the current jail mental health population by about 800 which would be the needed number of community mental health beds. Further expansion of community mental health beds would be predicated by evidence that the jail's mental health population has decreased by 800 people.

2. Update the Rutherford Decision[9]

County Counsel should conduct a legal analysis for updating the Rutherford Decision to reflect the current overcrowding conditions. Specifically, the "crowding triggers" and release protocols should be based on today's jail population profiles, BSCC bed capacities, and existing risk assessment instruments to identify people who can be safely released.

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[7] Under California Code, Penal Code 1203.016 and 1203.018 the LASD has broad discretion to release anyone in custody who meets the following criteria: "The inmate is appropriate for the program based on a determination by the correctional administrator that the inmate's participation would be consistent with the public safety interests of the community."

[8] https://www.ncsc.org/__data/assets/pdf_file/0032/18977/model-time-standards-for-state-trial-courts.pdf

[9] See pages 103-104 for a fuller discussion of this recommendation.

3. Begin Closing the MCJ Housing Units[10]

The MCJ housing units are crowded, dysfunctional and dangerous for staff and inmates alike to occupy. The Office of Inspector General (OIG) has been documenting the negative effects of jail crowding for many years.[11] Inmate on inmate assault rates are high. For these reasons, housing units that have medium and minimum custody general population inmates should be targeted for closure as soon as possible. This can be achieved as the population reduction strategies are implemented. The BOS also needs to set a firm deadline for the MCJ Housing Unit closures and fund a comprehensive plan to achieve that goal.

4. Renovate and Re-open the PDC-East Facility[12]

Additional bed capacity is needed if MCJ is to close. The PDC-East facility has been partially renovated but needs to be completely renovated. It can be readily converted into a rehabilitative/program rich campus for sentenced males.

5. Renovate and Re-open the Mira Loma Facility[13]

There is no suitable facility for the women who are currently housed in a high security facility designed for high security males. Renovating Mira Loma is by far the most cost-effective option for addressing this issue. It would also allow for the Old Side tower in MCJ to be closed as high security males are transferred to the vacated CRDF. Detailed plans already exist to repurpose the vacant Mira Loma facility into a model treatment campus for women within two years. If this option is not adopted by the BOS, it will be necessary to construct a far more expensive new women's facility which will take at least five years to complete.

An alternative would be to build a new 1,400 bed women's facility at a site to be determined. San Diego County recently constructed such a facility for their female population at a cost of about $225 million. Adjusting for inflation and other site related costs, the projected cost of such a facility in Los Angeles would be about $250 million.

6. Construct a New Medical/Mental Health Treatment Facility[14]

The current set of LASD facilities is unable to provide adequate housing and program space for mental health and medical patients. The size and design of the new facility will depend on the ability of the jail to be depopulated. The MMHF would also replace the MCJ Hospital. The current estimate is that the facility would have 1,000 beds, which is well below the earlier estimates of 3,885 beds.

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[10] See page 107-108 for a fuller discussion of this recommendation.

[11] https://oig.lacounty.gov/Portals/OIG/Reports/Review%20of%20IRC%20Intake%20Evaluation%20Process.pdf?ver=2019-11-13-082950-377

[12] See page 106 for a fuller discussion of this recommendation.

[13] See page 106 for a fuller discussion of this recommendation.

[14] See pages 106 for a fuller discussion of this recommendation.

7. Initiate Annual Jail Population Projections[15]

State and local criminal justice policies are constantly changing from year to year. Jail population projections should be updated at least on an annual basis. These projections will assist in operations, planning for population needs and services within the existing infrastructure, and identify further opportunities to safely depopulate the jail system. They would also inform the requirements for future capital investments as facilities reach/exceed their operational lifespan. Stated more directly, the onset of the COVID-19 pandemic resulted in historic declines in crime, arrests, jail admissions, and the jail population which stimulated long overdue discussions on how to close once and for all the MCJ. As the pandemic diminishes, one needs to be concerned that the jail population will return to its pre-COVID-19 level of 17,000. Just sustaining the jail population at its low number of 12,000 will require the Los Angeles criminal justice system to implement far reaching reforms that thus far it has been unable or unwilling to do. These reforms will be needed along with renovated and new bed capacity to reach the ultimate goal of closing MCJ.

8. Reevaluate the Jail Classification System[16]

The jail system has a comprehensive classification policy that dictates how each person in custody is to be housed and supervised. These policies have a direct impact on the number and type of beds required to safely house the jail population. Higher classifications generally require single and double cells which, as previously mentioned, is a critical factor in how a post-MCJ jail system will need to be reconfigured.

The LASD should reevaluate use of the Northpointe Jail Inmate Classification (NJIC) system which i) has the potential of overclassifying people, and ii) is not racially biased.

A separate jail classification system should be developed specifically for women. Currently, the women are classified using the same criteria that are applied to the male population. As such, women are likely being overclassified.

9. Evaluate Custody Staffing Ratios [17]

Given the current design and condition of LA County jail facilities, a comparative review indicates current custody staffing patterns are below levels found in most other systems and below levels generally considered necessary to assure adequate supervision and security. An accurate assessment of system understaffing or overstaffing requires the detailed assessment of staff deployment, roster management, and workload metrics that is currently underway in a separate study. Those findings will further inform how a post-MCJ jail system could potentially be staffed.

[15] See pages 97-98 for a fuller discussion of this recommendation.
[16] Please refer to pages 24-27 for a fuller discussion of this recommendation
[17] Please refer to page 45-47 for a fuller discussion of this recommendation

10. Establish a Consolidated Independent Pretrial & Release Agency[18]

Numerous County departments have programs aimed at diversion. Consolidation into a single independent Pretrial & Release Agency that governs all risk assessment instruments now being used by the courts and the LASD would improve coordination of the existing release mechanisms, for both pretrial and sentenced releases, and expedite the releases to a variety of existing community-based programs and supervision levels. The organizational location of such an agency should be developed by the CEO's ATI division.

[18] Please refer to page 101 for a fuller discussion of this recommendation.

Part 1 - Estimated Cost Savings from a Reduced Jail Population and Closure of Men's Central Jail

Introduction

For a number of years there has been an interest by the Los Angeles County Board of Supervisors (BOS), the Los Angeles Sheriff's Department (LASD), and community stakeholders and advocates to close the aging downtown Men's Central Jail (MCJ). The following summary provides context for some of the major developments.

In 2013, in a joint letter submitted by the Chief Executive Office (CEO) and the LASD to the BOS, the outline of an MCJ closure plan was submitted that would a) close the MCJ and b) construct a new 3,456 bed replacement facility on the same site.[19] That plan also suggested the need to construct a 1,156 bed female facility at the Pitchess Detention Center unless the vacated Mira Loma facility could be retrofitted. Under this plan, the total jail bed capacity would largely remain constant at 15,000, still insufficient to adequately house the then population of 17,800. The gap was to be closed by implementing a number of alternatives to detention.

A subsequent study was conducted by the Vanir Construction Management, Inc. to more clearly delineate various options for closing the MCJ. All of the options prepared by Vanir were replacement facilities that would cost approximately $1 billion to complete over a five-year time frame. [20]

Between 2014 and 2018, there were a number of actions taken by the BOS to build upon Vanir's options for closing MCJ. These actions culminated in a proposal submitted by the Department of Public Works on January 8, 2019, to build a 3,885 bed facility called the Consolidated Correctional Treatment Facility (CCTF). The projected costs of the CCTF were $2.2 billion and did not include design/build fees for the McCarthy Building Companies that could have reached $53 million. Concurrently, LA County took several significant steps to reduce its reliance on incarceration, and to expand diversion and treatment, including the 2015 creation of the Office of Diversion and Reentry (ODR) and increased investment in substance use disorder treatment, mental health services, case management services, and interim and supportive housing.

Additionally, the BOS recognized similar successful efforts in both New York City and Cook County, Illinois to significantly reduce the number of incarcerated individuals in large, urban criminal justice systems while still improving public safety. In consideration of these factors and the high cost of the proposed CCTF contract, the McCarthy Building Companies' contract was terminated February 12, 2019. At that time, the BOS moved to initiate planning for closure of the

[19] Joint Recommendation by Chief Executive Office and Los Angeles Sheriff Department to Los Angeles County Board of Supervisors, Jail Plan and Alternatives to Incarceration, March 13, 2013.
[20] Vanir Construction Management, Inc. Los Angeles County Jail Plan: Independent Review and Comprehensive Report. Final Report - July 5, 2013.

MCJ and established the Alternatives to Incarceration (ATI) Working Group, a public-private working group, to draft a comprehensive plan to build a more effective justice system.

As shown later in this report, the jail population began to rapidly decline in March 2020 as a result of the COVID-19 pandemic that served to lower crime rates, arrests, and jail bookings. Based in part on the reduction in the jail population from 17,000 to below 12,000, there was heightened interest in developing a plan to close MCJ without having to construct a replacement facility. To that end, the following two workgroups were tasked to guide the development of a plan to close the MCJ and maintain a low jail population:

1. Jail Population Review Council and,
2. MCJ Closure Work Group.

Within the MCJ Closure Work Group, the following three committees were established:

1. Data and Facilities Committee;
2. Services and Program Committee; and,
3. Funding Committee.[21]

To contribute to the MCJ Closure Work Group's efforts, the Los Angeles County Auditor-Controller requested that the JFA Institute provide a study with the following specific deliverables:

1. Estimate the cost savings from a reduced jail population post-COVID-19 with existing jail system configuration;
2. Estimate the cost savings from the closure of MCJ; and,
3. Develop a jail population projection that would support the MCJ closure and reduce the overall post-COVID-19 jail population.

What follows are the results of JFA's analysis. A number of policy recommendations are also provided that will need to be implemented in order to achieve the overall goal of closing MCJ.

Overview of the Current Los Angeles Jail System Facilities and Bed Capacities

Currently, the LASD operates the following eight custody facilities that house the jail population:

1. MCJ, including Clinic, Medical Outpatient Housing, Courtline, and Facilities Services Bureau;

2. Twin Towers Correctional Facility (Twin Towers or TTCF), including the Correctional Treatment Center and Urgent Care;

[21] In December 2020, the Funding and Services/Program Committees were merged into a single committee.

3. Century Regional Detention Facility (CRDF);

4. Pitchess Detention Center (PDC) – North;

5. PDC – South;

6. PDC – East (mostly closed);

7. North County Correctional Facility (NCCF); and,

8. Inmate Reception Center (IRC) (Provides temporary housing).

The County also operates a small medical jail ward at the USC Medical Center for additional medical services for patients that cannot be properly treated within the jail system.

There are two types of design bed capacities that have been assigned to each of these facilities. One was established by the LASD while the other was established by the Board of State and Community Corrections (BSCC). BSCC capacities are based on house space sizes and hygiene facility requirements that generally mirror American Correctional Association (ACA) Standards that are often referenced by Courts as reasonable humane requirements for local detention center physical plant environments.

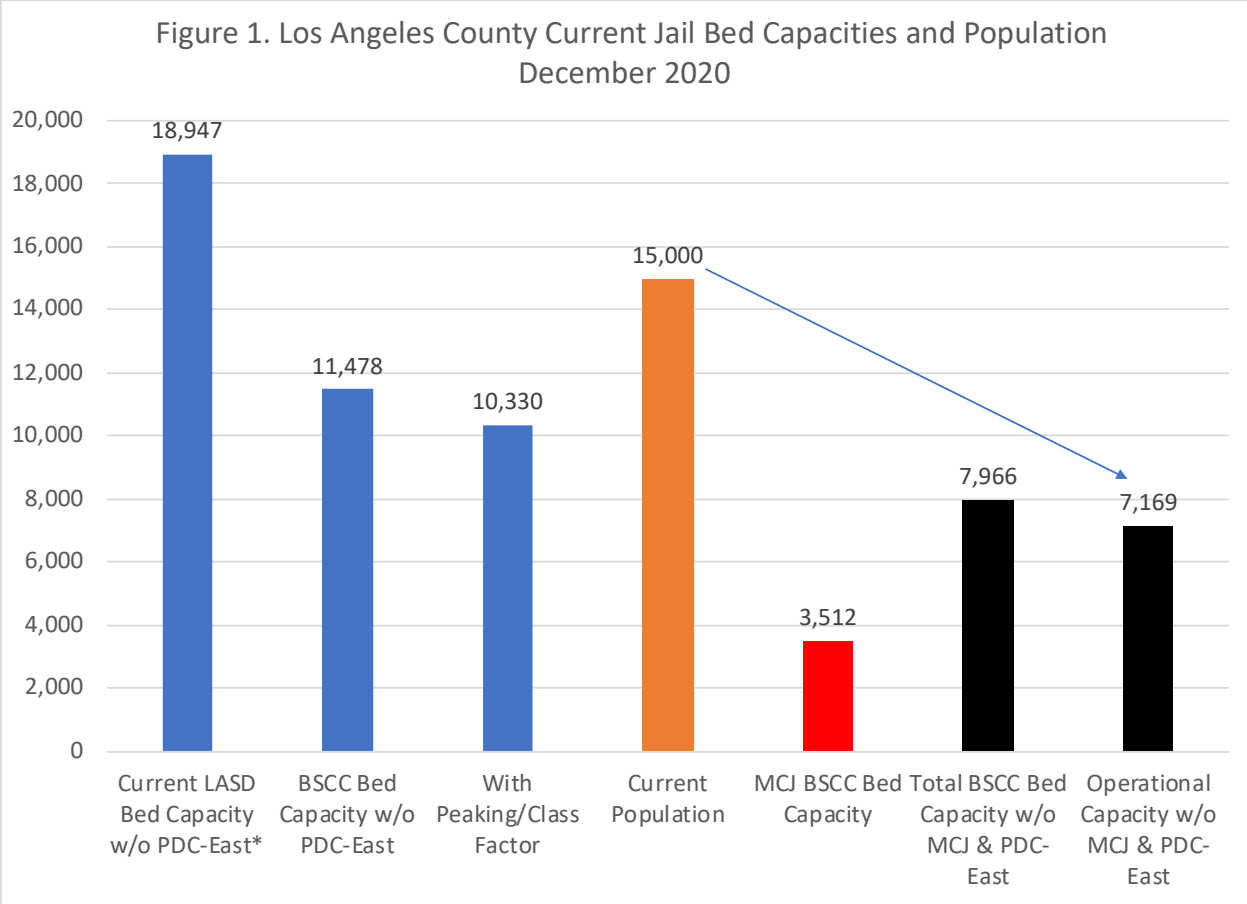
For most of the facilities, the LASD bed capacities are considerably higher than the BSCC figures (Table 1). It is JFA's recommendation that the BSCC figures be formally adopted by all parties in terms of setting the long-term LASD jail bed capacities and jail population caps. However, in order to obtain the more immediate goal of closing the two MCJ major housing towers, it will be necessary to stay within the LASD bed capacities for the near future.

Table 1. Los Angeles County Jail Bed Capacities and Populations - 2020

Facility	Bed Capacity			Population			
	BSCC Capacity	LASD Bed Capacity	Difference	January 2020		December 2020	
	Beds	Beds	Beds	Pop	%	Pop	%
Men's Central Jail	3,512	4,589	1,077	4,324	26%	4,246	29%
Century Regional- Females	1,708	2,679	971	2,065	12%	1,432	9%
North County Facility	2,214	4,344	2,130	3,858	23%	3,954	27%
PDC-North	830	1,536	706	1,420	9%	1,452	9%
PDC- South	782	1,525	743	1,414	8%	397	3%
PDC-East*	926	1,932	1,006	68	0%	24	0%
Twin Towers	2,432	4,274	1,842	3,175	19%	3,102	21%
IRC – Reception	0	0	0	281	2%	227	2%
Total	12,404	20,879	8,475	16,605	100%	14,834	100%
Less PDC-East	11,478	18,947	7,469				

* Largely closed for renovations.

The total BSCC bed capacity is 12,404 but this includes the PDC East facility which is essentially closed. Removing the PDC-East capacity figure lowers the current BSCC bed capacity to 11,478 (Figure 1).[22] However, the "Operational" capacity for the jail system should be set at 90% of the design capacity to account for seasonal peaking, restricted housing, and classification factors. This would lower the population cap to 10,330. With a current jail population of about 15,000, one can see that the current jail system is severely over-crowded.



* The LASD bed capacities are based on using areas that were not originally designed for housing people and/or exceeding the number of beds that were designed for the facility. For example, adding bunk beds to dormitories that were designed to only accommodate a certain number of people

If one were to remove the MCJ beds, the total BSCC bed capacity (including the removal of the PDC East facility would drop to 7,996. Applying the 90% peaking/classification factor, the operational bed capacity would be 7,169. If PDC-East were to reopen the BSCC operational bed

[22] It should be noted that the MCJ Work Group report did not assume that PDC-East would not be available to house inmates which would be essential to close MCJ without building any other facilities. At this time, it is not clear when or if PDC -East can re-open unless there is a major renovation to the facility which will take approximately 2 years to complete.

capacity less MCJ would rise to 8,095. As described later, the operating costs associated with PDC-East are not currently factored into the overall LASD operating costs.

The BSCC capacities do not address the fact that closing MCJ would eliminate a large number of single cells that exist in the MCJ. As shown later in this report, there would be a sufficient number of single cells for the people now housed in such units in MCJ if the CRDF is repurposed as a male facility. However, this would require that the women now housed at CRDF be relocated to either an existing LASD facility, or that a new facility be constructed.

It should be added that the current crowding situation described above is unique to Los Angeles County. According to the BSCC, the combined California jail population for all jurisdictions on February 1, 2020, absent Los Angeles County was 55,647 with a BSCC design capacity of 66,687 or 83% of design capacity.

The Role of Jail Classification

In developing an MCJ closure plan, one must also take into account the various classification levels of the jail population and how they relate to facilities they must be housed in on a daily basis.

The LASD has a comprehensive classification policy that dictates how each person in custody is to be housed and supervised. These policies have a direct impact on the number and type of beds (single, double, and dorms) required to safely house the jail population. They also have a direct impact on the population being housed at the MCJ complex that must either be relocated to other facilities and/or placed in the community.

In general, the classification system assigns people to one of two major categories – general population and restricted population – which is consistent with the requirements of California Title 15 Minimum Standards for Local Detention.

General Population

The general population constitutes the largest portion of the current jail population and is separated into three custody levels (maximum, medium and minimum). Each of these three categories is further separated into nine levels as determined by a classification scoring system developed by Northpointe.

The Northpointe Jail Inmate Classification (NJIC) system, used by LASD, uses a decision tree format, as opposed to the more traditional objective jail classification system developed by the National Institute of Corrections (NIC) which uses an additive point scoring process (see Appendix A). A decision tree format is a series of yes and no factors that ultimately places a person in one of nine custody levels which are then consolidated into one of three custody levels (low, moderate, or high). There are initial classification and reclassification instruments. The initial classification is completed by IRC staff at booking while reclassification is completed 45 days later by classification staff who do a paper review of changes in the following areas:

1. Disciplinary infractions (serious assault/escape behavior problems);
2. New serious assaultive felony charges added; and,

3. Status Change from sentenced back to sentenced (due to new charges added) or un-sentenced to sentenced.

The NIC additive point system uses some of the same factors but sums the total score to also produce three differently named custody levels (minimum, medium and maximum). The NIC classification system also includes an initial and a reclassification instrument. Reclassification in the NIC additive point system is typically required as a 60-day reclassification review. Given that most of the LA jail population has been in custody for 45 days or more, the Northpointe reclassification instrument is the one that has the greatest impact on the custody level score, resulting in potential over-classifications.

There are three reasons why the Northpointe system tends to over-classify for higher levels of custody as opposed to the NIC system. First, is the unique decision tree format that is easy to understand but can allow certain scoring items to overly restrict placement in a custody level. In the Northpointe system, for example, the first criterion is whether a person is charged with an assaultive felony. If yes, the person can never be assigned to medium security regardless of the person's behavior. Similarly, people assigned to custody level 7 (out of 9 levels), regardless of their behavior can never be assigned to minimum custody. Another criterion is the use of whether the person is in sentencing, pretrial or sentenced status even though there is no research showing that factor to be predictive of misconduct.

Second, Northpointe uses three factors that the NIC system does not use which may also restrict or bias the results. One factor is whether the person is "likely" prison bound. If yes, they are excluded from minimum custody on the reclassification instrument. The other two are education level and community ties. Both can be unreliable as they are self-reported and, more importantly, have not been shown to be related to disciplinary conduct while incarcerated.

Third, there is no separate scale or criteria for the female population which is far less likely to be involved in violent institutional behavior. In other words, the female population is being assessed on criteria based on the predominantly male population which will tend to overclassify them. This deficiency was also noted by the recent CEO funded Moss Group study of the female jail population.[23]

A previous internal study by JFA in 2012, at the request of the LASD, raised concerns that the Northpointe system was over-classifying people into the medium custody levels.[24] Specifically, the JFA study found that the NIC system when applied to a random sample of the LASD jail population produced a significantly higher number of people classified as minimum and a significantly lower number of people assigned to medium custody with no difference in disciplinary rates. In other words, there was a considerable number of people classified as medium who could/should be classified as minimum custody.

[23] The Moss Group. April 17, 2020. *Gender-responsive Priorities Framework Los Angeles County Sheriff's Department Final Submission.* Washington, DC: The Moss Group

[24] Austin, J., Naro-Ware, W., Ocker, R., Harris, R., & Allen, R. (2012). Evaluation of the current and future Los Angeles County Jail population (Tech. Rep.). The JFA Institute.

In response to the earlier JFA study, an internal validation study was undertaken by Northpointe in 2014.[25] That study based its analysis on the cohort of jail admissions which is not conducive to understanding the impact of a classification system on the current jail population because the current population is largely classified under the reclassification instrument. By using an admission cohort, most of the analysis was based on the initial decision-tree format. Nonetheless, the researchers agreed with the JFA conclusion that there was a level of over-classification of potentially minimum custody people into the medium custody level. They offered the following changes to the system:

1. Allow for more downward overrides from Medium to Minimum;
2. Conduct periodic reviews at least every 45 days for all inmates;
3. Regard unsentenced inmates with an AB 109 special handle code as "not prison bound" when completing P 12 on the Primary Classification; and,
4. Increase the Education Based Incarceration (EBI) participation rate (capacity) to obtain a higher percentage reclassified lower to the Minimum Level for re-classification assessments starting at a classification score of 6 or revisit the rationale for the insertion of this language in the reclassification tree.

This potential level of over-classification is instructive when examining the current MCJ jail population classification levels. Table 2 summarizes the current classification levels for males housed at MCJ versus those males assigned to the other LASD facilities. Significantly, only 5% of these people are classified as "Low" custody. This is a low percentage compared to other large jail and state prison systems. A major reason for this very low percentage, in addition to the Northpointe system, has been the sharp reduction in jail bookings and the associated increase in the State Prison sentenced inmates who are ready for immediate transfer to the CDCR (or referred to as SP-4 population). Prior to March 2020, the Low custody population was 21%.[26]

Additionally, in terms of classification, there are now major differences between the MCJ population and the other LASD facilities that house males. There are slightly higher percentages of people classified as "Low" and "High" at the MCJ which is related to some of the special "restricted" populations that are assigned to MCJ as discussed below.

Table 3 shows the classification levels by the three major race/ethnicity groups represented in the current jail population. Notably, Black individuals have a significantly higher representation in the "High" custody level as compared to white and Hispanic inmates. This is not to say that the Northpointe instrument is racially biased. Rather, further statistical analysis would be necessary on the various scoring factors to understand the basis for the disproportionate number of Black people assigned to high custody level.

[25] Dieterich, W., William L. Oliver, Tim Brennan, and Jed McDaniel. (2014). An Examination of the Los Angeles County Jail Classification System. Results from a Psychometric Study Conducted for the Los Angeles County Sheriff's Department. Northpointe.

[26] https://lasd.org/wp-content/uploads/2021/02/Transparency_Custody_Division_Population_2020_First_Quarter_Report_022621.pdf

Table 2. Current Classification Custody Levels
MCJ vs. Other Facilities – January 19, 2021

Custody Level	All Other Facilities (CRDF Excluded)		MCJ Only		MCJ Only (Less SP4)	
	Number	Percent	Number	Percent	Number	Percent
Total	**9,205**	**100.0%**	**4,214**	**100.0%**	**3,237**	**100.0%**
1	11	0.1%	7	0.2%	7	0.2%
2	133	1.4%	51	1.2%	51	1.6%
3	44	0.5%	37	0.9%	37	1.1%
4	240	2.6%	126	3.0%	126	3.9%
Total Low	**428**	**4.6%**	**221**	**5.2%**	**221**	**6.8%**
5	886	9.6%	433	10.3%	429	13.3%
6	1,651	17.9%	851	20.2%	512	15.8%
7	4,676	50.8%	1,820	43.2%	1,297	40.1%
Total Medium	**7,213**	**78.4%**	**3,104**	**73.7%**	**2,238**	**69.1%**
8	1,451	15.8%	815	19.3%	710	21.9%
9	113	1.2%	74	1.8%	68	2.1%
Total High	**1,564**	**17.0%**	**889**	**21.1%**	**778**	**24.0%**

Table 3. Current Classification Custody - January 19, 2021
By Black, Hispanic and White

Level	Race							
	Black		Hispanic		White		Total	%
Low	131	3.0%	498	6.2%	129	7.3%	758	5.3%
Medium	3,254	73.8%	6,328	78.5%	1,392	78.5%	10,974	77.0%
High	1,023	23.2%	1,236	15.3%	252	14.2%	2,511	17.6%
Totals	4,408	100.0%	8,062	100.0%	1,773	100.0%	14,243	100.0%

Restricted Populations

Another component of the classification system is the process by which people are assigned as "Keep-Aways". The restricted populations are designated by the Keep-Away (or K) codes and reflect people who cannot be assigned to the general population. These K-group LASD designations range from people who are pregnant to high profile law enforcement arrestees and people with significant management problems. The various definitions are included in the official LASD classification policy statement as shown below:

K-1-Family of Law Enforcement (Yellow Wristband): Used solely at the discretion of Custody Investigative Services (CIS) – Jail Liaison Unit for inmates who are immediate family members of law enforcement officers.

K-2 through K-5- Keep Away from Another Inmate (Blue Wristband): For people who must be kept away from each other. Those with identical keep-away numbers may be housed and transported together. Those with K-2 through K-5 statuses may be housed with other general population inmates, provided they have no other special handling sub-classifications.

K-6-Administrative Segregation (Yellow Wristband): For people who are not considered to be a threat to jail security but based on special circumstances must be administratively segregated from the general population.

K-7-Administrative Segregation for Pre-Arraigned Inmates (Purple Wristband): For all pre-arraigned inmates who require special tracking, which may be associated with public related events or mass bookings.

` **K-8-Pregnant (Orange Wristband)**: For those who have received notification from Correctional Health Services (CHS) personnel that their pregnancy test has returned with a positive result.

K-10-Jail Security Risk/Temporary Classification (Red Wristband): People who are awaiting review by CIS and who require segregation from the general population until an assessment and inquiry is completed.

K-17-Restrictive Housing-Disruptive (Red Wristband): People who may be disruptive in general population housing or during the provision of medical or mental health services, requiring their segregation from the general population. All K-17s are assessed by Correctional Health Services (CHS) in addition to the Restrictive Housing Panel (RHP).

K-18- Protective Custody (Red Wristband): Based on confirmed information, require segregation from the general population due to the potential threat of harm against them.

K-19-Restrictive Housing-Major Disruptive (Red Wristband): For people who, based on confirmed information, require segregation from the general population due to the potential threat they present to other inmates.

K-20-Restrictive Housing-Highly Dangerous (Red Wristband): For people who, based on confirmed information, present a danger to personnel and other inmates.

As can be seen in these definitions, there is a degree of subjectivity in what constitutes a designation. For example, terms such as “based on confirmed information” and “who may be disruptive in general population” reflect the dependence on professional judgment.

The process by which this is done, as described by the classification staff, is as follows. Any authorized entity (e.g., LASD staff, court personnel, etc.) can refer a detainee to a Sergeant assigned to the custody division as a possible Keep-Away. If the Sergeant, based the review of the facts, believes a K designation appropriate, the inmate is so labeled. This designation will stay in effect for five years (with the exception of the K-8 pregnancy restriction). Unlike other restricted housing systems in other state prison and local prison systems, there is no formal interview or hearing conducted with the inmate.

As of January 19, 2021, about 1/3rd of the LASD jail population had been assigned one of these K-group designations (Table 4). If we remove the SP4 population, the percentage remains the same.

The largest group of people so assigned were in the generic Keep-Away codes 2 through 5, which as noted above are lacking a detailed description of basis for such a determination. These groups also include people who "may be housed and transported together (and) may be housed with other general population inmates, provided they have no other special handling sub-classifications". The second largest group is K-6 which is for people who are not a threat to jail security but need to be separated. Similarly, the K-8 is for pregnant individuals and K-18 is for protective custody cases.

So, it seems that the vast majority of the K-groups (codes 2 through 5, 6, 8 and 18) are not security threats and do not require single cells or even double celling. If we only include inmates assigned to K- codes 10, 17, 19 and 20, the total number is about 400. Excluding the SP-4 people the number drops to 364.

While the K groups are distributed across all LASD facilities, about half are concentrated at the MCJ facility (Table 5). The majority at MCJ are for codes 2 through 6. Table 6 repeats the same analysis but excludes the SP4 population to represent what the situation will likely be after the CDCR restrictions for intake are lifted. Based on that table, there are 364 inmates in codes 10, 17, 19 and 20 who require single cells. Most of those cells and people are currently assigned to MCJ (230) or TTCF (119). Closure of MCJ would require a relocation of these 230 people who must be assigned to single cells.

Table 4. Keep-Away Distributions – Entire Jail Population - January 19, 2021

	Total Jail		Less SP4 Population	
Keep Away Codes	Population	%	Population	%
Total Jail Population	14,786	100%	12,049	100%
None	10,311	70%	8,441	70%
Total Keep-Away	4,475	30%	3,608	30%
1. Family Law Enforcement (K1)	10	0%	8	0%
2. Generic Keep Away (K2)	740	5%	594	5%
3. Generic Keep Away (K3)	224	2%	166	1%
4. Generic Keep Away (K4)	899	6%	703	6%
5. Generic Keep Away (K5)	205	1%	160	1%
6. Admin Segregation (K6)	1,732	12%	1,376	11%
8. Pregnant (K8)	18	0%	18	0%
10. Temporary Segregation Review (K10)	106	1%	100	1%
17. Disruptive (K17)	44	0%	43	0%
18. Protective Custody (K18)	248	2%	219	2%
19. Major Disruptive (K19)	216	1%	192	2%
20. Highly Dangerous (K20)	33	0%	29	0%
Codes 10, 17,19, 20	399	3%	364	3%

Table 5. K Group Populations by Facility – Entire Jail Population, January 19, 2021

K Group	MCJ	CRDF	ESTF	IRC	NCCF	NORF	OUT-Patient	SOUF	TTCF	USCM	Total
1	4	1	0	0	0	0	0	0	5	0	10
2	282	24	0	1	316	0	8	0	108	1	740
3	96	21	0	0	0	86	2	0	19	0	224
4	188	2	0	4	595	1	7	0	101	1	899
5	179	2	4	0	0	0	0	9	11	0	205
6	885	14	0	17	187	383	18	0	224	4	1,732
8	0	17	0	0	0	0	0	0	1	0	18
10	26	13	0	9	1	0	2	1	52	2	106
17	0	4	0	0	0	0	0	0	40	0	44
18	158	14	0	1	0	0	2	0	72	1	248
19	181	11	0	0	0	0	2	0	22	0	216
20	23	1	0	1	0	0	0	0	8	0	33
Total	2,022	124	4	33	1,099	470	41	10	663	9	4,475
Codes 10,17,19,20	230	29	0	10	1	0	4	1	122	2	399

Table 6. K Group Populations by Facility – Less SP4 Population
January 19, 2021

K Group	MCJ	CRDF	ESTF	IRC	NCCF	NORF	OUTP	SOUF	TTCF	USCM	Total
1	2	1	0	0	0	0	0	0	5	0	8
2	219	20	0	1	251	0	5	0	97	1	594
3	72	14	0	0	0	65	1	0	14	0	166
4	126	1	0	4	478	1	6	0	87	0	703
5	140	1	4	0	0	0	0	6	9	0	160
6	687	14	0	17	139	308	15	0	192	4	1,376
8	0	17	0	0	0	0	0	0	1	0	18
10	22	12	0	9	1	0	2	0	52	2	100
17	0	4	0	0	0	0	0	0	39	0	43
18	143	14	0	1	0	0	2	0	58	1	219
19	157	11	0	0	0	0	2	0	22	0	192
20	21	1	0	1	0	0	0	0	6	0	29
Total	1,589	110	4	33	869	374	33	6	582	8	3,608
Codes 10, 17, 19, 20	200	28	0	10	1	0	4	0	119	2	364

Mental Health Population

One of the key populations that must be safely housed and offered treatment services is the mental health population. As will be shown here, a sizeable number of these people would either have to be relocated to other LASD facilities or placed in the community when MCJ is closed.

