

**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
2007 LOCAL JAIL CONSTRUCTION
FUNDING PROGRAM PROPOSAL**

March 18, 2008

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DEPARTMENT OF CORRECTIONS AND REHABILITATION
CORRECTIONS STANDARDS AUTHORITY

**2007 LOCAL JAIL CONSTRUCTION
FUNDING PROGRAM
PROPOSAL FORM**

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 CORRECTIONS STANDARDS
 AUTHORITY
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SECTION 1: PROJECT INFORMATION

A: APPLICANT INFORMATION

COUNTY NAME County of Los Angeles		AMOUNT OF STATE FUNDS REQUESTED \$ 100,000,000.00	
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>	LARGE COUNTY (700,001+ GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	

B: TYPE OF PROJECT

FACILITY NAME Los Angeles County Men's High Security Detention Facility			
NEW FACILITY <input checked="" type="checkbox"/>	EXISTING FACILITY <input type="checkbox"/>	FACILITY TYPE (II, III or IV) II	REGIONAL JAIL PROJECT <input type="checkbox"/>
STREET ADDRESS 45100 60th West			
CITY Lancaster	STATE CA	ZIP CODE 93536	

C: BRIEF PROJECT TITLE

Los Angeles County Men's High Security Project

D. SCOPE OF WORK - JAIL CONSTRUCTION (CHECK ONE)

BUILDING NEW FACILITY
 RENOVATION/REMODELING OF EXISTING FACILITY AND ADDING BEDS
 ADDING BEDS AT EXISTING FACILITY

WILL THE PROPOSED PROJECT BE USED TO REPLACE AN EXISTING FACILITY?
 YES
 NO

E. NET BED GAIN, COUNTY-WIDE

Include the TOTAL number of CSA-rated beds and non-rated special use beds FROM ALL DETENTION FACILITIES COUNTY-WIDE that will be added, eliminated or gained as a result of the project. (+BEDS ADDED -BEDS ELIMINATED =BEDS GAINED)

	No. of rated beds added	No. of rated beds eliminated	No. of rated beds gained
MINIMUM SECURITY BEDS			
MEDIUM SECURITY BEDS			
MAXIMUM SECURITY BEDS	No. of rated beds added 1152	No. of rated beds eliminated	No. of rated beds gained 1152
SPECIAL USE BEDS	No. of non-rated beds added	No. of non-rated beds eliminated	No. of non-rated beds gained
COUNTY-WIDE TOTAL	No. of beds added 1152	No. of beds eliminated	No. of beds gained 1152

F: APPLICANT'S AGREEMENT

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

NAME AND TITLE OF PERSON AUTHORIZED TO SIGN AGREEMENT (SHERIFF, DIRECTOR OF CORRECTIONS, OR BOARD OF SUPERVISORS' CHAIR)

Doyle Campbell, Deputy Chief Executive Officer, Public Safety

AUTHORIZED PERSON'S SIGNATURE



DATE

MARCH 18, 2008

G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR

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

COUNTY CONSTRUCTION ADMINISTRATOR

David Jan Takata

DEPARTMENT

Chief Administrative 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@cao.lacounty.gov

H: DESIGNATED PROJECT FINANCIAL OFFICER

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

PROJECT FINANCIAL OFFICER

Jacqueline White

DEPARTMENT

Chief Administrative Office

TELEPHONE NUMBER

(213) 974-1155

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SECTION 2: COST AND BUDGET SUMMARY

A. COST SUMMARY

Indicate the amount of state funds requested and the amount of cash match and in-kind match the county is contributing in defining the total eligible project cost. The amount of state funds requested cannot exceed 75% of the total eligible project cost or the respective capped state dollar amounts as shown below, whichever is the smaller amount, regardless of county size. (Any county meeting the minimum cash match requirement will receive points for cash match; greater points will be given to those projects with more cash match when computed as a percentage of the total state funds requested.) Small counties may request a reduction of in-kind match. See below.

FUND SOURCE	AMOUNT	% OF TOTAL
State Funds Requested: (May not exceed: \$100,000,000 for large counties; \$80,000,000 for medium counties; \$30,000,000 for small counties).	\$ 100,000,000	30%
Cash Match: (large counties - 10% minimum) (small & medium counties - 5% minimum)	\$ 196,490,000	59%
In-Kind Match*: (large counties – 15% maximum) (small & medium counties - 20% maximum*)	\$ 35,253,000	11%
TOTAL ELIGIBLE PROJECT COST:	\$ 331,743,000	100 %

*SMALL COUNTIES REQUESTING MATCH REDUCTION:

Counties under 200,000 in population may petition the Corrections Standards Authority (CSA) Board for a reduction in the percentage of in-kind match contribution. (Small counties must still contribute a minimum of 5% cash match.) Counties have two options for submitting a petition for a reduction in match as detailed below. Counties may not petition after funding award.

1. **Advance notice.** Counties interested in petitioning the CSA Board at the earliest possible Board meeting date, and prior to submittal of a proposal by the March 18, 2008 deadline, must contact CSA staff as soon as possible to make arrangements.
2. **Concurrent with the submittal of the proposal.** Counties may submit a petition with their proposal and request that their petition go before the CSA Board at the next possible Board meeting date.

If your county has or will be petitioning the CSA Board for a reduction in in-kind match, please check the appropriate box below and provide the requested details.

- Advance Notice** – Please indicate the date of the CSA Board meeting in which your petition was heard, the outcome of the petition request, and the in-kind match percentage the county must now contribute:

- Concurrent with Submittal of Proposal** – Please state your in-kind match reduction needs and request, including the request for the petition to be heard at the next possible CSA Board meeting:

B. BUDGET SUMMARY

Consistent with the Cost Summary in Section 2, indicate the amount of state funds, cash match and in-kind match allotted to each budget category. In the space below the table, provide a brief explanation of line items as requested.

