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DEPARTMENT OF CORRECTIONS AND REHABILITATION  
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2012 JAN 11 AM 9:30

**2011 LOCAL JAIL CONSTRUCTION FINANCING PROGRAM  
AB 900 - PHASE II - APPLICATION FORM**

*This document is not to be reformatted.*

**ORIGINAL**  
A13-12

**SECTION 1: PROJECT INFORMATION**

**A: APPLICANT INFORMATION**

**COUNTY NAME**

County of Los Angeles

**AMOUNT OF STATE FINANCING REQUESTED IN THIS APPLICATION**

\$ 100,000,000.00

**SMALL COUNTY**  
(200,000 OR UNDER GENERAL COUNTY  
POPULATION) ☐

**MEDIUM COUNTY**  
(200,001 - 700,000 GENERAL COUNTY  
POPULATION) ☐

**LARGE COUNTY**  
(700,001 + GENERAL COUNTY  
POPULATION) ☒

**IS THIS COUNTY RELINQUISHING A CURRENTLY HELD AB 900  
PHASE I CONDITIONAL AWARD?**

☐ YES ☒ NO

**IS THIS COUNTY SUBMITTING MORE THAN ONE APPLICATION  
FOR PHASE II FINANCING?**

☐ YES ☒ NO

**B: BRIEF PROJECT DESCRIPTION**

**FACILITY NAME**

**Pitchess Detention Center Women's Village**

**PROJECT DESCRIPTION**

**This 1,024 bed medium security facility will be constructed on a County-owned 25 acre site for female inmates. The facility will include 1,024 new beds, and will utilize 132 existing but unused beds, adjacent to the site, which were renovated for female inmates.**

**STREET ADDRESS**

**29330 The Old Road**

**CITY**

**Castaic**

**STATE**

**CA**

**ZIP CODE**

**91384**

**C: SCOPE OF WORK - INDICATE FACILITY TYPE (II, III or IV) AND CHECK ALL BOXES THAT APPLY.**

**FACILITY TYPE (II, III or IV)**  
II

☒ **NEW STAND-ALONE  
FACILITY**

☐  
**RENOVATION/  
REMODELING**

☐ **ADDING BEDS AT EXISTING  
FACILITY**

**D. BEDS ADDED: Provide the number of CSA-rated beds and non-rated special use beds that will be added as a result of the project. Provide the cumulative total number of beds added as a result of the project.**

	A. MINIMUM SECURITY BEDS ADDED	B. MEDIUM SECURITY BEDS ADDED	C. MAXIMUM SECURITY BEDS ADDED	D. SPECIAL USE BEDS
Number of beds added		1,024		
TOTAL BEDS (A+B+C+D)	1,024			



**E: APPLICANT'S AGREEMENT**

By signing this application, the authorized person assures that: a) the County will abide by the laws, regulations, policies and procedures governing this financing program, and b) certifies that the information contained in this application form, budget, narrative and attachments is true and correct to the best of his/her knowledge.

**PERSON AUTHORIZED TO SIGN AGREEMENT**

Name Brence Culp

Title Chief Deputy, CEO

AUTHORIZED PERSON'S SIGNATURE

DATE

1/10/12

**G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR**

This person shall be responsible to oversee construction and administer the state/county agreements. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

**COUNTY CONSTRUCTION ADMINISTRATOR**

Name Massood Eftekhari

Title Deputy Director

DEPARTMENT

Los Angeles County Department of Public Works

TELEPHONE NUMBER

(626) 458-4016

STREET ADDRESS

900 South Fremont Avenue

FAX NUMBER

(626) 458-4022

CITY

Alhambra

STATE

CA

ZIP CODE

91803

E-MAIL ADDRESS

meffekh@dpw.lacounty.gov

**H: DESIGNATED PROJECT FINANCIAL OFFICER**

This person is responsible for all financial and accounting project related activities. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

**PROJECT FINANCIAL OFFICER**

Name Jan Takata

Title Senior Manager

DEPARTMENT

Los Angeles County Chief Executive Office

TELEPHONE NUMBER

(213) 974-1360

STREET ADDRESS

754 Kenneth Hahn Hall of Administration, 500 West Temple Street

FAX NUMBER

(213) 626-7827

CITY

Los Angeles

STATE

CA

ZIP CODE

90012

E-MAIL ADDRESS

jtakata@ceo.lacounty.gov

**I: DESIGNATED PROJECT CONTACT PERSON**

This person is responsible for project coordination and day-to-day liaison work with CSA. (Must be county staff, not a consultant or contractor, and must be identified in the Board of Supervisors' resolution.)

**PROJECT CONTACT PERSON**

Name Gary T.K. Tse

Title Director, Facilities Planning Bureau

DEPARTMENT

Los Angeles County Sheriff's Department

TELEPHONE NUMBER

(626) 300-3003

STREET ADDRESS

1000 Fremont Avenue

FAX NUMBER

(323) 415-7967

CITY

Alhambra

STATE

CA

ZIP CODE

91803

E-MAIL ADDRESS

gtse@lasd.org

## SECTION 2: BUDGET SUMMARY

### A. BUDGET SUMMARY

In the table on the next page, indicate the amount of state financing requested and the amount of cash and/or in-kind contribution (match) allotted to each budget line-item the county elects to identify in order to define the total eligible project cost for purposes of this application.

The total amount of state financing requested cannot exceed 90 percent of the total eligible project cost. Counties must contribute a minimum of 10 percent of the total eligible project cost (unless the applicant is a small county requesting a reduction in the county contribution amount). County contributions can be any combination of cash and/or in-kind. Small counties that petition for a reduction in the contribution amount must provide a minimum of five percent contribution of the total eligible project costs. Small counties requesting a reduction in county contribution must state so in the area below, and must specify the contribution percentage being requested.

State financing limits for all counties are shown below and include current Phase I awards (not being relinquished through this Phase II application process) plus the total amount a county is requesting in Phase II.

**STATE FINANCING:** May not exceed (Phases I and II combined):

**\$100,000,000** for large counties;

**\$80,000,000** for medium counties; and

**\$33,000,000** for small counties.

#### **SMALL COUNTIES REQUESTING REDUCTION IN COUNTY CONTRIBUTION:**

A small county may petition the CSA Board for a reduction in its county contribution. This application document will serve as the petition and the CSA Board's acceptance of the county's contribution reduction, provided the county abides by all terms and conditions of this Phase II RFA process. Small counties requesting the reduction must still provide a minimum of five percent contribution that may be any combination of allowable cash and/or in-kind. If requesting a reduction in match contribution, complete the following (check the box and fill in the percentage).

- ☐ This application includes a petition for a county contribution reduction request as reflected in the application budget. The county is requesting to provide \_\_\_\_\_ percent county contribution (cash and/or in-kind).

**B. BUDGET SUMMARY TABLE (Report to nearest \$1000)**

LINE ITEM	STATE REIMBURSED	CASH MATCH	IN-KIND MATCH	TOTAL
1. Construction	\$ 100,000,000	\$ 45,800,000		\$ 145,800,000
2. Additional Eligible Costs*	\$	\$ 8,300,000		\$ 8,300,000
3. Architectural	\$	\$ 15,900,000		\$ 15,900,000
4. Construction Management	\$	\$ 7,300,000		\$ 7,300,000
5. CEQA		\$ 452,000		\$ 452,000
6. Audit			\$	\$
7. Site Acquisition			\$	\$
8. Needs Assessment			\$	\$
9. County Administration			\$ 16,948,000	\$ 16,948,000
10. Transition Planning			\$	\$
11. Real Estate Due Diligence			\$	\$
<b>TOTAL ELIGIBLE PROJECT COST</b>	<b>\$ 100,000,000</b>	<b>\$ 77,752,000</b>	<b>\$ 16,948,000</b>	<b>\$ 194,700,000</b>
<b>PERCENT OF TOTAL</b>	<b>51%</b>	<b>40%</b>	<b>9%</b>	<b>100 %</b>

\* This line item is limited to specified fees and moveable equipment and moveable furnishings (eligible for state reimbursement or cash match), and public art (eligible for cash match only).

Provide an explanation below of how the dollar figures were determined for each of the budget line items above that contain dollar amounts. Include how state financing and the match contribution dollar amounts have been determined and calculated (be specific), and how budget items are linked to scope of work.