While there are a number of people in the jail who have generic mental health needs, the group in greatest need refers to people classified as HOH (High Observation Housing) followed by people classified as MOH (Moderate Observation Housing). As shown in Table 7, there are about 4,000 such patients in the jail system with 1,200 being the HOH patients. The HOH males are concentrated in Twin Towers while the females are assigned to CRDF. There is a significant MOH population at MCJ that would have to be relocated should MCJ be closed.

The LASD is currently under a consent decree since 2015 (U.S. vs. County of Los Angles and Sheriff McDonnell, CV No. 15-05903 DDP (JEMX)) which requires the LASD to meet certain operational standards. In particular, HOH patients must be offered 10 hours per week of recreation time and another 10 hours per week program/treatment time. This amounts to 2-3 hours per day of out-of-cell time. Integrated Correctional Health Services (ICHS), which is under the Department of Health Services, provides mental health services to patients in the jail. Thus far, ICHS has been unable to meet the provisions of the consent decree and is likely to be unable to do so given the design of the current LASD facilities in which these patients are housed.

Table 7. High Observation Housing and Moderate Observation Housing Patients By Facility – March 5, 2021

Facility	HOH	MOH	Totals
MCJ	2	390	392
Twin Towers	925	1,881	2,806
CRDF	273	297	570
NCCF	0	0	0
PDC – South	0	0	0
PDC-North	0	312	312
Total	1,200	2,880	4,080
% of Total Jail Population	8%	19%	27%

Specifically, there is a severe lack of confidential interview space in the TTCF and CRDF to conduct the 10 hours per week of out of cell program/treatment services (individual or small groups). Under current policy, all HOH patients must be placed in restraints when leaving their cells and are then chained to a metal table located in the housing area.

There is a significant mental health staff shortage. While the budgeted positions seem reasonable, the ICHS has been unable to recruit and retain mental health staff thus requiring an excessive use of overtime and/or an inability to meet the agreed upon standards of care.

There is also a shortage of security staff at the facilities where HOH and MOH patients are housed. Such shortages, noted by the Joint Settlement Agreement Monitor, negatively impact the ability to escort HOH patients out of their cells and supervise them while participating in their scheduled treatment sessions.

Analysis of the MCJ

Facility Description

The MCJ actually consists of a number of facilities that provide a wide array of services and functions for the entire LASD jail system (Figure 2). The original facility (Figure 2, location 6) was constructed in downtown Los Angeles in 1963 and largely consisted of a four-floor tower known as the "Old Side" with an LASD bed capacity of 2,498 beds, most of which are single cells (Table 8). In 1976, a major addition was added to form the current MCJ facility known as the "New Side" (Figure 2, location 7). It consists of three floors of housing with an LASD bed capacity of 2,166. Unlike the Old Side, the New Side, is a mixture including some single cells but mostly dormitory style housing.

Figure 2. Arial View of MCJ Complex

Table 8. MCJ Complex LASD Bed Capacities

	Old Side		New Side		Hospital		Total	
	Units	Beds	Units	Beds	Units	Beds	Units	Beds
Single Cells	937	937	88	88	0	0	1,025	1,025
Double Cells	200	400	100	200	0	0	300	600
Four Person	200	800	100	400	0	0	300	1,200
Single Beds	0	0	0	0	335	335	335	335
Dorms	3	116	15	1,462	12	266	30	1,844
Bunks in Day Rooms	21	245	2	16	0	0	23	261
LASD Total	1,361	2,498	305	2,166	347	601	2,013	5,265
BSCC Total	NA	NA	NA	NA	NA	NA	NA	3,512

The Old Side structure has a basement that contains a kitchen and its associated storage and support areas. The kitchen is where the lunch meal is prepared for the MCJ population and Court lockups. It also receives food from the TTCF kitchen for breakfast and dinner and distributes it to decentralized serving kitchens where it is prepped and served to the population. This kitchen's support area also houses the offices for the dietitian and Food Services Bureau staff. The total size

of the warehouse, storage area, kitchen, laundry, and mechanical rooms is 95,000 square feet. The ground floor also contains lobbies, visiting, and administrative offices. The New Side structure also has office space for administration.

The detailed Vanir 2013 study[27] made the following observations about the MCJ's Old and New Side housing design deficiencies:

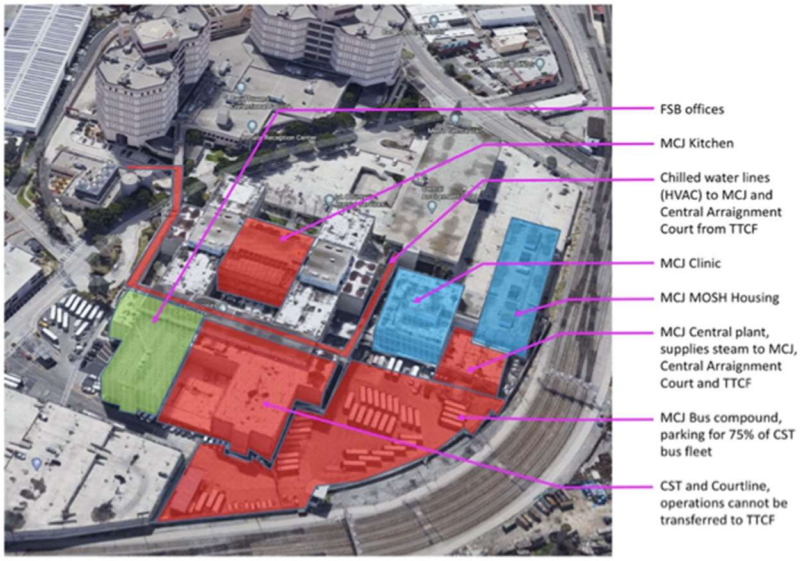
1. Linear design that does not accommodate constant visual supervision to maintain officer and inmate safety;
2. Inadequate dayroom area and outdoor recreation area and opportunities;
3. Deteriorating physical condition including all major building systems; and,
4. Seismic deficiencies per 2006 structural analysis. (Vanir 2013: p. 124).

The third major housing building is referred to as the Hospital which has three floors and an LASD bed capacity of 601 beds. The upper two floors of the Hospital contain some single room housing which is used for patients who require separation from other patients. The capacity for the Hospital is not included by the BSCC as part of the official LASD bed capacity. However, because it holds several hundred patients on any given day, its bed capacity is shown in Table 8.

In addition to housing functions, the MCJ complex provides for a number of unique operational and security functions that support the entire jail system that will need to be duplicated elsewhere should the entire complex be closed. These include a power plant, transportation center that services the large LASD bus fleet moving hundreds of people on a daily basis, the Centralized IRC, a below-grade tunnel connecting the jail to the arraignment court which is used to transport hundreds of people to the courts when in session, and a Medical Clinic (Figure 3).

[27] Vanir Construction Management, Inc. July 5, 2013. **Los Angeles County Jail Plan. Independent Review and Comprehensive Report. Final Report.**

Figure 3. Men's Central Jail Shared Infrastructure Diagram



MCJ Population Analysis

A viable plan for closing the MCJ over a reasonable timeframe must include an understanding of the population that is currently housed there. Either that population must be relocated to other LASD facilities, removed from custody via alternative criminal court policies or some combination thereof.

The first step in this analysis is to examine the demographic, classification, and criminal charge attributes of the LASD jail population with particular attention to the MCJ population. For this analysis, we relied on the most recent January 19, 2021 snapshot data file with a column showing the SP4 people removed to reflect more accurately what the jail population will be once the back-up to the CDCR is resolved later this year.

As shown in Table 9, there are no major differences in the MCJ population with respect to the other portion of the LASD jail population. However, the MCJ population has a significantly longer LOS to date, is slightly disproportionately Black, has a lower proportion in sentenced only status, and a high proportion in the SP4 category. And as noted earlier the MCJ houses most of the people requiring single cell placement.

Large proportions of the jail population that are in pretrial status have a "no-bail" order meaning that, by order of the courts they cannot be released. For those that have a bail that has been set, most of the bail amounts are above $500,000.

Table 9. Los Angeles County Jail Population Attributes
January 19, 2021

Attribute	All Other Facilities		MCJ Only		MCJ Only (Less SP4)	
	Number	Percent	Number	Percent	Number	Percent
Total	**10,572**	**100.0%**	**4,214**	**100.0%**	**3,237**	**100.0%**
Average Length of Stay (LOS) to Date (days)	**249 days**		**377 days**		**363 days**	
Gender						
Female	1,378	13.0%	0	0.0%	0	0.0%
Male	9,194	87.0%	4,214	100.0%	3,237	100.0%
Race						
Black	2,933	27.7%	1,475	35.0%	1,123	34.7%
Hispanic	5,930	56.1%	2,132	50.6%	1,633	50.4%
Other	411	3.9%	132	3.1%	104	3.2%
White	1,298	12.3%	475	11.3%	377	11.6%
Current Age						
24 and under	1,801	17.0%	689	16.4%	514	15.9%
25 - 34	4,265	40.3%	1,665	39.5%	1,274	39.4%
35 - 44	2,608	24.7%	1,066	25.3%	831	25.7%
45 and older	1,898	18.0%	794	18.8%	618	19.1%
Average Age	35.3		35.7		35.8	
Median Age	32.9		33.3		33.5	
Number of Charges						
One	4,329	40.9%	1,722	40.9%	1,369	42.3%
Two	3,037	28.7%	1,128	26.8%	829	25.6%
Three or more	3,206	30.3%	1,364	32.4%	1,039	32.1%
Average number of charges	2.2		2.3		2.3	
Median number of charges	2.0		2.0		2.0	
Sentence Status						
Pretrial Only	4,438	42.0%	1,518	36.0%	1,518	46.9%
Pretrial and Sentenced	2,244	21.2%	966	22.9%	963	29.7%
Sentenced Only	3,890	36.8%	1,730	41.1%	756	23.4%
No Bail	3,153	29.8%	1,562	37.1%	1,204	37.2%
Pretrial Only and No Bail	1,033	9.8%	474	11.2%	474	14.6%

Part of the reason why so many people have no-bail or high bail amounts can be linked to the criminal charges that have been filed against them (Table 10). Most (about 55%) people have more than one charge. In terms of the nature of the charges, using the most serious charge that has been filed, virtually all (about 90%) of them are for felony crimes with a high percentage of them for violent crimes (about 60%). Again, there are no major differences between the MCJ and other LA

jail populations. However, the MCJ population does have a slightly lower population charged with felonies and violent felonies.

Table 10. Los Angeles County Jail Population by Most Serious Current Charge MCJ vs. Other Facilities – January 19, 2021

Offense	All Other Facilities		MCJ Only		MCJ Only (Less SP4)	
	Number	Percent	Number	Percent	Number	Percent
Total	**10,572**	**100.0%**	**4,214**	**100.0%**	**3,237**	**100.0%**
Total Felony	**9,792**	**92.6%**	**3,726**	**88.4%**	**2,787**	**86.1%**
Felony Violent	**6,611**	**62.5%**	**2,539**	**60.3%**	**1,892**	**58.4%**
Murder/manslaughter	1,529	14.5%	810	19.2%	708	21.9%
Sex	599	5.7%	296	7.0%	212	6.5%
Assault/battery	1,946	18.4%	603	14.3%	408	12.6%
Robbery	1,186	11.2%	395	9.4%	272	8.4%
Domestic violence	427	4.0%	184	4.4%	111	3.4%
Violate protective order	47	0.4%	12	0.3%	9	0.3%
Threaten Death/GBH	304	2.9%	97	2.3%	68	2.1%
Threaten executive officer	98	0.9%	20	0.5%	14	0.4%
Other violent	475	4.5%	122	2.9%	90	2.8%
Felony Drug	**410**	**3.9%**	**187**	**4.4%**	**145**	**4.5%**
Drug Sale	344	3.3%	156	3.7%	117	3.6%
Drug Possession	66	0.6%	31	0.7%	28	0.9%
Felony Non-Violent	**2,771**	**26.2%**	**1,000**	**23.7%**	**750**	**23.2%**
Burglary	747	7.1%	286	6.8%	212	6.5%
Fraud/forgery	120	1.1%	42	1.0%	37	1.1%
Theft	511	4.8%	204	4.8%	155	4.8%
Malicious mischief	177	1.7%	56	1.3%	47	1.5%
Other property	175	1.7%	36	0.9%	31	1.0%
DUI	87	0.8%	42	1.0%	26	0.8%
Weapons	400	3.8%	144	3.4%	80	2.5%
Probation/parole violation	369	3.5%	129	3.1%	121	3.7%
Other Non-Violent	94	0.9%	36	0.9%	30	0.9%
Traffic	89	0.8%	24	0.6%	10	0.3%
FTA	2	0.0%	1	0.0%	1	0.0%
Total Misdemeanor	**310**	**2.9%**	**79**	**1.9%**	**78**	**2.4%**
Other	**470**	**4.4%**	**409**	**9.7%**	**372**	**11.5%**

In summary, there are no major demographic, offense, or bail amount attributes that distinguish the MCJ population from the other facility's population with the exception of gender and LOS.

MCJ Single Cells

In terms of cell beds as opposed to dorms, there are only three facilities that have a substantial number of cells – MCJ, TTCF and the CRDF. These three facilities have a total of about 4,500 cells (see Table 11, cells are highlighted in red). If MCJ is closed, the total number of cells available declines to 2,849.

As indicated in the jail classification analysis, there is a large number of males in single cells in MCJ who could be housed in double cells in other facilities. However, those cells are largely occupied by mental health patients (Twin Towers) or females (CRDF). The few remaining cells are located at the NCCF and PDC-North, but these are reserved to discipline inmates and cannot be used for long-term housing.

Clearly, one way to increase the availability of cells for the current MCJ population would be to re-purpose the CRDF facility back to its original function as a male maximum security facility. However, to do so would require removal of the female population to a facility that has not yet been envisioned.

Table 11. LASD Jail Type of Beds by Facility

Facility	Cell Type	Single Cells	Double Cells	Four Person Cells	Bunks in Dayrooms	Dorms Multi-rooms	Total LASD Capacity	BSCC Capacity
	cells/rooms	1,025	300	300		32		
MCJ	beds	1,025	600	1,200		1,764	4,589	3,512
Twin Towers	cells/rooms	35	1,597			60		
	beds	35	3,194			1,045	4,274	2,432
	cells/rooms	6	939		12	4		
CRDF	beds	6	1,878		419	376	2,679	1,708
	cells/rooms		192			60		
NCCF	beds		384			3,960	4,344	2,214
	cells/rooms		32			16		
PDC-North	beds		64			1,472	1,536	830
	cells/rooms					18		
PDC-South	beds					1,525	1,525	782
	cells/rooms		48			14		
PDC-East	beds		96			1,836	1,932	926
Grand Totals	cells	1,066	3,108	300	0	0	4,474	
	beds	1,066	6,120	1,200	419	11,978	20,879	12,404
Total Cells Available Less MCJ			2,849					

MCJ Housing Plan - Beds and Functions

Each LASD facility has a housing plan that provides a roadmap for making cell and bed assignments. The detailed MCJ housing plan is depicted in Table 12. This table can be separated into three major locations. Modules 1701 through 3800 are located in the "Old Side" that was constructed in the 1960s. Modules 4401 through 5900 and 9100 to 9500 are located in the "New Side". The third section is the Hospital/Infirmary which is not part of the official BSCC MCJ bed capacity.

MCJ has a diverse inmate population to be considered before closure of the facility. The "Old Side" has a large single celled population that contains both trustees and the higher risk individuals with Keep-Away codes K-10 and higher. Several of the dayrooms have been converted to dorm housing units which explains why the BSCC bed capacity is so much lower than the LASD bed capacity, as these dayrooms were never intended to be housing units.

The "New Side" has a largely general population housed in dorms but with some K-6 and lower Keep-Away status individuals who are being housed in dorms. The Hospital consists mostly of dorms and single patient rooms. The beds or rooms that are located in the Hospital cannot be used to determine the jail bed capacity as these are all "temporary" beds.

LASD Custody Division Cost Trends

The primary agencies responsible for the County's jail system are the Custody Division of the LASD which directs the operation of jail facilities in the County, and ICHS, a division within the Department of Health Services which is responsible for the management and delivery of medical and mental health services in the jail system. Table 13 summarizes FY 2019-20 actual expenditures for these agencies as well as enacted FY 2020-21 budget levels. The overall annual costs for the jail operations for the LASD and the ICHS for FY 2019-20 were $1.36 billion with $972 million allocated to the LASD and another $385 million to ICHS.

Due to COVID-19's economic impact, the County enacted major reductions (approximately 8%) or curtailments in funding for all County agencies in the FY 2020-21 budget. For the LASD, appropriations for the Custody Division operations were reduced by about 11.4% or $110.4 million from the FY 2019-20 budget. Insofar as over 93 percent of Custody Division spending goes to staff salaries and benefits, the curtailment resulted in a reduction of staffing by 938 FTE positions, a 16.7 percent reduction in budgeted FTEs (Table 13).

The ICHS budget decreased in FY 2020-21 by $23.2 million. The combined budget for both agencies declined by $133.6 million to $1.22 billion for FY 2020-21.

Table 12. Detailed MCJ Housing Plan

JANUARY 19, 2021 POPULATION BY MODULE									
Module	**Number**	**Beds**	**Cells**	**Function**	**Module**	**Number**	**Beds**	**Cells**	**Function**
Old Side					**New Side**				
1701	4	6	2 Man Bunk	Trustee	4401	8	8	Dayroom	GP
1800	0	0	Dorm	K10	4701	0	8	Dayroom	Trustee
2101	0	0	Dayroom	Exercise	4300	134	146	2-4 Man Cell	GP
2204	0	0	Dayroom	Exercise	4400	134	146	2-4 Man Cell	GP
2201	0	10	Dayroom	Trustee	4500	42	42	1 Man Cell	K6Y
2301	0	0	Dayroom	Exercise	4600	27	42	1 Man Cell	K10
2401	0	20	Dayroom	Trustee	4700	136	144	2-4 Man Cell	GP
2402	7	16	Dayroom	Covid	4800	143	148	2-4 Man Cell	GP
2601	0	0	Dayroom	Exercise	5100	85	87	Dorm	GP
2801	12	22	Dayroom	Trustee	5200	81	84	Dorm	GP
2802	15	18	Dayroom	Trustee	5300	86	87	Dorm	GP
2804	15	14	Dayroom	Trustee	5400	95	100	Dorm	GP
3101	3	8	Dayroom	Trustee	5500	90	100	Dorm	GP
3201	10	12	Dayroom	Trustee	5550	33	66	Dorm	GP
3204	0	10	Dayroom	Trustee	5600	83	87	Dorm	GP
3401/3402	15	39	Dayroom	Trustee	5700	81	100	Dorm	GP
3501	8	16	Dayroom	Trustee	5800	79	87	Dorm	GP
3601	14	16	Dayroom	Trustee	5900	85	87	Dorm	GP
3701	0	8	Dayroom	Trustee	9100	81	104	Dorm	K6G
3801	6	12	Dayroom	Trustee	9200	103	104	Dorm	K6Y
3802	10	24	Dayroom	Trustee	9300	92	117	Dorm	K6G
1700	40	45	1 Man Cell	K10	9400	104	105	Dorm	K6Y
1750	64	67	1 Man Cell	K12	9500	143	147	Dorm	K6G
1751	5	6	1 Man Cell	K10	**MCJ Clinic**				
2100	88	96	1 Man Cell	GP	6000	4	11	Med Cells	Isolation
2200	143	151	2-4 Man Cell	GP	6051	12	14	Med Dorms	K6
2300	67	96	1 Man Cell	GP	6052	14	14	Med Dorms	K6
2400	145	150	2-4 Man Cell	GP	6053	14	14	Med Dorms	K6
2500	75	102	1 Man Cell	ProPer	7000	84	60	Med Cells	Medical
2600	125	154	2-4 Man Cell	Trustee	7004/5	0	18	Med Cells	Medical
2700	101	102	1 Man Cell	GP	7019	0	6	Med Cells	K10
2800	110	152	2-4 Man Cell	Trustee	7031/37	0	7	Med Cells	K10
2900	110	110	2 Man Bunk	K-6B/BP	7100	46	46	Med 1 Man Cell	MOSH
2904	5	6	1 Man Cell	K10	7200	46	47	Med Dorms	MOSH
3100	94	96	1 Man Cell	K10	7202	9	18	Med Dorms	MOSH
3200	111	132	2-4 Man Cell	Trustee	8000	0	138	Med Dorms	Medical
3300	91	94	1 Man Cell	K10	8030	31	UNK	UNK	UNK
3301	8	12	1 Man Cell	K10	8066-73	0	8	Med High Security	K10
3400	81	126	2-4 Man Cell	IRC Overf	8100	0	64	Med Dorms	Medical
3500	76	84	1 Man Cell	K10	8118	0	16	Med Dorms	Medical
3600	115	132	2-4 Man Cell	GP	8119	0	16	Med Dorms	Medical
3700	91	91	1 Man Cell	K-6B/BP	8120	0	16	Med Dorms	Medical
3800	118	126	2-4 Man Cell	GP	8122	0	16	Med Dorms	SVP
					8200	27	59	Med Dorms	MRSA

Table 13. Jail Operations Budget and Staffing, FY 2019-20 – FY 2020-21

	FY2019-20 Budget	FY2020-21 Budget	Change	% Change
Custody Division				
Salaries & Employee Benefits	$888,317,000	$806,389,000	($81,928,000)	-9.2%
Services & Supplies	$85,008,000	$54,724,000	($30,284,000)	-35.6%
Other Charges	$100,000	$100,000	$0	0.0%
Capital – Equipment	$1,005,000	$1,455,000	$450,000	45.1%
Intrafund Transfers	($2,075,000)	($726,000)	$1,349,000	
subtotal	**$972,355,000**	**$861,942,000**	**($110,413,000)**	**-11.4%**
Funded FTEs	5,630	4,692	-938	-16.7%
ICHS				
Salaries & Employee Benefits	$290,215,000	$300,316,000	$10,101,000	11.1%
Services & Supplies	$99,511,000	$92,082,000	($7,429,000)	-2.8%
Other Charges	$1,239,000	$1,781,000	$542,000	192.5%
Capital – Equipment	$1,783,000	$1,578,000	($205,000)	7.8%
Intrafund Transfers	($7,271,000)	($33,437,000)	($26,166,000)	
subtotal	**$385,477,000**	**$362,320,000**	**($23,157,000)**	**-6.0%**
Funded FTEs	2,161	2,054	-107	-5.0%
Total Expenditures	**$1,357,832,000**	**$1,224,262,000**	**($133,570,000)**	**-9.8%**

The magnitude of the Custody Division staff reduction in FY 2020-21 far exceeds the operational impact of the changes in the size of the detainee population. In the eight months from October 2020 through May 2021, the system has stabilized, averaging approximately 15,000 detainees, a substantial increase over the 14,269 average daily population experienced in FY 2019-20. This increase is in contrast to the reduction in budgeted FTEs of 16.7 percent for the Custody Division and 5% for ICHS.

As of December of 2020, population levels in Custody Division facilities had declined by 10 percent from their January, pre-pandemic levels. The reduction in system population levels was primarily realized in two facilities, PDC-South and the CRDF (Table 14). Other facilities such as the MCJ have experienced little if any reductions in the jail population, making staffing cuts in these facilities, shown in Table 14 difficult to implement while maintaining adequate operational performance.

While reduced population levels at PDC-South and CRDF would merit some reduction in staffing, there are still significant detainee populations at these facilities that require custody staff supervision. As such, actual implementation of the full staff reductions required by the FY 2020-21 budget require substantial cuts in staffing levels at all Custody Division facilities.

Table 14. Changes in Facility Staffing & Populations Levels

	Budgeted FTE			Jail Population		
Facility	FY2019-20	FY2020-21	Difference	Jan-2020	Dec-2020	Difference
Men's Central Jail	891	768	-123	4,324	4,246	-78
Century Regional	538	438	-100	2,065	1,432	-633
North County	486	390	-96	3,858	3,954	96
PDC-North	255	249	-6	1,420	1,452	32
PDC- South	306	280	-24	1,414	397	-1,017
PDC-East	209	5	-204	68	24	-44
Twin Towers	889	821	-68	3,175	3,102	-73
IRC – Reception	848	687	-161	281	227	-54
Total	4,422	3,640	-782	16,605	14,834	-1,771

Given the operational need to maintain a minimally adequate level of detainee supervision, the LASD attempted to manage the mandated reduction in staffing through increased reliance on overtime and reallocation of deputies freed up by pandemic-related reductions in workload, and temporary assignment of staff from other LASD divisions to work in the jail facilities. [28]

Cost Savings from a Reduced Jail Population Post-COVID-19 with Existing Jail System Facility Configuration

Over the 12 months preceding the onset of the COVID-19 pandemic, the County managed an average daily jail population of roughly 17,000 people, both pretrial and sentenced. Since that time, the population dropped to a low point of 11,867 before rebounding and stabilizing at approximately 15,000 inmates. The average daily population in all jail facilities was 14,269 in FY 2019-20, reflecting the higher population level in the first half of the year, the substantial initial drop due to COVID, and the subsequent increase and stabilization at current population levels.

This analysis examines actual Salary and Employee Benefits (S&EB) and other cost savings that may have resulted from the reduced jail population over the past year, as well as potential savings going forward, assuming achievement of sustained jail population reductions.

County Department Cost Savings Estimates of a Reduced Jail Population

The two County agencies experiencing the most direct impact of reduced jail populations are those with primary responsibility for managing custody and health care services for the jail system, the LASD and Integrated Correctional Health Services (ICHS). Other County agencies (Probation, Department of Mental Health, Fire Department, and Internal Services Department) provide more limited services and experienced comparatively limited savings and cost impacts from the population reduction.

[28] JFA has requested data documenting these practices.

Neither the LASD nor ICHS have developed detailed estimates of Salary & Employee Benefit (S&EB) savings produced by the lower jail population. Department staff in both agencies indicate that changes in operations related to COVID-19 protocols, treatment, and housing practices more than offset any potential spending reductions resulting from the jail population reduction. Neither department provided documentation for any estimates of cost savings (or increased spending) attributable to the reduction in the jail population or changes in operation due to COVID-19. Accordingly, the JFA consultant team was not able to perform an independent assessment of the LASD and ICHS estimated cost methodologies or projected savings.

The LASD did provide documentation of changes in spending related to the implementation of COVID protocols. The primary change in operational practices resulting from the pandemic was the suspension of in-person visiting and the delivery of program services to detainees. Custody Division data shows that supervision of visiting through all facilities required 54 FTEs. With the implementation of COVID protocols, personnel previously assigned to visiting and inmate services were redeployed to fill line vacancies in facilities which include unfunded (overtime generating) posts required by litigation. This staffing re-allocation maintained security coverage in the jails and reduced the need to otherwise fill those vacant positions with overtime. This resulted in an estimated annualized overtime savings of $11.8 million. However, the LASD projects that restoration of visiting and inmate program services will cost $12.8 million in overtime for assignment of staff to these functions. This represents a $1 million increase in spending over prior levels (Table 15). The LASD plans to staff 9 additional FTEs for visiting to support a new, extended visiting schedule necessitated by social distancing and provide required COVID cleaning crews at the facilities. Table 15 details these increased costs.

Table 15. LASD Custody Division Staffing Pre- vs. Post-COVID

	Pre-COVID Staffing			Post-COVID Staffing			
	Visiting FTEs	Program FTEs	Annual Cost	Visiting FTEs	Program FTEs	Annual Cost	Difference
Sergeant	3	1	$906,214	3	1	$906,214	$0
BI Deputy	1	1	$376,230	1	1	$376,230	$0
Deputy	40	6	$8,264,838	41	6	$8,444,509	$179,670
Custody Assistant	10	11	$2,249,957	18	11	$3,107,083	$857,126
Total	**54**	**19**	**$11,797,240**	**63**	**19**	**$12,834,037**	**$1,036,797**

In order to develop an estimated cost savings driven by the jail population reduction, JFA reviewed available staffing and associated operational costs for LASD and ICHS operations within the jails. Based on these data as described below, JFA prepared estimates of potential cost savings that would result from a sustained jail population reduction.

System Staffing - Custody

The largest component of a jail budget is related to personnel. Jails require the presence of custody 24 hours per day, 365 days per year to provide security and supervise detainees. Major cost savings from a reduced jail population are necessarily a function of a reduced workforce. But that assumes that the current workforce is sufficient to meet the operational demands.

The budgeted staffing level for the Custody Division in FY 2019-20 was 5,630 FTEs. Staff responsible for the supervision of people incarcerated, which includes the command staff, deputies, and civilian custody assistants, total 4,573 FTEs or about 81 percent of the total Custody Division. Over half of the remaining 1,057 administration and support staff work in food service, inmate records, and the laundry.

Within the 4,573 positions allocated to the Custody Division facilities, approximately 16 percent of custody staff work in administrative or support areas, with the largest numbers in Population Management and Access to Care units. If one excludes these non-supervision positions, there is a total of 3,842 positions that are dedicated to the supervision of the 15,000 jail population. Table 16 summarizes Custody Division staffing by assignment and functional role.

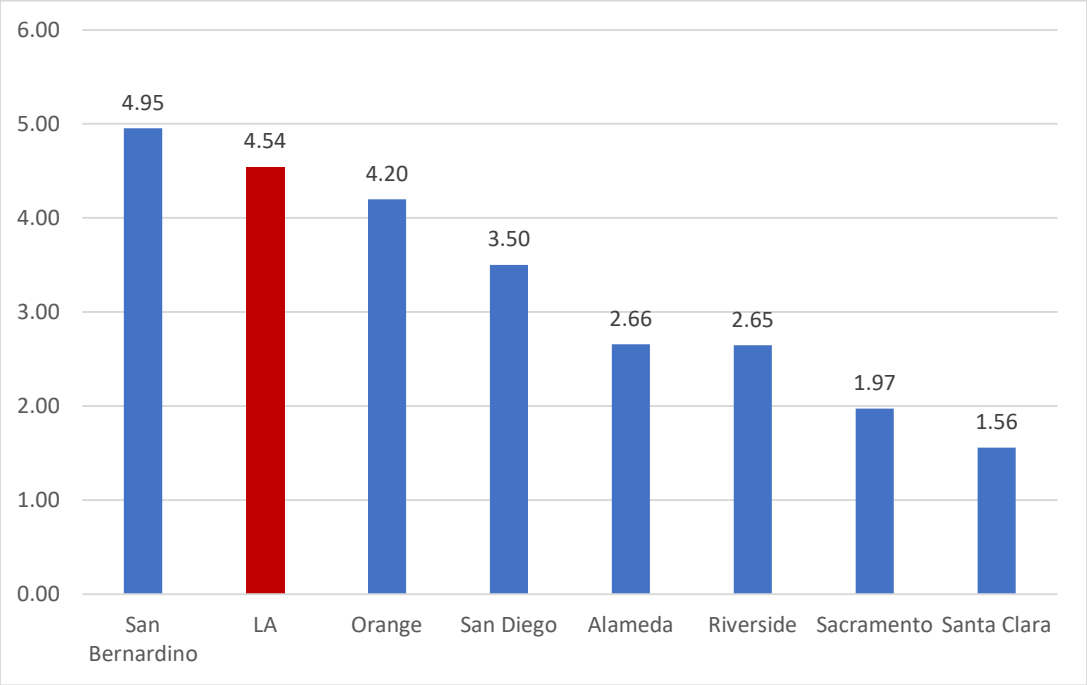
Table 16. LASD Custody Division Staffing, FY 2019-20

	Custody	Admin & Support	Total
Facilities			
Men's Central Jail	874	17	891
Century Regional	503	35	538
North County Facility	457	29	486
PDC-North	243	12	255
PDC- South	272	34	306
PDC-East	207	2	209
Twin Towers	835	54	889
IRC – Reception	451	397	848
subtotal	*3,842*	*587*	*4,422*
Administration & Support			
Admin HQ	9	4	13
Custody Support	35	10	45
Investigative Services	74	4	78
Education Based Incarceration (EBI)	61	15	76
Compliance & Sustainability	49	7	56
Population Management	200	24	224
Special Program Admin HQ	6	10	16
Access to Care	188	70	258
Inmate Services	35	19	54
Custody Admin HQ	5	14	19
Training	63	14	77
Laundry		35	35
ISB/Jail Entrance	3	3	6
Food Service	3	241	244
subtotal	*731*	*470*	*1,201*
TOTAL	**4,573**	**1,057**	**5,623**

Providing an accurate assessment of system understaffing or overstaffing requires a detailed assessment of staff deployment, roster management, and workload metrics that is not within the scope of this initial study. The JFA consultant team will be providing such an assessment in a second study that is now underway. That said, comparisons of aggregate correctional deputy staffing ratios at the LA County jail system with other jail systems provide some indication of the adequacy of Custody Division staffing[29]. The higher the ratio, the more challenging effective and safe supervision becomes. Assuming a system population of approximately 15,000 detainees, the number of detainees per deputy in LA County ranks 2nd only to San Bernardino County in a survey of correctional officer staffing in large California jail systems.