LINE ITEM	STATE FUNDS	CASH MATCH	IN-KIND MATCH
1. Construction (No moveable Equipment/Furnishings)	\$ 100,000,000	\$ 152,000,000	\$ 12,700,000
2. Architectural		\$ 33,100,000	\$ 0
3. CEQA		\$ 590,000	\$ 0
4. Construction Management		\$ 10,800,000	\$ 15,500,000
5. Audit of Grant			\$ 100,000
6. Site Acquisition (Cost or Current Fair Market Value)			\$ 500,000
7. Needs Assessment			\$ 83,000
8. County Administration			\$ 5,520,000
9. Transition Planning			\$ 1,350,000
TOTAL PROJECT COST:	\$ 100,000,000	\$ 196,490,000	\$ 35,253,000

Provide line item descriptions, including how state funds and match dollar amounts have been determined and calculated, and how budget items are linked to scope of work. Describe how funding sources are maximized for this construction project:

State Fund - Anticipated to be the full eligible amount for construction.

Cash Match - County will provide funding for the remaining balance of the construction cost, architectural engineering, geotechnical investigation, material testing and construction management and inspection services.

In-Kind Cash – County will provide funding for all fixtures, furniture, fixtures and equipments, audit of grant, preparation of the needs assessment County administrative and transition planning costs.

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, etc.) to ensure that dates are achievable and that the county has reviewed the state agreement requirements portions of the RFP, including project scope and timeline impact due to the State Public Works Board process. Complete the table below indicating start and completion dates for each key event, and including comments if desired. Construction must be complete within three years from Notice to Proceed, and occupancy must occur within 90 days of construction completion.

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Schematic Design with Operational Program Statement	7/1/2008	1/31/2008	Site assurance provided to CSA 06-01-08. CEQA process started. SPWB Approval sought 06-01-08
Design Development with Staffing Plan	2/1/2009	10/31/2009	* County proposes to use the Design /Build acquisition process which allows the project scope documents to be used as bidding documents.
Staffing/Operating Cost Analysis	2/1/2009	10/31/2009	
Construction Documents	11/1/2009	7/31/2010	SPWB Approval sought
Construction Bids	See Note	See Note	SPWB Mtg - Notice to Proceed
Notice to Proceed	9/1/2010	9/1/2010	
Construction	9/1/2010	10/31/2012	
Occupancy	11/1/2012	11/1/2012	

Note: Los Angeles County proposes to use the design/build acquisition process which allows the bidding to be based on project scope documents and the successful design/build team to proceed with the site improvement work while the architect/engineer completes the construction documents.

SECTION 4: NARRATIVE

SECTION 4A – ABSTRACT

The Los Angeles County Sheriff's Department (LASD) operates the largest county jail system in the United States; averaging a daily population of over 18,000 inmates. Because of jail crowding, the LASD released 195,180 inmates from custody last year 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 violent, gang affiliated, mentally ill and addicted to drugs and alcohol which, significantly contributes to the very serious problem of violence in the county jail. Crowding and jail space that is inappropriately designed to hold high security inmates have been a causative factor involving jail violence that has resulted in **ten 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 future needs.

The LASD is proposing to build a high security men's facility, by way of local and state funding with a **rated capacity of 1152**. The preliminary design concept would include **576 double cells** (can be used as a single cell) and/or a combination of 8 person dorms. This facility will incorporate appropriate administrative, food services, programming, storage and other space to needed to support this facility. Wherever appropriate, green technologies will be incorporated into the design of this jail facility.

SECTION 4B: PROJECT NEED

After seven inmate-on-inmate homicides in a span of less than two years¹, 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) 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 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

¹ Three additional suicides have occurred since the JSASA project was commissioned and completed.

from the streets and down from state prisons. These dynamics are especially noticeable in the 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 unsentenced is rising (from 66.3% in 1996 to 74.2% in 2005). As the unsentenced population rises, significant problems are created in the classification and housing of these inmates.
- The percent of felony inmates is rising even more rapidly (68.3% in 2000 to a whopping 89.7% in 2005). At this rate, jail time for misdemeanants (lower level offenders) will disappear soon. Low-level offenders, who are vanishing from the jail system, are the easiest group to manage. Felons who have less to lose (e.g. 2nd/3rd strikers) are often more prone to violence and less cooperative and difficult to deal with.
- Los Angeles County reported 8,504 “open mental health cases” to the Corrections Standards Authority (CSA) Jail Profile Survey at the end of 2005. This means that almost half of all jail inmates need mental health services; most exhibit behavior related to their mental disorders. Of those, 1,520 were being given psychotropic medication.
- Assaults on staff appear to be increasing. There were an average of 10 assaults per quarter in 1996 and 76 per quarter in 2005². Although the average daily population (ADP) has decreased over that period of

² Inmate assaults on staff are reported in each quarter of the reporting year to the Corrections Standards Authority Jail Profile Survey. The assaults reported in this report is an average of all quarters reported in each year.

time, the seriousness of the inmates' offenses has increased significantly.

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 of dormitory beds that do not safely accommodate today's 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 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 give early releases to over 3,000 pre-trial or sentenced inmates per month, due to lack of jail space.
- There are currently over 100,000 unserved felony warrants in Los Angeles County.
- The surge in the size of the unsentenced population is reducing the capacity to house sentenced inmates. The "worsening" of the inmate population (now 89.7% felony inmates) 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.
- Effective jail management and considerations of inmate and staff safety require a certain percentage 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 need to have 7,000 additional jail beds by the year 2050. Beyond normal growth to keep pace with the general population, Sheriff’s officials report that about 11,000 additional beds would also need to be available today in order to prevent the early release of offenders.
- 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 antithetical 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. To that end, the Los Angeles County Sheriff's Department is currently working with the Board of Supervisors to provide 728 additional custody personnel 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 California Corrections Standards Authority for being out of compliance with the minimum jail standards contained in Title 15 and 24, California Code of Regulations. 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 only a 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 LA'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. 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 are too soft. The lack of lower security inmates (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 in downtown Los Angeles. As a result of the lawsuit, a 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, the Sheriff's Department, the L.A. County Administrative Office and a criminal justice consulting firm, has met monthly since July, 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 Men's Central Jail, 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 men. The ACLU further alleged that these detainees 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, the ACLU filed an application for a TRO and order to show cause re: 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.³

Non-Compliance Findings

The 2006–2008 and 2004-2006 CSA Biennial Inspections⁴ revealed the following non-compliance findings or areas in need of improvement related to the need for additional jail beds:

³ ACLU Docket Summary 2007

⁴ Excerpts from the 2004-2006 CSA inspection

System Wide Findings

Deaths in Custody: Five inmate-on-inmate homicides⁵ occurred in 2003-2004, prompting several internal and external reviews of facility operations. Internally, the department 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 department also expanded their emphasis on housing areas searches, which went from 3,320 in 2003 to 6,279 in 2004. Associated with these additional searches and implementation of hourly safety checks (discussed below), staff is confiscating higher levels of weapons, "pruno" and other contraband.