1. Construction (includes fixed equipment and furnishings): Based on an estimate by an A/E Consultant (AECOM).
2. Additional Eligible Costs (be specific regarding the description of, and the costs for, each of the specified fees, moveable equipment and moveable furnishings, and public art): Includes equipment and moveable furniture (5%) of the Construction cost (\$7.3 million) plus maximum public art allowance(\$1 million)
3. Architectural (describe specifically: a) the county's current stage in the architectural process; and b) how this translates into the county's intentions for state reimbursement and/or cash contribution for architectural services, given the approval requirements of the SPWB and associated state reimbursement parameters): The current stage of design is at Feasibility stage. Plans and Specification fees are estimated at (8%) of the Construction cost (\$11.7 million) plus \$4.2 million of cost incurred to date for studies.
4. Construction Management: Estimated cost (5%) of the Construction cost (\$7.7 million)
5. CEQA: Based on a recent quotation (\$451,850) from an Environmental Consultant
6. Audit: N/A
7. Site Acquisition: N/A

8. **Needs Assessment: N/A**
9. **County Administration: Includes County Service at (10%) of the Construction cost (\$14.6 million) and Jurisdictional Review and Plan Check at (2%) of the Construction cost (\$2.9 million)**
10. **Transition Planning: Sheriff's Personnel**
11. **Real Estate Due Diligence (may not exceed \$16,000): N/A**

### SECTION 3: PROJECT TIMETABLE

Prior to completing this timetable, the county must consult with all appropriate county staff (e.g., county counsel, general services, public works, county administrator) to ensure that dates are achievable. Please consult the State Capital Outlay/Corrections Standards Authority Processes and Requirements section of the Request for Applications for further information. Complete the table below indicating start and completion dates for each key event, including comments if desired. Note the required timeframes for specific milestone activities in this Phase II process. (The CSA Board intends to make conditional awards at its March 8, 2012 meeting.)

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Site assurance/comparable long-term possession <u>within 90 days of award</u>			N/A
Real estate due diligence package submitted <u>within 120 days of award</u>			N/A
Begin CEQA process <u>within 90 days of award</u>	6/1/2012	5/30/2013	
State Public Works Board meeting – Project Established <u>within 12 months of award</u>	3/1/2013		
Schematic Design with Operational Program Statement <u>within 18 months of award</u> (design-bid-build projects)			N/A
Performance criteria or performance criteria and concept drawings with Operational Program Statement <u>within 18 months of award</u> (design-build projects)	9/1/2012	2/28/2013	
Design Development (Preliminary drawings) with Staffing Plan	9/1/2012	2/28/2013	
Staffing/Operating Cost Analysis approved by the Board of Supervisors	9/1/2012	2/28/2013	
Construction Documents (Working drawings)	12/1/2013	4/1/2014	Prepared by the Design Build Contractor
Construction Bids	2/28/2013	9/1/2013	Bids for Design Build Contractor
Notice to Proceed	12/1/2013		
Construction (maximum 3 years to complete)	2/3/2014	1/28/2016	
Staffing/Occupancy <u>within 90 days of completion</u>	1/29/2016	4/29/2016	





## SECTION 4: NARRATIVE

Attach up to a maximum of 35 pages of double-spaced narrative (no smaller than 12 point font) ordered in the five (A – H) subject areas indicated below. If it can be written in less than 35 pages, please do so (avoid “filler”). Up to 10 additional pages of essential appendices may be included at the discretion of the applicant. Appendices cannot be used to give required narrative information. Pictures, charts, illustrations or diagrams are encouraged in the narrative or appendix to assist reviewers in fully understanding the proposed scope of work.

Applicants must address each of these elements in sufficient detail to allow for determination of project worthiness and subsequent potential award from the CSA Board.

### **A. SUMMARY**

Provide a one-page abstract that summarizes the key points of the application, including a description of the scope of work. If this is a Phase I relinquishing county, indicate how the scope of work has changed, if at all, from the scope of work for the county's project that was awarded in Phase I. Be clear and concise. If this project is for a regional facility, indicate so.

### **B. PROJECT NEED**

Applicants must demonstrate the county's need for the construction project by providing information about the following topics. All data sources must be identified. The application narrative must summarize the county need for state financing.

*Note: If a new facility is proposed, or if 25 beds or more are being added to an existing facility, one copy of a needs assessment study containing the elements as defined in Title 24, CCR must be sent to the CSA with the application.*

1. State the conclusions of your needs assessment including expected increases in capacity.
2. Provide the information and statistical data to support the needs assessment conclusions.
3. Identify security, safety or health needs (if any).
4. Identify program and service needs (if any).
5. Describe litigation, court ordered caps or consent decrees related to crowding or conditions of confinement.
6. List non-compliance findings or recommendations from state and local authorities such as the CSA, health department, fire marshal, Grand Jury, building inspectors or others.
7. Discuss your Average Daily Population (ADP) as compared to system capacity.
8. To the degree possible, provide the latest available demographic data (enumerated below), including trend data if applicable, and relate the data to facility needs:

- a. County population estimates;
  - b. County crime statistics;
  - c. Crowding and bed need estimates;
  - d. Detention facility population data as reported to CSA in the latest Jail Profile Survey that includes:
    1. Inmates with felony versus misdemeanor charges;
    2. Pre-trial/pre-adjudicated versus convicted/adjudicated offenders;  
and
    3. Any additional data to support your application.
9. Provide any additional information needed to support the size and complexity of the proposed project.

### **C. DETENTION ALTERNATIVES**

Describe the programming efforts that have been undertaken, including evidence-based programs designed to reduce recidivism among local offenders. All data sources and evidence-based program citations must be included. Applicants must include, but are not limited to, the discussion points listed below.

1. Demonstrate that all appropriate steps to reduce crowding have been undertaken.
2. Describe programs, existing or new, designed to reduce recidivism.
3. Demonstrate efforts to implement a risk-based detention system (or other appropriate model) related to the decision to incarcerate or not incarcerate offenders.
4. Provide a history of actions taken to alleviate crowding.
5. Identify how long various programs have been in place and how successful they have been in reducing reliance on confinement.
6. Describe current population management measures and how effective they have been.

### **D. SCOPE OF WORK AND PROJECT IMPACT**

In this section applicants must provide a comprehensive description of the project's scope of work and the impact the project will have on the county's detention system. The following topics must be addressed.

1. Describe the proposed scope of work specifically payable from state financing, cash and in-kind contribution and other county borne costs. If this is a Phase I relinquishing county, indicate how the scope of work has changed for this Phase II application, if at all, from the scope of work for the county's project that was awarded in Phase I.
2. Define whether the project expands an existing facility or if it creates a new facility.
3. Indicate if the county already owns the site.
4. Describe how the scope of work will meet identified needs, or mitigate/remedy/improve conditions to address the described needs.

5. Contrast pre-construction conditions with post-construction conditions, including, if applicable, the construction project's impact on: a) law; b) compliance with regulations; c) conditions of confinement; d) facility programming; e) continuum of community care; f) safety; g) security; h) health issues; and i) program space intended for rehabilitative programs and services designed to reduce recidivism.

#### **E. ADMINISTRATIVE WORK PLAN**

Applicants must provide a clear and comprehensive plan for designing, performing and managing the proposed project that is likely to result in success. The project timeline must conform to the requirements listed in the Project Timetable in Section 3 and must be thorough, reasonable and clearly articulated. The county must consider the following topics to describe the requirements of this section.

1. Describe the current stage of the project planning process, including the current status of addressing CEQA requirements.
2. Describe the plan for project design.
3. Provide the project timeline and milestones. (Information provided here should support the timeline and milestones in the Project Timetable in Section 3.)
4. Describe the plan for project management (including key staff names and titles).
5. Describe the plan for project administration (including key staff names and titles).
6. Describe the county's readiness to proceed with the project.
7. Describe the functions and responsibilities of project staff/contractors.
8. Describe the monitoring/control protocols that will ensure successful project completion.

#### **F. PLAN FOR ADEQUATE STAFFING OF THE FACILITY**

Counties are required to safely staff and operate the constructed facility within 90 days of its completion. The level of staffing needed upon opening will be determined by the number and classification of inmates in the facility at that time. In this section address the following:

1. Describe the county's plan for staffing the facility within 90 days of its completion.
2. Describe the cost-efficiency or other measures the county is intending in order to minimize the staffing impact on the long-term operating costs of the facility to be constructed.

#### **G. EFFECTS OF REALIGNMENT**

In this section, if not clearly addressed previously, applicants must describe the anticipated impact of realignment in general and how it relates to the planned project.

1. Describe the anticipated effects that AB 109, Criminal Justice Realignment, will have on the county's adult detention system.
2. Describe any anticipated changes in your detained population (e.g., percentage of sentenced inmates, average length of stay).
3. Describe the impact that realignment has had on the design of the new project.
4. Describe the extent to which realignment is related to the need for the new project.

#### **H. BUDGET**

Counties are expected to budget for the construction project in a reasonable and cost effective manner. It is recognized that there is a cost variance from one project to another based on location, size of the facility, number and type of beds, etc. In this section, address the following topics:

1. Describe how the project budget is determined to be reasonable as it relates to the Section 2, Budget Summary.
2. Describe what measures the county has taken thus far to promote a cost effective planning and design process and a cost effective construction project.
  - a. How is the county's planning minimizing the impact to the state dollar resources as well as county resources?
  - b. What are the county's plans to promote cost effectiveness in its facility design and long-term operating costs?