LA County jail detainee/deputy staffing ratios (4.54) are comparable to those in Orange County (4.20) but are far higher than levels used to manage the inmate population in other major counties (Figure 4).

Figure 4. Detainees per Deputy/Correctional Officer, California Jail Systems



Similarly, LA County detainee/deputy staffing ratios far exceed ratios in other major metro jail systems in the United States such as Cook County (2.17), Philadelphia (2.03), Maricopa (2.31), and New York City (0.70). These systems have all experienced population declines, in the case of New York City, a 49 percent reduction in the last four years, but they have made policy decisions

[29] Comparative assessments of detainee/staffing ratios between jail systems are suggestive of overall staffing patterns rather than definitive evidence of the adequacy of system staffing levels. Differences in jail facility layout, housing practices, detainee population, and staff deployment practices limit the utility of detainee/staffing ratio comparisons.

to not reduce correctional officer staffing levels to a significant degree. The national inmate to custody staff ratio in 2018 was 4.2. [30]

Given the large number of custody staff assigned to ancillary duties in jail systems, aggregate-level staffing data provides a limited sense of the actual supervisory conditions in a jail system's housing units. For example, based on current post rosters, the number of actual staff available to supervise inmates at any given time is much lower than the aggregate ratios suggest.

Table 17 shows custody staffing for selected housing units on the day shift in several of LA County's primary jail facilities. The ratio of inmates to staff (sergeants, deputies, and custody assistants) ranges from a low of 37 inmates per custody staff person at the CRDF 3-East unit to 109 inmates per staff person at one of the three modules at MCJ.

Table 17. LA County Jail Housing Unit Detainee/Deputy Staffing Ratios for Selected Housing Units

Facility/Housing Unit	Bed Capacity	Population	Housing	Day Shift Posts	Detainees per Custody Staff
MCJ - Module 4000	1,096	Protective Custody	Cells	15	73
MCJ - Module 5000	1,086	EBI/General Pop	Dorm	17	64
MCJ - Module 9000	872	Protective Custody	Dorm	8	109
North County - 500 Bldg.	956	EBI/Inmate Workers	Dorm	9	106
North County - 600 Bldg.	1,082	Inmate Workers Dorm	Dorm	10	108
North County - 700 Bldg.	1,046	GP/Inmate Workers	Dorm	10	105
PDC South – Unit A	292	General Pop 40 yrs. +	Barracks	3	97
PDC South – Unit B	252	General Pop 40 yrs. +	Barracks	3	84
PDC South – Unit E	252	General Pop/EBI	Barracks	3	84
CRDF - 3 East	444	Mental Health/GP	Cells	12	37
CRDF - 1 West	470	Inmate Workers	Cells/Dorm	8	59
CRDF - 3 West	504	General Pop/EIB	Cells/Dayrooms	8	63
PDC North - Module 1	400	Protective Custody	Dorm	8	50
PDC North - Module 2	400	Mental Health/GP	Dorm	10	40
PDC North - Module 3	400	General Pop Workers	Dorm	8	50

Contemporary correctional supervision standards generally require that the ratio of inmates to staff not exceed 64 in well-designed, direct supervision housing units.[31] The Texas Commission on Jail Standards, requires all jails in the state to maintain minimum housing unit staffing ratios of no more than 48 inmates per staff person. State regulations for jail staffing in Minnesota require 1 officer to 60 inmates for direct supervision housing units with lockdown capability; 1 officer to 48

[30] https://bjs.ojp.gov/library/publications/jail-inmates-2018

[31] Stephen Saunders, Direct Supervision Jails: A Management Model for the 21st Century, Florida Department of Law Enforcement

inmates for direct supervision dormitories; 1 officer to 40 inmates for indirect or pod-based inmate supervision; and 1 officer to 25 inmates for linear housing areas.[32]

Given the current design and condition of LA County jail facilities, a comparative review indicates current custody staffing patterns are below levels found in most other systems and below levels generally considered necessary to assure adequate supervision and security. This suggests that lowering the jail population will not produce significant, if any, reductions in the current staffing levels and thus no cost savings.

Systems that have reduced spending in response to jail population reductions achieve savings by reducing the number of posts and corresponding staffing requirements in jail facilities. This requires population reductions of a magnitude that allows the closing of housing units and the elimination of posts assigned to those housing units. The extreme level of crowding within the LA County jail system has meant that population reductions are operationalized through lower population density rather than the closing of housing units. The need to improve social distancing as a response to COVID has also limited the LASD in modifying the use and staffing of existing housing units. Absent the closure of housing units, any significant reduction in facility staffing and associated spending requirements is unlikely.

ICHS Staffing

ICHS had a budgeted staffing level of 2,054 FTEs in FY 2019-20, with nursing staff making up approximately 56 percent of the staffing complement. Table 18 summarizes health care staffing for LASD jails by functional assignment. ICHS reports that a funding reduction called "salary savings" is incorporated into the current budgets, which sets actual funding below the level required by the budgeted FTE level. The salary savings funding reduction is an overall, bottom-line adjustment. In FY 2019-20, the adjustment was 14.0 percent.

An assessment of the adequacy of jail healthcare staffing requires a thorough evaluation of service delivery models and population needs. ICHS provides a wide array of services throughout LA County jails, including inpatient care at the Correctional Treatment Center, Medical Outpatient Specialty Housing (MOSH) at MCJ, and standard medical, mental health, dental, and health care support treatment at all facilities. There are no established national standards for health care professional staffing in jails. The primary state regulatory staffing requirement that LA County must meet is the amount of nursing hours per patient required to maintain licensure for inpatient care at the Correctional Treatment Center, as defined in the California Code of Regulation Title 22.

[32] Minn. R. 2911.0900-15, Register Vol. 45, No. 35, March 1, 2021

Table 18. ICHS Medical and Mental Health Care Staffing, FY 2019-20

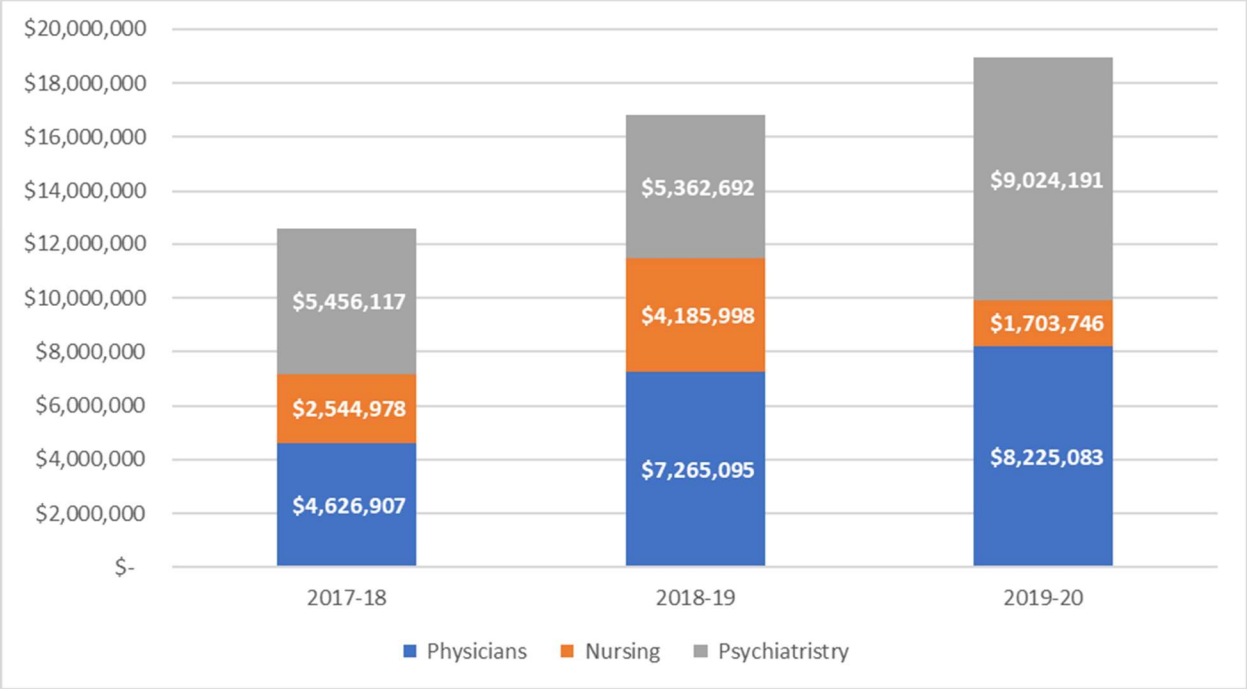
	FTEs
Nursing	1,154
Physicians	60
Radiology	29
Phlebotomy	25
Lab Scientists	17
Pharmacy	126
Psychiatry	49
Psychiatric Social Work	101
Psychology	37
Medical Caseworkers	76
Social Workers	5
Dentists	8
Dental Assistants	11
Admin & Support	356
Total	2,054

The ICHS staffing plan is designed to accommodate current system needs. Where staffing shortfalls develop, as in the case of difficulty in filling physician or nursing positions, the system contracts with registry services for temporary support in meeting service needs. Spending for registry services is a function of the availability of FTEs to provide the same services. Failure to fill staff vacancies results in higher registry service spending in order to keep service levels at desired levels. Spending on registry services increased by 50 percent from FY 2017-18 through FY 2019-20, primarily driven by increased spending for physicians and psychiatrists as shown below (Figure 5).

The impact of lawsuits upon health care staffing needs is most readily apparent in mental health treatment. In 2016, ICHS presented a staffing plan to address the need to come into compliance with the Department of Justice (DOJ) Consent Decree, which was brought about by an increased number of suicides in the jail in the years prior to 2015. The Consent Decree contains 34 specific mental health related provisions with specific timelines for identifying, evaluating, and treating detainees with mental illness. It also requires an improvement in the amount and quality of treatment being provided. Based on the last Monitor's report the LASD is compliant with only 12 provisions.

Much of the non-compliance with the Consent Decree is related to staffing shortages and lack of confidential interview rooms at the Twin Towers (male) and CRDF (female) facilities. While investment in community resources in support of diversion and release of a portion of this population is critical, it will not address the issue in its entirety. Addressing the non-compliance will require, at a minimum, substantial facility renovations of TTCF and CRDF (if possible) to provide needed program space and addition of appropriately licensed staff. In particular, to come

Figure 5. ICHS Health Care Registry Spending, FY 2017-18 to FY 2019-20



into compliance, substantial increases in the number of clinical social workers and appropriately licensed psychiatrists would be required.

In 2016, 280 clinical staff were transferred from the County's Department of Mental Health to the newly created ICHS. At that time, the total mental health population at all facilities totaled 4,197. In 2017, 35 clinical staff were added for a total of 315 to serve the mental health population, which had grown to 4,638. Today, the mental health population is approximately 6,000 which is a 44% increase. Although COVID has impacted the jail population, reducing the overall census to 11,826 at one point, this had little impact on the size of the mental health population.

To meet that growing mental health population need, the ICHS's current proposal includes 39 additional clinical staff. Even with these additional staff, the ICHS and LASD may not be able to meet the requirements of the Consent Decree. Table 19 outlines the key DOJ provisions that are currently not in compliance largely due to inadequate staffing levels.

Unlike a state prison system, a jail is a fluid environment where detainees may remain for time periods that range from hours to years. The number of jail admissions or bookings greatly exceed the number of prison admissions in a year. For the LASD, prior to COVID-19 it recorded about 100,000 bookings per year. Fortunately, about 40% are released within a week, but all of them have to be screened for medical and mental health issues at booking. Additionally, the amount of time any specific inmate remains in the jail is uncertain. This adversely impacts both treatment and release planning.

As noted earlier, there are about 4,000 people who are classified as HOH or MOH. But there are an additional 1,500 people who are being treated with psychotropic medication and are in the

general population.[33] However, due to the high volume of bookings and releases, the mental health needs that must be addressed are much larger. In Part 2 of this report, we show there are over 25,000 releases per year that are either HOH or MOH patients.

Further, the IRC provides assessments for, on average, 865 patients per week or 44,980 per year. The Men's Mental Health Program then receives approximately 220 new patients per week or 11,440 per year. These newly received patients require an evaluation and treatment plan. They are prioritized due to their new arrival status with all requiring an evaluation within either 24 hours or 3 working days, depending on their required level of care.

Due to the acuity of the population, those enrolled in higher levels of care require weekly clinical visits with a psychologist or social worker while those of lower acuity require monthly visits. At this time, there are over 825 males and 175 females requiring at least weekly clinical contacts. There are currently 2,650 males and 430 females requiring at least monthly clinical contact.

Lastly, there is the Joint Settlement Agreement requirement for those with higher acuity (900 individuals) to receive 10 hours of group therapy per week.[34] Due to staffing and physical plant restraints, this is not possible. Frequently, due to security issues, no more than 6-8 participants can engage in any group at one time. In order to accommodate this requirement for the current population, the ICHS would need to offer over 1,100 groups per week with no cancellations of groups. This task alone would require a full-time staff of at least 55 clinicians. Currently, there are 33 assigned to this task. ICHS has not requested full staffing for this task as it has been assumed that the number of people with mental health needs will be significantly reduced based on proposed reforms to increase the number of community-based treatment beds thus reducing the demand within the jail system.

[33] Holliday, Stephanie Brooks, Nicholas M. Pace, Neil Gowensmith, Ira Packer, Daniel Murrie, Alicia Virani, Bing Han, Sarah B. Hunter. 2019. Estimating the Size of The Los Angeles County Jail Mental Health Population Appropriate for Release into Community Services. Santa Monica, CA: RAND Corporation.
[34] *USA v. County of Los Angeles, and Sheriff Jim McDonnell, CV No. 15-5903.* Joint Settlement Agreement.

Table 19. Mental Health DOJ Stipulated Agreement Provisions Requiring Additional Staff

DOJ Provisions		Requirements
26	Reception Center Screening	Evaluating every intake who presents with current symptoms or history of mental health treatment.
34	Discharge Planning	Discharge planning and linkage for all prisoners with serious mental illness.
36	Clinical response to crisis	Responding to crisis with clinically appropriate intervention.
39	Response to self-referral system	This represents thousands of requests for everything from problems sleeping to psychotic symptoms per month.
40	24/7 response to crisis	24 hours, 7 days a week clinical staff need to respond to any crisis within 4 hours.
42	Follow up after suicide risk	Anyone removed from suicide watch needs to be followed up within three days.
43	Assessment prior to discipline housing	All patients referred for discipline will receive an evaluation to determine if their mental health will deteriorate due to discipline.
52	Evaluation of property restrictions	Safety of clothing and property must be assessed and documented.
66	Appropriate and timely treatment	Clinically appropriate individual and group treatment for all mental health patients.
67	Multidiscipline discussion of medication refusal	All medication refusals need to be documented and discussed with the treatment team, custody, and nursing staff.
79	Therapeutically appropriate group programming	All P2 and P3 patients (currently 6659) must receive appropriate group treatment.
80	10 hours of structured group therapy per week for high observation patients	All P3 patients (currently 1,195) must receive 10 hours per week of structured group therapy.

Estimates of LASD Custody Operational Costs Pre- and Post-COVID

In order to track the impact of the pandemic on operational spending for LA County jails, we requested monthly spending data for each month of calendar year 2020 from both the Custody Division and ICHS. Data through January 2021 shows the Custody Division has averaged 13,763 detainees in the 11 months since the beginning of the pandemic, a reduction of 3,398 from the average daily population experienced in the system for the 12 months pre-pandemic. To the extent that the pandemic had an impact on jail system spending, it should be reflected in monthly spending data for the system pre-pandemic, compared to spending patterns post-pandemic.

While LASD did not provide detailed Custody Division spending data at the time of our review, the LASD did not close any facilities as a result of COVID and did not reduce staffing through layoffs or elimination of positions. Consequently, it is likely that any changes in operational costs

would be driven by reduced marginal costs, as described below, for those functions where spending is a direct function of detainee population levels. These operational costs include costs associated with food, pharmaceutical, clothing, and personal care supplies.

A recent study by the LA County Auditor-Controller estimated the marginal cost per detainee per day for these commodities and services to be $13.91 in FY 2020-21, as shown in Table 20. [35]

Table 20. Custody Division Marginal Costs per Detainee

	Marginal Cost per Detainee per Day
Custody Division	
Food	$4.83
Clothing and Personal Supplies	$0.47
Purchasing and Consulting Services	$0.07
Office and Food Supplies	$0.14
subtotal	*$5.51*
Integrated Correctional Health Services	
Medicine and Medical, Dental & Lab Supplies	$7.74
Lab Services	$0.63
Clothing, Paper, and Office Supplies	$0.02
Purchasing and Printing Services	$0.01
subtotal	*$8.40*
Total	**$13.91**

Applying these marginal costs calculations to the pandemic related detainee population reduction from 17,000 to 12,000, LASD would have averted $25 million per year in services and supplies cost if the reductions had been sustained. The Auditor-Controller estimates savings of $23.9 million to an average daily population level equivalent to the BSCC maximum rated capacity of 12,404 detainees, compared to a pre-COVID population level of 17,107.

A more realistic scenario is the reduction of the current 15,000 population to 12,300 once the CDCR sentenced population is removed from the LASD jail system. The marginal cost savings from this reduction from the levels would be $13.7 million. Using the current FY 2020-21 LASD and ICHS budget as a base ($1.2 billion), this reduction would result in such a slight reduction in the combined operating expenditures for the Custody Division and ICHS that it becomes invisible upon rounding.

An alternative scenario would mimic what occurred in 2020 when the PDC-South facility was depopulated as the entire jail system population dropped to the 12,000 level. If the population is

[35] The Auditor-Controller has created a Prisoner Maintenance Rate or the daily per diem for the jail system in FY 2020-21 which is $172.28 per detainee per day or about $63,000 per year. This includes a County government administrative overhead rate but does not include the ICHS costs. The significant fixed costs associated with staffing existing facilities and housing units, combined with the loss of program revenues due to a lower population, will produce a significant increase in the Prisoner Maintenance Rate as fixed costs are allocated across a lower jail population. In other words, the total costs will not change but the rate per inmate will change.

again reduced to that level, then it would be feasible to once-again close PDC-South and avert those costs. The most recent estimate of the PDC-South LASD operational costs with all housing units operational is approximately $54 million per year. This assumes a BSCC bed capacity of 782 and a staffing complement of 306 FTEs. Projected staffing costs are $50.4 million and variable expenses for the inmate population are $3.6 million.

In summary, relative to current and even lower population levels, absent the closure of multiple housing units and/or facilities, any cost savings will be limited to the S&S marginal cost savings as calculated by the Auditor-Controller. Fixed post requirements, service delivery standards, and existing litigation dictate that system staffing assignments are fixed and/or inelastic, absent the shutdown of housing units and/or facilities.

Operational Challenges to a Reduced Jail Population

There are several operational challenges associated with a reduced jail population that could further reduce the impact of cost savings. These challenges are associated with the classification and special management attributes of the residual jail population.

One can expect that if the jail population were to be further reduced it would disproportionately impact lower classification/custody inmates who do not have severe mental health issues. A system population that retains a large number of maximum-security detainees, or detainees with behavioral health issues that dictate close supervision may not have the ability to achieve substantial staffing reductions. Similarly, the need to maintain an adequate amount of single and double cells may preclude initiatives to close facilities or housing units that otherwise would produce significant savings.

The impact of system population reduction on the County's prisoner maintenance rates will also depend on the approach taken in managing the reduced population. To the extent that facilities maximize the number of housing units that remain open, albeit managed at lower population levels, the primary cost reduction will be for marginal costs related to direct services and supplies.

Cost Savings from a Closure of MCJ

MCJ Operating Costs

Identifying the direct cost to the County of operating the MCJ requires combining fiscal data from several different expenditure accounts. The LASD Custody Division budget includes a specific budget allocation for the MCJ which provides funding for the custody and civilian staff directly assigned to the facility, as well as services and supplies used to support MCJ operations.

The LASD has not prepared an estimate of potential cost savings related to the closure of the MCJ and does not have a methodology for estimating these savings. The Department has also not developed an estimate of the impact of COVID upon the operating costs of the MCJ.

Data provided by the LASD show 891 FTEs budgeted at MCJ (Table 21) in FY 2019-20, with a vacancy rate of approximately 11%. The facility's staffing pattern is heavily weighted toward custody with 98% of authorized positions allocated to custody staff. This includes Custody Assistants, working in support of the sworn custody staff. The projected FY 2020-21 salary and benefit costs for these staff, should they be reallocated to other areas of need within the Custody Division in a post MCJ-closure environment and S&S cost, are $158.6 million. The closure of MCJ would not result in further S&S savings other than the marginal cost savings identified as part of the reduced jail population.

Given the large number of custody staff assigned to ancillary duties, total facility-level staffing data provide a limited sense of the actual supervisory conditions in housing units. Based on current post rosters, the number of actual staff available to supervise inmates in housing units at the MCJ can range from 64 detainees per deputy to 109 detainees per deputy on the day shift.

Table 21. MCJ Budgeted Staffing, FY 2019-20

Position Title Code	Budgeted FTE	Filled FTE	Vacancies
Custody			
2721- Captain	2	1	-
2719- Lieutenant	10	10	-
2717- Sergeant	71	60	11
2708- Deputy	609	545	64
2749- Custody Asst	182	180	1
Subtotal	*874*	*796*	*76*
Civilian			
1138- Int Clerk	1	1	-
1228- Opr Asst 1	5	5	-
1229- Opr Asst 2	1	1	-
2098- Secretary V	1	1	-
2214- Int Typist Clerk	2	1	1
2216 - Sr. Typist Clerk	2	2	-
2329- Warehouse Worker Aid	1	1	-
2331- Warehouse Worker I	1	-	1
2332- Warehouse Worker II	1	1	-
2745- Law Enforcement Tech	1	1	-
6836- Sr. Laundry Worker	1	-	1
Subtotal	*17*	*14*	*3*
Total	**891**	**810**	**79**

In addition to Custody Division staff directly assigned to MCJ, personnel performing non-security functions at the MCJ may be assigned to different organizational units. These support and program service units include Food Service, Laundry Service, Education-Based Incarceration Bureau,

Inmate Services Bureau, Access to Care Bureau, and Transportation. An accurate count of staff supporting the operation of the MCJ and their cost requires allocating staff time in these other units in proportion to their time spent at MCJ.

MCJ-related spending in support and program service units may be estimated by prorating annual expenditures in these areas by the share of the total LASD jail population housed at the MCJ. According to the LASD, the MCJ housed an average daily population of 4,269 detainees in FY 2019-20. This represents 25.7 percent of the average daily system population of 16,608. Applying his percentage to annual spending in the service and program units results in an estimate of $44.7 million in expenditures allocated to these areas.[36]

ICHS operates the separate Hospital facility located at the MCJ complex. As of yet, ICHS has no means of determining a fully documented cost of services per facility or detainee. Given this limitation, the only costs for ICHS included in this analysis are expenditures in specific accounts with an MCJ designation.[37] ICHS had 268 staff budgeted in units identified with the MCJ in FY 2019-20. The projected FY 2020-21 salary and benefit costs for these staff, should they be reallocated to other areas of need within the Custody Division in a post MCJ-closure environment, is $37.7 million.

Finally, the LASD generates revenue to support program services at MCJ. Sources of revenue include AB 109 and other state grants for program services provided, which in total offset the majority of costs for these programs. Applying these revenues generated by the detainee population against MCJ expenditures provides the net cost of operating the facility.

This approach to identifying MCJ costs does not include allocations for Custody Division overhead, LASD overhead, or Countywide government services overhead. The purpose of this analysis is to identify the potential cost impact of the closure of the MCJ. Overhead costs incurred by the County external to MCJ will in all likelihood remain relatively constant in the event of closure of the facility and therefore are not included here. The analysis assumes no significant indirect costs savings attributable to reductions in Salary and Employee Benefits spending in Custody Division, LASD, or County overhead administration.

Similarly, this review assumes ongoing use of major centralized operational functions at MCJ which service the rest of the jail system, including the power plant, transportation center, kitchen, laundry, and administrative offices. This represents the most cost effective and least disruptive alternative available to the County. Accordingly, the analysis assumes no significant cost savings attributable to the operation of these general functions as a result of the closure of detainee housing at the MCJ.

Using this methodology, the full-year, direct cost of operating the MCJ in the FY 2019-20 was $238.5 million. Based on these expenditures, the per diem cost of housing a detainee at MCJ was $153.05. The fully loaded per diem cost of incarceration at the MCJ, including Custody, LASD,

[36] Maintenance costs directly attributable to MCJ are managed by the LASD Facilities Services Bureau and tracked through the County's computerized maintenance management system.

[37] This includes the following ICHS unit codes: MCJ-Administration, MCJ-Physician/Advanced Practice/Support, MCJ-Outpatient Nursing/Support, MCJ-Dental, and MCJ-Pharmacy.

and County overhead was $179.58 as calculated by the LA County Auditor-Controller. This does not include the cost of services provided by ICHS at the MCJ. The estimated ICHS cost of services is $58.04 per inmate per day.

Direct operating costs for the MCJ in FY 2020-21 should be similar to the level of spending experienced in FY 2019-20. The average daily population housed at the facility appears roughly stable over the two fiscal years to date, at approximately 4,300 detainees. With no significant change in facility population level, current post and support staffing spending requirements for the MCJ should be roughly equivalent to FY 2019-20 levels. As a result, absent any significant change in operational policies and practices, there should be no major changes in spending patterns for staff, programs, and support service requirements.

The one significant change in operating costs is adjusting for scheduled salary increases. The Auditor-Controller estimates these salary increases will average 1.991 percent this year. Using this assumption increases salary and benefit spending by approximately $7.1 million over FY 2019-20 levels. The LASD also provided maintenance spending by facility for the first half of the fiscal year. Prorating facility maintenance spending forward from actual spending experienced in the first half of the fiscal year results in a slightly lower level of projected maintenance spending in FY 2020-21. With these adjustments, estimated spending for MCJ operations for FY 2020-21 totals $245.4 million (Table 22).

Table 22. MCJ Expenditures, FY 2019-20 - FY2020-21

	FY 2019-20 (Actuals)	FY 2020-21 (Budgeted)
MCJ Direct Costs		
Salaries & Employee Benefits	$ 150,146,916	$ 153,136,341
Services & Supplies	$ 5,485,337	$ 5,485,337[38]
Subtotal	*$ 155,632,253*	*$ 158,621,678*
Custody Division Allocated Costs		
Food Service		
Salaries & Employee Benefits	$ 4,364,310	$ 4,451,203
Services & Supplies	$ 7,813,324	$ 7,813,324
Laundry Services		
Salaries & Employee Benefits	$ 615,696	$ 627,955
Services & Supplies	$ 2,839,786	$ 2,839,786
EBI Bureau		
Salaries & Employee Benefits	$ 2,620,596	$ 2,672,772
Services & Supplies	$ 4,076	$ 4,076
Inmate Services Bureau		
Salaries & Employee Benefits	$ 2,139,120	$ 2,181,710
Services & Supplies	$ 45,136	$ 45,136
Access to Care Bureau		
Salaries & Employee Benefits	$ 2,599,017	$ 2,650,763
Services & Supplies	$ 1,544,785	$ 1,544,785
Transportation	$ 20,116,569	$ 20,116,569
Subtotal	*$ 44,702,416*	*$ 44,948,080*
ICHS Costs		
ICHS - MCJ Salaries & Employee Benefits	$ 33,658,742	$ 37,741,019
ICHS - MCJ Services & Supplies	$ 3,241,635	$ 3,241,635
Subtotal	*$ 36,900,376*	*$ 40,982,654*
Other		
Facility Maintenance	$ 5,636,473	$ 5,256,104
Revenues	$ (4,392,236)	$ (4,392,235)
Subtotal	*$ 1,244,237*	*$ 863,869*
FY 2019-20 Total MCJ Costs	**$ 238,479,281**	**$ 245,416,280**

MCJ Savings from Closure

Given that the MCJ complex includes three major housing functions (Old Side, New Side and MOSH/Hospital) it seems reasonable that one should develop a scenario where only the Old Side and New Side Towers are closed one tower at a time over a 2-to-3-year time frame as the overall jail population is reduced. This approach requires an LASD-only cost analysis of each of the two

[38] The lack of change in MCJ S&S reflects the fact that most of these costs are building-related, i.e., utilities, equipment, and waste removal.

MCJ towers. Since the MOSH would remain open and staffed by existing ICHS staff, there would be no changes to its current operating budget.

A review of current staffing rosters indicates that the MCJ-Old Side Tower requires approximately 310 FTEs (Table 23). An analysis of rosters shows that with relief, MCJ-New Side requires approximately 268 FTEs (Table 24). Applying the same pricing assumptions on salary and benefits, staffing, and operating just the New Side of the MCJ would cost approximately $44.8 million, while staffing and operating the Old Side costs $55.6 million or a total of about $100 million per year (Table 25).

Major sources of indirect Service and Supply cost savings from the closure of the MCJ include utilities and maintenance. Given questions regarding the future of the MCJ, the LASD has no pending major capital renovations projects planned for the facility. Utility costs for the MCJ in FY 2019-20 totaled $4,606,324. Actual facility maintenance spending for FY 2019-20 was $5,636,473. Given that roughly 15 percent of the facility will remain in operation to support central support functions and offices, these costs cannot be eliminated, but should instead be prorated by their share of overall facility areas. Applying an estimate of 15 percent to indirect Service and Supply costs for utilities and maintenance from closing the detainee living areas in the MCJ produces savings of $8,706,377. This estimate of savings is derived by prorating total utility and maintenance costs for the facility by the percent of MCJ building area occupied by the Old Side, New Side, and the Hospital.

Table 23. MCJ-Old Side Tower Staffing Requirements - Summary

Positions	1st Shift	2nd shift	3rd shift	Total Posts	Relief Factor	Total FTE
Lieutenants	1	1	1	3	1.64	5
Sergeants	2	5	5	12	1.64	20
Deputies	36	57	59	152	1.61	246
Custody Assistants	5	13	7	25	1.56	39
OLD SIDE TOTAL						310

Table 24. MCJ-New Side Tower Staffing Requirements - Summary

Position	1st Shift	2nd shift	3rd shift	Total Posts	Relief Factor	Total FTE
Lieutenants	0	1	1	2	1.64	4
Sergeants	2	5	5	12	1.64	20
Deputies	21	39	37	97	1.61	155
Custody Assistants	18	20	18	56	1.56	90
NEW SIDE TOTAL						268

Table 25. MCJ New and Old Side Tower Sworn Officer Staffing Costs

		Old Side		New Side	
	Average Salary & Benefits	FTEs	Cost	FTEs	Cost
Lieutenants	$321,511	4.93	$1,583,765	3.28	$1,055,844
Sergeants	$271,051	19.70	$5,340,782	19.70	$5,340,782
Deputies	$179,511	245.38	$44,048,562	155.07	$27,836,933
Custody Assistants	$118,199	38.94	$4,602,921	89.62	$10,592,675
TOTAL		308.95	$55,576,030	267.68	$44,826,234

It is critical to thus clarify that savings from closing MCJ will be isolated to the custody staffing in the Old Tower and the New Tower ($100 million) and the utility savings from these spaces ($9 million). The balance of the $158.6 million in direct costs includes staffing and S&S expenditures that will remain due to operations at the MCJ complex for other support functions (e.g., IRC, Hospital, etc.) or that will follow inmates as they are redistributed through the system.