Crowding: While populations are generally lower than during the last inspection in April of 2005, crowding in excess of the Rated Capacity (RC) continues throughout the system. Men's Central Jail was recently ordered by the federal court to eliminate hundreds of beds at the facility due to an ACLU complaint. While this has helped the crowding condition at Men's Central Jail, crowding continues to plague all remaining facilities operating at nearly double their rated capacity. As noted in previous reports, system crowding is a complex, long-standing problem for which there are no easy resolutions; however, the reopening of CRDF and South facilities for full operation appears to have addressed the immediate urgency for relief. Although crowding contributes to overall cleanliness and

⁵ Five additional homicides have occurred in the jail since this CSA inspection was conducted.

maintenance problems, during this inspection most facilities appeared to be clean and orderly.

Facility Findings:

Men's Central Jail:

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

Title 24, Section 8227 Multiple Cells: These were authorized in early regulations and are applied to some areas of the facility. Rated capacities are exceeded.

Twin Towers Correctional Facility

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.3.1, 3.2 and 3.4 Toilets-Urinals, Washbasins and Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

Peter Pitchess East Facility (East)

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

Title 24, Section 470A.3.4 Showers: Shower ratio is exceeded.

Peter Pitchess North Facility (North)

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, 3.2 and 3.4 Toilets-Urinals, Washbasins and Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

Peter Pitchess South Facility (South)

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

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

North County Correctional Facility (NCCF)

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

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

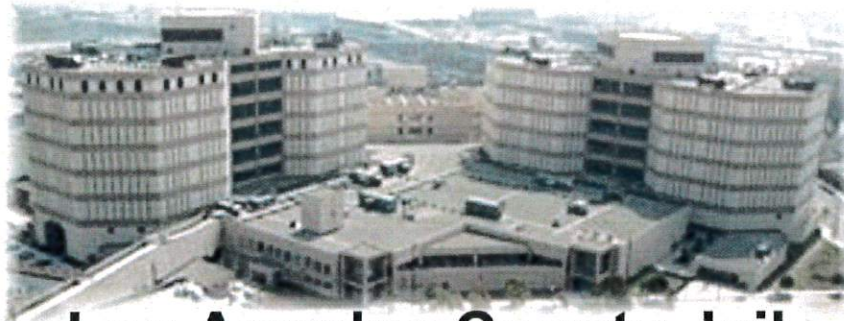
Title 24, Sections 470A.3.1, 3.2 and 3.4 Toilets-Urinals, Washbasins and Showers: Plumbing ratios are exceeded due to crowding beyond BRC.

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.

Average Daily Population and System Capacity

The current ADP at the Los Angeles County Jail is approximately 18,050 beds on any given day. 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.



Los Angeles County Jail

ESTIMATING CURRENT BED NEED	
Pretrial Releases	500
Early Releases	2,500
Felony Warrants Served (1,000 Per Month)	500
Peak Demand Beds	1,400
Using the 1998 Incarceration Rate	23,603
Estimate of Current Bed Space Need	28,503
5% Vacancy at Peak Populations	29,928

Expected Future Growth - Estimate Based on Jail Profile Survey Data

The bed-need estimate was derived as follows:

- **Pretrial Releases:** 300 approximate the monthly value submitted by Los Angeles County to the CSA for 2006.
- **Early Releases:** 5,000 approximates the monthly value submitted by Los Angeles County to the CSA for 2006.
- **Peak Demand Beds:** in 2006, on the highest one-day inmate population count in the typical month in Los Angeles County, the population count exceeded the month's ADP by about 1,400 inmates.
- The bed need associated with pretrial release, early release, serving a significant number of felony warrants and peak demand totals 7,200 beds.

- **Using the 1998 Incarceration Rate:** Since 1998 was the year of the highest ADP on record in Los Angeles County, the 1998 incarceration rate (of .00231) is a realistic example of what could happen in Los Angeles County if inmate populations continue to rise. Using the Dept. of Finance 2010 projection for the Los Angeles County general population and the 1998 incarceration rate, the estimated bed need for 2010 is 24,152 beds.
- **Estimate of Bed Need for 2010:** 24,152 plus the 7,200 bed total from above results in a grand total of 31,352.
- **5% Vacancy at Peak Populations:** Given that good jail management requires a certain number of open beds; using the 5% value, the bed-need estimate for **2010** would be **32,920** 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 2006, Los Angeles County reported an ADP of 837 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 837 federal inmates and the 540 awaiting transport to state prison, on the average day in 2006, over 1,300 beds were occupied by inmates who were the direct responsibility of agencies other than the Los Angeles County Sheriff's Department.

Statistical Data Supporting the Jail Needs Assessment⁶

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

In 1996, 25.6% of the state's total jail population was housed in Los Angeles County (i.e., 18,455, of the state's entire 72,029 average daily population of inmates was housed in Los Angeles County jails in 1996). In the ten years from 1996 through 2006, the general population of Los Angeles County increased by 12.7%. By 2006, had there been a commensurate increase in the local jail population, the ADP in Los Angeles County would have been well over 20,000 inmates.

However, this increase in the jail population did not happen. The 2006, Los Angeles County ADP was, in fact, slightly lower than it was in 1996 (18,047 inmates in 2006 versus 18,455 inmates in 1996)! As of 2006, the percentage of the state's ADP residing in Los Angeles County had declined 22.3%. 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.

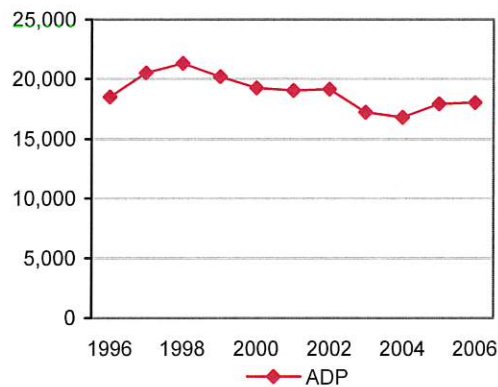
Inmate Population – In 2006, the average daily population (ADP) of all LASD jail facilities was 18,043. Obviously, the size of the population, changing

⁶ CSA Jail Profile Survey
12/20/07

demographics, inmate classification and gang affiliation impacted security and staffing within the Los Angeles County Jail System.