## SECTION 5: FUNDING PREFERENCES

Phase II legislation (AB 111 and AB 94) contains two funding preferences as detailed below. Every application is subject to one or the other preference (A or B). Each preference is a hard preference. Further information about the preferences and how they are applied is available within the Detail and Background, Funding Preferences section of this RFA.

Check one of the boxes below (A or B) to indicate which preference is being applied to this application submittal.

☒ **A. ADMISSIONS PREFERENCE**

The legislation states that "The CDCR and CSA shall give funding preference to counties that committed the largest percentage of inmates to state custody in relation to the total inmate population of CDCR in 2010." This is a hard preference, meaning that the CDCR 2010 admissions data, as provided in the Detail and Background section to this RFA, will be used to determine a potential rank-ordering of funding for the counties submitting applications under this preference criterion.

☐ **B. RELINQUISHING PREFERENCE**

The legislation states in part "A participating county that has received a [Phase I] conditional award...may relinquish its conditional award... and may reapply for a [Phase II] conditional award..." and "The CDCR and CSA shall give funding preference to counties that relinquish their [Phase I] conditional awards ..., provided that those counties agree to continue to assist the state in siting reentry facilities...." This is a hard preference meaning that the counties meeting the relinquishing criteria as specified in this RFA will receive a preference for a conditional funding award, once the Phase I funding authority amount associated with the relinquishing county is legislatively moved to the Phase II funding authority.

If a Phase I county wishes to relinquish a Phase I award and reapply for a greater amount of funding in one application under Phase II, the county would be required to reapply without the benefit of this preference. Also, a Phase I county that wishes to relinquish a Phase I award and reapply for a Phase II award without continuing to assist the state with siting reentry facilities, must reapply without the benefit of this preference. In each of these cases, the county would apply under the admissions preference in A above.

## SECTION 6: BOARD OF SUPERVISORS' RESOLUTION

All counties applying for Phase II financing must include the following components in a Board of Supervisors resolution, accompanying each application submittal. For counties submitting multiple applications, separate resolutions with the necessary language contained in each, will be required. (A and B below apply only to those counties relinquishing a Phase I award and reapplying in Phase II.)

- A. If the county is relinquishing its Phase I award and reapplying for Phase II financing with this application, and **seeking** the relinquishing preference based on criteria established in this RFA, the following language must appear in the Board of Supervisors' resolution:
- The County is relinquishing its AB 900 Phase I conditional award, and reapplying for a Phase II conditional award, and requesting the relinquishing preference for this application.
  - As part of receiving the relinquishing preference, the County agrees to continue to assist the state in siting reentry facilities pursuant to Chapter 9.8 (commencing with Section 6270) of Title 7 of Part 3 of the Penal Code.
- B. If the county is relinquishing its Phase I award and reapplying for Phase II financing with this application, and is **not seeking** relinquishing preference in Phase II based on the criteria established in this RFA, the following language must appear in the Board of Supervisors' resolution:
- The County is relinquishing its AB 900 Phase I conditional award, and reapplying for a Phase II conditional award, and requesting admissions preference for this application.
- C. For all relinquishing counties (A and B above) as well as all other applicant counties, attach the County Board of Supervisors' resolution for the project that contains the following:
- Names, titles and positions of County Construction Administrator, Project Financial Officer and Project Contact Person.
  - Authorization of appropriate county official to sign the Applicant's Agreement and submit the application for funding.
  - Assurance that the County will adhere to state requirements and terms of the agreements between the County, the California Department of Corrections and Rehabilitation, the Corrections Standards Authority and the State Public Works Board in the expenditure of any state financing allocation and county contribution funds.

- Assurance that the County has appropriated, or will appropriate after notification of conditional award of financing but before state/county financing agreements, the amount of contribution identified by the County on the financing program application form submitted to the Corrections Standards Authority; the County acknowledges the need to identify the source of funds for county contribution and other county borne costs, and assures that state and cash contribution does not supplant (replace) funds otherwise dedicated or appropriated for construction activities.
- Assurance that the County will safely staff and operate the facility that is being constructed (consistent with Title 15, California Code of Regulations) within ninety (90) days after project completion.
- (All projects: Provide the following site assurance for the local jail at the time of application or not later than ninety (90) days following the Corrections Standards Authority's notice of conditional award): Assurance that the County has project site control through either fee simple ownership of the site or comparable long-term possession of the site, and right of access to the project sufficient to assure undisturbed use and possession of the site, and will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site of facility subject to construction, or lease the facility for operation to other entities, without permission and instructions from the Corrections Standards Authority.
- Attestation to \$\_\_\_ as the site acquisition land cost or current fair market land value for the proposed new or expanded jail facility. This can be claimed for on-site land cost/value for new facility construction, on-site land cost/value of a closed facility that will be renovated and reopened, or on-site land cost/value used for expansion of an existing facility. It cannot be claimed for land cost/value under an existing operational detention facility. (If claimed as in-kind contribution, actual on-site land cost documentation or independent appraisal value will be required as a pre-agreement condition).

## RESOLUTION

WHEREAS, Assembly Bill 900 (AB 900), the Public Safety and Offender Rehabilitation Services Act, which was signed into law on May 3, 2007, authorizes the California Department of Corrections and Rehabilitation (CDCR), the State Public Works Board (PWB), and a participating county to enter into a construction agreement in order to acquire, design, and construct a local jail facility approved by the Corrections Standards Authority (CSA);

WHEREAS, the CSA has issued a Request for Proposals (RFP) for Construction or Expansion of County Jails for the purpose of entering into such agreements and disbursing funds in support of such construction;

WHEREAS, AB 900 requires, and the RFP provides the County will adhere to State requirements and terms of the agreements between the County, the CDCR, the CSA, and the PWB in the expenditure of any State financing allocation and County contribution funds;

WHEREAS, AB 900 requires that the County will safely staff and operate the facility that is being constructed, consistent with Title 15, California Code of Regulation within ninety (90) days after project completion; and

WHEREAS, the RFP requires each county submitting a proposal to include a resolution approved by its Board of Supervisors.

**BE IT RESOLVED** that the Board of Supervisors of the County of Los Angeles hereby:

1. That the County of Los Angeles has identified the following key staff:

County Construction Administrator: Massood Eftekhari, Deputy Director, County of Los Angeles Department of Public Works

Project Financial Officer: Jan Takata, Senior Manager, County of Los Angeles Chief Executive Office

Project Contact Person(s): Gary T.K. Tse, Director, Facilities Planning, County of Los Angeles Sheriff's Department ; and

Tracey Jue, Principal Analyst, County of Los Angeles Chief Executive Office

2. That the Board authorizes Brence Culp, Chief Deputy, CEO to sign the RFP Agreement and submit the proposal for funding in accordance with the requirements of the RFP.



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The foregoing resolution was on the \_\_\_\_\_ day of \_\_\_\_\_, 2012, adopted by the Board of Supervisors of the County of Los Angeles and ex officio the governing body of all other special assessment and taxing districts, agencies, and authorities for which Board so acts.

SACHI A. HAMAI, Executive Officer-  
Clerk of the Board of Supervisors of the  
County of Los Angeles

By: \_\_\_\_\_  
Deputy

APPROVED AS TO FORM:

Andrea Sheridan Ordin  
County Counsel

By: \_\_\_\_\_  
Principal Deputy County Counsel

#### SECTION 4A – SUMMARY

The Los Angeles County Sheriff's Department (LASD) operates the largest county jail system in the United States; averaging a daily population of over 14,443 inmates. This number is a large reduction since previous years, however, approximately 18%, or nearly 4,000 of our beds, have been closed due to budgetary reasons. In addition, due to jail crowding, the LASD released 36,845 inmates from custody in 2010, as part of the LASD *early release programs* established to satisfy court mandates and to relieve crowded conditions in the jail.

Today's inmate is generally more likely to be violent, gang affiliated, mentally ill and addicted to drugs and/or alcohol, which significantly contributes to the very serious problem of violence in the county jail. Crowding and utilizing jail space that is inappropriately designed to hold high security inmates have been a causative factor involving jail violence that has resulted in **four homicides** in the Los Angeles County jail in the past three years.

The County of Los Angeles is aggressively trying to remedy jail violence through the addition of custody staff and the construction of new jail facilities that will help meet current and future needs.

The County is proposing to design and construct a medium security women's facility, by way of local and State funding with a **rated capacity of 1,024**, within the Pitchess Detention Center complex in Castaic, California. The preliminary design concept would include sixteen, 64 bed single level dormitory cottages. There are an additional 132 beds that will complement the new facility that are adjacent to the proposed site. These existing beds are intended for specialized programming that has not been identified or

developed as of yet. This facility will incorporate appropriate administrative, food services, programming, storage and other needed space to needed to support this facility. Wherever appropriate, green technologies will be incorporated into the design of this jail facility to reduce energy and water consumption.