Increased Costs/Resources from the Closure of MCJ

One must also include costs associated with closing or activating a new correctional facility. These costs are generally one-time costs associated with planning and implementing the transfer of detainees from an existing facility to either existing or new facilities and the activation of operations. These costs typically include:

- Coordinating move management tasks;
- Staffing and staff planning for the new facility;
- Operational planning for the new facility;
- Transition and activation of building systems;
- Staff orientation; and
- Assisting with and evaluating operations upon occupancy.

Based on the recent experience of Wayne County (Detroit) Michigan in planning the opening of a new 2,000 bed jail, the cost of these activities totals approximately $725,000. In addition to these one-time costs would be the annual operating costs for maintaining the facility's custody and programmatic functions.

The closure of MCJ will by itself have no impact on revenue streams such as AB109, as these funds are tied to inmate population levels rather than facility-specific costs. Any impact on revenues would be caused by the reduction in the inmate population required to close MCJ. The impact of closure on the County's prisoner maintenance rates similarly will also depend on the population reduction achieved and the additional costs incurred in developing housing for inmates displaced by the closure of MCJ and the approach taken to address staffing needs.

Other areas impacted by the potential closure of MCJ and associated reduction in the inmate population include the LA County Fire Department and other agencies providing substance abuse treatment. A reduction in the inmate population that occurred in 2020 reduced the number of inmates available to work on fire crews for the Los Angeles County Fire Department (both AB 109 inmates and CDCR inmates). Diminished availability of county and state inmates to work on fire crews has resulted in approval to fill 60 County Fire Suppression Aide positions for FY 2021-22 at an annual cost of $3.7 million. Further reductions in the inmate population that reduce LASD support for firefighting services will need to be offset with additional increases in county employee positions.

The anticipated impact of the closure of MCJ on community-based substance use disorder (SUD) services is two-fold, increased cost to the extent that persons released form the jail require services, particularly for the homeless, and diminished revenues for local match of Medi-Cal funded SUD services with the reduction in AB109 funds. These funds also support the Recovery Bridge Housing program, which would also be negatively impacted. The extent of the impact on revenues supporting these programs would be commensurate with the magnitude of the reduction in the inmate population. It was not possible to make reliable estimates of these potential revenues and costs as we did not have access to the number of inmates currently receiving such services and their costs.

Operational Challenges to a MCJ Closure

There are five major operational challenges associated with closure of the two MCJ housing units that could reduce benefits achieved from a closure of MCJ. These challenges generally stem from the challenges associated with relocating a number of special housing populations to facilities that were not designed to manage them from a security and operational perspective.

1. Lack of Single Cells for High Security Males

   The MCJ has a large population that requires single celling. The only other facilities in the system with a significant number of cells are the Twin Towers and the CRDF. The CRDF currently and inappropriately houses only women, most of whom do not require single or double cells. Twin Towers, as noted below, is the primary location for patients who require separation and assignment to cells rather than dorms. Even with a further reduction in the jail population the people needing a cell rather than a dorm will remain fairly constant.

2. Lack of a Proper Treatment Facility for Females

   The LASD has no facility that was designed to house women. Developing such a capacity will require either repurposing the existing vacant Mira Loma facility at an estimated cost of $145 million or constructing a new facility at substantially greater expense. Either of these options would require significant capital investment and will not be available for at least two to three years.

3. Limited Availability of Cells in Twin Towers

   The other primary alternative to the use of CRDF for MCJ detainees would be the use of double cells available at the Twin Towers. However, allocating a double cell to a single

detainee at the scale required by the closure of MCJ would result in a substantial loss of overall system capacity currently filled with individuals with mental illness, with no appropriate alternative source of housing for this population. Such an action would be incompatible with the County's consent decree on services to mentally ill detainees and place the County at risk for additional litigation and penalties.

4. Loss of Specialized Housing Capacity

   According to the LASD, the MCJ provides housing for 34 different classification types based on security levels and special requirements. No other facility provides this level of flexibility in housing groups of detainees that require separation to ensure safety, security, and compliance with existing litigation, provisional measures, and mandates.

5. Severe, Persistent Crowding and Jail Violence

   The LASD jail system is severely crowded and plagued with excessive inmate-on-inmate assault rates. Closing a large facility such as MCJ without either a dramatic decline in the current jail population and/or adding a substantial number of secure beds will only serve to exacerbate the level of crowding, the inmate-on-inmate assault rates, and lack of adequate mental health care that pervades the current jail system.

Pitchess Detention Center- East

As noted earlier, the PDC-East facility is now essentially closed for renovations. But it will need to re-open in order to add badly needed bed capacity to the currently crowded jail system. For these reasons we have estimated the costs of re-opening PDC-East as a minimum custody rehabilitation campus. However, to open it, additional staff would be needed to operate it. The potential operating cost for the facility can be estimated based on the facility staff roster in use when the facility was last fully operational in 2013. Table 26 presents a summary of roster for all posts required to staff the facility. With relief, the facility requires 205.68 FTEs. A more detailed staffing roster for PDC- East is found in the Appendices.

Based on FY 2019-20 average salary and benefit costs, the projected cost of fully operating PDC- East is $35.1 million (Table 27). This would allow the overall LASD bed capacity to be increased by some 750 beds which it will need to house some portion of the overall jail population. This estimate does not include variable S&S costs for the population to be assigned to PDC-East as these costs were not backed out of the budget with the closure of MCJ. Because PDC-East is still used on a limited basis, additional building and maintenance costs are not projected to be significant.

Table 26: Pitchess East Staffing Roster (Summary) – Full Operations

Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
Captain		1		40	1	1	1
Lieutenants	1	2	1	Varies	4	Varies	5.93
Sergeants	3	3	2	Varies	8	Varies	11.85
Deputies	21	36	26	Varies	83	Varies	122.77
Custody Assistants	10	22	14	Varies	46	Varies	64.13
Total							205.68

Table 27. Pitchess East Projected Annual Custody Staffing Costs

	Average Salary & Benefits	FTEs	Projected Cost
Captain	$ 383,542	1.00	$ 383,542
Lieutenants	$ 321,511	5.93	$ 1,905,277
Sergeants	$ 271,051	11.85	$ 3,212,492
Deputies	$ 179,511	122.77	$ 22,038,373
Custody Assistants	$ 118,199	64.13	$ 7,580,009
Total		**205.68**	**$ 35,119,692**

Summary of Costs Analysis

COVID-19 Jail Population Reduction Cost Savings

When the jail population declined from 17,000 to about 12,000, there were no S&EB cost savings since there were no major reductions in the LASD custody staff. However, due to pandemic related restrictions, the LASD halted in-person visiting and the delivery of program services that had previously required the use of overtime to appropriately staff. The staff assigned to these functions were redeployed to fill vacant custody positions resulting in an estimated annualized overtime savings of $11.8 million. The corresponding marginal S&S operating cost savings were estimated at $25 million, based on average daily population and the cost savings per inmate per day.

The post-COVID-19 restoration of visiting and inmate program services will see the return of staff to their original positions and the vacant security positions will resume incurring $11.8 million in overtime. The LASD has also noted that an additional $1.0 million in S&EB will be required to maintain COVID-19 compliance protocols, such as extended visiting schedule to accommodate social distancing and COVID cleaning crews at the facilities. Given the current jail population of approximately 15,000, the S&S operating cost savings is approximately $13.7 million.

Table 27. Jail Population Reduction Estimated Annualized Cost Savings

COVID (population reduction from 17,000 to 12,000)		
Salary and Employee Benefits (S&EB)		$11.8 million
Services and Supplies (S&S)		$25.0 million
	Total	$36.8 million
Post-COVID (population reduction from 17,000 to current 15,000)		
S&EB		-$1.0 million
S&S		$13.7 million
	Total	$12.7 million

MCJ Housing Closure

Closing MCJ should only be limited to a closure of the two old and highly dysfunctional housing units (Old Side and New Side). The other key areas of the MCJ complex (transportation, hospital, kitchen, and administrative offices need to remain open for the entire jail system to properly function.

If those two housing units were to close, the jail system would lose a BSCC rated bed capacity of 3,512 beds. Of those beds, about 1,000 are single cells that are used for special management inmates and are not available in any other LASD facility.

Under this scenario, approximately 578 custody positions would no longer be needed at the MCJ complex. The cost of these 578 positions is approximately $100 million per year.[39] In addition, we project approximately $8.7 million in building expenditure savings (utilities and maintenance) from the closure of the Old Tower and the New Tower.

Table 28. MCJ Housing Units Closure: LASD Estimated Annualized Cost Savings

Old Side S&EB		$ 55.6 million
New Side S&EB		$ 44.8 million
MCJ S&S		$ 8.7 million
	Total	$109.1 million

[39] MCJ Old Side Staffing Costs ($55,576,030) + MCJ New Side Staffing Costs ($44,826,234) = Total Costs ($100,402,264).

Part 2 - Jail Population Projections and Population Reduction Scenarios

Introduction

This portion of the report provides five-year jail population projections for the Los Angeles County jail system, excluding all people who are temporarily housed in the Los Angeles Sheriff Department's (LASD) various substations. Two sets of projections are provided. The first projections reflect current demographic, crime, arrest, and criminal system policies. This projection is referred to as the "base" projection.

The second set of estimates are referred to as "alternative projections". They reflect a variety of criminal justice policies that if adopted by state and local government agencies would serve to reduce the base projection. Based on the policies that could lower the base projection, a five-year strategy is produced that would result in:

1. Closure of MCJ;
2. A significantly lower jail population;
3. Reduction in the number of people in the jail with severe mental illnesses;
4. Enhanced medical and mental health care for those who remain incarcerated;
5. A facility that meets the security and programmatic needs of women;
6. Lower inmate-on-inmate and inmate-on-staff assault rates; and
7. No adverse impact on crime rates.

There would be modest increases in the current operational budgets for the Sheriff and Department of Health Services (ICHS). If these reforms are not implemented, there would be substantial increases in the projected operating and capital costs, plus ongoing oversight by the federal courts due to unconstitutional conditions in the jail system.

Projection Methods

The jail population is the product of two factors – jail admissions and length of stay (LOS). The basic formula that produces estimates of the average daily jail population is as follows:

Annual Bookings X Average LOS = Daily Jail Population

A jail population projection model simply uses this formula and disaggregates the data into various admission categories and method-of-release categories which are then tied to their known LOS. Policies that reflect either the bookings and/or the LOS can be modified to show their effects over time.

In developing a jail projection, there are a number of steps that must be completed to make such estimates. The first major step is the assembly of aggregate and individual level data. The aggregate data consists of the demographic forecasts for the jurisdiction, crime rates and arrest

rates. The individual level data focuses on the jail admissions, releases, and the current jail population. The aggregate data file reveals the key attributes of people admitted to and released from the jail system. Importantly, the individual level jail release data file records the booking and the release dates so that an LOS can be computed for each person. It also contains the method or reason for release (e.g., bail, expired sentence, etc.) which allows one to compute the average LOS for each type of release. The volume of releases coupled with the average LOS allows one to estimate the contribution of each release reason to the overall jail population.

The current jail population or "snapshot" differs from the jail admission and release data file as it shows the current attributes of the jail population on a specific date. This file is useful in examining the housing requirements of the jail population using the various classification categories.

The JFA projections are based on stochastic entity simulation model in the sense that the model is conceptually designed around the movement of individual cases (detainees) in and out of a jail system. The model also makes use of the Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays or matrices that provide computations for specific cases. When loaded with accurate data, the model accurately mimics the flow of people from booking to release and produces a monthly forecast.

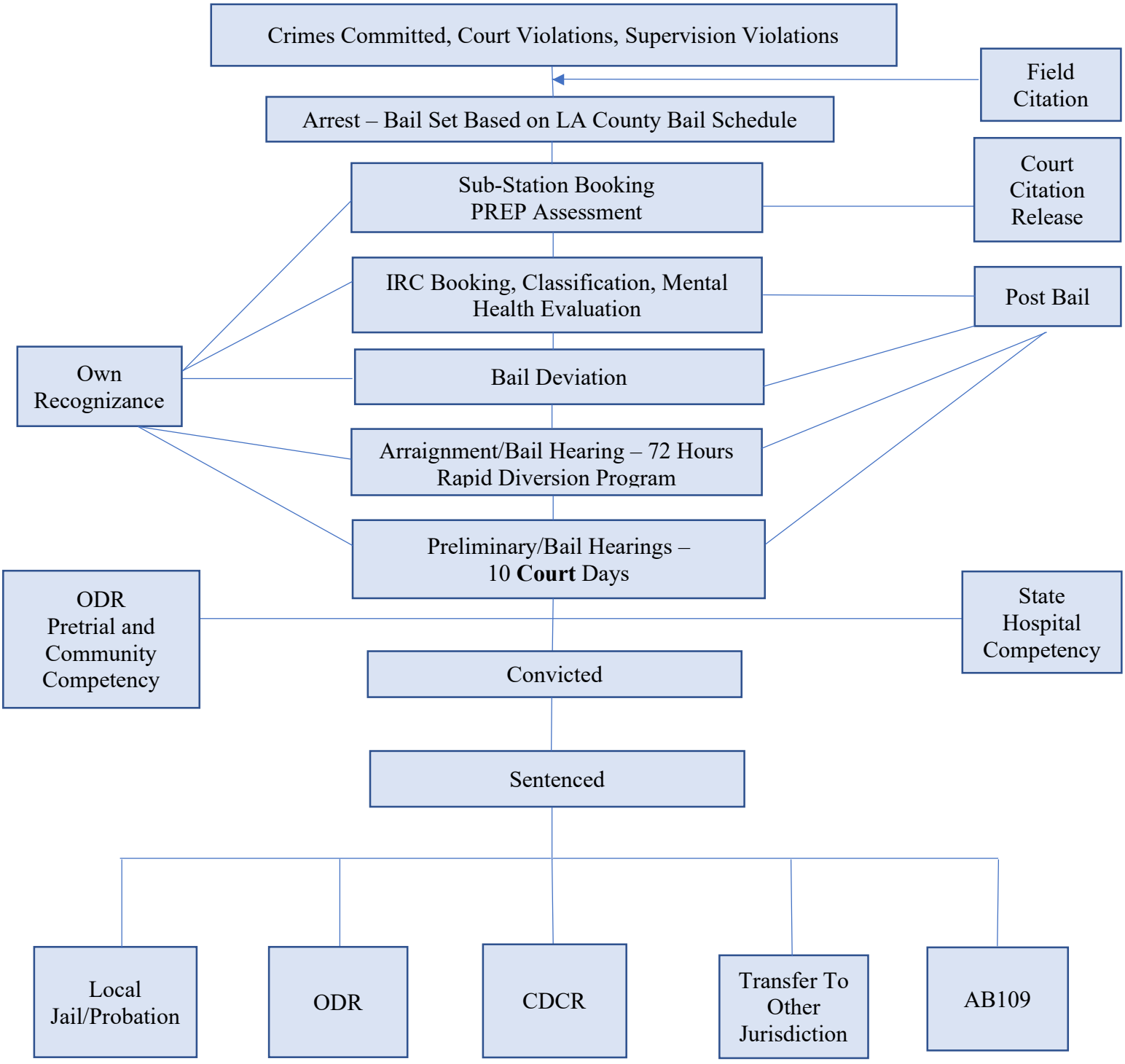
The second major step is determining the policy assumptions that are made which directly impact the number of admissions and the LOS, which in turn drive the projections. It should be made clear, the estimates provided in this report are projections based on policy assumptions. Since criminal justice policy is dynamic and constantly in flux, jail populations cannot be accurately *predicted* since future criminal justice policies are unknown.

But jail populations can be accurately *projected* based on proposed criminal justice policies if the policies are properly implemented and sustained. This perspective suggests that a jurisdiction can collectively choose the size and attribute of its jail population by choosing those criminal justice policies that will accordingly produce the number of admissions and LOS. Jail population projections become unstable when there is no consensus or a coordinated approach among the key criminal justice stakeholders on arrest, booking, criminal case processing policies.

The Flow of the LA County Jail System

To derive policy-based projections, we much first develop a base projection that accurately mimics current trends and policies. The system we are trying to mimic is portrayed in Figure 6. It illustrates the basic flow of people in the County population from the point of arrest through release from the main jail system. There are a number of major custody "exit ramps" that can occur either prior to conviction or afterwards as listed below and illustrated in Figure 6. For pretrial release one can post bail (cash or surety bond), be released by the court on Own Recognizance, or have the charged dismissed by the court. If sentenced, one can be released once the sentence has expired, be transferred to state prison, released to another jurisdiction to serve a jail or prison terms, or placed on probation.

Figure 6. LA County Jail Admission and Release Process



Embedded in these release options are a myriad of programs that have been funded by the County, the state, and/or foundations. These include the Pretrial Risk Evaluation Program (PREP), Probation Pretrial Services, Bail Deviation Program (BDP), Rapid Diversion Program (RDP), and the Office of Diversion and Re-Entry (ODR).

Pretrial Risk Evaluation Program (PREP)

PREP is a recently established, county funded, two-step program in which a Duty Magistrate Judge reviews all defendants charged with non-violent and non-serious crimes or probation violations within four hours of booking. For the purpose of these Countywide assessments, the defendant is scored using the Public Safety Assessment (PSA) risk instrument. The PSA is an automated instrument that does not require an interview, is widely used by other jurisdictions and has been validated.[40] The four-hour delay from booking allows law enforcement to determine whether to cite and release the arrestee or to seek a bail enhancement.

Those who are not released and are scheduled for arraignment in the Clara Shortridge-Foltz Criminal Justice Center Courthouse are then interviewed by the Probation Department (Probation Pretrial Services) using the *Criminal Court Assessment Tool (CCAT)* which, in addition to yet another measure of risk, also claims to identify criminogenic and mental health needs. The arraignment judge then makes the determination for pretrial release, with possible terms and conditions, or detention.

Bail Deviation Program (BDP)

The BDP, in accordance with California Penal Code 1269c, is operated by the Probation Pretrial Services Agency. It is available to detainees with an "open" felony or misdemeanor charge prior to the arraignment hearing. A detainee makes the request to the Pretrial Services Agency who then conducts a telephonic interview, reviews the applicant's criminal background, verifies the person's information and references, conducts an assessment to determine the inmate's release suitability, and also contacts arresting law enforcement agency for additional comments. The information is forwarded to the on-duty bail commissioner who may then decide to release the detainee on their own recognizance (OR) or may reduce the bail amount. In addition, the service is also available to any member of law enforcement or prosecuting agencies who are seeking a change in the bail amount on an inmate, if they feel the set bail amount is too low for community safety or if the inmate is a potential flight risk.

Rapid Diversion Program (RDP)

The RDP is a diversion program in which individuals are diverted from court and have the potential to have their cases dismissed if there is successful completion of required programming. The Public Defender begins the process by having a potential case screened at arraignment. If deemed eligible and amenable, the case is referred to a clinician/navigator for assessment. The Court, via an OR order places the individual in the program and releases them to Project 180, a non-for-profit

[40] https://doi.org/10.1111/1745-9133.12481

service provider. Project 180 provides temporary housing, and other support services. Upon successful completion of the program, the court dismisses all criminal charges. RDP began as a pilot (Clara Shortridge Foltz Criminal Justice Center) and has very recently expanded to five additional courts (Van Nuys, Airport, Lancaster, East Los Angeles, and Long Beach) and is expanding to another two other courts (Compton, and Pomona). At the request of the CEO, as the RDP expands to additional courts outside of arrangement courts, the scope of the program will also expand to include felony cases. These changes should increase the referral pool and have a greater impact on the jail population.

Office of Diversion and Re-Entry (ODR)

The ODR, under the LA County Department of Health Services, operates a wide array of mental health and support services[41]. The FY 2020-21 annual budget is approximately $150 million. With respect to the jail population, the following four components can serve to lower the jail population:

- Law Enforcement Assisted Diversion (LEAD)[2] program to divert at the point of arrest;
- ODR Housing: Permanent supportive housing, intensive case management, formal probation;
- MIST-CBR: Misdemeanor Incompetent to Stand Trial Community-Based Restoration; and,
- FIST-CBR: Felony Incompetent to Stand Trial Community-Based Restoration.

The $84 annual million housing program seeks to provide permanent supportive housing to patients in the jail who are homeless and have a mental health and/or substance use disorders. The program is offered to both pretrial and sentenced mental health patients. Clients are assigned an Intensive Case Management Services provider who works with the client as they transition from custody to community. The Intensive Case Management Services provider serves as the core point of contact for the client's medical, mental health, substance use disorder treatment, and other supportive services. Permanent supportive housing, a key component of the program, is provided through the DHS's Flexible Housing Subsidy Pool (FHSP). ODR also operates a state-funded Department of State Hospitals PC 1001.36 mental health diversion program.

Both the MIST and FIST are alternatives to the traditional competency restoration process where pretrial, mentally ill patients are transferred to the state hospital to receive treatment to restore their competency to stand trial. The MIST and FIST bypass the often-lengthy process in which the patient typically must remain the jail for weeks until a vacancy occurs at the state hospital. Instead, the patients are treated via local community-based providers and returned to court when deemed competent. Pending criminal charges are often dismissed because treatment period exceeds available sentence on misdemeanor charge. Further, demonstrating progress in the patient's restoration process within a community treatment bed may lead to a less severe sentence.

With the exception of ODR, these programs do include some felony cases but tend to focus on people charged with misdemeanor level crimes. As will be shown later in this report, the

[41] ODR also has other programs such as "ODR Housing Maternal Health Diversion Program" and Law Enforcement Assisted Diversion (LEAD). See their website: https://dhs.lacounty.gov/office-of-diversion-and-reentry/our-services/office-of-diversion-and-reentry/

misdemeanor population represents a very small portion of the total jail population (less than 3%). Further efforts to divert misdemeanor defendants or reduce their LOS will have little, if any impact on the jail population.

What follows is a statistical assessment of the Los Angeles County Jail population in terms of recent population trends and attributes (admissions and releases) which are then used to load the projection model and then make projections.

Los Angeles Jail Population Trends[42]

Like all jurisdictions in the United States and California, crime rates over the last decade have been dropping at a significant rate. Both California and Los Angeles County crime rates per 100,000 population, as measured by the Uniform Crime Reporting (UCR) program, have sharply declined since 1994 (Figure 7). The jail population has fluctuated significantly, ranging from over 21,000 in 1998 to a low of about 15,000 in 2011 just prior to the passage of AB 109.[43] However, the overall trend line has been a declining jail population, coinciding with declining crime rates.

In terms of more recent trends, as with most U.S. jails, there has been a sharp decline in the jail population due to the COVID-19 pandemic (Figure 8). The reasons for the decline are multifaceted.

First, there was a decline in overall crime rates – especially property crimes as social and economic activities were restricted by government and by the private sector. As crime declined, so too did the number of people arrested and subsequently booked into the jail system. There were also restrictions or reforms imposed by the criminal justice system to limit the number of people housed in the jail system during the pandemic. These reforms included reducing arrests for misdemeanor level crimes and releasing people with short jail sentences.[44]

[42] Much of the analysis in this section was presented in the JFA report Los Angeles County Jail SJC Stress Test – Final Report, November 2020, JFA Institute.

[43] Assembly Bill 109, commonly referred to as "prison realignment," shifted to counties the responsibility for monitoring, tracking, and incarcerating lower-level offenders previously bound for state prison. In brief, AB 109 (and AB 117, a companion bill) altered both sentencing and post-prison supervision for the newly statutorily classified "non-serious, non-violent, non-sex" offenders. Felony offenders who have never been convicted of a "serious" or "violent" crime now serve their sentences in local custody. Released prisoners whose current commitment offense qualifies them as "triple-non" offenders are diverted to the supervision of county probation departments under "Post Release Community Supervision (PRCS)." Persons on PRCS who violate the technical conditions of their supervision can no longer be returned to State prison but must be sanctioned in local jails.

[44] See Austin, James, Wendy Naro-Ware, and Roger Ocker. November 2020. The Impact of COVID-19 on Crime, Arrests, and Jail Populations a Preliminary Assessment**.** Denver, CO: The JFA Institute. http://www.jfa-associates.com/publications/jss/Impact%20of%20COVID-19%20on%20Crime%20(prelim%202).pdf

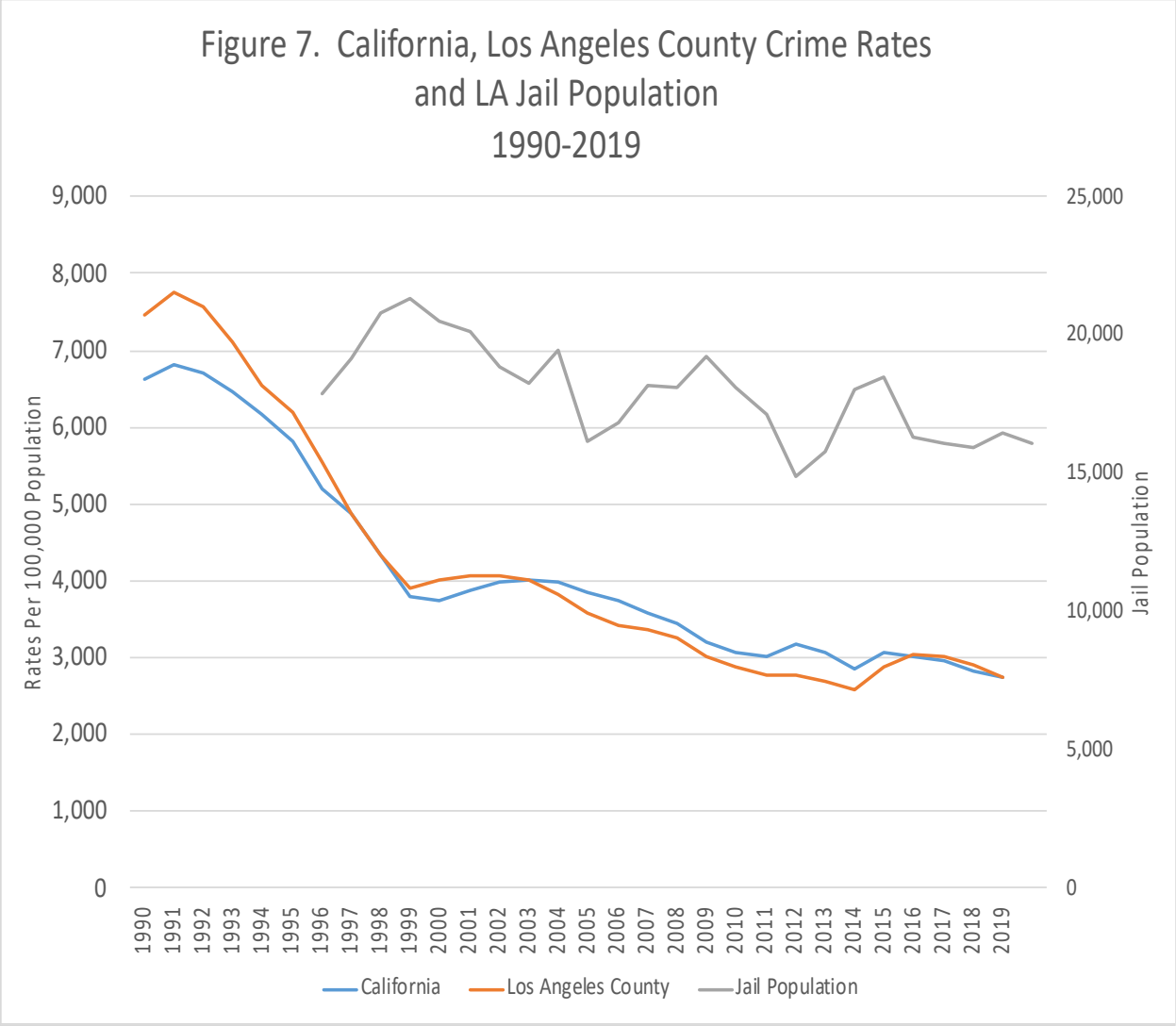
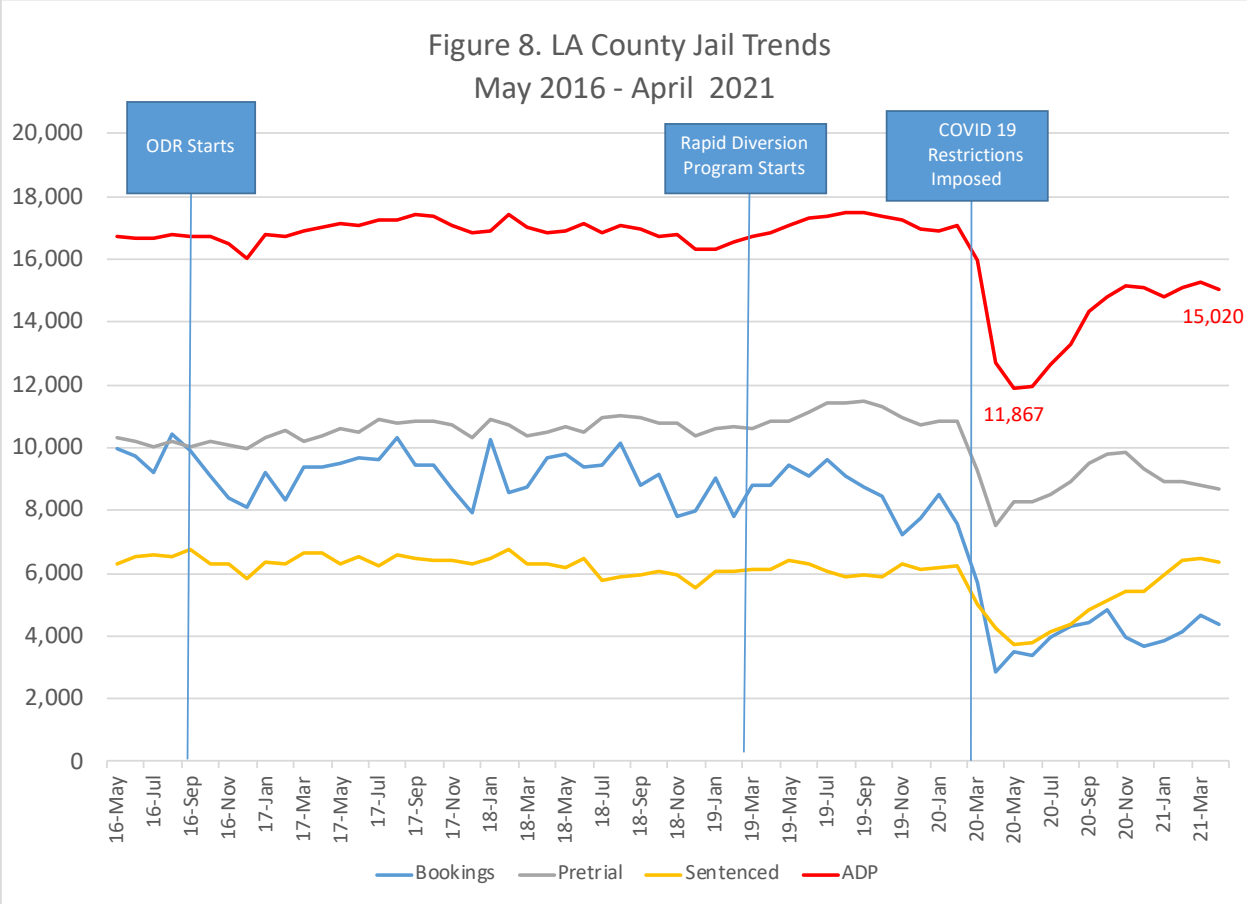


Figure 7. California, Los Angeles County Crime Rates and LA Jail Population 1990-2019
Rates Per 100,000 Population
Jail Population
9,000
8,000
7,000
6,000
5,000
4,000
3,000
2,000
1,000
0
25,000
20,000
15,000
10,000
5,000
0
1990 1991 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016 2017 2018 2019
California
Los Angeles County
Jail Population



The effects of these developments in Los Angeles County are shown in Figure 8. Prior to March 2020, there was no downward trend in bookings or the average daily jail population (ADP).[45] In March 2020, there was a sharp decline in bookings that triggered an associated drop in the jail population reaching a low of under 12,000 by April 2020.