A review of the jail population data derived from the CSA Jail Profile Survey indicates that for quite some time the LASD has been scrambling to adjust to the demands placed upon it and has made adjustments, not of the evolutionary kind one would hope to see, but rather massive changes that go inexplicably in one direction and then another. Our research into the LASD jail population along with our observations and interviews with LASD staff have made it apparent that dynamics related to the inmate population and classification are driving many of the security issues impacting the department.

ADP fluctuations are illustrated in the following chart and table.

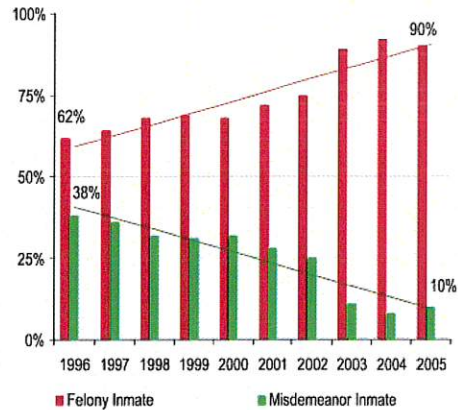


	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
ADP	18,499	20,570	21,344	20,257	19,296	19,052	19,146	17,234	16,827	17,933	18,043

In 1996, the ADP was 18,499, however by 1998 the ADP had risen to over 21,000 inmates. With the steady increase in the LA general population over the last decade (over 1% per year, on the average), one would have expected the

ADP to increase accordingly. That did not happen. By 2004, the ADP had actually declined to fewer than 17,000 inmates. In one four-month period (November 2002 to March 2003), the ADP declined by over 3,000 inmates (from 19,640 to 16,544) as a result of Federal Court intervention.

Another remarkable fluctuation involved inmate classification as a result of more serious offenders being housed in the jail. For example, since 1996, the percentage of felony inmates requiring higher security housing has dramatically increased. Conversely lower security inmates entering



the system have had a corresponding decrease in numbers. Obviously such extreme changes do not reflect the actual outcomes of a standardized classification system, but rather an attempt to cope with deficits in terms of system design and capacity.

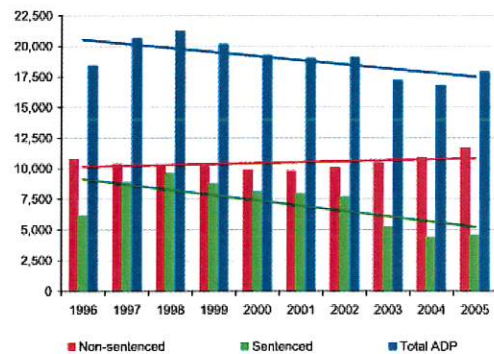
Given these radical swings in the inmate population and classification, one could speculate that the “demands for jail space” tail is wagging the “good corrections policy” dog. In other words, the LASD is forced into reactive mode to deal with the responsibility of incarcerating individuals who have been arrested, while at the same time dealing with legal scrutiny from the U.S. Department of Justice and the Federal Court. The data indicates that these, and other forces, are whipsawing jail policy and are creating a host of unintended consequences.

One example of this pressure involves the limitations imposed by the Federal Court on the number of inmates that can be housed in certain secure areas of

the Men's Central Jail (MCJ). While the court action was made with the best of intentions, it created the unintended consequence of exacerbating the backlog in the Inmate Reception Center (IRC). It is important to point out that the key to the success of the IRC is to maintain a smooth flow of people being processed into the jail system. The limitation of available housing in the MCJ; caused inordinate delays, sometimes up to 24-hours or more, in the IRC where incoming inmates sit on metal benches until room is available at MCJ, or at one of the facilities that comprise the Pitchess Detention Center.

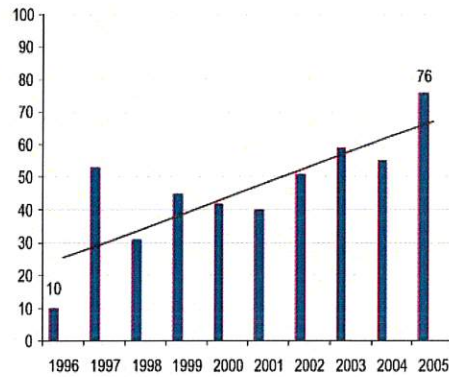
Another of the population issues that impact the LASD is the rising percentage of unsentenced inmates (from 66.3% in 1996 to 74.2% in 2005). As the percentage of unsentenced inmates rises huge, problems are created in inmate classification and housing, transportation, the inmate labor pool and other areas.

As the unsentenced population increases, the number of sentenced prisoners decreases. In 2005, there were



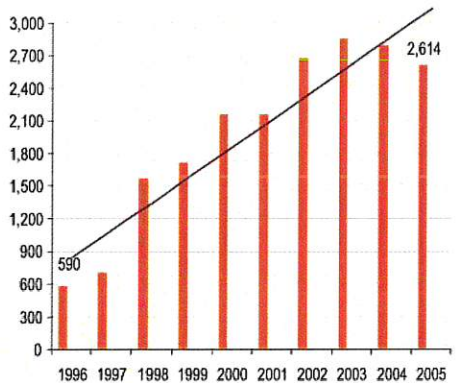
1,600 fewer sentenced inmates in LA County jails than in 1996. Similarly, the percent of felony inmates is rising and it is rising very rapidly (68.3% in 2000 to a whopping 89.7% in 2005). At this rate, jail time for misdemeanants will disappear completely.

Assaults on staff are increasing; there were an average of 10 assaults per quarter in 1996 and 76 per quarter in 2005. Although the average daily population (ADP) has decreased over that period of time, the seriousness of the inmates' offenses has increased significantly.