#### **SECTION 4B - PROJECT NEED**

After four inmate-on-inmate homicides in a span of less than three years<sup>1</sup>, the LASD, united with the Los Angeles County Board of Supervisors, sent out a *Request for Information (RFI)* for the purpose of hiring an expert consultant to develop and complete a comprehensive security and staffing audit of the jails. The Los Angeles County Jail Security and Staffing Audit (JSASA – see attached) studied the 10 separate jail facilities operated by the LASD. The JSASA took six expert consultants over 12 months to complete. Upon its conclusion, it was determined that the evaluation was so comprehensive that most of the information would be portable to a Title 24, CCR compliant jail needs assessment. Additional studies, including an update of inmate population trends, were completed to meet all of the requirements contained in California statutes and regulations.

It is the reasoned conclusion of the Jail Needs Assessment that the Los Angeles County Jail system warrants immediate and ongoing attention by the County to address, at least, the following *three defining factors*. These factors are key contributors to the problems being experienced in the operation of the County's jails:

1. **A More Violent Inmate Population:** Changes in the dynamics of the inmate population are apparent, not only in Los Angeles County, but throughout

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<sup>1</sup> Nine suicides occurred from October 2009 to October 2011.

California's, and the nation's, adult local detention facilities. Jails everywhere are struggling with the reality that today's inmate is in poorer health, more drug addicted, more mentally ill, and more prone to violence than inmates of a decade or more ago. Jail violence is also exacerbated by the influence of gang activity that has percolated up from the streets and down from State prisons. These dynamics are especially noticeable in Los Angeles County Jails, and have contributed in a very significant way to jail violence.

Los Angeles County Jail inmate and population data indicate that:

- The percentage of inmates who are un-sentenced has fallen from 74.2% in 2005, to 66% in November 2011. However, California State Inmate Realignment was passed under Assembly Bill 109, and was implemented on October 1, 2011. The long-term effects upon our population are unknown since only a single month of data is currently available. Traditionally our un-sentenced population has continued to rise. This may change for County inmates, as we now house longer-sentenced inmates. As the population rises, significant problems are created in the classification and housing of these inmates.
- The percent of felony inmates has remained fairly stable since 2005 (89.7% in 2005 and 77.7% in October 2011). Low-level offenders have dropped to only 8% of the current jail population, and are the easiest group to manage and place in alternative incarceration programs. Felons who have less to lose (e.g. 2<sup>nd</sup>/3<sup>rd</sup> strikers) are often more prone to violence, less cooperative, and difficult to manage.

- Los Angeles County reported an average of 1,667 "open" mental health cases on the last reporting day of the month to the Corrections Standards Authority (CSA) Jail Profile Survey during the 3<sup>rd</sup> Quarter of 2011. This means that about 12% of all jail inmates need mental health services; and most exhibit behavior related to their mental disorders. An average of 1,840 inmates were receiving psychotropic medication on the last reporting day of that month.
- Assaults on staff averaged ten (10) assaults per quarter in 1996 and 76 per quarter in 2005, and forty-four (44) for the first three quarters of 2011. The average daily population (ADP) has decreased 21% since 2005, and the assaults of staff have decreased at the same rate over that period of time.

2. **Outdated, Inappropriate and Insufficient Jail Facilities**: The Los Angeles County Jail system is woefully lacking in jail beds appropriate to the number and classifications of inmates that are currently being incarcerated in the county. The system has a large number (approximately 14,200) of dormitory beds that do not safely accommodate today's more violent inmate population. Additionally, several jail facilities are nearing, or have reached the end of, their useful life spans. These facilities need to be replaced very soon.

The Jail Needs Assessment findings clearly indicate that many of the County's facilities are too small and too poorly designed to afford adequate safety for inmates and custody staff. In short, the County is approaching a

Inmate assaults on staff are reported each quarter to the Corrections Standards Authority Jail Profile Survey. The assaults reported in this report is an average of all quarters reported in each year.

critical shortage in appropriate jail beds for its offender population. The data driving these conclusions include the following facts:

- The LASD is currently forced to enact the early release program and to release over 1,443 pre-trial and sentenced inmates per month, due to lack of jail space.
- There are currently over 59,920 un-served felony warrants and 276,926 un-served misdemeanor warrants in Los Angeles County.
- The surge in the size of the un-sentenced population is reducing the capacity to house sentenced inmates. This problem will compound in the next few months due to the newly sentenced felony population now remaining in the County jails under AB 109. These inmates, and the current population of 77.7% felony inmates, are ineligible for release, which further reduces the options for housing and releasing inmates.
- All the numbers in this report are based on the "average" daily population and averages are, of course, constructed from highs and lows. Proper jail management requires that a system be able to accommodate peak demands (the highs). This is not currently possible for LASD jail managers as there is not enough jail capacity to handle peak populations, which is projected to be over 34,000 inmates.
- Effective jail management and considerations of inmate and staff safety require a certain percentage (12% of total number of cells would be optimal) of vacant cells to allow for housing assignments consistent with

the inmate classification system. In the current system, such cells are either not available, or at a very high premium.

- To address population growth alone, Los Angeles County will grow 13% by the year 2030. Beyond normal growth to keep pace with the general population, the Sheriff's Department has projected that over 11,000 additional beds (see Chart on Page 15) would also be needed to be available today in order to prevent the early release of offenders.
- The Los Angeles District Attorney's office has estimated that Los Angeles County Jails will receive 7,000 more inmates under realignment. The Department of Finance has placed their estimate at 8,342 inmates. This growth rate is problematic since these inmates will need to remain in custody for longer periods of time, increasing the need for more bed space.
- The Los Angeles County Jail system over relies on inmate labor to provide vital functions, such as food preparation, sanitation and maintenance in the jail facilities. It was appropriate to count on inmate workers when there was an abundance of very low security inmates to do jail maintenance functions. However, this classification of inmate no longer exists; low-level offenders are not jailed; a much higher security inmate is now performing inmate labor. This practice is contrary to good jail management and security practices.

3. **Insufficient Jail Staffing:** Staffing shortages significantly impact the ability of the LASD to safely operate and manage the County jail system. Currently,



there are 529 sworn and custody assistant vacancies within Custody Operations and Correctional Services Division. Previous studies indicated that 728 additional custody personnel are necessary to supplement the current staffing in the Los Angeles County Jail system. The staffing plan involved a staffing needs assessment including a plan for a phased increase in custody staff based on critical need.

### **Security and Safety of Los Angeles County Detention Facilities**

Many of the jail facilities (physical plants) in the Los Angeles County Jail system are inadequate to manage the current inmate population. Jail crowding continues to plague the jail system, which has been cited by the CSA for being out of compliance with the minimum jail standards contained in Title 15 and 24, California Code of Regulations (CCR). Crowded conditions in the jail system have resulted in low-level offenders being released after serving only a very small portion of their sentences or serving no time in jail at all.

With few exceptions, the jail facilities are operating in ways for which they were not originally intended. The inmate population is now comprised mostly of individuals who are confined for felony offenses and who are generally more violent and more likely to be gang affiliated than those for whom the County's jails were originally designed.

A clue to the discrepancy between the original design philosophy and the current use of jail facilities is the overabundance of dormitory and low-security housing throughout the system. Excluding discipline and medical beds, there are currently over 14,200 dormitory-type beds and only approximately 4,000 high security beds in the jail system. There are nowhere near enough single and double occupancy cells in the jail

system. This shortfall is a major contributor to security problems involving inmate-on-inmate violence. Given the changed and changing inmate population, low-security housing unnecessarily exposes custody staff to inmate assaults and violence. The antiquated or poor designs of some of the jail facilities have forced jail managers to attempt to mitigate security problems by using more custody staff than is ordinarily necessary to conduct inmate safety checks required in Title 15, CCR.

### **Program and Service Needs**

Programming space appropriate to the security level of inmates currently housed in the Los Angeles County jail facilities is minimal due to the change in the inmate population coupled with facilities that were designed to house a lower classification of inmate. The lack of lower security inmates, which are virtually non-existent, poses some real challenges in the delivery of inmate programs and services. The design of new facilities will enhance the ability of the LASD to provide suitable inmate programs.

### **Jail Litigation – Consent Decrees**

United States Department of Justice – A Memorandum of Agreement between the United States and Los Angeles County, California regarding mental health services at the Los Angeles County jail is in force. In August of 1996, pursuant to the Civil Rights of Institutionalized Persons Act, 42 U.S.C. § 1997 et seq. and after discussions and negotiations, and in order to avoid potential litigation concerning the mental health services at the Jail, the County of Los Angeles have agreed to the provisions set forth in the Memorandum of Agreement for the care and treatment of prisoners with mental illness. The parties agree that the provisions of this Agreement will ensure that reasonable and adequate mental health care services are provided at the Jail.