Another major reason for the decline was a drop in what is referred to as the N3 sentenced population. These are people who are sentenced under the provisions of AB 109. Prior to March 2020, there were an average of 2,500 people in the jail populations serving re-alignment sentences. By June 2020, the number had dropped to 1,296.[46]

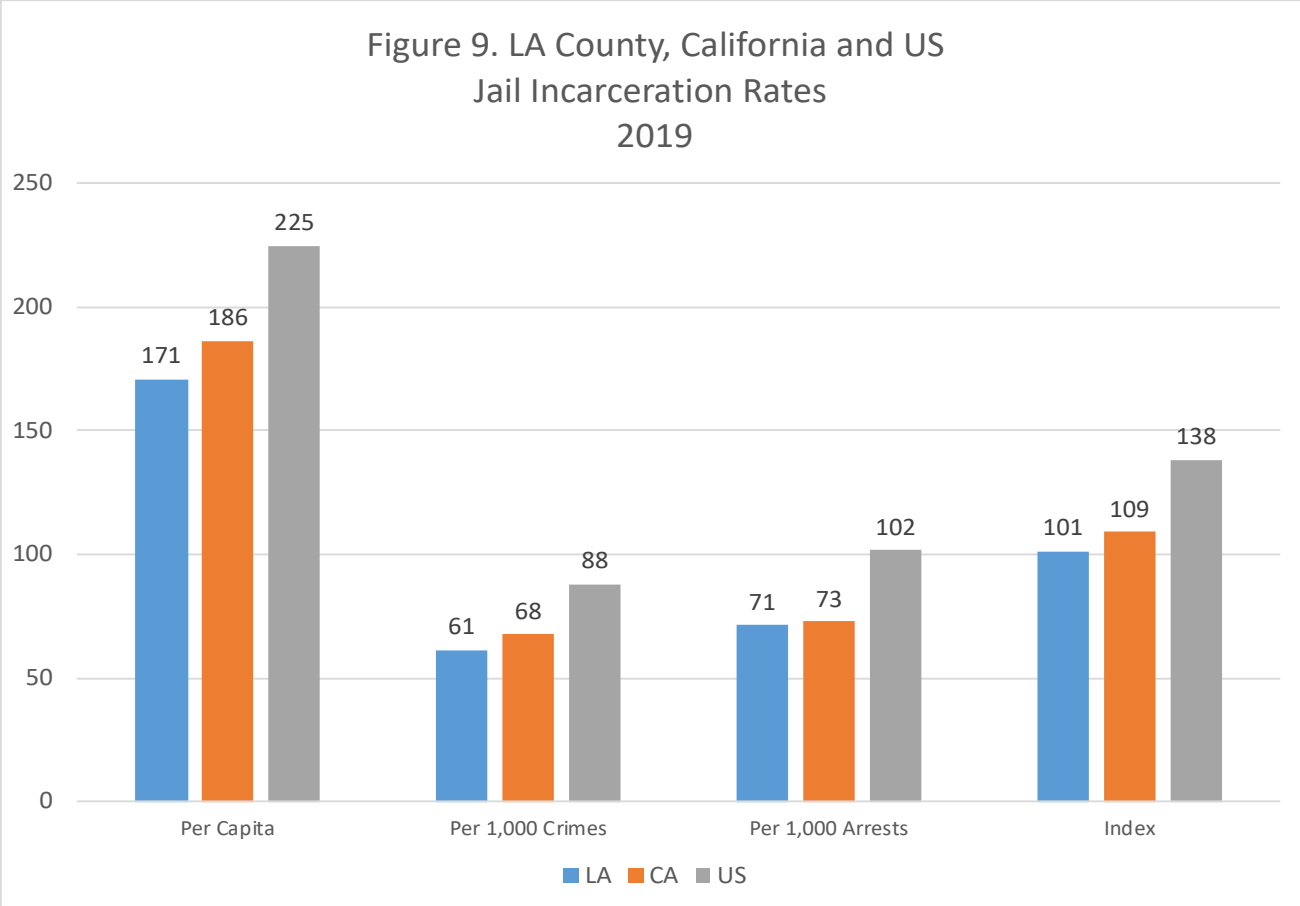
This drop in the N3 population was triggered in part by the LASD releasing people who received 240-day or less sentences under the authority of the longstanding *Rutherford* Consent Decree.

There has been a rebound in the jail population largely due to CDCR intake restrictions. Once those CDCR restrictions are removed, there should be an associated decline in the jail population. However, there may also be a rebound in crime, arrests and bookings as social and economic restrictions are eased.

[45] The average daily population (ADP) is the average of the daily jail counts for the entire year.
[46] https://lasd.org/wp-content/uploads/2021/02/Transparency_Custody_Division_Population_2020_Second_Quarter_Report_022621.pdf

As shown in Figure 8, establishment of Office of Diversion and Reentry (ODR) in 2016 and the more recent creation of the Rapid Diversion Program (RDP, a pilot program) in 2019 have not been associated with overall reductions in the jail population. The lack of direct impact is assessed in greater detail later in this report. However, if sufficiently resourced plus changes made in the selection criteria and court process, expanding ODR and the RDP to serve more people and opening additional community treatment beds, could have a significant impact on the jail population.

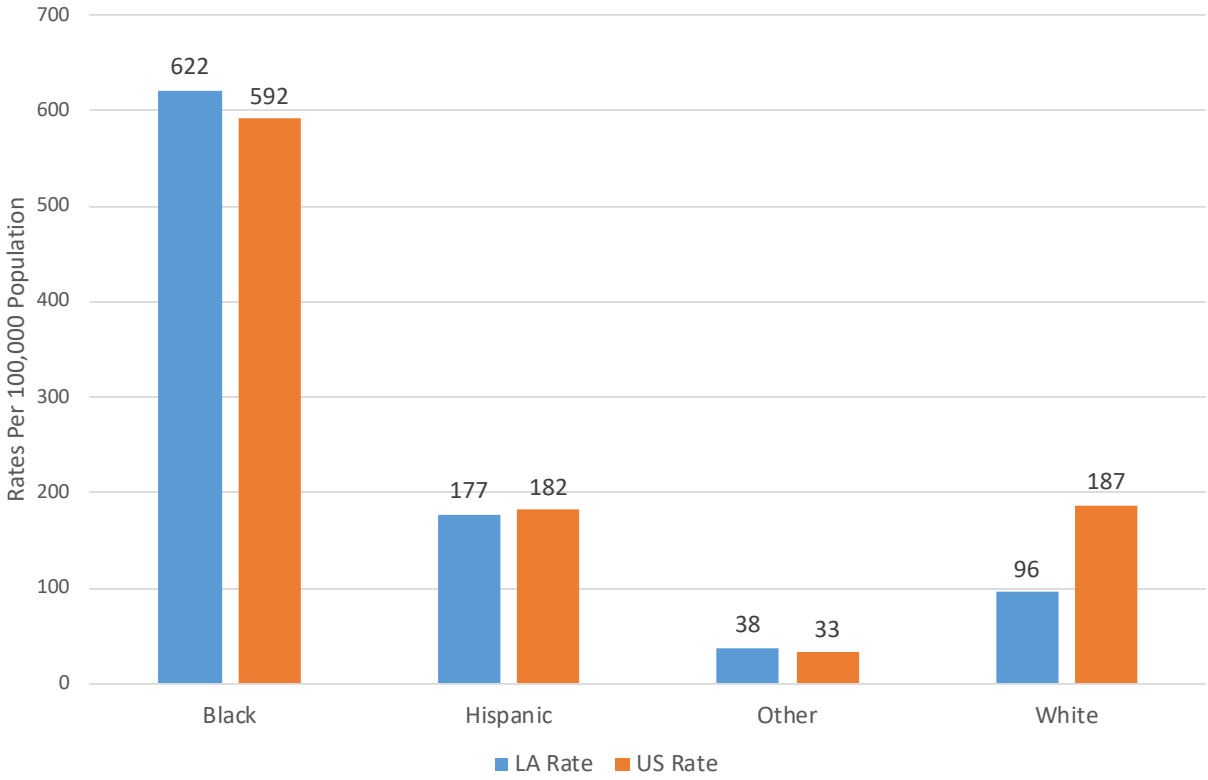
Another way to assess the use of the jail is to compute jail incarceration rates, which are calculated by taking the current jail population number and dividing it by the County population to compute a rate per 100,000 residents. In Figure 9, we use the 2019 jail population data for Los Angeles, California and the U.S. Prior to COVID-19, the Los Angeles rate was below the California and U.S. rates.



One can make the same calculations based on the number of UCR index crimes reported and the number of adult arrests made. In essence, these two rates control for the amount of crime and people being arrested in a jurisdiction. Using these two measures, the Los Angeles County jail incarceration rates in 2019 were below the California and U.S. rates.

Per capita incarceration rates by race/ethnicity were computed and compared with the U.S. rates (Figure 10). In general, the levels of disparity for Black and Hispanic people for Los Angeles County are similar to the U.S. rates. The exception is that the Los Angeles incarceration rate for White people is well below the U.S. incarceration rate for White people.

Figure 10. Los Angeles County vs. U.S. Jail Incarceration Rates by Race and Ethnicity - 2019



National data for 2020 are not available but California jail data are available from the BSCC jail survey series. This data set also contains jail booking data for each county. Table 29 shows these results for Los Angeles County and the other major southern California jail systems which can be summarized as follows:

1. Between February 1, 2020 and September 30, 2020, California's jail population declined by 21,325 or 27% while Los Angeles County dropped by 19%.
2. Similarly, California's jail incarceration rate dropped from 201 per 100,000 population to 147 while Los Angeles County dropped from 166 to 134.
3. Only Orange County has a lower incarceration rate (114).
4. The jail booking rate for Los Angeles County is significantly (about 50%) below the California rate and its neighboring counties.
5. The Los Angeles County length of stay (LOS) is considerably higher than the state rate (65 days versus 30 days) or any of its neighboring counties (Table 29).
6. All of the comparable major jail systems now have populations below the BSCC bed capacities while Los Angeles is well above the BSCC bed capacity.

Table 29. Comparison of Jail Populations, Incarcerations Rates, Booking Rates and Length of Stay (LOS) By Selected Counties - 2020

Jurisdiction	Total California	LA	Orange	Riverside	San Diego	San Bernardino
County Population	39,283,497	10,081,570	3,168,044	2,411,439	3,316,073	2,149,031
Jail Populations						
2/1/20	79,093	16,740	5,074	3,823	5,485	5,534
12/31/20	59,666	14,702	3,760	3,500	4,197	5,067
Change	-19,427	-2,038	-1,314	-323	-1,288	-467
% Change	-25%	-12%	-26%	-8%	-23%	-8%
Jail Incarceration Rate Per 100,000 Population						
2/1/20 Rate	201	166	160	159	165	258
9/30/20 Rate	147	134	114	152	126	237
Change	-54	-32	-46	-6	-39	-21
% Change	-27%	-19%	-29%	-4%	-24%	-8%
Jail Bookings and Rates Per 100,000 Population						
Annual Bookings	868,644	101,904	53,376	52,836	74,568	66,408
Bookings Rate	2,211	1,011	1,685	2,191	2,249	3,090
LOS in Days						
LOS (days)	30 days	65 days	44 days	26 days	27 days	30 days
BSCC Bed Capacity	81,141	11,478	4,425	4,975	6,183	6,952
Above/Below BSCC	21,475	+3,224	-665	-1,475	-1,986	-1,885

The lower booking rates and higher LOS for Los Angeles County are driven by the LASD sub-station system which deflects many defendants (especially people charged with misdemeanor crimes) from being booked into the LASD jail system. This also contributes to a longer LOS as those booked are more likely to be charged with serious felony crimes for which they have higher bails or are viewed by the Courts as unsuitable for non-financial releases. These data indicate that reforms directed at reducing the LOS will have the greatest impact on the jail population.

The next level of analysis focuses on the active jail population by taking three "snapshots" of people in the LASD jail system on January 28, 2020, August 19, 2020, and January 19, 2021. The first reflects the pre-COVID-19 pandemic time frame while the latter two reflect the smaller post-COVID-19 timeframe (Table 30).

Table 30. LASD Jail Population Attributes

Attribute	Jan. 28, 2020		Aug. 19, 2020		Jan. 19, 2021	
	Number	Percent	Number	Percent	Number	Percent
Total	16,779	100.0%	12,143	100.0%	14,786	100.0%
Average LOS to Date (days)	186 days		265 days		285 days	
Gender						
Female	2,085	12.4%	1,154	9.5%	1,378	9.3%
Male	14,694	87.6%	10,989	90.5%	13,408	90.7%
Race						
Black	4,874	29.0%	3,809	31.4%	4,408	29.8%
Hispanic	8,715	51.9%	6,420	52.9%	8,062	54.5%
Other	680	4.1%	447	3.7%	543	3.7%
White	2,510	15.0%	1,467	12.1%	1,773	12.0%
Average Age	35.6		34.5		35.4	
Number of Charges						
One	7,094	42.3%	6,418	52.9%	6,051	40.9%
Two	5,079	30.3%	3,074	25.3%	4,165	28.2%
Three	2,436	14.5%	1,328	10.9%	2,314	15.6%
Four	1,139	6.8%	670	5.5%	1,135	7.7%
Five or more	1,031	6.1%	653	5.4%	1,121	7.6%
Sentence Status						
Pretrial only	7,278	43.4%	5,629	46.4%	5,956	40.3%
Pretrial with a Sentence	3,360	20.0%	2,708	22.3%	3,210	21.7%
Sentenced Only	6,141	36.6%	3,806	31.3%	5,620	38.0%

In addition to the pre-COVID-19 jail population having about 5,000 more people in custody than the August 19, 2020 snapshot, it also has a shorter length of stay (LOS) to date, a higher percentage of females, and a lower percentage of people in pure pretrial status (with no attached jail or prison sentences). The lower percentage of people in sentenced status (no other pending charges) is due in part to efforts by the LASD to reduce the LOS for people with relatively short local sentences or time left to serve.

The January 19, 2021 snapshot reflects the "rebound" effect of easing COVID-19 restrictions, further delays in court processing, and the rising number of state sentenced prisoners awaiting transfer to the CDCR. Both the LOS to date (285 average days) and the percent that are in sentenced status (38%) are the highest at January 19, 2021.

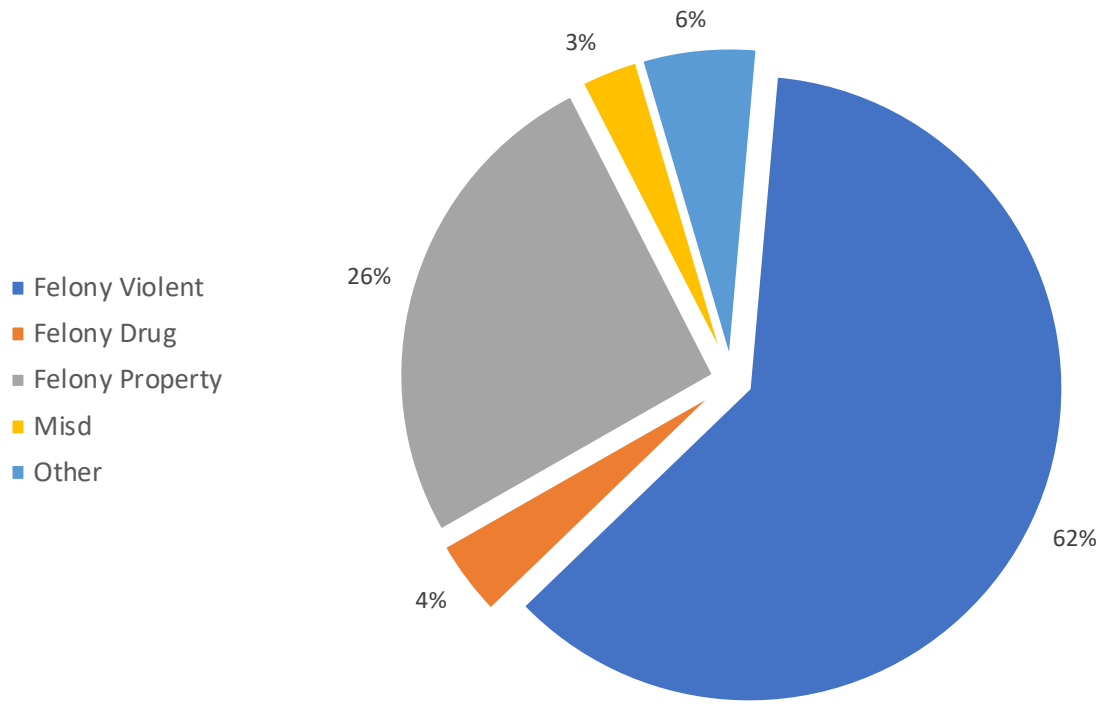
We can also compare the primary current charge/offense that each person is facing or has been convicted of for both snapshots (Table 31). The LASD data system updates the current charge information on a daily basis as the courts report any changes in the charges based on court hearings.

Table 31. LASD Jail Population by Most Serious Current Charge

Offense	Jan. 28, 2020		Aug. 19, 2020		Jan. 19, 2021	
	Number	Percent	Number	Percent	Number	Percent
Total	**16,779**	**100.0%**	**12,143**	**100.0%**	**14,786**	**100.0%**
Total Felony	**14,959**	**89.2%**	**11,000**	**90.6%**	**13,518**	**91.4%**
Felony Violent	**7,810**	**46.5%**	**7,447**	**61.3%**	**9,150**	**61.9%**
Murder/manslaughter	1,762	10.5%	2,009	16.5%	2,339	15.8%
Sex	680	4.1%	674	5.6%	895	6.1%
Assault/battery	2,135	12.7%	1,671	13.8%	2,549	17.2%
Robbery	1,446	8.6%	1,417	11.7%	1,581	10.7%
Domestic violence	434	2.6%	491	4.0%	611	4.1%
Violate protective order	184	1.1%	135	1.1%	59	0.4%
Threaten Death/GBH	455	2.7%	389	3.2%	401	2.7%
Threaten executive officer	185	1.1%	128	1.1%	118	0.8%
Other violent	529	3.2%	533	4.4%	597	4.0%
Felony Drug	**1,493**	**8.9%**	**400**	**3.3%**	**597**	**4.0%**
Drug Sale	1,235	7.4%	393	3.2%	500	3.4%
Drug Possession	258	1.5%	7	0.1%	97	0.7%
Felony Non-Violent	**5,656**	**33.7%**	**3,153**	**26.0%**	**3,771**	**25.5%**
Burglary	1,264	7.5%	775	6.4%	1,033	7.0%
Fraud/forgery	447	2.7%	139	1.1%	162	1.1%
Theft	1,394	8.3%	563	4.6%	715	4.8%
Malicious mischief	342	2.0%	156	1.3%	233	1.6%
Other property	156	0.9%	167	1.4%	211	1.4%
DUI	180	1.1%	103	0.8%	129	0.9%
Weapons	491	2.9%	568	4.7%	544	3.7%
Probation/parole violation	1,079	6.4%	382	3.1%	498	3.4%
Other Non-Violent	205	1.2%	207	1.7%	130	0.9%
Traffic	91	0.5%	90	0.7%	113	0.8%
FTA	7	0.0%	3	0.0%	3	0.0%
Total Misdemeanor	**1,271**	**7.6%**	**282**	**2.3%**	**389**	**2.6%**
Other	**549**	**3.3%**	**861**	**7.1%**	**879**	**5.9%**

While all three populations have a majority charged/convicted for felonies, the post-COVID-19 populations have a significantly higher proportion of people with a violent crime (62%). Only a very small percent (3%) of the post-COVID-19 populations is charged/convicted of a misdemeanor crime (Figure 11).

Figure 11. Current Charge Level - Current LASD Jail Population
January 19, 2021



The final statistical analysis is based on a cohort of people who were released between January 2019 and April 2021. The release cohort is useful for understanding which methods of release by the courts are driving the jail population. In this analysis, we compare the Pre and Post COVID-19 time frames.

Table 32 summarizes the method of release analysis for people released between January 1, 2019 and March 31, 2020. If one annualizes the release numbers, this cohort will produce an estimated jail population of about 17,000 which is equal to the actual average for the pre-COVID-19 time frame. This demonstrates that the release data are accurate.

The three rows that are highlighted reflect the major drivers of the jail population. Based on the number of releases and the associated LOS, these three release methods (sentence expiration - (sentenced is completed, transfer to CDCR, and transfer to another jurisdiction) constitute 78% of the pre-COVID jail population. Any plan to further lower the jail population needs to impact these three release groups principally by reducing their LOS.

Unlike the daily population that shows a sizeable number of people in pretrial status, the vast majority of people admitted to the jail are convicted of their crimes. Based on the releases between January 1, 2019 and March 2020 (the pre-COVID-19 time period), only 17,548 of the 114,100 releases (15%) exited the jail in pretrial status. The other 94,765 (83%) exited in sentenced status. This is significant in that it limits the capacity to divert such people at the arraignment hearing.

Table 32. Releases by Release Reason
January 2019 – March 2020

Release Category	Number	LOS (days)	Percent of Releases	ADP	Percent of ADP
Total	114,100	66.8	100%	16,694	100%
Released As Sentenced					
Sentence expiration*	24,273	105.6	21%	5,614	34%
Transfer to CDCR	14,485	168.6	13%	5,349	32%
Transfer to other agency	10,740	88.2	9%	2,075	12%
Rehab/treatment	5,037	70.7	4%	780	5%
ODR Releases	841	136.0	1%	251	2%
Released to probation	5,369	37.5	5%	441	3%
Sentenced short releases*	27,502	7.3	24%	440	3%
Percent of Sentence Served*	3,472	47.1	3%	358	2%
Time served*	1,619	61	1%	216	1%
Parole release	2,268	8.7	2%	43	0%
Released As Pretrial					
Bond	9,956	15.4	9%	336	2%
Dismissed	3,052	22.3	3%	149	1%
Own recognizance	2,232	22.4	2%	110	1%
Cite	2,308	11.7	2%	59	0%
Other Releases					
State Hospital Mental Competency Restoration	1,358	205.1	1%	610	4%
Rebook/Other	429	119.8	0%	113	1%

* Short release: Inmates with less than a set number of days to serve are released forthwith. Currently set at 240 days. Percentage release: the inmate is released after serving a percentage of their time (time greater than the short releases). Percentage releases exclude felony M7 (assaultive) inmates. Inmates released at 10% of their statutory term are not released any earlier than 6 (six) months before their actual release date, as reflected in AJIS. Sentence Expiration (Time Has Expired) - A commitment issue is ordered, and the inmate has served the time specified in the sentence. Time Served – A judge issues an Order for Release, considering the time incarcerated equals the correct sentence and the inmate is released, on that case.

It is noteworthy that releases to the ODR program comprise 1% of all releases and have a LOS of 136 days which is twice the average LOS for all releases. Later in the report we conduct a more detailed analysis of the ODR program, its current impact on the jail population, and suggestions to make it have a greater impact on the jail population.

Factors Impacting Jail Admissions

The next step in developing the jail population projection is to estimate future jail admissions. This estimate is based on those factors that influence jail bookings including a number of policy assumptions.

County Demographic Trends and Forecasts

One major factor is the projected size and attributes of the County population. In particular, those demographic groups that have higher rates of being arrested and booked into the jail system, specifically males between the ages of 18 and 39. California's Department of Finance provides population projections by age and gender for each county through 2035. The Los Angeles County projections are highlighted in Figure 12. There is a basically flat growth trend and a declining population for males ages 14-39. The downward trend for the at-risk male population is the product of declining birth rate and the continued aging of the California population. These demographic factors are also linked to dramatic decline in juveniles' arrests (from 57,586 in 2010 to 11,880 in 2019) which is particularly significant as age at first arrest is one of the best predictors of subsequent criminal conduct and arrests as an adult.[47]

Crime and Adult Arrest Trends

The next two factors are reported crimes to the police and arrests – especially adult arrests. Like virtually all jurisdictions, reported crimes and adult arrests have declined since the early 1990s (Figure 13). Since 1990, there has been a decline of 300,000 in property crimes (burglary, theft, and auto theft) and a decline of over 100,000 in violent crimes (murder, rape, aggravated assault, and robbery). Again, the basis for this spectacular decline is related to demographic trends, fertility and birth rates, and economic factors especially inflation rates.[48] These drivers of crime rates, with the noted exception of inflation, are relatively stable and are not expected to change in the near future.

As serious crime rates have declined, so too have juvenile and adult arrests. Since 1990, there has been a reduction of 425,000 in adult arrests by Los Angeles County police agencies. The decline has occurred for both felony and misdemeanor level crimes and drug offenses (Figure 14).

[47] Piquero, Alex R., J. David Hawkins, and Lila Kazemian. 2012. Criminal career patterns. In From Juvenile Delinquency to Adult Crime: Criminal Careers, Justice Policy, and Prevention, eds. Rolf Loeber and David P. Farrington, New York: Oxford University Press.

[48] Austin, James, Todd Clear, and Richard Rosenfeld. 2020. **Explaining Past and Projecting Future Crime Rates.** New York, NY: The Harry Frank Guggenheim Foundation. hfg.org/crime_forecasting.htm.

Figure 12. Los Angeles County Population Projections
Total, Males Age 15-39, Births, and Juvenile Arrests
2010-2060

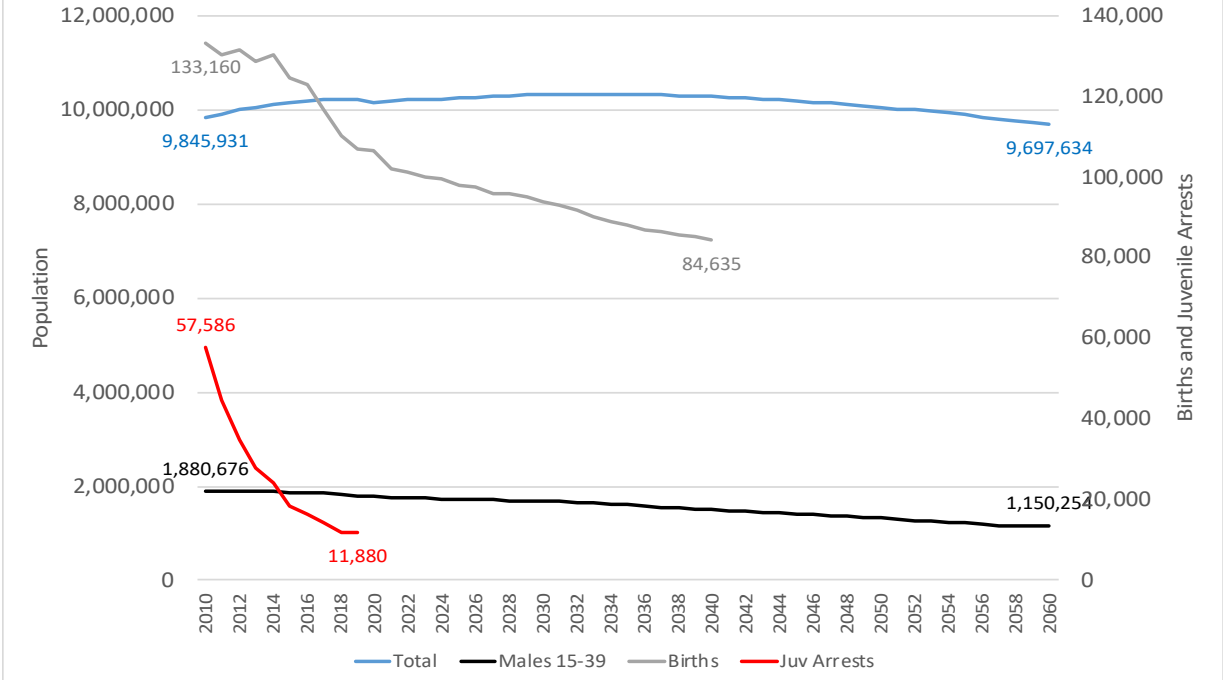
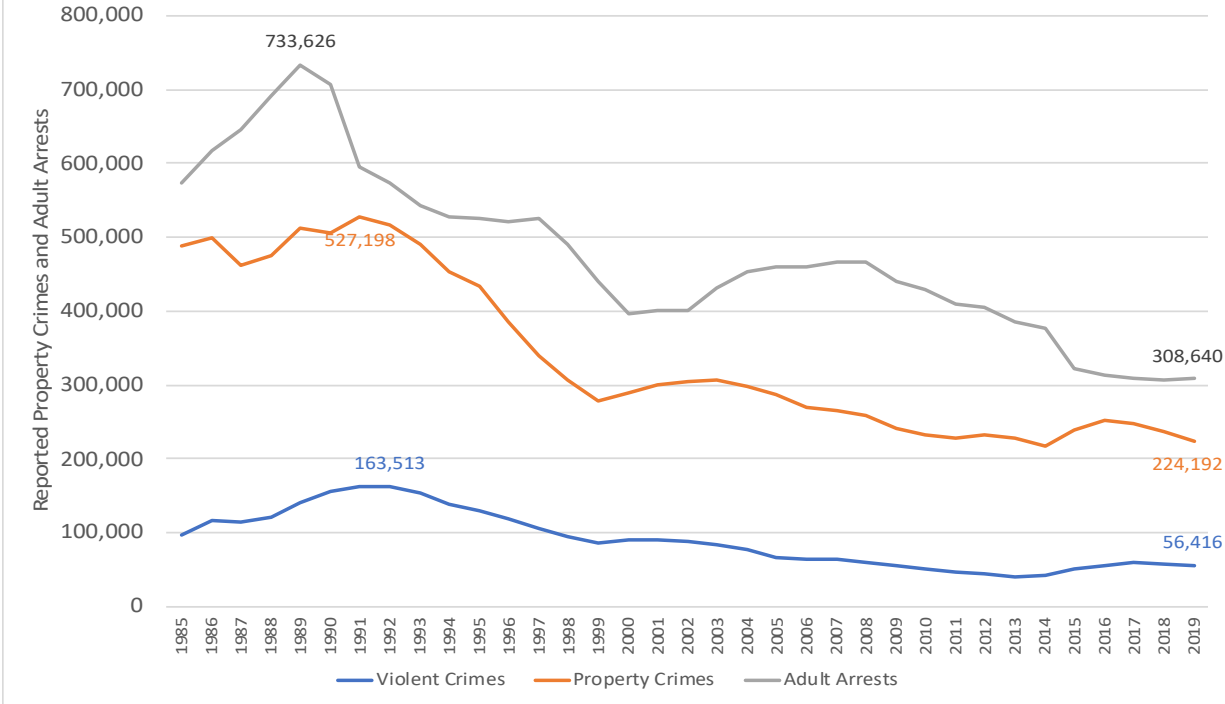
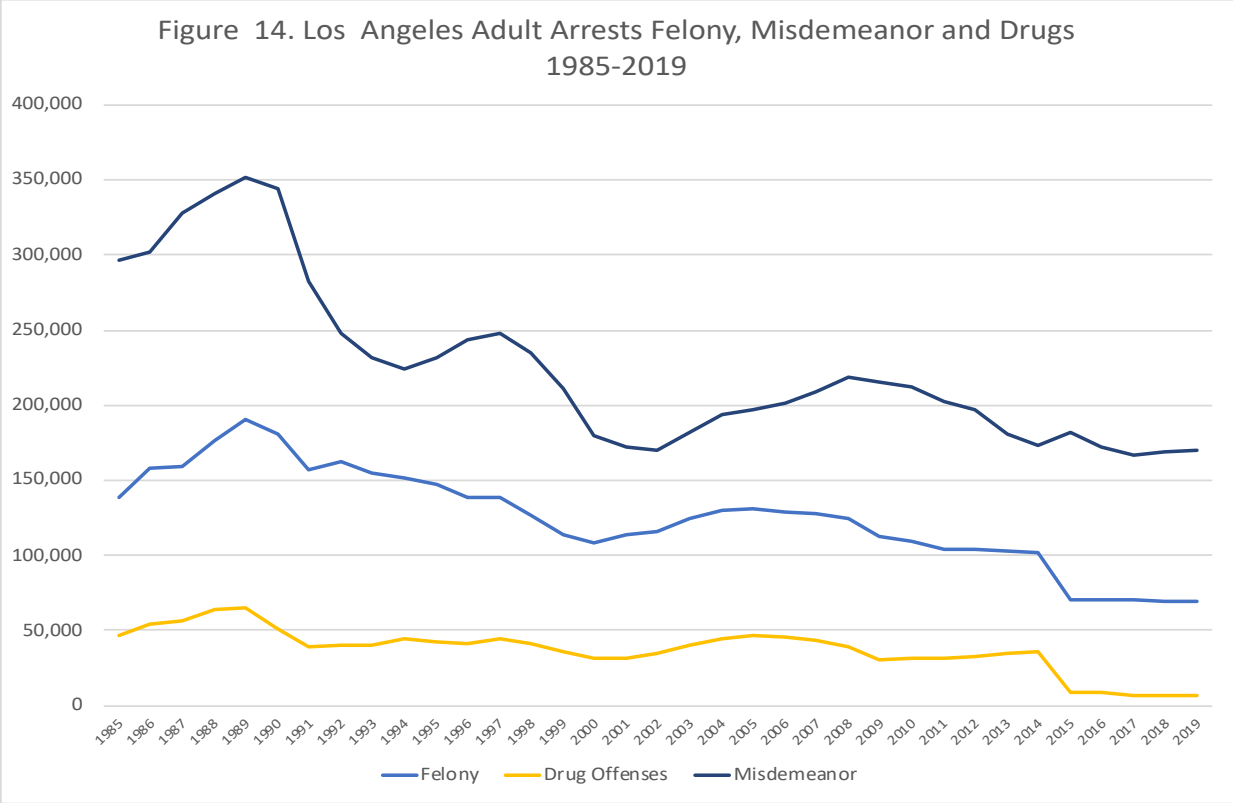


Figure 13. Los Angeles County Reported Crime and Adult Arrests
1985-2019





It was possible to access arrest data for 2020 for the two major police agencies – LAPD and LASD. LASD felony and misdemeanor arrests since January 2019 to March 30, 2021 were extracted from LASD's Custody Division Population Quarterly Reports. LAPD arrest data for January 1, 2019 through December 31, 2020 were extracted from the LAPD's Consolidated Crime Analysis Database (CCAD).