**Major Assaults on Staff
A Ten Year Trend**

Another major issue that impacts jail security and staffing involves the very large number of individuals who are severely mentally ill being booked into the jails. The number of "open mental health cases" at the end of 2005 was reported



**Ten Year Trend in New Mental
Health Cases Opened Each Month**

by the Sheriff's Department to be 8,504— suggesting that almost half of all inmates have been diagnosed as mentally ill, or have exhibited behavior indicative of mental disorders. Of those, 1,520 were given psychotropic medication.

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.⁷ Nationally

⁷ California Board of Corrections, *Mentally Ill Offender Crime Reduction Grant Program, Report to the Legislature*, December 2004, page 2

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 in 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. Updated statistical data is contained in the Jail Needs Assessment that accompanies this application.

SECTION 4C: DETENTION ALTERNATIVES

The LASD reported in 2006 they released 301 pre-trial inmates month and 4,865 sentenced inmates due solely to lack of space.

The Los Angeles County Sheriff's Department 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 sub-unit of IRC Classification. 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, the Sheriff's Department has a longstanding cooperative relationship with the Los Angeles County Probation Department in the management of custody alternative programs.

These 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 noncompliant inmates to custody upon notification.

The Sheriff's CBAC is comprised of the following personnel:

- 1 - Sheriff's Lieutenant
- 1 - Sheriff's Sergeant
- 1 - Sheriff's Sr. Deputy
- 5 - Sheriff's Deputies
- 5 - Custody Assistants

- 3 – Sheriff's Aide
- 2 – Support Staff

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 Sheriff 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 the sheriff's and probation departments. People screened and selected for participation in this program wear electronic ankle bracelets to monitor their daily location and movement and thus can maintain employment and family responsibilities while being supervised by sheriff 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 the court's sentence. 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 sheriff's 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 to the Los Angeles County Jail. County officials are currently working to 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 reentry to the community. People on County Parole continue to be under the constructive custody of the Sheriff 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 Sheriff's Department, the Los Angeles County Probation Department 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 in this study, CSCJC has determined that the programs initiated by the Sheriff's Department 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 the 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, the 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 the calendar year 2007, the number of individuals placed in custody alternative programs increased significantly (nearly doubled). The following data was recorded for calendar year 2007:

<i>Calendar Year 2007</i>						
<i>Work Release Males</i>	<i>Work Release Females</i>	<i>Electronic Monitoring Males</i>	<i>Electronic Monitoring Females</i>	<i>Weekender Males</i>	<i>Weekender Females</i>	<i>Totals</i>
5,462	717	1,344	354	1,085	67	9,029

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 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.

Sometimes compounding the issue of early releases, judges in the various courts in the county will 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 LASD is proposing to build, by way of local and state funding, a high security jail facility with a planned **rated capacity of 1152**. This preliminary design concept would include 576 double cells (can be used as a single cell) and/or a combination of double cells and 8 person dorms. Based upon the jail needs assessment, it has been determined that the LASD jail system is critically lacking in higher security beds, therefore efforts to design housing space will accommodate those security needs. 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.

The total cost of the planned facility is estimated at \$331,743,000. The County of Los Angeles will support a cash match \$196,490,000 along with an in-kind match of \$35,253,000.

Beyond the projected **1152 net gain in beds** featured in this proposal for the Los Angeles County High Security Facility, the LASD is currently in the planning and design phase of new construction to replace the Sybil Brand Institute for Women, which will add bed space for females. A new facility is also in the planning stages and will be constructed at the Pitchess Detention Center.

Altogether this will add another 2,048 beds for female inmates to the jail system and will free up space currently occupied by females at the Century Regional Detention Facility. Once construction is completed, the facility will revert back to its original intended use to house higher security male inmates with a BRC of 1588. These projects will be funded with local dollars estimated to be approximately \$317,000,000.

The addition of **1152 beds** at the proposed high security men's facility site will accomplish two critical needs. First, the need for more high security housing and secondly, to meet the needs of the Lancaster/Palmdale area, which are some of the busiest LASD service areas. The County of Los Angeles currently owns the land in which expansions are being planned at SBI, PDC and a yet to be identified location⁸.

Once completed, the LASD will have met some of their jail needs, specifically with regard to higher security design; however beyond adding beds it will allow the LASD to consider either new construction or modification of existing bed space at the MCJ, which is the subject of so much court scrutiny. Until alternative space is developed the poor conditions at MCJ are likely to remain. There is real concern that the facility could possibly be closed by the Federal Court, which would have a significant impact on public safety. A thoughtful approach to build new facilities will likely stave off a court ordered shutdown.

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 reduce operating costs.

⁸ Several site locations in Los Angeles County have been identified; however a site has not been named in this application in order to provide more public input on the proposed sites.

SECTION 4E: ADMINISTRATIVE WORK PLAN

The government of 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, the County Sheriff's Office, the County Executive Office and other county departments are working collaboratively to meet the demand for new jail beds in a well thought out manner. The Board of Supervisors has already designated \$258,418,000 for the construction of new beds. The architectural firm (DMJM) has been hired and is currently working with county staff to define the jail projects that will be funded with local and state dollars. Conceptual plans have been made, and the scope of the projects is being more closely defined through the programming of the proposed detention facility. The sites of the new jails, including the proposed Los Angeles County Men's High Security Facility being proposed for state dollars, and which will occupy county owned property, has also been confirmed or will be confirmed prior to the award of State funds.

Once approved for state funding in May 2008, the contracted architectural firm will begin the design process beginning with *programming* and *schematic drawings*. The county will work closely with the Corrections Standards Authority to ensure that its drawings meet and exceed all Title 24, California Code of Regulation (CCR) standards. In addition, the Sheriff's Office and County Executive Office will provide assistance throughout the design process. The key to the county's approach will be clear communications to all the parties involved in the project including the CSA. In addition to completing the schematic drawings, the county will begin the *CEQA process*.

Once the architectural program and the schematic drawings are complete and approved by CSA and 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 acquisition process which allows the county to issue the completed project scope documents to solicit bids from design build teams by October 31, 2009. It is anticipated that state approval through the CSA and SPWB will be provided by August 1, 2009, The county expects the construction to start on September 1, 2010, and will be complete by October 31, 2012 and occupancy will be made no later than December 31, 2012.

The County of Los Angeles possesses significant resources including project managers within its staff. This project will be managed by the Los Angeles County Public Works Department. This department has worked on a significant number of large projects in Los Angeles County and its staff has the expertise to ensure the successful completion of the proposed jail. Key staff members include: Mr. Massood Eftekhari, Division Chief of Project Management Division II.