Rutherford v. Block (U.S. District Court) - In 1975, the ACLU filed a prisoners' rights case challenging unconstitutional conditions of confinement at Men's Central Jail ( MCJ) in downtown Los Angeles. As a result of the lawsuit, the Federal District Court ordered a series of court orders requiring several minimum constitutional requirements concerning visitation, recreation and other jail conditions.

The orders also provided for monitoring of jail conditions at Los Angeles County jails by the ACLU, and the ACLU Jails Project fields hundreds of inmate complaints each month as part of its monitoring efforts. In April 2006, the ACLU requested a status conference with the Federal Court to address systemic problems of cell overcrowding, inadequate access to exercise and out-of-cell time, and improper supervision of inmates.

On May 10, 2006, Federal Judge Dean Pregerson toured Men's Central Jail and afterwards directed that an expert panel oversee reform of Men's Central Jail and consequently named a panel of jail experts to address the problems in the jail. The panel, composed of representatives from the ACLU, LASD, the L.A. County Chief Administrative Office and a criminal justice consulting firm, has met frequently. As a result, the panel has issued a series of reports, and initiated several new pilot programs at the jail.

The ACLU alleged that as a result of the panel's efforts, the County reduced the inmate population at MCJ, but then simply shifted the overcrowding to the Inmate Reception Center (IRC), where detainees were being held for two, three or four days at a time; packed into 12' by 14' cells with thirty to fifty other inmates. The ACLU further alleged that these inmates were not given mattresses or blankets on which to sleep,

had inadequate food, no access to showers and no regular medical care. On October 18, 2006, the ACLU filed an application for a Temporary Restraining Order (TRO) and an Order to Show Cause (OSC) regarding the preliminary injunction to remedy these conditions, which even Sheriff's staff agreed were "inhumane". On October 27, 2006, the judge granted the TRO, and ordered the jails to reduce overcrowding and improve conditions.<sup>2</sup>

A number of actions followed this injunction. Inmates may not remain in the IRC for more than 24 hours. If the inmate has not completed the intake process, he/she is transferred to a holding module in the Twin Towers Correctional facility. These inmates are allowed access to mattresses, bunks, restrooms, showers, and have regular meal times. This holding area reduced the number of beds available for permanent housing.

### **Non-Compliance Findings**

The 2010–2012 CSA Biennial Inspections<sup>3</sup> revealed the following non-compliance findings or areas in need of improvement related to the need for additional jail beds:

### **System-Wide Findings**

**Deaths in Custody:** Four (4) inmate-on-inmate homicides occurred in 2008–2011, prompting several internal and external reviews of facility operations. Internally, LASD took a number of steps to improve security and monitoring. Areas that relate directly to our regulations included a review of the classification system that resulted in reducing the number of categories and improving the consistency of inmate uniforms among facilities. The LASD also expanded their emphasis on housing areas searches, which went from 6,279 in 2004, to 10,840

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<sup>2</sup> ACLU Docket Summary 2007

<sup>3</sup> Excerpts from the 2004–2006 CSA inspection

in 2010. Associated with these additional searches and implementation of hourly safety checks (discussed below), staff is confiscating higher levels of weapons, "pruno" (jail-made alcohol), and other contraband.

**Staffing/Compliance Officers:** Staffing levels are a problem throughout the State detention system as the economic crisis continues. Although the ratios of staffing to inmates have decreased due to the addition of Title 15 positions, the CSA continues to have concerns about overall staffing. The factors contributing to these concerns are: challenges of hiring and maintaining staff, the number of transports needed outside of the facilities for medical services, and the inability to provide inmate services (exercise and hourly checks), the CSA found LASD to be out of compliance regarding staffing levels.

**Crowding:** While populations have fluctuated over the past few years, crowding in excess of the Rated Capacity (RC) continues throughout the system. As noted in previous reports, system crowding is a complex, long-standing problem for which there are no easy resolutions. LASD has continually increased and modified its classification process which has risen to 28 classifications. Having such a large number of classifications does not help when addressing crowding issues. While the classification piece is critical to inmate management, the number of classifications makes it almost impossible to optimize RC bed space and forces overcrowding in certain housing areas.

**Health Care Services:** Providing Medical Care at the PDC complex, located in the northern portion of the County, is a problem for LASD. The lack of medical staffing creates costly transportation issues, and continued movement for the

inmates. Uniformed staff must transport inmates regularly to the local hospital, due to the lack of sufficient medical services. If an inmate is seen at the hospital and cleared, the inmate must be returned to IRC for LASD medical staff review and clearance. The additional staff needed for the transportation, and new clearance is staff intensive and inefficient.

**Facility Findings:**

**All facilities are deficient in the following areas:**

Title 15 § 1027 Number of Personnel

Title 15 §1065 Exercise and Recreation

Title 15 § 1073 Grievance

**Inmate Reception Center:**

Title 15 § 1027 Number of Personnel

Title 15 § 1073 Grievance

Title 24, Section 470A.2.9 Dayrooms: Dayroom capacity exceeded.

Title 24, Section 470A.3.4 Showers: Plumbing ratios are exceeded due to crowding beyond Board Rated Capacity (BRC).

**Men's Central Jail:**

Title 15 § 1027 Number of Personnel

Title 15 § Exercise and Recreation

Title 15 § 1073 Grievance

Title 24, Section 470A.2.8 Dormitories: Dormitory capacity exceeded.

Title 24, Sections 470A.3.4 Showers: Capacity exceeded

Title 24, Section 470A.2.6 Single Occupancy Cells: Double bunked since 2004

Title 24, Section 8227 Multiple Cells: Capacity exceeded

**Twin Towers Correctional Facility:**

Title 15 § 1027 Number of Personnel

Title 15 § 1065 Exercise and Recreation

Title 15 § 1073 Grievance

Title 24, Section 470A.2.6 Single Occupancy Cells: Single occupancy cells are doubled.

Title 24, Section 470A.2.8 Dormitories: Dormitory capacity is exceeded.

Title 24, Section 470A.2.9 Dayrooms: Dayrooms capacity is exceeded.

Title 24, Sections 470A.3.4 Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

**Century Regional Detention Center (CRDF):**

Title 15 §1027 Number of Personnel

Title 15 § 1065 Exercise and Recreation

Title 15 § 1073 Grievance

Title 24, Section 470A.2.8 Dormitories: Dormitory capacity is exceeded.

Title 24, Section 470A.2.9 Dayrooms: Dayrooms capacity is exceeded.

Title 24, Sections 470A.3.4 Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

**Century Type I Booking (CRDF-I):**

Title § 1056 Use of Sobering Cell

Title 15 § 1027 Number of Personnel

Title 24, Section 470A.2.9 Dayrooms: Dayrooms capacity is exceeded.

Title 24, Sections 470A.3.4 Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

**Peter Pitchess East Facility (East):**

Title 15 § 1027 Number of Personnel

Title 15 § 1065 Exercise and Recreation

Title 15 § 1073 Grievance

Title 24, Section 470A.2.8 Dormitories: Dormitory capacity is exceeded.

Title 24, Section 470A.3.4 Showers: Capacity exceeded.

**Peter Pitchess North Facility (North)**

Majority of the facility is not used due to County Curtailment/ Budget issues

**Peter Pitchess South Facility (South)**

Title 15 § 1027 Number of Personnel

Title 15 § 1073 Grievance

Title 24, Section 8227 Multiple Cells: Capacity exceeded

Title 24, Sections 470A.3.2 and 3.4 Toilets and Urinals, Washbasins and Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

**North County Correctional Facility (NCCF)**

Title 15 § 1027 Number of Personnel

Title 15 § 1065 Exercise and Recreation

Title 15 § 1073 Grievance

Title 24, Section 470A.2.8 Dormitories: Dormitory capacity is exceeded.

Title 24, Section 470A.2.9 Dayrooms: Dayrooms capacity is exceeded.



Title 24, Sections 470A.3.1, Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

### **Grand Jury Report**

The 2006 Grand Jury reported that the overcrowding in the Los Angeles County jail is made more complex by the need to separate populations by life style and gang affiliation. The environment is stressful for both staff and inmates. The 2010 - 2011 Report only made reference to the success of the Maximizing Education Reaching Individual Transformation (MERIT) program at the Pitchess Detention Center. The LASD has plans to extend this program to all facilities in the near future.

### **Average Daily Population and System Capacity**

The current ADP at the Los Angeles County Jail is approximately 14,810 beds for 2011, but has risen to 15,800 during the month of November as the State inmates begin to increase, under AB 109 Realignment. In order to discontinue the early releases currently estimated between 2,500 and 3,000, per month the jail would immediately need a capacity of 29,928 beds today or approximately 11,000 additional beds.