Figure 15 displays the counts of LAPD felony and misdemeanor arrests while Figure 16 reflects the LASD arrests. Coinciding with the COVID-19 lockdown protocols, misdemeanor arrests by LASD dropped significantly in March and April 2020 while felony arrests dropped slightly. Following this drop, misdemeanor arrest counts remained low for the remainder of 2020 compared to 2019. However, the LASD data shows an uptick in arrests for the first three months of 2021. The LAPD experienced nearly the same trend as LASD in 2020 following COVID-19 lockdown protocols: a sharp drop in misdemeanor arrests in March and April, a small drop in felony arrests, and relatively low levels of misdemeanor arrests through the remainder of 2020.

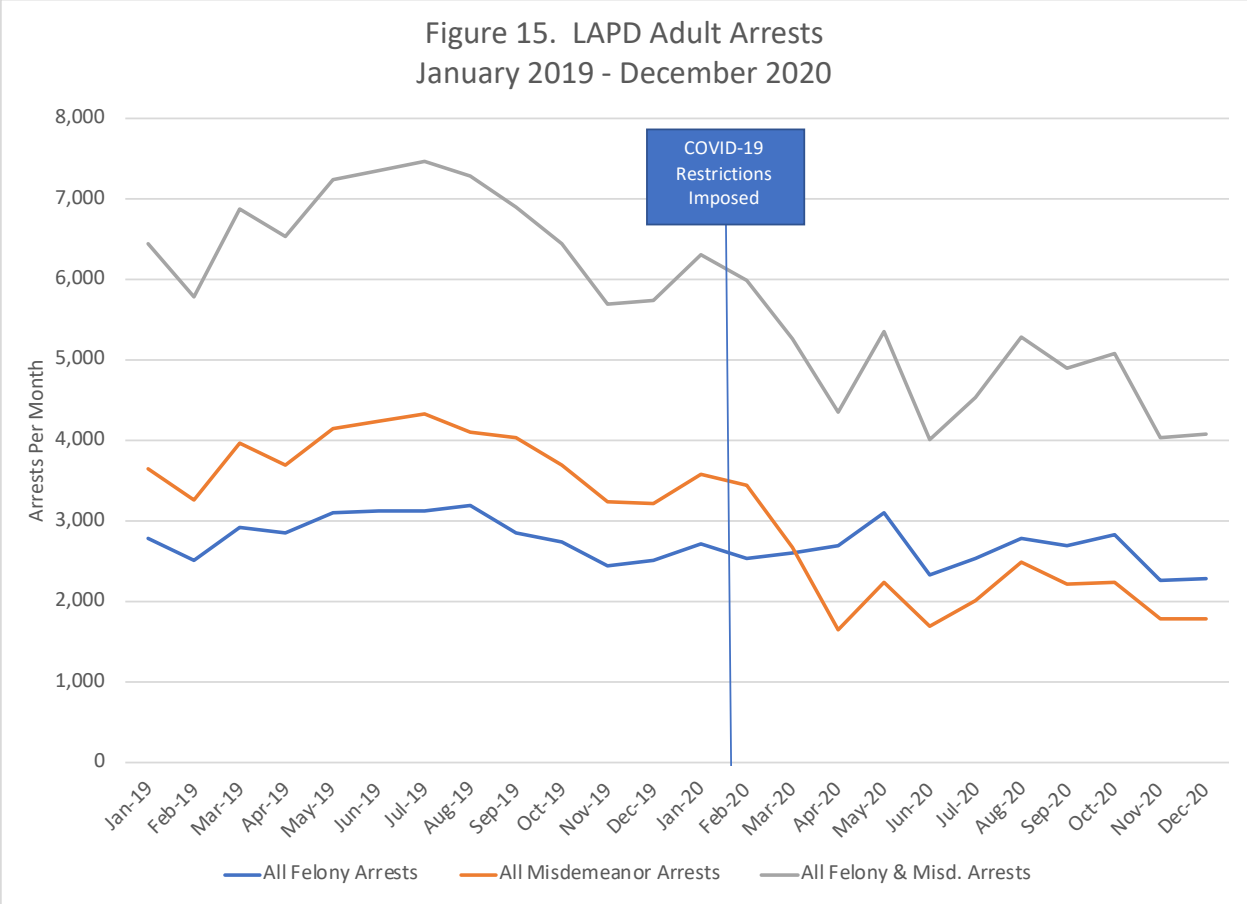
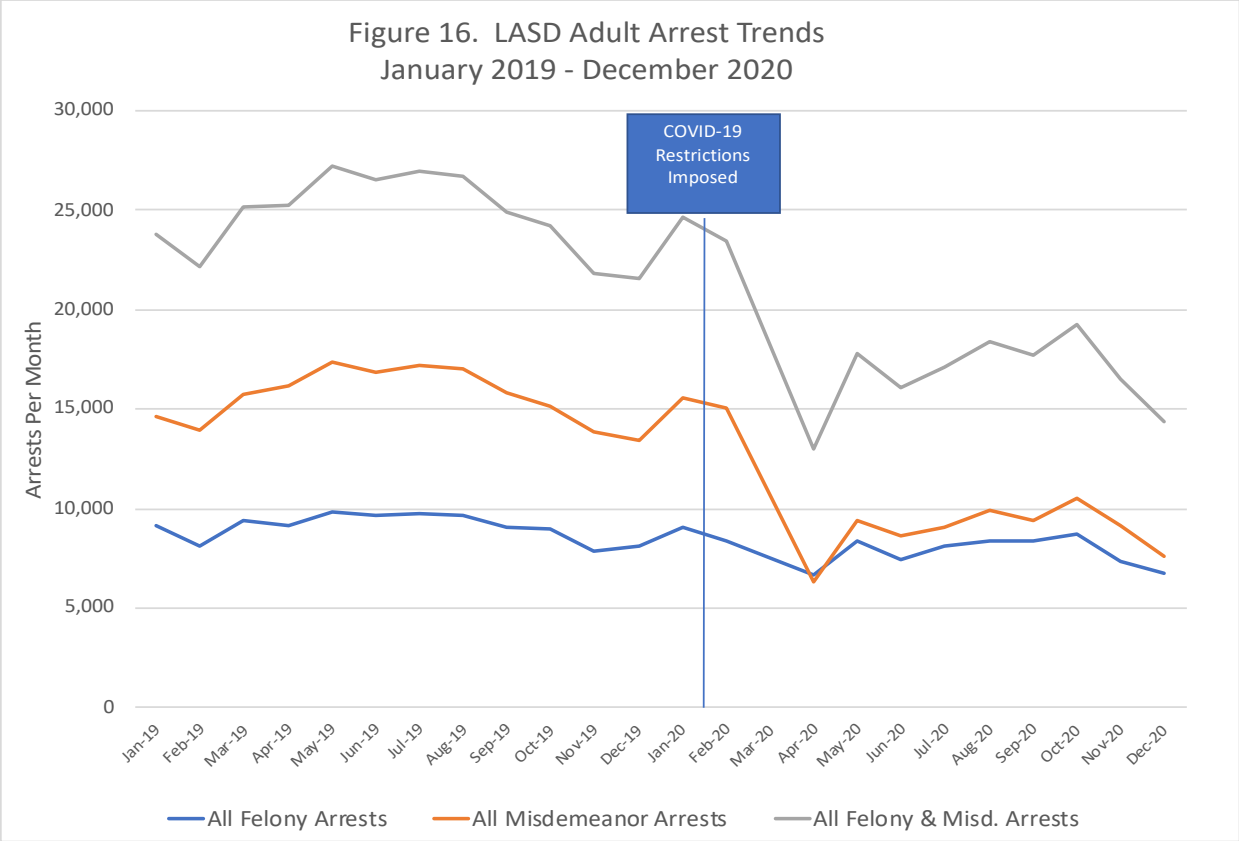


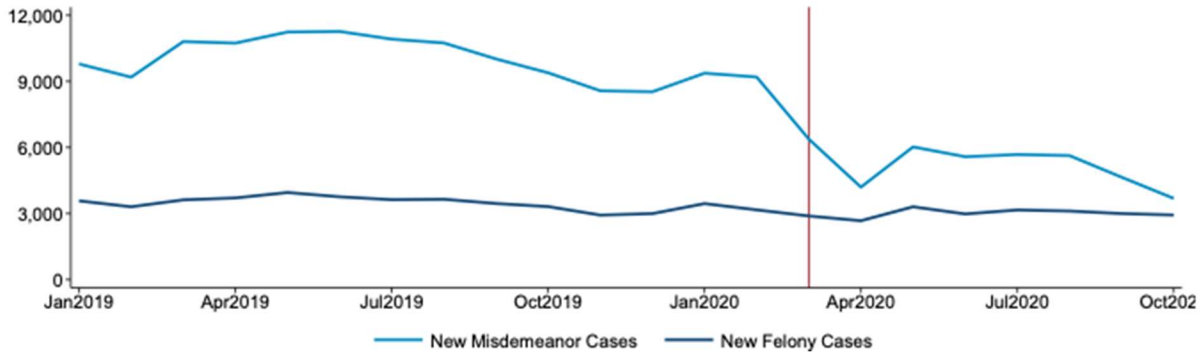
Figure 15. LAPD Adult Arrests
January 2019 - December 2020
COVID-19 Restrictions Imposed
Arrests Per Month
8,000
7,000
6,000
5,000
4,000
3,000
2,000
1,000
0
Jan-19
Feb-19
Mar-19
Apr-19
May-19
Jun-19
Jul-19
Aug-19
Sep-19
Oct-19
Nov-19
Dec-19
Jan-20
Feb-20
Mar-20
Apr-20
May-20
Jun-20
Jul-20
Aug-20
Sep-20
Oct-20
Nov-20
Dec-20
All Felony Arrests
All Misdemeanor Arrests
All Felony & Misd. Arrests



Criminal Case Filing Trends

As crime and arrests declined in Los Angeles County, the number of criminal cases has also declined. In a recent unpublished study by the CEO, it was shown that since March 2020, there has been a sharp decline in misdemeanor level criminal cases but no real change in the number of felony cases (Figure 17). While the reduction in misdemeanor cases is significant, the lack of a decline in the felony cases is also relevant as the stream of felony criminal cases will continue to exert the greatest impact on the jail population size.

Figure 17. Los Angeles County Criminal Cases Filed 2019 - 2020



Source: CEO, 2021.

Collectively the demographic, reported crime, arrest trends (adult and juvenile), and criminal case filings strongly suggest that these trends that influence jail admissions will continue to exert a downward effect on historic jail bookings. COVID-19 protocols adopted by law enforcement agencies have significantly reduced the misdemeanor arrest stream.

Recent Pretrial Diversion Reforms and Impact on Jail Bookings

As noted earlier, there has been a sharp decline in LASD jail bookings that occurred immediately after government and businesses implemented a number of reforms that restricted social and economic activities. At the same time, the criminal justice systems also implemented reforms to reduce the contact that defendants and offenders would have with the criminal justice system. As discussed above, these pretrial release reforms, which are intended to reduce the number of bookings into the LASD main jail system, are referred to as the Pretrial Release Evaluation Program (PREP) and the Bail Deviation Project (BDP) which actually predates the PREP by many years.

A recent unpublished study by the Los Angeles County Chief Executive Office (CEO), provided detailed descriptions of how these pre-arraignment diversion programs are designed to operate. [49] The report also provides summary and individual level data on those people who have been released into each program. As shown in Table 33, there are a large number of criminal cases that are being deflected at the pre-arraignment stage with most of them being for misdemeanor crimes.

It was reported that since March 2020, there were significant declines in criminal cases being filed and a concurrent increase in the percent of criminal cases being granted a pretrial release. Most of the decline was for misdemeanor cases which would have less of an impact on the jail population as many are released at the police station level, or if booked have a truly short LOS. The report notes that there has been little change in the number of felony charges filed with the courts, which as noted above is the principal charge level for jail booking and releases.

In terms of the impact of these various pretrial reforms, there has been little impact on the jail population largely because they have processed a small proportion of the total booking stream, and they have focused on misdemeanor cases that typically have a truly short LOS when booked into the LASD jail system. These reforms have been further diluted due to the *Humphrey*[50] decision and polices enacted by law enforcement to minimize arrests for misdemeanor level crimes. In order to have an impact, both programs would need to cover a greater proportion of the jail bookings and focus more on felony cases that are unable to secure release until their criminal cases are disposed of by the courts.

[49] Basurto-Davila, Ricardo Basurto-Davila, Irene Vidyanti, and Chun Liu. May 2021. Data Collection to Support Pretrial Reform: Initial Report Back. Los Angeles County, CA: Chief Executive Office. Unpublished Draft.

[50] California Supreme Court ruled in favor of pretrial rights in the *in re Kenneth Humphrey Decision.* The Court declared that California's pervasive practice of requiring money bail in most cases is unconstitutional and that courts must consider non-monetary alternatives to detention. (https://www.courts.ca.gov/opinions/documents/S247278.)

Table 33. Los Angeles County Criminal Cases Filed
March 1, 2020 – December 31, 2020

Release Type	Criminal Cases	%
Total	74,772	100%
Non-Releases (includes transfers)	17,599	24%
Total Pretrial Releases	57,173	76%
Bail/Bond	8,549	11%
Citation	27,223	36%
Own Recognizance	13,853	19%
Other	7,548	10%
Felony Level Cases Released	17,791	24%
Misdo/Other Released	39,382	53%
Reform Programs		
Bail Project	190	0%
PREP PSA	1,030	1%
PREP CCAT - OR	571	1%
PREP CCAT - SPR	582	1%
Releases Enrolled in Programs (ODR/P180)	610	1%
Total Reform Releases	2,983	4%

Factors Impacting Length of Stay

As indicated earlier, the next variable to estimate is the projected LOS. LOS must be disaggregated by the release method (e.g., bail, transfer to CDCR, etc.). Table 34 summarizes these data which are disaggregated by legal status at arrest. For this table, we have only included the post-COVID time frame of March 2020 to April 2021. Significantly, the overall LOS has increased by about 15 days as compared to the pre-COVID-19 time frame. The LOS for the CDCR transfers is understated as that population has been stacking up and is not being fully reflected in the release cohort.

Since most of these releases are people who have been convicted of their crimes, the only variable that can be adjusted is their LOS. Thus, the key policies that will impact the LOS will be the amount of time it takes for the court to reach a final disposition for the felony charges (often multiple) that were filed against the defendant, and, if sentenced to the jail, the sentence length.

Relative to the pretrial processing factors, there are a number of motions that can be filed by either the prosecution or defense counsel that can delay the disposition of the charges. But one of the key factors that has been identified in national data as well as in Los Angeles County is the use of motions for continuances.

Table 34. Release Reason for Los Angeles Jail Releases March 2020 to April 2021

Release Category	Number	LOS (days)	Percent of Releases
Total	53,461	87.3	100%
Sentence expiration	11,441	125.4	21%
Transfer to CDCR	2,529	259.4	5%
Transfer to other agency	5,208	127.8	10%
Rehab/treatment	5,259	112.7	10%
State Hospital	509	277.7	1%
Rebook/Other	1,069	315.5	2%
To probation	2,832	55.3	5%
Bond	7,776	24.2	15%
Sentenced short releases	5,270	10.2	10%
Percent of Sentence	1,342	61.9	3%
Time served	924	122.3	2%
Own recognizance	2,934	35.2	5%
Dismissed	2,379	23.6	4%
Cite	1,376	45.5	3%
Parole release	2,613	8.2	5%

Source: LASD person level data file

The National Center for State Courts (NCSC) has found in its study of 91 courts in 21 states (including California) that the primary drivers of case-processing time are the number of continuances per case and the number of hearings per case. Limiting either the number of or the length of continuances, especially for people in pretrial detention, can have a major impact on the size of the jail population.[51]

The other major LOS factor would be the sentence length and the amount of good time credits one can earn to reduce the LOS. One should also note that how much time one spends in pretrial status also impacts the overall LOS as those credits are typically applied to the imposed sentence.

Impact of RDP

While referred to as a diversion program, RDP functions as a means for reducing the LOS of people with mental health and housing issues who are unable to secure release pre-arraignment. Unless these people are able to post bail they will remain in custody until their criminal charges are disposed of by the courts. To date, the program has had little impact largely because of its focus

[51] Ostrom, Brian J., Lydia E. Hamblin, Ph.D. Richard Y. Schauffler Nial Raaen. Undated. **Timely Justice in Criminal Cases: What the Data Tells Us.** Williamsburg, VA: National Center for State Courts.

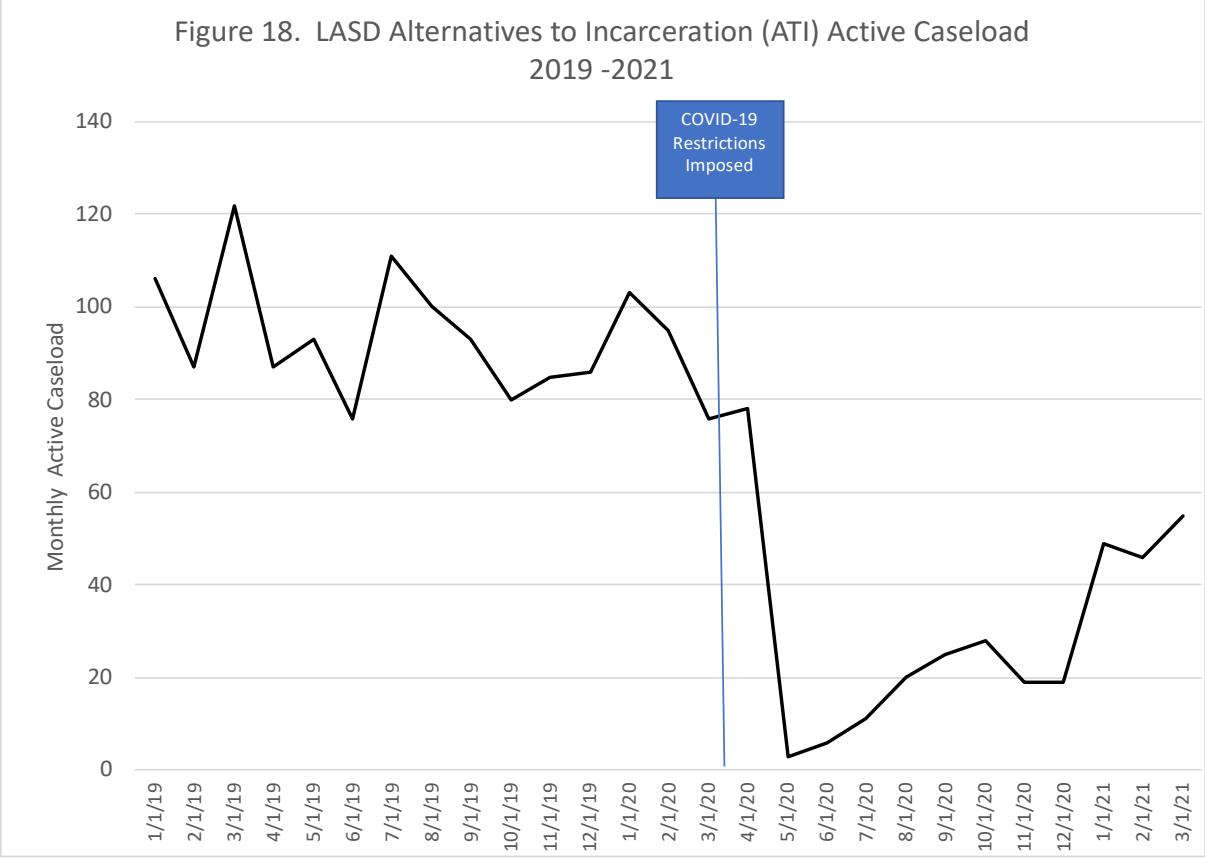
on misdemeanor cases and its limited presence in the LA County Court system. It began in the Criminal Courts Building (CCB) in June 2019 and has recently expanded to five other courts. During this time frame 1,379 cases have been referred to the courts but only 213 have been granted release. For the month of April, the pro-rated numbers of referrals for all six courts are 174 or about 2,100 referrals per year. In order for RDP to have a significant impact on the jail population, it will need to increase these referral numbers, significantly increase the grant rate by the courts, and have higher compliance rates.

Impact of LASD Alternatives to Incarceration

Under California Penal Code 1203.016 and 1203.018 the LASD has broad discretion to release to anyone in custody who meets the following criteria: "The inmate is appropriate for the program based on a determination by the correctional administrator that the inmate's participation would be consistent with the public safety interests of the community."

Consequently, the LASD now operates a number of programs that serve to reduce the LOS for people who have received a jail sentence. There are three such programs – Electronic Monitoring, Work Release, and the Weekender Work Program. The screening criteria for these programs are quite elaborate and time consuming which explains why the caseload numbers are so low (well below 100). They have become even lower after COVID-19 as the pool of potential candidates has also declined (Figure 18). While the active caseload has just recently increased, these programs, as currently constituted, are simply too small to have a significant impact on the jail population.

Figure 18. LASD Alternatives to Incarceration (ATI) Active Caseload 2019 -2021



Impact of ODR Program

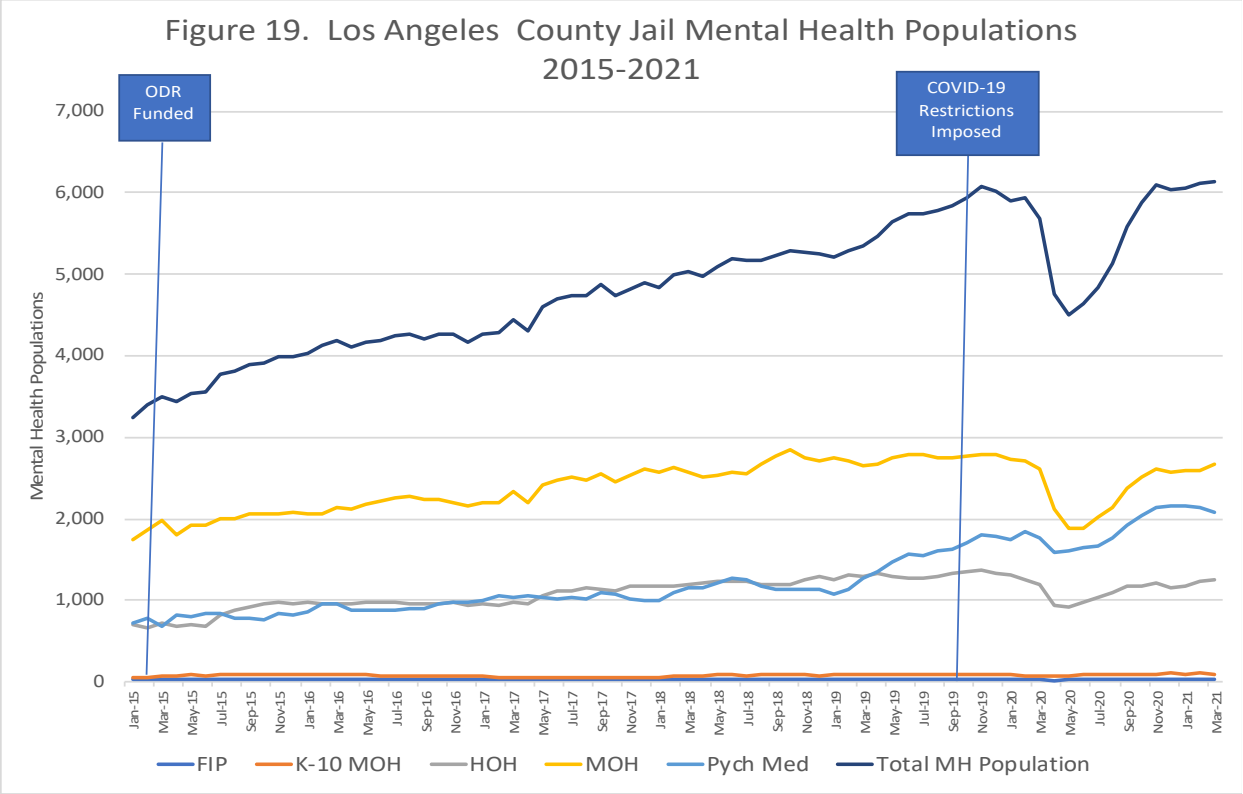
The last program that is designed to reduce LOS is the ODR which was designed to move some of the very sickest people facing the most serious charges out of the jail and into long-term community care. While often described as a diversion program, ODR really serves as a means for releasing people who have been incarcerated for a substantial period of time in pretrial status, who have significant mental health needs and who need supportive community-based services and housing. For many defendants who are released to ODR, one must plead guilty to the pending charges and be sentenced to probation. However, even after the probation term is completed, one may remain on the ODR caseload due to patients' need for services, which serves to reduce recidivism in the long-term. If the court process can be streamlined, ODR can reduce the LOS for those who are unable to secure release prior to arraignment.

The ODR and Non-ODR Mental Health Population Attributes

A major recommendation by the MCJ Closure Work Group for reducing the jail population by 4,500 was to fund an additional 4,000 community treatment beds in the first 18-24 months, in line with the CEO's Executive Work Group's recommendation of 10,000 beds over three years. The need for the additional mental health treatment beds is based, in part, on the 2019 RAND study that concluded that number were currently in the jail and were potentially "divertible".

In the next few pages, a more detailed analysis of the jail mental health population is made and those factors that would limit the ability to reduce it.

The current mental health population is estimated at about 6,000 with 1,255 classified as HOH, 2,081 as MOH, and 2,081 as in the general population but receiving psychotropic medication (Figure 19). Since 2015 when ODR was created, the mental health populations have continued to rise. The two exceptions are the relatively small categories of Felony In-Patient (FIP) and K-10 Moderate Observation Housing. There was a sharp dip in these populations, but it was due to the effects of COVID-19 as described earlier. Further, there has been a rebound in this sub-population, as the overall jail population has also rebounded.



Understanding why there has been no reduction in the mental health daily populations even as ODR has been implemented requires a more detailed analysis of the two factors that are producing them – admissions and the LOS. For the patients classified as Moderate Observation Housing (MOH) or High Observation Housing (HOH), it is possible to trace their admission numbers and LOS by using the jail release file. It is also possible to identify those patients who are being released to the ODR program.

Tables 35 and 36 compare the attributes of the ODR releases with other mental health patients who are labeled either as HOH or MOH from January 2019 through May 2020. Collectively, the data show that 28,000 releases were identified as HOH or MOH. Based on an annualized admission/release number and the LOS, the estimated HOH and MOH population is about 4,000 which is virtually identical to the reported HOH and MOH populations in Figure 19. So, in order to reduce these populations, a much larger number of people would need to be "diverted" though the existing ODR and RDP programs.

These two tables also show that the ODR releases are more likely to be female (35% vs. 19%) and charged with multiple felony cases that are disproportionately violent crimes (53% vs. 34%). More significantly, when controlling for the severity of the crime, the ODR releases are spending a significantly longer period of confinement than the non-ODR releases. As noted earlier, ODR releases constitute about 1% of all releases but have a significantly longer LOS than the average LASD releasee. The longer LOS is an artifact of two factors –the nature of the charges and the lengthy criminal court process for reaching a plea agreement.

Table 35. Release Attributes
(ODR versus Mental (non-ODR))
January 1, 2019 – May 31, 2020

Attribute	ODR			Mental (non-ODR)		
	Number	Percent of Total	Average Length of Stay (days)	Number	Percent of Total	Average Length of Stay (days)
Total	**1,983**	**100.0%**	**150.7**	**25,337**	**100.0%**	**71.0**
Daily Jail Population	**580**			**3,479**		
Gender						
Women	685	34.5%	138.1	4,712	18.6%	55.8
Men	1,298	65.5%	157.3	20,625	81.4%	74.5
Race						
Black	787	39.7%	162.4	8,937	35.3%	77.2
Hispanic	636	32.1%	148.3	9,296	36.7%	68.5
Other	93	4.7%	145.3	1,201	4.7%	75.7
White	467	23.6%	135.2	5,903	23.3%	64.7
Age at Release						
17 - 24	248	12.5%	145.7	3,082	12.2%	68.1
25 - 34	770	38.8%	153.2	9,026	35.6%	70.4
35 - 44	446	22.5%	149.4	6,427	25.4%	70.3
45 and older	519	26.2%	150.3	6,802	26.8%	73.8
Average age	37.5			37.9		
Number of Charges						
One	814	41.0%	143.8	12,224	48.2%	59.5
Two	576	29.0%	150.5	7,069	27.9%	75.6
Three	301	15.2%	157.7	3,166	12.5%	83.5
Four	152	7.7%	166.3	1,518	6.0%	92.8
Five or more	140	7.1%	158.6	1,360	5.4%	97.3
Average # of charges	2.2			2.0		
Median # of charges	2.0			2.0		

Table 36. Releases by Most Serious Charge
(ODR versus Mental (non-ODR))
January 1, 2019 – May 31, 2020

Offense	ODR			Other Mental Health (non-ODR)		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	**1,983**	**100.0%**	**150.7**	**25,337**	**100.0%**	**71.0**
Total Felony	**1,729**	**87.2%**	**149.1**	**17,831**	**70.4%**	**87.0**
Felony Violent	**1,057**	**53.3%**	**161.8**	**8,512**	**33.6%**	**110.9**
Murder	0	0.0%	0.0	192	0.8%	468.5
Sex	58	2.9%	139.1	580	2.3%	133.0
Assault/battery	612	30.9%	164.4	3,552	14.0%	114.5
Robbery	139	7.0%	164.1	1,168	4.6%	109.0
Domestic violence	18	0.9%	166.2	670	2.6%	59.4
Violate protective order	30	1.5%	116.3	522	2.1%	52.7
Threaten Death/GBH	100	5.0%	165.4	921	3.6%	85.4
Threaten executive officer	39	2.0%	153.3	401	1.6%	96.0
Other violent	60	3.0%	174.2	506	2.0%	115.3
Felony Drug	**57**	**2.9%**	**123.3**	**1,370**	**5.4%**	**69.4**
Drug Sale	18	0.9%	144.9	790	3.1%	90.7
Drug Possession	39	2.0%	113.4	580	2.3%	40.5
Felony Non-Violent	**615**	**31.0%**	**129.5**	**7,949**	**31.4%**	**64.4**
Burglary	141	7.1%	149.1	1,099	4.3%	101.4
Fraud/forgery	19	1.0%	105.5	173	0.7%	67.0
Theft	116	5.8%	125.9	1,102	4.3%	73.8
Malicious mischief	166	8.4%	119.9	1,060	4.2%	70.9
Other property	65	3.3%	160.9	258	1.0%	113.3
DUI	0	0.0%	-	137	0.5%	48.9
Weapons	18	0.9%	111.7	347	1.4%	61.1
Probation/parole violation	17	0.9%	108.8	3,167	12.5%	46.1
Other Non-Violent	61	3.1 %	106.2	480	1.9%	48.9
Traffic	8	0.4%	135.9	91	0.4%	55.3
FTA	5	0.3%	64.6	35	0.1%	28.5
Total Misdemeanor	**244**	**12.3%**	**163.9**	**6,925**	**27.3%**	**32.4**
Other	**10**	**0.5%**	**101.2**	**581**	**2.3%**	**59.6**

Table 37. Releases by Release Reason
(ODR versus Mental (non-ODR))
January 1, 2019 – May 31, 2020

Release Category	ODR				Mental (non-ODR)			
	Number	Ave. LOS (days)	% of Total	Calculated ADP*	Number	Ave. LOS (days)	% Total	Calculated ADP*
Total	**1,983**	**150.7**	**100%**	**579**	**25,337**	**71.0**	**100 %**	**3,476**
Bond	1	11.0	0.1%	0	927	22.7	3.7%	41
Transfer to CDCR	5	227.0	0.3%	2	2,462	144.6	9.7%	688
Cite	7	206.6	0.4%	3	305	41.9	1.2%	25
Dismissed	4	124.5	0.2%	1	1,469	30.0	5.8%	85
Transfer to hospital	15	205.5	0.8%	6	1,222	198.4	4.8%	469
Other/rebook	6	120.2	0.3%	1	113	70.4	0.4%	15
Own recognizance	13	152.9	0.7%	4	1,318	30.2	5.2%	77
Parole release	1	104.0	0.1%	0	676	10.1	2.7%	13
Percent of sentence	0	n/a	0.0%	0	603	48.4	2.4%	56
Sentence expiration	4	250.5	0.2%	2	4,117	84.8	16.2%	675
Short	0	n/a	0.0%	0	2,767	13.1	10.9%	70
Time served	1	112.0	0.1%	1	1,089	68.9	4.3%	145
To probation	7	140.7	0.4%	2	3,032	41.2	12.0%	241
To rehab program	1,002	135.1	50.5%	262	2,185	67.6	8.6%	285
Transfer other agency	915	166.1	46.1%	294	3,017	100.2	11.9%	584
Zero bail	2	130.5	0.1%	1	35	96.3	0.1%	7

* ADP is based on the number of 12 month releases

Relative to the method of release, the non-Mental Health releases are scattered among the various release methods while the ODR releases exit the jail via two release codes (Transfer to rehabilitation program and transfer to "other agency") (Table 37).