The Los Angeles County Sheriff's Department has established a Transition Team consisting of key LASD staff (see Appendix A). 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 facility. In addition, the director and staff of the Sheriff's Department's Facilities Planning Bureau will provide technical and space planning assistant throughout the process.

The County of Los Angeles possesses the expertise to administer large scale projects such as the proposed jail project. The County Executives Office has also administered many large scale projects within the county over the past decades. Key staff members include: Mr. Jan Takata, who is in charge of the County Capital Project program and will serve as the Construction Administrator under this AB900 Funds.

In addition, the county has retained 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, including the management of state jail and juvenile hall construction funds while Deputy Directors with the former Board of Corrections.

The County of Los Angeles possesses all of the expertise in order to ensuring that the project will be successfully completed. The Board of Supervisors has earmarked funds necessary matching funds that are necessary to fund two thirds of the construction of 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 firm allocation of county dollars to help fund the project has been made.

The County of Los Angeles is committed to constructing and staffing the new facility. A key indicator of this is the fact that the county has already earmarked \$258,418,000 for this project. The Sheriff and the Board of Supervisors will open

and operate this new facility within the 90-days after the construction of the facility because of the critical demand for secure detention beds and in accordance with the requirements of this RFP. The intervention of the Federal Courts and United States Department of Justice has also played a role in providing an incentive to meet this responsibility.

Unlike many other counties, Los Angeles County has significant and current experience in the management and administration of major construction projects including its jails. The Sheriff will provide full-time staff to ensure what is constructed will meet the long-term needs of Los Angeles County. Public works will work to ensure that the construction contractors adhere to what has been designed in the RFP, including the identification of critical building materials required for the construction of a "green facility". The County Executive's Office will ensure that the project stays on track financially and anticipated funding needs, such as staffing, are clearly identified to the Board of Supervisors. When needed, private consultants will be asked for recommendations on key construction issues. Finally the project manager will ensure that there is clear communications between all of the parties involved, including state agencies.

SECTION 5: FUNDING PREFERENCES

AB 900 legislation (Chapter 7, Statutes of 2007), Government Code Sections 15820.907(b) and 15820.907(c) require that jail construction funding preference be given to counties that assist the state in siting reentry facilities; and/or assist the state in siting mental health day treatment and crisis care services to parolees; and/or provide a continuum of care to parolees at the conclusion of their period of parole. Applicants may choose to meet any one or more of these funding preferences. Check the boxes for all that apply.

A. REENTRY FACILITY SITING PREFERENCE (300 POINTS)

Counties that agree to assist the state in siting a reentry facility will receive a gradation of points within the 300 point range. A resolution from the County Board of Supervisors must accompany the proposal (see Section 6 for requirements and specified resolution language). Each county participating in a regional state reentry facility siting will be qualified for the preference points afforded for that assistance.

Yes. 1. 150 points (minimum) – The County has signed an Agreement to Cooperate with the California Department of Corrections and Rehabilitation and in the Board of Supervisors' resolution, stipulates that a Reentry Planning Team is planned or existing, and is evidenced through providing copies of local meeting/planning documents (Appendix A).

Yes. 2. 300 points (maximum) – The identified reentry facility site location(s) is stipulated in the Board of Supervisors' resolution, accompanied by a resolution from the City Council if the site is owned by the city, and includes those components named in number 1 above.

No. The county is not applying for jail construction funding preference under this criterion.

B. PAROLEE MENTAL HEALTH SERVICES PREFERENCE (100 POINTS)

Counties that agree to assist the state in siting mental health day treatment and crisis care services to parolees; and/or counties who agree to provide a continuum of care to parolees at the conclusion of their period of parole will receive a gradation of points within the 100 point range. A resolution from the County Board of Supervisors must accompany the proposal (see Section 6 for requirements and specified resolution language).

Yes. 1. 50 points (minimum) – The County agrees to assist the state in siting mental health day treatment and crisis care for parolees, and/or the County agrees to provide a continuum of care for mental health and substance abuse treatment so that parolees can continue to receive services at the conclusion of their period of parole.

Yes. 2. 100 points (maximum) – The County has identified a physical location at which the mental health day treatment and crisis care services may be provided to parolees; and includes the components of number 1 above.

No. The county is not applying for jail construction funding preference under this criterion.

SECTION 6: BOARD OF SUPERVISORS' RESOLUTION



WILLIAM T FUJIOKA
Chief Executive Officer

County of Los Angeles
CHIEF EXECUTIVE OFFICE

718 KENNETH HAHN HALL OF ADMINISTRATION
LOS ANGELES, CALIFORNIA 90012
(213) 974-1101
<http://ceo.lacounty.gov>

ADOPTED
BOARD OF SUPERVISORS
COUNTY OF LOS ANGELES

Board of Supervisors
GLORIA MOLINA
First District

YVONNE B. BURKE
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

March 18, 2008

S-1

MAR 18 2008

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
Los Angeles, California 90012

Sachi A. Hamai
SACHI A. HAMAI
EXECUTIVE OFFICER

Dear Supervisors:

**ADOPT A RESOLUTION AUTHORIZING THE SUBMITTAL OF AN APPLICATION
FOR THE FIRST PHASE OF THE PUBLIC SAFETY AND OFFENDER
REHABILITATION SERVICES ACT OF 2007 (AB900)
(FIFTH DISTRICT) (3 VOTES)**

IT IS RECOMMENDED THAT YOUR BOARD:

Adopt and sign the Resolution authorizing the Chief Executive Officer to submit an application for Phase I of the Public Safety and Offender Rehabilitation Service Act of 2007, which provides state funds for the design and construction of local adult detention facilities.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

The recommended actions will authorize the Chief Executive Officer to submit an application to California Department of Correction and Rehabilitation, Correction Standards Authority, for funding to design and construct a high-security jail facility at Mira Loma Detention Center for male inmates, pursuant to Assembly Bill (AB) 900.