<b>Pretrial Releases</b>	<b>290</b>
<b>Early Releases</b>	<b>1,153</b>
<b>Felony Warrants Served (1,000per month)</b>	<b>1,000</b>
<b>Peak Demand Rates</b>	<b>1,166</b>
<b>Estimated Realignment Inmate Bed need</b>	<b>7,000</b>
<b>Using the 1998 incarceration rate</b>	<b>20,058</b>
<b>Estimate of Current Bed Space Need</b>	<b>30,667</b>
<b>12% Vacancy at Peak Populations</b>	<b>34,347</b>

## **Expected Future Growth - Estimate Based on Jail Profile Survey Data**

The bed-need estimate was derived as follows:

- **Pretrial Releases:** 290 approximates the monthly value submitted by Los Angeles County to the CSA for 3<sup>rd</sup> Quarter 2011
- **Early Releases:** 1,153 approximates the monthly value submitted by Los Angeles County to the CSA for 3<sup>rd</sup> Quarter 2011
- **Peak Demand Beds:** On the highest one-day inmate population count in the typical month in Los Angeles County, the population count exceeded the yearly ADP by about 1,166 inmates.
- **Estimated Realignment Inmate Bed Need:** Under AB109 Realignment, LASD is expected to receive approximately 7,000 State inmates.
- The bed need associated with pretrial release, early release, serving a significant number of felony warrants and peak demand totals 10,609 beds.
- **Using the 1998 Incarceration Rate:** Based on the Department of Finance population statistics for Los Angeles County for October 2010, the population should increase 13% by 2030. The ADP for Los Angeles County for October 2011 was 15,708, which is 13% less than normal population fluctuations. Placing the inmate population at 17,750 inmates and including the expected 13% growth places the jails at 20,058 beds in 2030.
- **Estimate of Bed Need for 2030:** The estimated need of 20,058 plus the 10,609 bed need for early release programs, outstanding felony warrants and peak demand from above results in a grand total of a need for 30,667 beds.

- **12% Vacancy at Peak Populations:** Given that good jail management requires a certain number of open beds; using the 12% value, the bed-need estimate for 2030 would be **34,347** beds.

### **Long-Term Contract Beds**

In 1997, the Mira Loma Detention Facility was reopened when the LASD entered into a contract with the United States Department of Homeland Security to house Federal detainees awaiting deportation hearings

In 2011, Los Angeles County reported an ADP of 1,094 inmates on contract from the federal government. The jail beds contracted to the Department of Homeland Security are very low security beds not suitable for the County jail population.

Combined with the 1,094 federal inmates and the 540 awaiting transport to State prison, on the average day in 2010, over 1,074 beds were occupied by inmates who were the direct responsibility of agencies other than the LASD.

### **Statistical Data Supporting the Jail Needs Assessment<sup>4</sup>**

While the LASD has experienced a myriad of significant problems in its jails, it is worth noting that these problems have also been experienced in various county jails throughout California and the nation. Of course the fact that the LASD operates the largest jail system in the country magnifies those problems exponentially and draws close scrutiny from the courts, public, and press.

In the 1<sup>st</sup> Quarter of 2011, 23.6% of the State's total jail population was housed in Los Angeles County (i.e., 16,758 of the State's entire 71,088 average daily population of inmates was housed in Los Angeles County jails in 2011). In the ten years from 2000 through 2010, the general population of Los Angeles County increased by 10%. By

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<sup>4</sup> CSA Jail Profile Survey

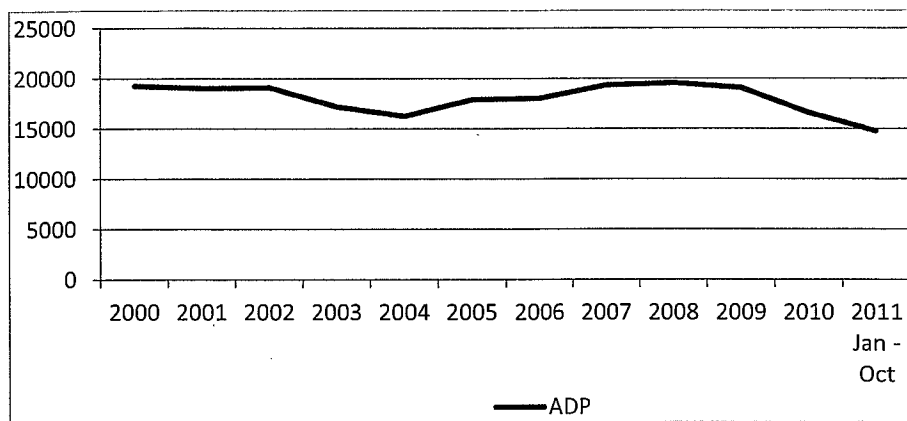
2010, had there been a commensurate increase in the local jail population, the ADP in Los Angeles County would have been well over 21,000 inmates.

However, this increase in the jail population did not happen. The 2010, Los Angeles County ADP was, in fact, slightly lower than it was in 2000 (19,297 inmates in 2000 versus 16,621 inmates in 2010). As of 2010, the percentage of the State's ADP residing in Los Angeles County had declined 2%. During the ten-year span, the jail system has seen many changes that this report will attempt to describe. The purpose of this analysis is to gain some perspective regarding the current state of the Los Angeles County jail system and to achieve some insight regarding how current and future needs can best be met.

**Inmate Population** – In 2006, the average daily population (ADP) of all LASD jail facilities was 18,043 and 14,443 in 2011. Obviously, the size of the population, changing demographics, inmate classification and gang affiliation impacted security and staffing within the Los Angeles County Jail System.

ADP fluctuations are illustrated in the following chart and table.

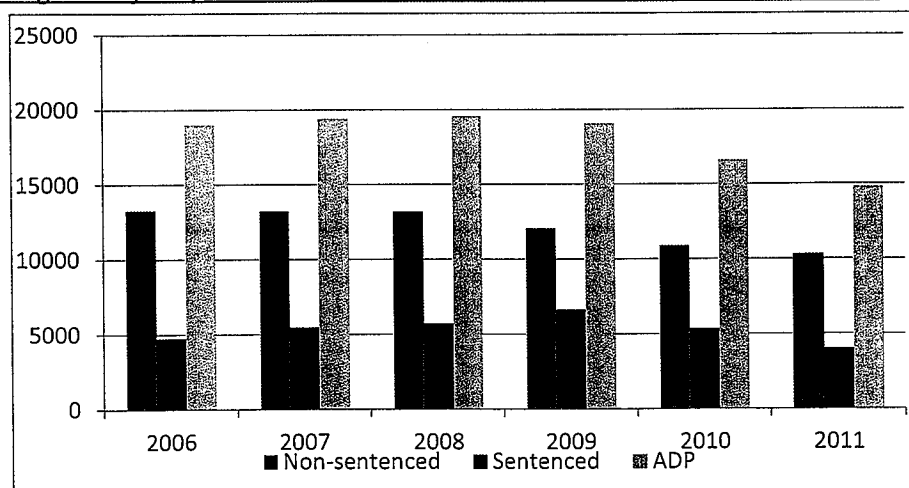
YEAR	ADP
2000	19,296
2001	19,052
2002	19,146
2003	17,234
2004	16,827
2005	17,933
2006	18,043
2007	19,373
2008	19,570
2009	19,080
2010	16,621
2011 Jan - Oct	14,810



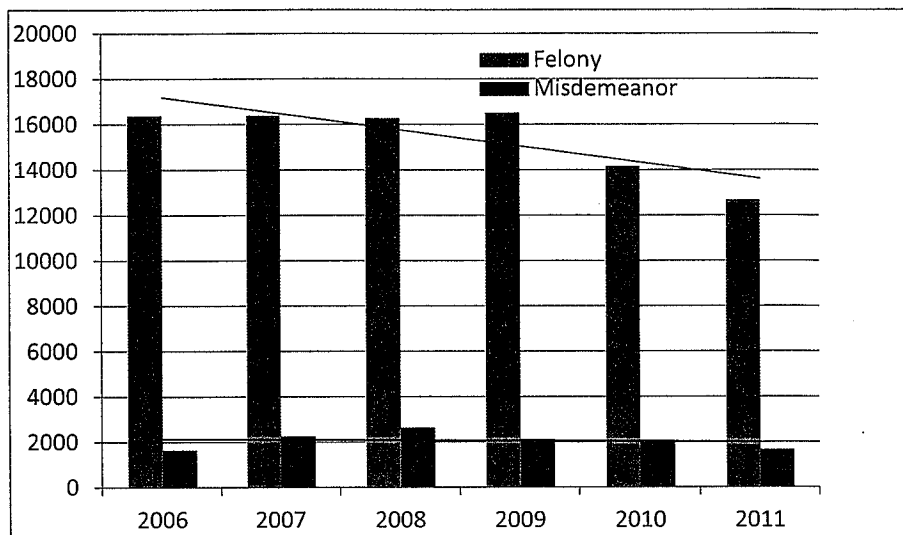
In 2006, the ADP was 18,043; however by 2008, the ADP rose to over 19,570 inmates but fell to 14,810 in 2011. With the steady increase in the general population (over 1% per year, on the average), one would have expected the ADP to increase accordingly; however, it did not happen. Several court interventions have taken place, as well as significant impacts on staffing due to the State budget crisis. Since 2009, over 4,000 beds have been closed or curtailed due to a decrease in funding.