The most important statistic in Table 36 is that the entire non-ODR Mental Health release group is producing a jail population of about 3,500. Of that group, those now being sentenced to state prison are occupying nearly 700 jail beds with another 675 being people who received a local jail or AB109 sentence. These data strongly imply that trying to significantly reduce the current jail population by solely increasing funding for community based mental health beds will not be sufficient to lower the jail population by 4,500 people. It would require the diversion of over 20,000 HOH and MOH patients, a good portion of whom are now receiving state prison or jail sentences (Table 37).

The RAND Study

The recent study by the RAND Corporation was cited by the MCJ Closure Work Group to support its recommendation to fund 3,600 community based mental health beds.[52] Specifically, RAND made the following conclusion:

> "Based on our analyses, we found that about 60.8 percent of the jail mental health population were appropriate for diversion (about 3,368 individuals, based on the current population); 7.5 percent were potentially appropriate (about 414 individuals); and 31.8 percent were not appropriate (about 1,762)."

The study was based on a representative sample of 500 people from a total population of 5,544 people who were in the jail as of June 6, 2019 and were identified as a person either assigned as HOH, MOH, or taking psychotropic medications. This number is consistent with the numbers shown in Figure 19 for 2019.

To simulate the number of people in the sample that would be eligible for placement in ODR or any other community-based program, a detailed review was made of each sampled case. Cases were selected based on the legal and mental health criteria adopted by ODR. The selection criteria were also done in consultation with the Los Angeles County Public Defender, Alternate Public Defender, and the District Attorney. However, the actual legal and clinical case reviews were done exclusively by the RAND researchers.

It is important to note that this study was of the current jail population at that point in time and not a sample of actual jail releases. Review of jail releases would inform one on how many people would have to be diverted from jail and/or have their LOS significantly reduced to reduce the June 2019 mental health jail population by 61% or 3,600.

The RAND researchers also carefully noted six reasons that limit their estimates. These can be summarized as follows:

1. It was not possible to determine whether those in the sample who were recommended for diversion were actually diverted.
2. Judges assigned to courtrooms currently handling mental health matters who are more receptive to alternative placements may not be representative of other judges who would have to change their current sentencing practices.
3. Judges do not have unlimited discretion to release defendants into community services based on current California laws.
4. There may have been some people in the sample who were suffering not from mental illness but rather substance abuse disorders.
5. Because the study was based on a single point in time "snapshot" of then-current mental health population, it was unable to estimate the impact of expanding the number of

[52] Holliday, Stephanie Brooks, Nicholas M. Pace, Neil Gowensmith, Ira Packer, Daniel Murrie, Alicia Virani, Bing Han, Sarah B. Hunter. 2019. Estimating the Size of the Los Angeles County Jail Mental Health Population Appropriate for Release into Community Services. Santa Monica, CA: The RAND Corporation.

community beds on the jail mental health population (to do that would require a jail admission and release data as shown above).

6. The researchers did not have access to details about the circumstances surrounding current criminal charges and other pending charges from other jurisdictions.

For all of these reasons, the 3,368 divertible estimate should be viewed as a "best-case scenario" but may not be possible to achieve. In order to conduct a more realistic estimate, we performed a simulation on the non-ODR mental health release cohort that applied the following exclusionary criteria:

1. Did not meet the offense criteria used in the RAND study;
2. All persons with a LOS of less than 21 days (insufficient time to screen and/or stabilize on medication);
3. All persons transferred to another jurisdiction (ineligible for ODR);
4. All persons released to ODR or other rehabilitative program (already being served); and
5. Transferred to CDCR (does not impact jail population).

This screening simulation showed there were 5,375 released HOH and MOH patients per year who had an average LOS of 109 days which means they occupy about 1,600 jail beds on any given day (Table 38). The biggest factor that disqualifies potential alternative community bed placement is the large number of patients who spend less than 30 days in the jail. If patients could be screened and released sooner, the bed savings will increase. For example, assuming the screening and referral processes could be completed within 21 days, the pool of eligible persons increases to 6,500.

Table 38. Simulation of Bed Savings for Reducing Non-ODR HOH and MOH Patient Jail Populations

Screening Factor	Releases
Total Non-ODR HOH and MOH Releases Per Year	25,337
Exclusion Reason Total	19,962
Ineligible charge based on RAND study	2,911
30 days or less	11,789
Transfer to other agency	2,268
Release to Rehab Programs	1,209
CDCR release	1,785
Total Remaining Releases	5,375
Current LOS	109 days
Current Jail Population	1,604
New LOS	40 days
New Jail Population	589
Jail Population Reduction	-1,015
With 20% Discount	812

But assuming they would have an LOS of about 30 days as opposed to the current 109 days, the bed savings would be at 1,015. The court process, as determined by the judges, defense attorneys and prosecutors, is responsible for this long LOS, especially when handling serious cases and serious mental health disorders. ODR receives referrals of clients well into their LOS and is reliant on the court process to secure releases into programming. Reductions to that process would significantly reduce the LOS and thus the jail population.

One must also consider that some portion of these people will either decline to accept the placement or the courts will deny the motion for release (either pretrial or as a sentencing option like ODR). While it is not possible to know these disqualifying factors, it would seem appropriate to assume a 20% defendant/court rejection rate. Based on that discount factor, the bed savings would be 812. There may be other people who are not HOH or MOH patients but in any event, the number does not approach 3,600 as recommended by the MCJ Closure Work Group.

Impact of ODR on Recidivism

Using the jail release file, it was also possible to conduct a preliminary recidivism study to assess the possible impact on the rate of return to the jail system. This was done by taking those people who were released between January and May 2019 and determining if they had been returned to the LASD jail system within one year. People released to state hospitals, the CDCR and transferred to another jurisdiction were excluded from the analysis.

The overall rebooking rate for this cohort was 30% with ODR releases having a lower rate of 25%. However, those non-ODR Mental Health releases had a significantly higher rate of 41% (a 16% absolute percentage difference). To further clarify this comparison, we controlled the rates for the following two variables that are associated with re-booking rates and differentiate the ODR from the non-ODR Mental Health releases (Table 39):

1. Gender (ODR releases are disproportionately female); and,
2. Severity of Charges (ODR releases are disproportionately charged with a felony crime(s) and less likely for misdemeanor crime(s).

Based on that analysis, the differences between the ODR and non-ODR are sustained for males charged with felony level charges. The same is true for women, but the difference is reduced to 10%. These data can also be used to calculate re-booking rates by the methods of release. People released via a citation or a "shortened" sentence have lower rebooking rates (Table 40).

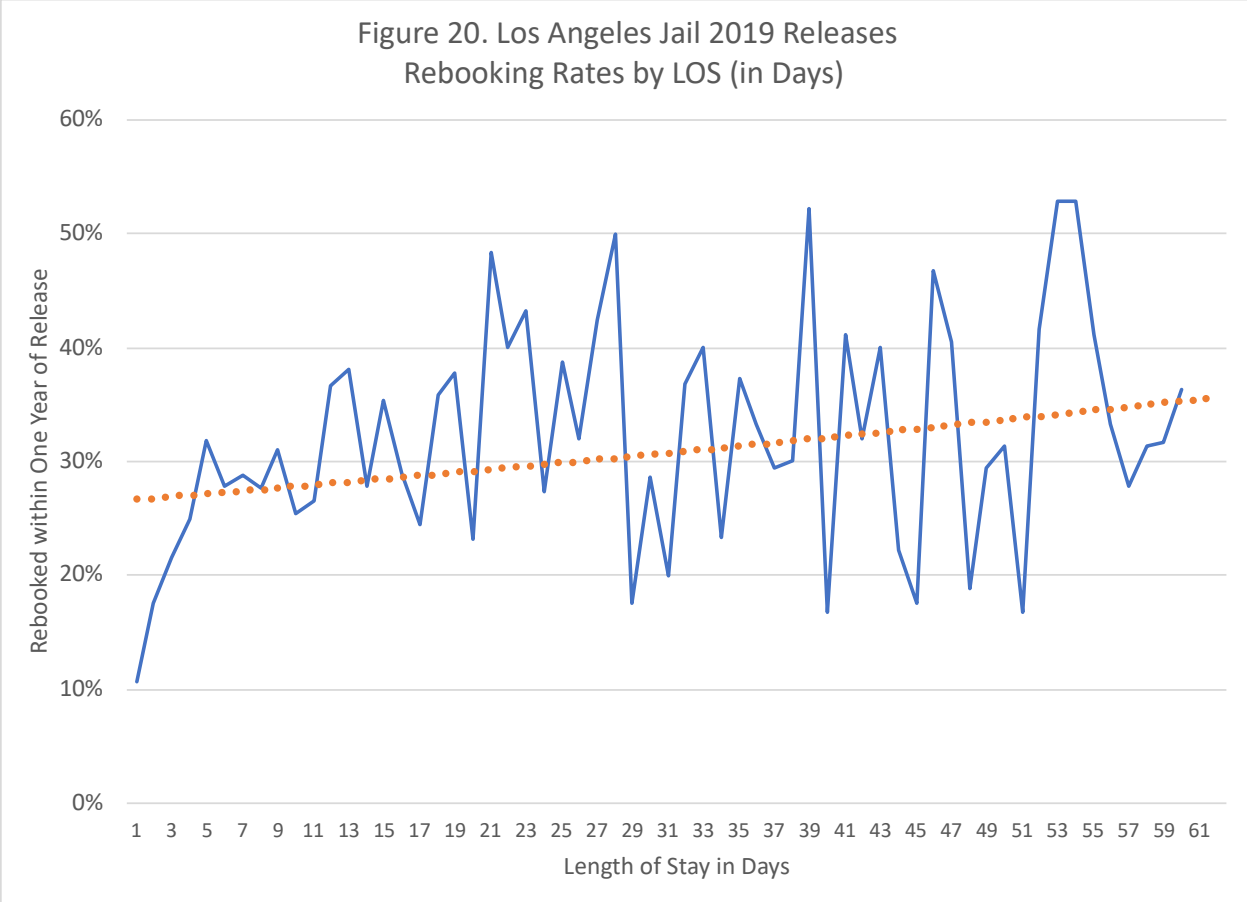
Finally, the data can also be used to show the diminishing returns of longer LOS. Figure 20 plots the first re-booking rates by LOS. This chart shows an increasing booking rate as the LOS increases. The lack of a positive relationship between people released from state prison and their considerably longer LOS has been well established by criminologists. But these data give further evidence that reducing the LOS may have a positive impact on re-booking rates.

Table 39. First Jail Release 2019, Rebooking within One Year by ODR and Mental Health Flag Only

Group	Number	Percent	Percent Rebooked within 1 year	Average Time to Rebook (days)
Total	57,767	100%	30%	118
ODR Client	589	1%	25%	134
Male -Felony	283	<1%	27%	
Female – Felony	143	<1%	28%	
Non-ODR Mental health	10,469	18%	41%	106
Male - Felony	3,883	7%	44%	
Female- Felony	786	1%	38%	
Neither ODR nor Non-ODR	46,709	81%	28%	122

Table 40. All First Jail Release 2019, Rebooking within One Year

Release Category (Less Transfers)	Number	Percent	Percent Rebooked within 1 year	Average Time to Rebook (days)
Total	57,767	100%	30%	118
Bond	7,253	13%	27%	123
Cite	1,845	3%	19%	149
Dismissed	2,056	4%	23%	117
Rehab/treatment	3,176	5%	31%	114
Rebook/Other	265	0%	28%	70
Own recognizance	1,397	2%	23%	117
Parole release	1,127	2%	55%	106
Percent of sentence	2,045	4%	31%	122
Sentence expiration	14,722	25%	37%	112
Sentenced short releases	18,583	32%	24%	126
Time served	1,026	2%	28%	120
To probation	3,285	6%	35%	117



County Jail Population Projections

Baseline Projection

The baseline Los Angeles jail population forecast was developed using the JFA stochastic entity simulation model. Data for the simulation model were collected on aggregate bookings and Average Daily Population from Calendar Years (CY) 2017 through May of 2021 and case level data on the confined jail population on January 19, 2021 and releases from January 1, 2019 to April 30, 2021. An expanded 28-month time frame for the case level release extract data file was used due to release fluctuations caused by the COVID-19 pandemic response. The expanded time frame allows for more representative release statistics to be analyzed and built into the simulation model.

Two main assumptions are built into the simulation model and discussed here; future jail admissions and projected LOS. As stated above, 28 months of individual case level release data was used in the construction of the simulation model. During that time frame, the overall average LOS for all releases was 67 days. From March 2020 (post-COVID-19), the overall LOS was observed at 87 days due to a reduction in the number of shorter LOS individuals and combined with the cessation of CDCR transfers. In the forecast model, this overall LOS for jail releases is assumed to rebound to the pre-pandemic average of 67 days over the remainder of 2021. From there, the LOS for the base projection is assumed to remain stable at 67 days through the forecast

horizon. It should be noted that the forecast model does not assume one overall LOS, rather it is built on customized LOS for specific crime and release types.

Similar to LOS, the COVID-19 pandemic had a substantial impact on admissions to the LA County jail. Admissions in 2020 plummeted over 45% due to COVID-19 mitigation measures (Table 41). Prior to 2020, admissions to the LA County jail were also decreasing, but not near the magnitude observed in 2020. Excluding 2020, annual admissions to the LA County jail were decreasing by an average of 2.5 percent per year. Since June of 2020, some crime, particularly murder, aggravated assault and motor vehicle theft have been increasing. The sum of reported crimes in those three categories for 2020 was higher than total year 2019.

Projecting future admissions to jail at this time is particularly challenging. Most of the factors that affect jail admissions are tied to COVID-19 related measures, police practices and the successful "re-opening" of society. With the current trajectory, it is assumed jail admissions will continue to rebound and end the year at just over 82,000 admissions in 2021. Given trends prior to 2020 and recent increases in some crimes, annual admissions are projected to increase slightly long-term with an average annual increase of 0.5% per year over the next five years (Table 41). Thereafter, consistent with the flat population and the declining at risk population projections presented earlier, jail admissions are projected to remain flat.

Based on the admissions and LOS assumptions described above, 1) if there are no future policy or practice changes implemented by the County and 2) the CDCR continues to limit prison admissions, the LA jail population is projected to increase slightly to 15,476 by December 2026.

Table 41. Annual Actual and Projected Admissions
CY 2016-2026

Year	Total	Average Monthly	Percentage Change
2016	112,332	9,361	
2017	110,941	9,245	-1.2%
2018	109,706	9,142	-1.1%
2019	103,839	8,653	-5.3%
2020	56,651	4,271	-45.4%
2021	82,127	6,844	45.0%
2022	82,538	6,878	0.5%
2023	82,950	6,913	0.5%
2024	83,365	6,947	0.5%
2025	83,782	6,982	0.5%
2026	84,201	7,017	0.5%
Average Annual Growth 2016-2019			-2.6%
Average Annual Growth 2022-2026			0.5%

Finally, it must be emphasized that jail population projections are only as good as the assumptions that underly them. Those assumptions largely reflect criminal justice policies. Because such policies are dynamic and constantly change from year to year, jail population projections should be updated at least on an annual basis. It is noteworthy that there is no County entity that issues LASD jail population projections, a deficiency in County planning that needs to be corrected.

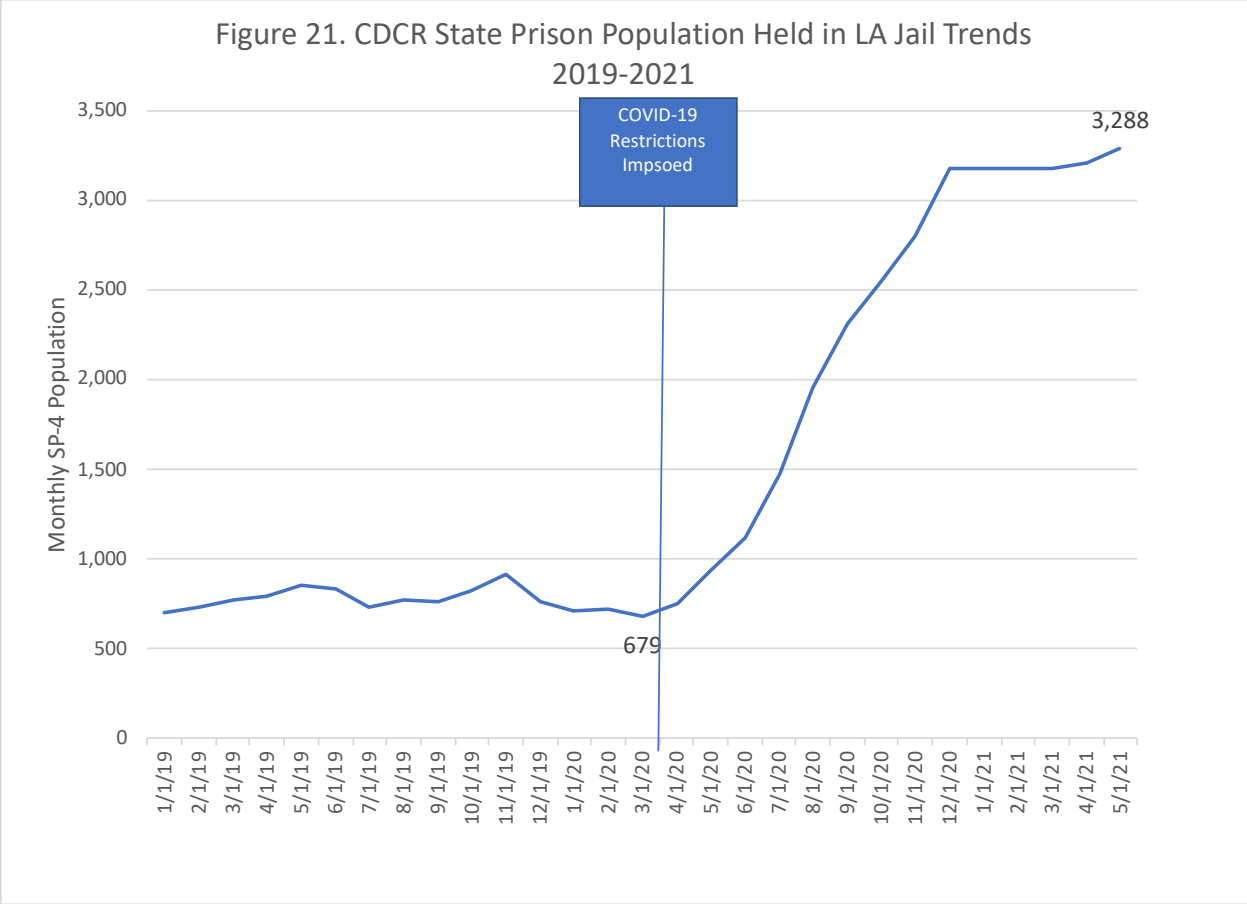
Alternative Scenarios/Impact Calculations

This section summarizes the four major reforms that if implemented would lower the baseline projection. It must be emphasized that there are no formal plans or funding in place that would actually implement each one. Key to all of them, with the exception of the removal of CDCR sentenced prisoners, will be modest but important changes by the criminal courts in terms of their case processing and pretrial release policies. Most of the reforms are simulating reductions in the current LOS which as noted above is well above national and local rates. Because LOS is not associated with recidivism rates, there is no negative impact on crime rates.

1. <u>CDCR Removes Prison Intake Restrictions</u>

From January 2020 through March 2020, the average number of individuals held in the LA County jail awaiting transfer to CDCR averaged 700 per month. COVID-19 restrictions were put in place by CDCR beginning March 1, 2020 limiting the transfers of offenders to CDCR. Since these limitations, the SP-4 population awaiting transfer to CDCR has grown to over 3,200 offenders (Figure 21).

It is assumed the limitations on the SP-4 population will be lifted and transfers will begin to move to CDCR starting in 2021. Transferring the backlog of offenders to CDCR is assumed to be gradual and the backlog transfers will be completed by June 2022. The resulting reduction to the jail population is calculated at **-2,588 beds**. This figure is consistent with the MCJ Closure Work Group estimates.



2. Criminal Case Processing Reforms (Reduce Court Delays)

Individuals currently released via Sentence Expiration, Transfer to CDCR, Transfers to Other Agency, Rehab/Treatment Releases, ODR, and State Hospital transfers for treatment who are NOT included in any of the previous impact assumptions would benefit from criminal case processing reforms that would reduce current court delays in ordering those releases. What is important to note here is that the decision to release itself would not be impacted. Rather, the time it takes the court to make such decisions would be modestly reduced.

Specifically, individuals benefitting from expedited case processing would see average LOS savings of 14 days for most cases, 30 days for transfers to CDCR, up to 90 days for cases released to ODR, and a 137-day reduction for those defendants waiting to be transferred to the state hospital. Reductions are assumed to take 18 months to be fully realized. The resulting reduction to the jail population is calculated at **-2,014** (Table 42). This option was not included in the MCJ Closure Work Group.

Table 42. Criminal Case Processing Reforms
Jail Population Reduction Scenario Assumptions

Jail Release Type	Annualized 2021	Current LOS	New LOS	LOS Savings	Bedspace Impact
Dismissed	3,464	24	10	14	-133
Time Served	1,128	122	198	14	-43
Transfer to CDCR	10,880	167	137	30	-894
Transfers to Other Agency	8,153	128	114	14	-313
Rehab/Treatment	3,769	113	99	14	-144
ODR	1,374	136	46	90	-339
Mental Competency	343	278	120	158	148
Total	**28,307**	**128**	**107**	**21**	**-2,014**

3. Expedite Releases to Existing Alternatives to Incarceration – Pretrial and Sentenced

Under this scenario, pretrial detainees who are already securing release via Own Recognizance and Bond would have their releases made more quickly by the courts. Further, people who are receiving jail sentences (and have been incarcerated for substantial periods of time in pretrial status) would also be released sooner by an overall average of 13 days.

Currently, people who are securing OR and Bond are spending an overall average of 27 days prior to release. It is assumed that such releases would be reduced to an overall LOS of 14 days. People who are receiving local jail sentences currently for an average of 125 days would have their LOS also reduced by 14 days. Under this scenario, the overall LOS for these three release groups would decline to 13 days. Such a modest reduction in the LOS will have no impact on recidivism rates or crime rates.

In addition to expediting people who are already being released to the community, there is also a large pool of people in the jail on any given day who are potentially eligible for either pretrial release or placement on house arrest by the LASD. The LASD has a considerable level of discretion under California law to release people (either pretrial or sentenced) onto house arrest or electronic monitoring who meet the following criteria:

> **"**The inmate is appropriate for the program based on a determination by the correctional administrator that the inmate's participation would be consistent with the public safety interests of the community." California Penal Code Statutes 1203.018 and 1203.016.

A preliminary analysis by JFA and the LASD found about 2,000 inmates who would be potential candidates for placement in the community. This analysis did not include a risk assessment of these potential candidates. Nonetheless, it's clear there is a significant pool of people who are currently incarcerated who could be considered for community placement under the LASD supervision.

To manage these jail population reductions, we would recommend that the resources now being allocated to the Probation Department's Pretrial Services Agency, the LASD's Alternatives to Custody (ATC), the Public Defender's Rapid Diversion Program (RDP), and the CEO's Alternatives to Incarceration (ATI) units be enhanced and consolidated into a single Pretrial & Release Agency. The agency's mission would be to use the existing release mechanisms, for both pretrial and sentenced, and expedite the releases to a variety of existing community-based programs and supervision levels. For the sentenced inmates, a greater use of electronic monitoring (EM) and work release would occur. For the pretrial release options, a more robust supervised release program would be used. The Pretrial & Release Agency would govern all risk assessment instruments now being used by the courts and the LASD.

The resulting reduction to the jail population is calculated at -**1,106** (Table 43). This reform is consistent with the MCJ Closure Work Group recommendation which called for the diversion of other non-mental health populations. However, rather than diverting more people from the jail system, this reform targets those people who are being admitted and released from the jail in a more timely manner. As such, there would be no need for additional program resources to implement this reform.

Table 43. Expedite Releases to Existing Alternatives to Incarceration Programs
Jail Population Reduction Scenario Assumptions

Jail Release Type	Percentage of Releases	Annualized 2021	Current LOS (days)	New LOS (days)	LOS Savings	Jail Population Impact
Own Recognizance	5%	4,106	35	20	15	-171
Bond	15%	12,319	24	15	9	-310
Sentence Expiration	20%	16,299	125	111	14	-625
Total	**40%**	**32,724**	**76**	**63**	**13**	**-1,106**

4. Expand Community Based Mental Health Beds

Earlier in the report we simulated the potential impact of increasing the number of mental health beds for patients who are not being released to ODR. That number was estimated at 812 (Table 38, above). Such individuals would continue to be booked into the jail but would be released within an average of 30 days to an expanded Rapid Diversion Program (RDP). This estimate is considerably lower than the 3,600 estimate by the MCJ Closure Work Group for the reasons stated earlier in the report.

Summary Estimates

Figure 22 and Table 44 present a summary of the baseline forecast and the impact of each alternative scenario against that projection. The chart and table also present all alternative scenarios combined and their collective impact on the future jail population. With all scenarios included and accounting for overlap, the LA County jail population can be reduced from its current level of 15,000 to about 8,700 with a slight increase thereafter as jail admissions increase slightly,

consistent with overall LA County population growth, and a slight increase to prior adult arrest and associated jail booking rates.

If this were to be achieved, the LA County jail incarceration rate would be one of the lowest in the US and would essentially match New York City's current incarceration rate of 83 per 100,000 population which, as described later in this report, does not account for NYC's lower crime and arrest rates.

Figure 22. LA County Jail Projection Scenarios

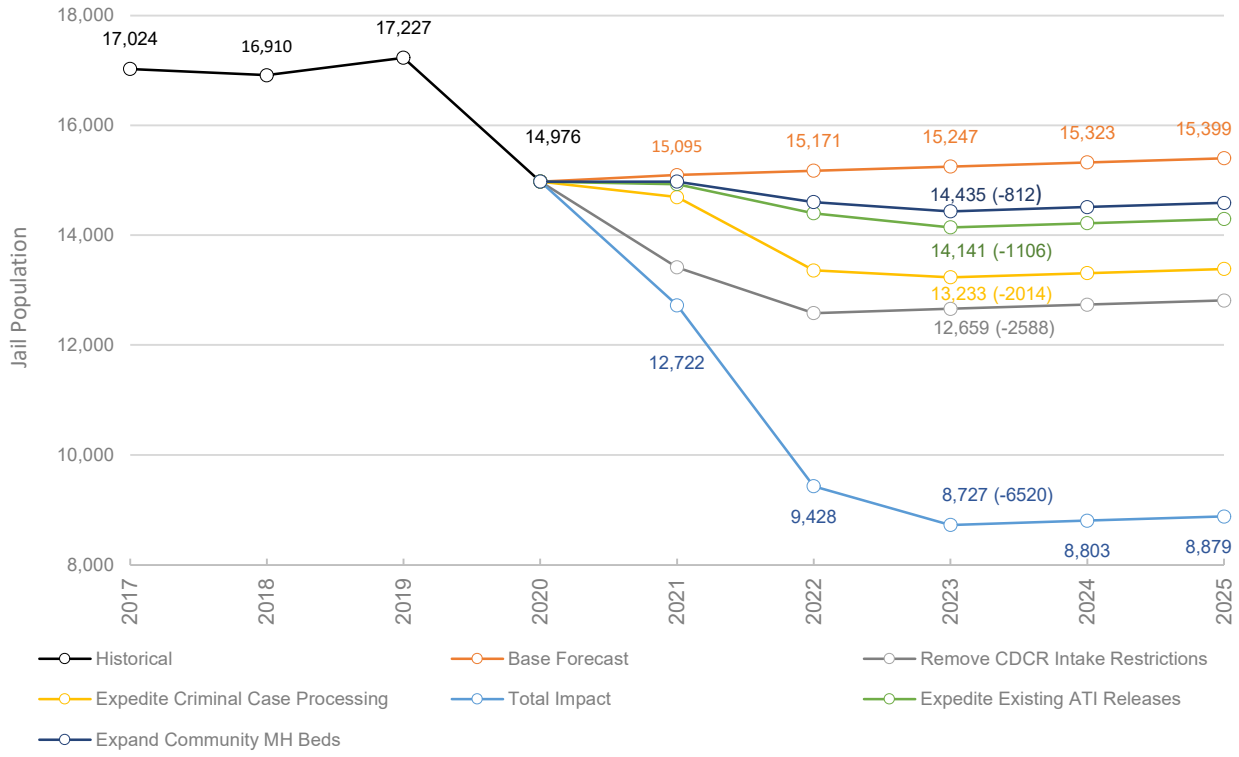


Table 44. Summary of Jail Population Reductions

Proposed Reform	Jail Population Impact
Remove CDCR Intake Restrictions	-2,588
Expedite Criminal Case Processing	-2,014
Expedite Releases to Existing Alternatives to Incarceration	-1,106
Expand MH Beds	-812
Total Impact	-6,520
Approximate Future Jail Population Estimate	8,900
Incarceration Rate Per 100,000 Population Comparisons	
Current LASD Jail Rate Per 100,000 Population	150
LASD Jail Rate with Reforms	89
Current California Jail Rate	183
Current US Jail Rate	167
Current NYC Jail Rate	83

Concerns About the Projections

The JFA estimates are similar but slightly higher to the MCJ Closure Work Group which projected an 8,200 - 8,500 total population. However, the methods for achieving these reductions are significantly different. The MCJ Closure Work Group relies heavily on funding 3,600 community mental health treatment beds while the JFA estimates use a number of non-programmatic reforms that do not require that level of community-based treatment beds or program funding. In particular, modest reforms in criminal court processing that will reduce the current LOS, removal of the SP-4 state prisoners, and more timely releases of people already being released to the community are the three major reforms that drive the JFA estimates.

Both the MCJ Work Group and the JFA projected reductions will require the courts (public defenders, private counsel, prosecutors, and judges) to modestly change their continuance practices as recommended by the National Center for State Courts and other professional organizations. To put it directly, only a judge's order can release a pretrial defendant or sentence someone to serve a jail sentence. In order for this plan to work, the timeliness of those decisions will need to change.