The Public Safety and Offender Rehabilitation Service Act of 2007 (AB900) was enacted in 2007 and offers a total of \$1.2 billion dollars in funding to California counties for the construction of local jail facilities. Funding is to be made available in two phases. Phase I will entail the allocation of \$750.0 million to counties on a competitive basis. A minimum of 4,000 local jail beds and 2,000 reentry must be under construction or sited under Phase I before Phase II funding of \$470.0 million will be made available for competitive allocation. In addition, Phase I funding must be fully expended by June 30, 2017.

The Honorable Board of Supervisors
March 18, 2008
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Grants under AB900 are limited to a maximum amount of \$100.0 million for counties with a population greater than 700,000 and to 75 percent of eligible construction costs for a single jail facility project. The local county is responsible for providing a grant match for the remaining 25 percent in project costs, with a minimum cash match equal to 10 percent of the total eligible project costs.

In a separate item on today's agenda, your Board is considering a Revised Jail Facilities Plan which entails the replacement of the Sybil Brand Institute, a new housing design for female inmates at Pitchess Detention Center, some modifications to Men's Central Jail, and the design and construction of a new high-security jail facility for male inmates at the Mira Loma Detention Center. The overall plan is estimated to cost \$672.0 million, with the Mira Loma high-security jail facility expected to cost \$329.7 million itself. Authorization to submit an application for an AB900 grant for the Mira Loma project could provide a significant offset to the project's anticipated cost.

The Request for Proposal for the "Construction or Expansion of County Jails" issued by the Corrections Standards Authority pursuant to AB900 indicates that applications will be ranked based upon a 1,325 point scale. A total of 400 additional "preference" points can be awarded by the State if a county agrees to the following conditions:

- 150 points to counties that agree to cooperate with the California Department of Corrections and Rehabilitation in the reintegration of adult offenders into local communities and the siting of a future State Reentry Facility;
- 150 points to counties that identify a specific site that will be conveyed to the State as a site for a future State Reentry Facility;
- 50 points to counties that agree to provide a site for a mental health day treatment and crisis care facility and/or agree to provide mental health and substance abuse treatment to parolees after the completion of parole; and
- 50 points to counties that identify a specific site for a mental health day treatment center.

It is recommended that the County agree to cooperate with the State in reintegration efforts and the siting of a future Reentry Facility. Such a commitment would make the County eligible for 150 preference points.

Due to the lack of programmatic details regarding reentry facilities and the potential sensitivity of local communities toward such facilities, identification and commitment of a specific site is not recommended at this time. It is also unclear if the State will provide

The Honorable Board of Supervisors
March 18, 2008
Page 3

operational funding for the proposed mental health day treatment and crisis care facilities, or if that burden would fall onto counties. For that reason, a commitment to providing a site or identification of a specific site is not recommended at this time.

Accordingly, the attached resolution confirms the County's commitment to cooperating with the State in the reintegration of adult offenders into local communities, which will maintain our eligibility for up to 150 additional preference points. It refrains, however, from committing the County to the other conditions for preference points.

The deadline for submittal of an application is today, March 18, 2008. Accordingly, the attached Resolution authorizing the grant application must be adopted today if your Board intends to apply for this grant.

Implementation of Strategic Goals

The recommended actions meet the County Strategic Plan Goal of Fiscal Responsibility by investing in the infrastructure of the County's jail system.

FISCAL IMPACT / FINANCING

The maximum amount the County would be eligible to receive under the AB900 grant program is \$100.0 million, which would be applied to the cost of the Mira Loma high-security facility. The funding currently appropriated by your Board for the Jail Facilities Plan would be more than sufficient to satisfy the 25% grant match.

If the County is awarded a grant, we will return to your Board with recommendations regarding the grant and its impact on the funding plan for the Revised Jail Facilities Plan being considered by your in a separate item on today's agenda.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

In accordance with the Public Safety and Offender Rehabilitation Services Act of 2007 (AB900) and the requirements set forth by the Corrections Standards Authority this Board Resolution is a technical requirement of the RFP, without exception.

ENVIRONMENTAL DOCUMENTATION

The recommended actions related to the grant application are not subject to the California Environmental Quality Act (CEQA), in that the actions do not meet the definition of a project according to Section 15378 (b)(2)(4)(5) of the State CEQA Guidelines because the actions are administrative activities which do not involve any

The Honorable Board of Supervisors
March 18, 2008
Page 4

commitment to a specific project which may result in a potentially significant impact on the environment.

IMPACT ON CURRENT SERVICES

None.

CONCLUSION

Please provide one stamped, adopted copy of the attached Resolution to the Chief Executive Office, Capital Projects Division.

Respectfully submitted,

William T Fujioka
Chief Executive Officer

WTF:LDB:SRH
DC:DL:JSE:DJT

Attachment

c: County Counsel

RESOLUTION

WHEREAS, AB 900 (Solorio), the Public Safety and Offender Rehabilitation Services Act, which was signed into law by the Governor 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); and

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; and

WHEREAS, AB 900 requires, and the RFP provides, that in distributing funds a preference be given to counties that assist the CDCR in siting CDCR reentry facilities; and

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

NOW, THEREFORE, the Los Angeles County Board of Supervisors hereby resolves:

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

County Construction Administrator and Project Contact Person:
David Jan Takata, Senior Manager
Chief Executive Office

Project Financial Officer:
Jacqueline White, Manager
Chief Executive Office

2. That the Board authorizes Doyle Campbell, Deputy Chief Executive Officer, Public Safety, to sign the RFP Agreement and submit the proposal for funding in accordance with the requirements of the RFP.
3. That the County of Los Angeles assures that it will adhere to State requirements and terms of the agreements between the County, the CDCR, the CSA and the PWB in the expenditure of State funds and County matching funds.
4. That the County has appropriated or will appropriate, after conditional project award but before execution of State/County funding agreements, the amount of match identified by the County on the funding proposal form submitted to the CSA, which amount shall be a minimum of Ten Million Dollars (\$10,000,000) and may be up to, but not to exceed a twenty-five percent (25%) match; that the source of this cash match shall be the County General Fund; and that the County assures that State and County matching funds do not supplant funds otherwise dedicated or appropriated for construction activities.
5. That the County will fully and 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.
6. That the County will provide a site assurance for the local jail at the time of proposal or not later than ninety (90) days following the CSA's notice of Intent to Award.
7. That the County has project site control for the construction of the jail project 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 CSA.
8. That the County attests that the cost or current fair market land value for the proposed new or expanded jail facility is approximately \$1,025,000
9. That the County is seeking preference points in the RFP and in that regard, the County agrees to work with the CDCR toward achieving the goal of improving successful reintegration of adult offenders into the communities of Los Angeles County.
10. That the County, at the time of the submission of the RFP, will have a signed agreement to cooperate with the CDCR, and stipulates that a Reentry Planning Team is planned or existing for the purpose of working

collaboratively with the CDCR, as evidenced by copies of local meeting/planning documents that will be provided to the CDCR.