While the percentages of un-sentenced and sentenced inmates have remained relatively stable, an anticipated rise in the increase of sentenced inmates will create a number of issues. Huge problems are created in inmate classification and housing, transportation, the inmate labor pool and other areas as the sentenced felony inmates rise with the new realignment population.

Average Daily Population of Non-sentenced and Sentenced Inmates



Average Daily Population of Felony Inmates vs. Misdemeanor



Another major issue that impacts jail security and staffing involves the large number of individuals who are severely mentally ill being booked into the jails. Mental illness impacts not only the affected individuals and their families, but also local corrections and society as a whole. In a costly cycle of incarceration, release and re-incarceration, mentally ill people come to jail facilities time and time again for crimes that grow out of their mental illnesses.

According to the Pacific Research Institute, California's annual jail and probation costs for mentally ill offenders exceed \$300 million a year.<sup>5</sup> For the 2<sup>nd</sup> Quarter of 2011, LASD spent \$3.8 million on medication and \$1.6 million specifically on psychotropic medication. The ADP for the same time frame was 13,487, which equates to \$396 per inmate, per quarter or \$1,584 per inmate per year if all inmates received identical

<sup>5</sup> California Board of Corrections, *Mentally Ill Offender Crime Reduction Grant Program, Report to the Legislature*, December 2004, page 2

medication. Nationally, it is estimated that at least 16 percent of jail inmates are mentally ill. This translates into more than 12,000 seriously mentally ill inmates within California's jails.

A primary challenge in the Los Angeles County Jail system today is a shortage of jail beds. Compounding the problem is that the beds that are available are not consistent with the security requirements for those offenders currently incarcerated in the County jails. The Los Angeles County Jail system is overstocked with dormitory beds that are not well suited to the type of offender being housed in those spaces.

An updated population trend analysis completed for the Jail Needs Assessment did not reveal any remarkable change from the previously examined period between 1996 and 2005.

#### **SECTION 4C - DETENTION ALTERNATIVES**

LASD reported in 2006, they released 301 pre-trial inmates per month and 290 per month in 2011. In 2006, they released 4,865 sentenced inmates and 1,153 in 2011 due to lack of space.

LASD is engaged in a wide array of detention alternatives, most of which have been in place for many years and operated by the Community Based Alternatives to Custody (CBAC), which is a sub-unit of LASD's Inmate Reception Center (IRC). Inmates screened for the program are required to undergo a rigorous risk assessment process and, if successful, are allowed to participate in any of a number of alternative programs. Additionally, LASD has a long-standing cooperative relationship with the Los Angeles County Probation Department in the management of custody alternative programs.

These custody alternatives include:

- Work Release Males
- Work Release Females
- Electronic Monitoring Males (LASD/LA Probation)
- Electronic Monitoring Females (LASD/LA Probation)
- Weekender Males
- Weekender Females

Violation of program regulations can result in rejection from the program and return to a detention facility. The IRC noncompliance crew works proactively to address problem inmates before they abscond, and immediately returns non-compliant inmates to custody upon notification.

***Alternative options available to inmates include the following:***

**Work Alternative Program:** Inmates provide labor on public projects in exchange for days sentenced to the County jail. According to written policy, the LASD is dedicated to maintaining a responsible, effective, work alternative program. The Los Angeles County Work Alternative Program is designed to ensure that criminal offenders who qualify satisfy their court sentences without being incarcerated in the jail. Work alternative participants are allowed to work off their sentences in a quid-pro-quo for days worked on specifically identified public works projects. For the qualified offender, this alternative to custody program is an appropriate sanction, while at the same time allowing the continuation of the participant's regular family responsibilities.

**Electronic Monitoring Program:** The Electronic Monitoring Program (EM) is operated cooperatively between LASD and the Probation Department. Offenders screened and selected for participation in this program wear electronic ankle bracelets, which monitor their daily location and movement; thereby allowing inmates to maintain



employment and family responsibilities while being supervised by LASD and Probation staff. This proven program enables the County to cost-effectively apply meaningful sanctions to appropriate offenders.

For sentenced individuals, the EM allows people to contribute to society while completing court sentences. The EM program is voluntary and applicants are selected based on their ability to benefit from a tightly-structured program that allows them to return to specified community programs and work. In all cases, individuals accepted into the EM program are subject to close monitoring by LASD and Probation personnel.

**Involuntary Home Detention (SB 959)** – This County sponsored legislation was enacted into law in response to jail crowding in general, but specifically the Los Angeles County Jail. County officials are currently working to further develop this electronic monitoring program that unlike the current program, is not voluntary.

**County Parole:** This mission is accomplished through close supervision of the parolee and guided encouragement to seek employment and educational or other personal development programs that will assist the offender toward a successful re-entry to the community. Individuals on County Parole continue to be under the constructive custody of LASD and may be remanded to County detention facilities for violations as determined by the Probation Department.

#### **Los Angeles County Probation Department**

In addition to offenders on custody alternative programs provided by the LASD, the Probation Department's Adult Field Services Bureau operates a number of programs that serve as alternatives to custody.

## Pretrial Services Division

Pretrial Services consists of the following units and programs:

- Bail Deviation Program
- Drug Court Program
- Early Disposition Program
- Own Recognizance Program
- Electronic Monitoring Program
- Drug Treatment
- County Parole Program
- Adult Compliance Teams (ACT)

Based upon an evaluation of the custody alternative programs described, a review by CSCJC has determined that the programs initiated by the LASD and other members of the local criminal justice community have reached their reasonable capacity.

Over the past several years, the amount of time inmates are sentenced to County jail have ranged between 25 and 70 percent depending on the availability of jail beds. Data derived from the Jail Profile Survey shows wild swings in the classification of inmates due to the reactive population control releases resulting from very crowded jail facilities. Additionally, interventions of the Federal Court regarding conditions of confinement in the jail have contributed to the length individuals are confined.

Beyond these wholesale releases, the LASD operates a number of community based alternative programs for men and women that have been in place for many years. During 2008 - 2011, the number of individuals placed in custody alternative programs is listed below:

	Work Release	Weekender	Electronic Monitoring
2008	737	166	338
2009	379	92	295
2010	335	91	291
2011 (Jan to Sep)	207	75	107

It should be noted that the effectiveness of alternative programs is inhibited due to the fact that many inmates are willing to decline alternative programs because of the likelihood that they will be released early to reduce jail overcrowding, and therefore can escape sanctions altogether. Because crowding in the jail is so acute, effective alternative based community corrections is limited, at best, since the type of offender that has traditionally been targeted no longer exists in the system.

Compounding the issue of early releases, judges from various courts in the County may sometimes delay sentencing in order to keep the inmate in custody and thereby inhibit the LASD from initiating an early release. This practice only exacerbates the difficult task of managing the inmate population and meeting the mandates of the Federal Court by way of the Rutherford decision.

Another issue that impacts the value of alternative programs involves the ability to provide sanctions for failure to meet program requirements. In order for alternatives to work optimally, the individual classified into one of these programs must be convinced that failure to comply with the rules attendant with the alternative program will result in confinement in the jail. Unfortunately, due to the worsening of the inmate population in the jail, low-level offenders are not incarcerated based upon the threat level that the inmates pose to the community.

#### **SECTION 4D - SCOPE OF WORK AND PROJECT IMPACT**

The County is proposing to construct, by means of local and State funding, a medium security jail facility with a planned **rated capacity of 1,156**. This preliminary design concept would include 1,024 new dormitory beds that will include sixteen, 64

person single level dormitory cottages, plus 132 existing dormitory beds. Based upon the jail needs assessment, it has been determined the LASD jail system is critically lacking in higher security beds, therefore efforts to design housing space will accommodate those security needs by allowing the LASD to move the medium security women, currently housed in a facility that has infrastructure to house much higher security inmates, to the newly created PDC Female Village, freeing up high security beds. In addition to jail beds, the plan will include administrative, program, food service, storage and other space needed to support the operation of the facility. A conceptual diagram of this proposed PDC Female Village is included in this application (See Attached).