Expanded Use of the Rutherford Consent Decree to Assist in Implementing Reforms

If the courts are unable to expedite their current felony court dispositions by an overall average of 14 days, the longstanding *Rutherford* Consent Decree could be used to allow the Sheriff via a structured release process to achieve the desired jail population reduction goals.

Rutherford allows the Sheriff to release inmates, whether pretrial or sentenced, when the jail population exceeds its capacity. At issue here is what the "parties" would agree as the jail bed capacity. As noted in the Part 1 Report, if one were to base capacity on the BSCC standards, the current jail population exceeds the bed capacity by almost 5,000 people.

There is considerable evidence that the current level of crowding is producing a wide array of negative effects for staff and inmates alike. The LASD and its medical and mental health partners are not meeting minimum levels of mental health care as required by the Joint Settlement Agreement with the U.S. Department of Justice (*United States v. County of Los Angeles, et al*., CV No. 15-05903). Further the official inmate-on-inmate assault rate is high (Table 45). At the 16-19 per 100 population, this means that 17-18% of the current jail population is assaulted within a year of confinement. This rate is five times the rate for the CDCR. The aggravated assault rate for California is 267 per 100,000 or 0.267 per 100 population.

Collectively these data strongly suggest that the current jail system is unsafe for staff and inmates alike and the population needs to be rapidly reduced to meet 90 percent of the BSCC bed capacity levels.

Table 45. Inmate Assault Rate Comparisons LASD and CDCR

Attribute	LASD	CDCR
Inmate-on-inmate Assaults Per Year	2,526	3,490
Inmate on Staff Per Year	473	3,080
Total Assaults Per Year	2,999	6,570
Inmate Population	15,695	118,319
Total Assaults Per 100 Inmates	19	6
inmate-on-inmate Assaults Per 100 Inmates	16	3
U.S. Aggravated Assault Rate Per 100 Population	0.267	

The question remains on how best to identify people currently in the jail who are best suited for release via existing release mechanisms. One approach would be to draw upon the resources of the proposed Pretrial & Release Agency described earlier, who would be authorized by the LASD to release people on a daily basis based on established criteria. Its task would be to ensure that each facility would remain ten percent below the BSCC rated capacity at all times.

Assuming the CDCR population is reduced to historic levels as the COVID-19 pandemic diminishes this year, the ATI would identify pretrial and sentenced inmates daily who meet the following criteria:

1. Are not charged or convicted of murder or rape;
2. Have been in custody for 120 days or more;
3. Are not classified as "K" Codes 10, 17,19, or 20; and,
4. Have no outstanding felony warrants from another jurisdiction.

Priority would be given to release people who are assessed as low to moderate risk on the Public Safety Assessment (PSA) risk instrument or classified as medium or minimum custody on the LASD classification system.

Population Reduction and Facility Options Scenarios

As stated above, achieving the closure of MCJ, will result in about 3,500 jail beds being removed from the current jail system. When this occurs, there will be about 8,000 BSCC rated beds available which can safely hold about 7,200 people at any given time. Even if either the MCJ Closure Work Group projection of 8,200-8,500 or the JFA estimate of 8,900 were achieved, additional beds will be required to provide adequate security and treatment for the detained population. The question is: How many beds and at what cost?

Scenario #1 – Reduce Population to 8,900, Close MCJ Housing Units, No New Bed Capacities

This scenario reflects the closure of the two MCJ housing units with implementation of the four depopulation strategies to reduce the jail population to 8,900 among the remaining jail facilities. It also addresses the Board of Supervisors' June 22, 2021 motion to close MCJ and not build any new jail facilities. Scenario #1 will have an estimated cost savings of $55 million ongoing from the closure of the two MCJ housing units while expanding community based mental health beds which will have both operational and capital costs.

This scenario will have significant operational drawbacks, including: 1) the relocation of high security men elsewhere in the jail system which will lead to a displacement cascade of other populations (women and/or mental health) and their overcrowding, 2) continued use of an aging hospital facility, 3) loss of specialized housing capacity which impacts their security and access to services, and 4) creation of structural overcrowding since the remaining jail facilities will have an operational capacity of 7,169 beds compared to an estimated jail population of 8,900. Each of these issues raise the potential for continued jail violence, inability to provide appropriate access to services (DOJ Consent Decree will not be met), and exposure to litigation.

Table 46. Scenario #1: MCJ Closure Without New Bed Capacities

Action	Jail Population Reduction	Net Jail Population	BSCC Capacity	Operational Capacity	Bed Surplus/ Deficit	Operating Costs (millions)	Capital Costs (millions)
Current Status		15,000	11,478	10,330	-4,670		
1. Eliminate CDCR Intake Restrictions	-2,600	12,400	11,478	10,330	-2,100	$0	$0
2. Implement Case Processing Reforms	-2,000	10,400	11,478	10,330	-70	$0	$0
3. Expand MH Beds	-800	9,600	11,478	10,330	+730	$54m	$6m
4. Expand Alternatives to Incarceration	-1,100	8,500	11,478	10,330	+1,830	$0	$0
Adjust for Future Admission Increase	500	8,900	11,478	10,330	+1,430		
Adjustment for MCJ Closure		8,900	7,966	7,169	-1,731	-$109m	
Grand Totals		8,900	7,966	7,169	-1,731	-$55m	$6m

Scenario #2 – Reduce Population to 8,900, Close MCJ Housing Units and Hospital, Renovate PDC-East and Mira Loma, Construct 1,000 bed MMHF.

This scenario closes the MCJ housing units, implements the four depopulation strategies to reduce the jail population to 8,900, and adds jail capacity to address the post-MCJ closure issues. Scenario #2 would incur $70 million in operational and $807 million in capital costs.

1. Renovate PDC-East and Mira Loma

In terms of existing facilities, there are two facilities (PDC-East and Mira Loma) that are now closed but could be re-opened for the purposes of providing for a model female and male treatment/rehabilitative facilities. Detailed plans for renovating these two facilities were completed in 2018 with estimated construction and operating costs. These renovation plans can be quickly finalized so that projects could be completed within two years.

The most immediate decision would be to expand and complete the partial on-going renovation of the PDC-East facility which would allow for it to service a medically disabled population. The remainder of the facility could be upgraded to ensure a 20-year lifespan although all of the housing would only be suitable for general population minimum and medium custody inmates.

Following through on the proposed Mira Loma complex would meet the need for a facility that meets the unique programmatic needs of the female population. Females are now inappropriately housed at the CRDF which is better suited for high security males. It would also allow the high security males at MCJ who require single cells to be transferred to CRDF.

If Mira Loma is not renovated for females, then the County would have to construct a far more expensive new facility in an undetermined location.

2. Construction of a Medical/Mental Health Facility (MMHF)

The original MCJ closure plan largely consisted of building a 3,885 bed correctional facility at a cost of $2.2 billion or $566,000 per bed. If the recommended population reduction reforms are achieved, such a large facility will not be required to adequately house the remaining HOH, MOH, and high security populations who cannot be housed at the remaining LASD facilities. In order to meet the bed need and reach compliance with the two major federal court orders, a much smaller (1,000 bed) downtown facility would be constructed. The projected size of the MMHF is predicated upon the above reforms listed above being implemented. The estimated construction cost of the 1,000 bed MMHF would be about $541 million which is prorated based on the original 3,885 bed CCTF facility as estimated in 2018.

Table 47. Scenario #2: Projected Jail Population, New Bed Capacities, and Costs

Action	Jail Population Reduction	Net Jail Population	BSCC Capacity	Operational Capacity	Bed Surplus/ Deficit	Operating Costs (millions)	Capital Costs (millions)
Current Status		15,000	11,478	10,330	-4,670		
1. Eliminate CDCR Intake Restrictions	-2,600	12,400	11,478	10,330	-2,100	$0	$0
2. Implement Case Processing Reforms	-2,000	10,400	11,478	10,330	-70	$0	$0
3. Expand MH Beds	-800	9,600	11,478	10,330	+730	$54m	$6m
4. Expand Alternatives to Incarceration	-1,100	8,500	11,478	10,330	+1,830	$0	$0
Adjust for Future Admission Increase	500	8,900	11,478	10,330	+1,430		
Adjustment for MCJ Closure		8,900	7,966	7,169	-1,731	-$109m	
Adjustment for MCJ Hospital Closure	0	8,900	7,966	7,169	-1,731	-$27m	$0
Jail Bed Capacity Adjustments							
	Bed Capacity Changes	Projected Jail Population	BSCC Capacity	Operational Capacity	Bed Surplus/ Deficit	Operating Costs (millions)	Capital Costs (millions)
5. Open PDC East	+732	8,900	8,698	7,828	-1,072	$35m	$115m
6. Open Mira Loma Women Facility	+832	8,900	9,530	8,577	-323	$57m	$145m
7. Open Medical/MH Facility	+1,000	8,900	10,530	9,477	577	$60m	$541m
Grand Totals		8,900	10,530	9,477	+577	$70m	$807m

MCJ Closure Schedule

Under both scenarios outlined above, the removal of the CDCR sentenced population would be completed by the end of this year. The expansion of the mental health beds, increased use of existing alternatives to incarceration, and the criminal case processing reforms should begin this year and be fully implemented by July 2022. If successful, the jail population will drop below 9,000 by 2022. At this time, some of the general population units in MCJ can be closed with inmates assigned to other general population housing units at the other facilities.

Under Scenario #2, renovations of the PDC-East would be completed by the July 2023 which will allow for other MCJ general population units to be closed. Once the renovations of Mira Loma are completed, all of the non-HOH women now housed in the CRDF would then be transferred to the renovated Mira Loma campus. The small number of remaining HOH women would be housed in a specialized unit within Twin Towers.

At that point, all of the high security-special management males housed in the MCJ – Old Side would be relocated to the vacated CRDC. Closure of the Old Side would then be completed by the end of 2023.

Custody staff now assigned to the MCJ Old Side would be re-deployed to allow for PDC-East and Mira Loma to open. Construction of a much smaller, 1,000 bed MMHF will proceed in 2022 and be completed by 2026. At that time, the rest of MCJ and the Hospital can be permanently closed.

Comparison with the New York Model

The recent experience of New York City (NYC) is often cited as the model that Los Angeles County should emulate. Like Los Angeles County calls to close MCJ, there was similarly broad agreement that the dangerous and antiquated Rikers Island complex should be closed. Also, like Los Angeles County, NYC is under a consent decree to remedy deficiencies in mental health services and excessive use of force. Table 48 compares the populations of Los Angeles County and NYC on a number of key attributes.

One may ask why NYC has been able to achieve such a lower jail population. First, it should be noted that Los Angeles has a higher crime rate. If one based the jail incarceration rate on the number of crimes reported to police, the jail rates are virtually identical. However, if one bases it on the number of adult arrests, the Los Angeles rate is nearly twice that of NYC. This latter statistic suggests that NYC diverts a much larger percentage of the people arrested. This is probably due to its robust and longstanding pretrial agency that interviews every defendant and results in almost a 70% rate of release on own recognizance (ROR) for all arrests. Additionally, NYC has just implemented an updated risk instrument which essentially ends the racial disparities in terms of ROR recommended citations. Finally, the city has ramped up supervised release program that is well accepted by the courts.

The lower crime and arrest rates, coupled with the high ROR release rate have dramatically reduced its jail population from a high of 20,000 to as low as 3,000 after the COVID-19 pandemic hit. However, like most jails around the country the jail population is now rebounding reaching a current population of 5,400.[53]

Despite these massive reductions in the jail population, NYC has neither been able to close Rikers Island nor reduce the operational costs of the jail. As reported by Vera Institute, the current NYC Department of Correction's budget is $2.3 billion or nearly twice the amount allocated for the LASD. The costs per inmate per year is an astronomical $430,000 as compared to the LASD number of $89,580.[54]

[53] https://www1.nyc.gov/assets/doc/downloads/pdf/FINAL_Population_Demographics_Report_FY21_Q3.pdf
[54] https://www.vera.org/publications/what-jails-cost-cities

Table 48. Comparison Between NYC and LA County

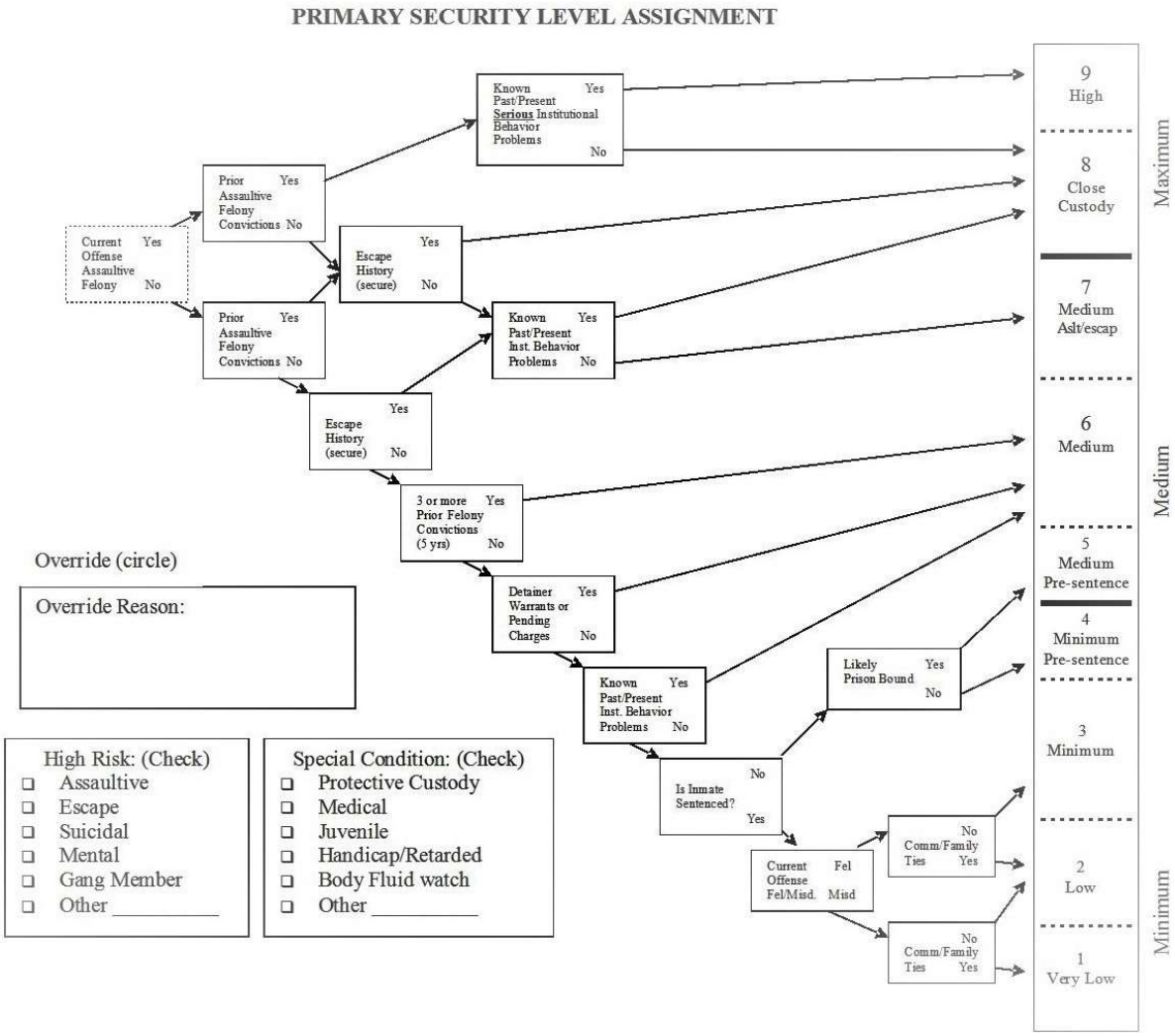
Attribute	NYC	LA County
2020 Adult Population	6,602,759	7,991,129
2019 Crime Rate Per 100,000		
Total Crime rate	2,030	2,759
Violent rate	571	555
Property rate	1,460	2,204
2019 Adult Arrests	172,512	247,206
Arrests per 100,000	26	31
Current Jail Population	5,400	15,000
Rate Per 100,000 Adults	82	188
Rate per 1,000 Reported Crimes	56	55
Rate Per 1,000 Adult Arrests	46	80
Current Custody Budget	$2.3 billion	$1.4 Billion
Current Cost Per Inmate Per Year	$430,000	$89,580
New Beds being planned	3,500	1,000
Projected Capital Costs	$8.2 billion	$541 million
Completion	2028	2027

Finally, the plan to close Rikers Island is based on a massive construction plan to construct over 3,500 new jail beds in four facilities at an estimated cost of $8.2 billion. It was hoped that the 3,500 beds, to be completed by 2028, would be sufficient to fully close Rikers Islands and use the site for other purposes. But the recent post-COVID-19 jail population uptick to 5,400 is casting doubt on the plan. Unless the population trend can be reversed, there will be a need to dramatically increase the bed capacity of the $8.2 billion construction plan and/or keep some portion of Rikers Island open.

Conversely, the plans outlined above would be far less expensive in terms of capital and operating costs and, at the same time, would lower the Los Angeles County jail incarceration rate to a level that would be comparable to NYC. And as noted earlier, there would not be an adverse impact on crime rates.

APPENDIX A

Northpointe Classification System

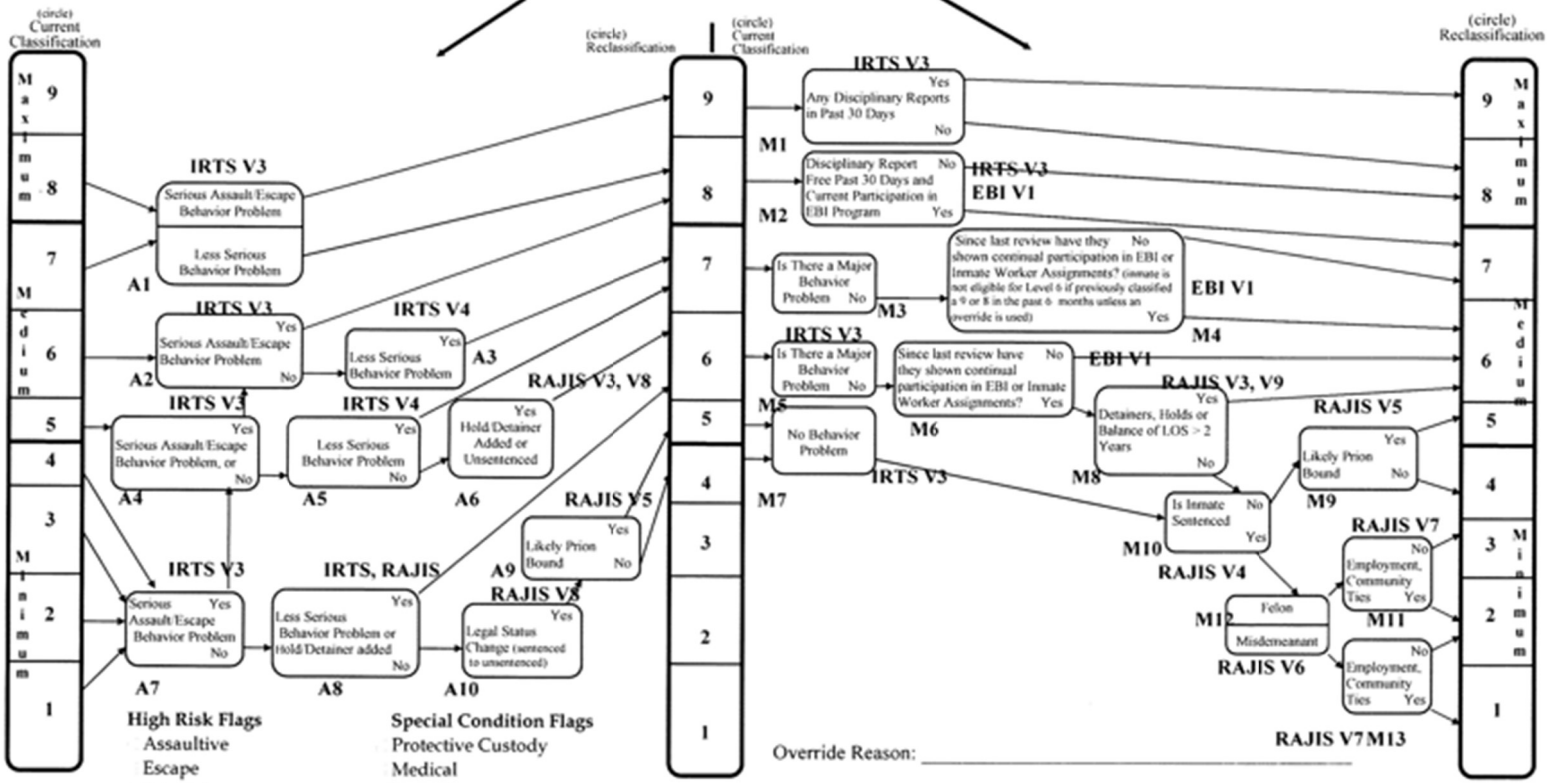


Inmate No. _____

Name: _____

Los Angeles Jail Reclassification Tree

Are Classification review Circumstances Aggravating? or Mitigating?



Override Reason: _____

_____

Override Assignment: (circle) 1 2 3 4 5 6 7 8 9 Date: _____

Review Officer: _____ Next Review Date: _____

____ No Change in Current Classification (check)

Comments: _____

_____

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APPENDIX B

Staffing Requirements by Facility

Table B.1. MCJ-Old Side Tower Staffing Requirements (Detail)

Staffing Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
Lieutenants							
Watch	1	1	1	56	3	1.642	4.93
Subtotals - Lieutenants	**1**	**1**	**1**		**3**		**4.93**
Sergeants							
SGT 1750		1	1	56	2	1.642	3.28
SGT 2000	1	1	1	56	3	1.642	4.93
SGT 2000		1	1	56	2	1.642	3.28
SGT 3000	1	1	1	56	3	1.642	4.93
SGT 3100		1	1	56	2	1.642	3.28
Subtotals - Sergeants	**2**	**5**	**5**		**12**		**19.70**
Deputies							
1000 Rover	1	2	2	56	5	1.642	8.21
1000 Rover	3			40	3	1.175	3.53
1700 T-15/ MVT	1	3	3	56	7	1.642	11.49
Safety Check	1	1	1	56	3	1.642	4.93
1750 T-15/ MVT	2	3	3	56	8	1.642	13.14
17/1750 Sld	1	1	1	56	3	1.642	4.93
1800 K-10 Rec		1	1	56	2	1.642	3.28
1800 Point	1	1	1	56	3	1.642	4.93
2000 Safety Check	2	3	3	56	8	1.642	13.14
2000 Rover/ T-15	2	4	3	56	9	1.642	14.78
2000 Sld	1	1	1	56	3	1.642	4.93
2100 Module	1	1		56	2	1.642	3.28
2200 Module	1	1	1	56	3	1.642	4.93
2300 Module	1	1	2	56	4	1.642	6.57
2400 Module	1	1	2	56	4	1.642	6.57
2500 Module		1	1	56	2	1.642	3.28
2600 Module		1	1	56	2	1.642	3.28
2700 Module	1	1	2	56	4	1.642	6.57
2800 Module	1	1	2	56	4	1.642	6.57
2900 Module	1	2	2	56	5	1.642	8.21

Staffing Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
3000 Rover/ MVT	2	3	4	56	9	1.642	14.78
3000 School		1		40	1	1.175	1.18
3000 Safety Check	2	3	2	56	7	1.642	11.49
3000 Sld		1	1	56	2	1.642	3.28
3100 Module	1	1	1	56	3	1.642	4.93
3200 Module	1	1	1	56	3	1.642	4.93
3300 T-15/ MVT	2	4	4	56	10	1.642	16.42
3300 T-15/ MVT/ Rec		1	2	40	3	1.175	3.53
3301 Module	1	2	2	56	5	1.642	8.21
3400 Module	1	1	2	56	4	1.642	6.57
3500 Module	1	1		56	2	1.642	3.28
3600 Module	1	1	1	56	3	1.642	4.93
3700 Module	1	4	5	56	10	1.642	16.42
3800 Module	1	1	2	56	4	1.642	6.57
Clinic Security		2		40	2	1.175	2.35
Subtotals - Deputies	**36**	**57**	**59**		**152**		**245.38**
Custody Assistants							
2000 Safety Check CA	2	2	2	56	6	1.642	9.85
2000 Control CA	1	1	1	56	3	1.642	4.93
2000 Cell Cleaning		1		40	1	1.175	1.18
2100 Module			1	56	1	1.642	1.64
2300 Rover		1		56	1	1.642	1.64
2400 Rover		1		56	1	1.642	1.64
2600 Module	1			56	1	1.642	1.64
2700 Rover		1		56	1	1.642	1.64
2800 Rover		1		56	1	1.642	1.64
3000 Safety Check CA			1	56	1	1.642	1.64
3000 Cell Clean			1	16	1	0.468	0.47
3300 Module CA		1		56	1	1.642	1.64
3400 Rover		1		56	1	1.642	1.64
3500 Module CA			1	56	1	1.642	1.64
3700 Module	1	1		56	2	1.642	3.28
3800 Module CA		1		56	1	1.642	1.64
Clinic Security CA		1		40	1	1.175	1.18
Subtotals – Custody Assistants	**5**	**13**	**7**		**25**		**38.94**

Staffing Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
OLD SIDE TOTAL							**308.95**

Table B.2. MCJ-New Side Tower Staffing Requirements (Detail)

Staffing Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
Lieutenants							
Watch		1	1	56	2	1.642	3.28
Subtotals - Lieutenants	**0**	**1**	**1**		**2**		**3.28**
Sergeants							
4000 SGT #1	1	1	1	56	3	1.642	4.93
4000 SGT #2 CCJV		1	1	56	2	1.642	3.28
5000 SGT #1	1	1	1	56	3	1.642	4.93
5000 SGT #2 CCJV		1	1	56	2	1.642	3.28
9000 SGT #1		1	1	56	2	1.642	3.28
Subtotal - Sergeants	**2**	**5**	**5**		**12**		**19.70**
Deputies							
4000 Safety Check	4	4	4	56	12	1.642	19.70
4000 Rover	2	2	3	56	7	1.642	11.49
4000 Sld	1	1	1	56	3	1.642	4.93
4000 School Sec		1		40	1	1.175	1.18
4400 Rover		1	1	56	2	1.642	3.28
4600 Rover		1	1	56	2	1.642	3.28
4800 Rover		2	2	56	4	1.642	6.57
5000 Safety Check	3	2	2	56	7	1.642	11.49
5000 Rover/ MVT	3	4	4	56	11	1.642	18.06
5000 Rover/ MVT		2	1	40	3	1.175	3.53
5000 Clinic		2		40	2	1.175	2.35
5550 Sec	1	2	2	56	5	1.642	8.21
9000 Safety Check	2	3	3	56	8	1.642	13.14
9000 Rover	2	3	3	56	8	1.642	13.14
9000 Roof		3	3	56	6	1.642	9.85
9000 Sld	1	1	1	56	3	1.642	4.93
9000 Roof		1	1	40	2	1.175	2.35
9000Hi Power Roof		3	3	56	6	1.642	9.85
9400 Dorm Sec	2	0	2	56	4	1.642	6.57
9500 Dorm Sec		1		40	1	1.175	1.18
Subtotals - Deputies	**21**	**39**	**37**		**97**		**155.07**
Custody Assistants							
4000 Control	1	1	1	56	3	1.642	4.93

Staffing Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
4000 School Sec		1		40	1	1.175	1.18
4300 Module	1	1	1	56	3	1.642	4.93
4400 Module	1	1	1	56	3	1.642	4.93
4500 Module	1	1	1	56	3	1.642	4.93
4600 Module	1	1	1	56	3	1.642	4.93
4700 Module	1	1	1	56	3	1.642	4.93
4800 Module	1	1	1	56	3	1.642	4.93
5000 Safety Check		1	1	56	2	1.642	3.28
5000 Control	1	1	1	40	3	1.175	3.53
5000 Clinic		1		40	1	1.175	1.18
5200 Dorm	1	1	1	56	3	1.642	4.93
5400 Dorm	1	1	1	56	3	1.642	4.93
5550 Dorm	2	1	1	56	4	1.642	6.57
5700 Dorm	1	1	1	56	3	1.642	4.93
5900 Dorm	1	1	1	56	3	1.642	4.93
9000 Control	1	1	1	56	3	1.642	4.93
9200 Dorm	1	1	1	56	3	1.642	4.93
9300 Dorm	1	1	1	56	3	1.642	4.93
9500 Dorm	1	1	1	56	3	1.642	4.93
Subtotal – Custody Assistants	**18**	**20**	**18**		**56**		**89.62**
NEW SIDE TOTAL							**267.68**

Table B.3: Pitchess East Staffing Roster (Detail) – Full Operations

Staffing Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
Captain							
Unit Commander		1		40	1	1.00	1.00
Lieutenants							
Watch Commander	1	1	1	56	3	1.642	4.93
Operations		1		40	1	1.00	1.00
Subtotals - Lieutenants	**1**	**2**	**1**		4		**5.93**
Sergeants							
Watch Sergeant	1	1	1	56	3	1.642	4.93
Line Sergeant	1	1	1	56	3	1.642	4.93
Operations		1		40	1	1.00	1.00
Training		1		40	1	1.00	1.00
Subtotals - Sergeants	**2**	**2**	**2**		**6**		**11.85**
Deputies							
Line Senior	2	2	2	56	6	1.642	9.85
Watch Deputy	1	1	1	56	3	1.642	4.93
Main Control	1	1	1	56	3	1.642	4.93
Prowler	6	8	7	56	21	1.642	34.48
Module 362	1	1	1	56	3	1.642	4.93
Module 363	1	1	1	56	3	1.642	4.93
Dorm 322	1	1	1	56	3	1.642	4.93
Dorm 324	1	1	1	56	3	1.642	4.93
Dorm 326	1	1	1	56	3	1.642	4.93
Dorm 331	1	1	1	56	3	1.642	4.93
Dorm 333	1	1	1	56	3	1.642	4.93
Dorm 335	1	1	1	56	3	1.642	4.93
Kitchen	1	1	1	56	3	1.642	4.93
Title XV Compliance	2	2	2	40	6	1.175	7.05
Infirmary		1		40	1	1.175	1.18
Medical Transport			1	56	1	1.642	1.64
Yard Cut Out		1	1	40	2	1.175	2.35
Yard Perimeter		1	1	40	2	1.175	2.35
Yard Prowler		1	1	40	2	1.175	2.35
Movement		1		56	1	1.642	1.64
Parking Lot Security		1		16	1	0.468	0.47
Rear Visiting		1		16	1	0.468	0.47
Main Gate		2		16	2	0.468	0.94
Main		1		16	1	0.468	0.47
Title XV Maintenance		1		40	1	1.175	1.18

Staffing Position	1st Shift	2nd shift	3rd shift	Hours	Total Posts	Relief Factor	Total FTE
State Classification		1		40	1	1.175	1.18
Fire /Life Safety		1		40	1	1.00	1.00
Subtotal - Deputies	**21**	**36**	**26**		**83**		**122.77**
Custody Assistants							
Dorm 319	1	1	1	56	3	1.642	4.93
Dorm 321	1	1	1	56	3	1.642	4.93
Dorm 323	1	1	1	56	3	1.642	4.93
Dorm 325	1	1	1	56	3	1.642	4.93
Dorm 327	1	1	1	56	3	1.642	4.93
Dorm 332	1	1	1	56	3	1.642	4.93
Dorm 334	1	1	1	56	3	1.642	4.93
Dorm 336	1	1	1	56	3	1.642	4.93
Inside Clean-Up	1	1	1	40	3	1.175	3.53
Title XV Compliance	1	1	1	56	3	1.642	4.93
Front Counter		1	1	40	2	1.175	2.35
Inmate Services		1	1	40	2	1.175	2.35
Videoconferencing		1		40	1	1.175	1.18
Canteen			1	8	1	0.234	0.23
Laundry Exchange		1	1	40	2	1.175	2.35
Front Counter		1		16	1	0.468	0.47
Main Gate		1		16	1	0.468	0.47
Maintenance Security		2		40	2	1.175	2.35
Kitchen Dock		1		40	1	1.175	1.18
PPO		1		40	1	1.175	1.18
Exterior Cleanup		1		40	1	1.175	1.18
Scheduling Training		1		40	1	1.00	1.00
Subtotal – Custody Assistants	**10**	**22**	**14**		**46**		**64.13**
Pitchess East TOTAL							**205.68**