The total cost of the planned facility is estimated at \$194,700,000. The County of Los Angeles will support a cash match of \$77,752,000 along with an in-kind match of \$16,948,000.

Altogether, this facility will provide 1,156 beds (1,024 new beds, plus 132 existing beds) for female inmates, which will free up space currently occupied by females at the Century Regional Detention Facility (CRDF). Once construction is completed, CRDF will revert back to its original intended use to house higher security male inmates with a BRC of 1,588. The 1,156 beds at the proposed medium security women's facility site will address a critical need. The County of Los Angeles currently owns the land in which this facility is being proposed at PDC.

Once completed, the LASD will have met some of their female inmate jail needs: however beyond adding beds, it will allow the LASD to consider either new construction or modification of existing jail bed capacity.

All new facilities being planned in Los Angeles County will be completed utilizing all modern applications, product knowledge, and designs that support a clean environment and the reduction of operating costs.

#### **SECTION 4E - ADMINISTRATIVE WORK PLAN**

Los Angeles County is committed to constructing safe, secure, and appropriate jail facilities to meet the criminal justice demand on the system. To that end, the Board of Supervisors, LASD, the County's Chief Executive Office (CEO) and other County departments are working collaboratively to meet the demand for new jail beds in a well thought-out manner. Conceptual plans have been made, and the proposed project is being considered by the Board of Supervisor to commence space programming efforts so that both the PDC Female Village and options to address the growing inmate population and future bed space needs for the remainder of the County's jail system are further developed.

Once approved for State funding in March 2012, the contracted architectural firm will begin the design process beginning with *programming and scoping documents drawings*. The County will work closely with the CSA to ensure that its drawings meet Title 24, CCR standards. In addition, LASD and the CEO will provide assistance throughout the programming and design process. The key to the County's approach will be clear communication to all the parties involved in the project including the CSA. In addition to completing the schematic drawings, the County will begin the California Environmental Quality Act (CEQA) process.

Once the architectural program and the scoping documents are complete and approved by CSA and the SPWB, the County will proceed with the remaining *design milestones* described in Section 3 – Timelines. Most importantly, the County is proposing to use the Design-Build project delivery method which allows the County to issue the completed project scope documents to solicit bids from qualified design-build teams by February 2013. The County expects the construction to start in February 2014, and will be complete by late January 2016. Occupancy is scheduled for no later than April 2016.

The County of Los Angeles possesses significant resources including project managers within its staff. This project will be managed and delivered by the Los Angeles County Department of Public Works (DPW). DPW has worked on a significant number of large projects in the County and its staff has the expertise to ensure the successful completion of the proposed PDC Female Village.

LASD has established a Transition Team consisting of key staff. Additional subject matter experts will be added during the design and construction phases. The final Transition Team will prepare the appropriate policies and operating procedures for the new female facility. In addition, the Director and staff of LASD's Facilities Planning Bureau will provide technical and space planning assistance throughout the process.

Additionally, DPW has assembled a construction management team under Mr. Massood Eftekhari, who will be the Construction Administrator for this project. DPW has vast experience with delivery of large capital projects for the County, including, but not limited to; hospital replacements, custody facilities, seismic retrofit, and historic renovation.

The County of Los Angeles possesses the expertise to administer large scale projects such as the proposed jail project. The CEO has provided fiscal oversight for many large scale projects within the County. Key personnel include: Mr. Jan Takata, who heads the County's Capital Project and Asset Management Division, and will serve as the Project Financial Officer for the AB 900 Funds. In addition, the County has an on-going relationship with the consulting firm of Crout and Sida Criminal Justice Consultants, Inc. Staff from this firm includes its principals, William Crout and James Sida, who have decades of experience with regulations for the construction and operation of jail facilities. These individuals were formerly Deputy Directors with the Board of Corrections, and have prior experience managing State jail and juvenile hall construction funds.

The County possesses all of the expertise in order to ensure that the project will be successfully completed. The Board of Supervisors has appropriated the required matching funds that are necessary to meet the minimum 10% of the total project costs for the new facility. Finally, and perhaps most importantly, the County decision-makers are unified in their commitment to construct and operate safe jails that will enhance the safety of citizens, staff and inmates. The County has repeatedly demonstrated this through the close working relationship between all of the decision-makers and a commitment of funds to help finance the project.

The County is committed to constructing and staffing the new facility. The proposed staffing model for this facility has been validated by Crout and Sida in September 2011. The County will operate this new facility within 90 days after the construction completion, not only to meet the requirements of this funding program, but because of

the critical demand for secure detention beds. The intervention of the Federal Court and United States Department of Justice has also played a role in providing an incentive to meet this responsibility.

Unlike many other counties, the County has significant and current experience in the management and administration of major construction projects including its jails. The LASD will provide full-time staff to ensure what is constructed will meet the long-term needs of Los Angeles County. DPW will work to ensure that the construction contractors adhere to what has been designed, including the identification of critical building materials required for the construction of a "green" facility.

#### **SECTION 4F - PLAN FOR ADEQUATE STAFFING OF THE FACILITY**

The County has considered the proposed staffing plan an integral piece of the project, along with the development of the conceptual design and scope for the PDC Female Village. Crout and Sida Criminal Justice Consultants, Inc., has validated the proposed staffing plan, and agreed that the proposed staff, while lean, could perform all functions and duties, as legally required for the operation of this facility. The proposed staffing for this facility is 198 custody personnel, 110 medical personnel, and 16 food service personnel for a total of 324 staff. These positions will either be transferred from attrition or additionally funded by the County, prior to the facility's opening. Any additional staff needed will be hired and trained well in advance of the facility's opening.



#### **SECTION 4G - EFFECTS OF REALIGNMENT**

Assembly Bill (AB) 109 (Criminal Justice Alignment) was approved into law on April 4, 2011, and took effect on October 1, 2011. It realigned a major area of the criminal justice system, which is felony jail imprisonment. The legislation allows County jail custody for specified felony non-violent, non-serious, non-sex offenders who were previously subject to State prison sentences.

As previously mentioned under the Section B – PROJECT NEED, the long-term effects upon the County's inmate population are currently unknown since only a month's worth of State inmate data is available. However, it is anticipated that approximately 7,000 State inmates will be redirected into the County's custody system, annually. Currently, the County's inmate population fluctuates between 14,000-15,700 inmates. These male and female inmates are housed within the following Sheriff jail facilities: Century Regional Detention Center, Men's Central Jail, North County Correctional Facility, Pitchess Detention Center - East, and the Twin Towers Correctional Facility. These population figures are based on daily inmate counts, include both male and female inmates, and are the net result of the early percentage release factor, whereas inmates are currently serving approximately twenty-percent (20%) of their sentenced time before release back into the community.

The County's average daily population (ADP) for 2011 was 14,443. Based on the number of available beds 18,724 (excluding medical and discipline beds), the County's average ADP, and the projected number of 7,000 of annual State inmates, there is an anticipated bed shortage of 2,719. Therefore, approval of the County's

application for funding under AB 900 will only partially offset the anticipated bed shortage.

It should be further noted that Los Angeles County committed the largest percentage of inmates to State custody in relation to the total inmate population of CDCR in 2010. ***State CDCR records show that Los Angeles County, in 2010, sent 19,025 inmates to State custody.***

#### **SECTION 4H - BUDGET**

The County of Los Angeles County retained an Architectural and Engineering Consultant firm (AECOM Services, Inc.) that is specialized in correctional and justice facilities. The County selection was based on a thorough and competitive Request For Proposal (RFP) process. AECOM completed a preliminary program for the project after surveying the property and after numerous interviews and discussions with the County.

The preliminary program identified all required site improvements, general housing needs including bed counts, inmate services areas, and support areas including laundry and food services, and a central utilities plant. The budget was established based on a summation of the construction costs per square foot of the areas identified in the preliminary program, adjusted to the construction index for the Southern California region.

The preliminary program took into consideration CSA requirements in addition to the LASD's needs. The County will be hiring an Architectural and Engineering consultant to detail the Project Program, and to prepare Scoping Documents for a

Design-Build project delivery. Pre-qualified, design-builders will be invited to competitively bid this project, and the best value bid will be selected.

The County of Los Angeles has an established Capital Projects Program Management team who will be managing the design, budget, and schedule for this project. All modern construction management tools (software) will be used to monitor and report all the budget and schedule updates. Additional specialized consultants will be used as needed. Quality control planning with thorough inspection services will be implemented. This project will be specified and built to meet LEED certification requirements based on the County of Los Angeles' policy. All facilities greater than 10,000 square feet are LEED Certified at the Silver Level by the U.S. Green Building Council. The Central Plant and major equipment will be specified based on the optimum life cycle analysis. The preliminary program was based providing the most efficient long-term operational costs to meet the County's strategic goals of efficient delivery of public services.

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