I DO HEREBY CERTIFY that at a regular meeting of the Board of Supervisors of the County of Los Angeles on the 18th day of March, 2008, the foregoing Resolution was adopted.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of the Board of Supervisors of the County of Los Angeles this 18th day of March, 2008.

The foregoing resolution was on the 18th day of March, 2008 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 said Board so acts.



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

By: [Signature]
Deputy

APPROVED AS TO FORM:

RAYMOND G. FORTNER, JR.
County Counsel

By: [Signature]
GARY P. GROSS
Principal Deputy County Counsel

Appendix A: Reentry Planning Team Documents

COUNTY OF LOS ANGELES
SHERIFF'S DEPARTMENT

DATE: March 13, 2008

FILE: N/A

OFFICE CORRESPONDENCE



FROM: JOHN A. FRANKLIN, COMMANDER TO: LASD RE-ENTRY TEAM
CORRECTIONAL SERVICES DIVISION

SUBJECT: RE-ENTRY TEAM MEETING NOTIFICATION

The purpose of the Los Angeles County Sheriff's Department re-entry team is to assist the California Department of Corrections and Rehabilitation (CDCR) in securing a suitable site for the construction of a secure reentry facility that will be operated by the CDCR. Additionally, whenever practicable the reentry team will assist and cooperate with CDCR and their sub-agencies toward a goal of reducing recidivism of state prisoners by way of the programs provided at the reentry facility. As we discussed at the February 12, 2008, AB-900 planning meeting, the following personnel will comprise the Los Angeles County Sheriff's Department re-entry team:

Chief Alexander R. Yim, Correctional Services Division
Chief Dennis H. Burns, Custody Operations Division
Commander John A. Franklin, Correctional Services Division
Commander Bernadette L. Roberts, Correctional Services Division
Commander David L. Fender, Medical Services Bureau
Director Karen S. Dalton, Inmate Services Unit
Director Gary Tse, Facilities Planning Bureau
Lieutenant Robby M. Ibelle, Inmate Services Unit
ASM III Brian Center, Community Transition Unit
Deputy Jason A. Ford, Custody Support Services

The re-entry team will meet on the third Tuesday of every month, starting Tuesday, April 15, 2008. The meetings will be held at the Twin Towers Correctional Facility. Time and room location will be identified at a later date. The purpose of these meetings is to plan and coordinate the Department's efforts to assist CDCR with the siting of a reentry facility. Additional personnel may be added to the re-entry team, upon identification of a specific need. Please ensure that you attend these meetings regularly, as they are very important. If you have any questions, please feel free to contact me at (213) 893-5018. Thank you.

JAF:jaf:jaf

Coordination of Tasks Associated with the AB-900 RFP		Date February 12, 2008 Time 1500 Location Twin Towers Conference Room Approximate Meeting Time 1 Hour 30 Minutes	
Meeting called by:		CSCJC	Type of meeting: AB-900 Planning-Action
Attendees:		Chiefs, Gary Tse & Staff, Jody Sharp & Staff, Other as identified by LASD.	
Agenda			
Welcome - Introduction	Asst. Sheriff/CSCJC	5	
Project Overview	CSCJC	7	
Technical Requirements of the RFP	CSCJC	15	
Critical Timelines	CSCJC	7	
Critical Decision Point #1 - Identification of the Key Project Team Leader	LASD/CSCJC	7	
Critical Decision Point #2 - Identification of Team Members	LASD/CSCJC	5	
Critical Decision Point #3 - Identification of the AB-900 Project Responsibilities	LASD/CSCJC	10	
Critical Decision Point #4 - Responsibility Charting - Who, What, How, When	LASD/CSCJC	10	
Project Communication - Who, When, How	CSCJC	7	
Round Table Discussion - Project Issues	LASD/CSCJC	15	
Wrap-up and Adjourn	LASD/CSCJC	5	
Additional Information			

Critical Decision Point #1			LASD/CSCJC	7
Identification of the Key Project Team Leader				
Discussion:				
Conclusions:				
Action items:		Person responsible:	Deadline:	

Critical Decision Point #2			LASD/CSCJC	5
Identification of Team Members				
Discussion:				
Conclusions:				
Action items:		Person responsible:	Deadline:	

Critical Decision Point #3			LASD/CSCJC	10
Identification of the AB-900 Project Responsibilities				
Discussion:				
Conclusions:				
Action items:		Person responsible:	Deadline:	

LASD AB-900 Responsibility Chart

DECISION	ACTORS										
	Jan Takata	Jackie White	Doyle Campbell	Gary Tse	John Franklin	Masood Eftekhari					
Project Administrator Project Contact Person	R										
Project Financial Officer		R									
Authorized Signator			R								
Estimated Cost of Project						R					
Project Site Documentation	R										
Independent Appraisal of Jail Site Land Value				R							
LASD Reentry Planning Team					R						
Site for Location of Reentry Facility	R										
Site Location for MH Day Reporting Facility											

R = Responsibility (not necessarily authority)
 A = Approval (right to veto)
 S = Support (put resources toward)
 I = Inform (to be consulted)
 - = Irrelevant to this item

Los Angeles County – AB 900 Application
Project Progress Check Sheet

Activity Description	Activity Status	What Needs To Be Done	Responsible Person(s)	Drop Dead Date
AB-900 Proposal Form – Section 1 Project Information	Draft	Review Only	CSCJC	March 12, 2008
AB-900 Proposal Form – Section 2 Cost Summary Budget Summary	Draft	Cost Summary - Needs to be completed. Budget Summary – Needs to be completed	Jan Takata/Gary Tse	March 12, 2008
AB-900 Proposal Form – Section 3 Project Timetable	Draft	Review Only	CSCJC	March 12, 2008
AB-900 Proposal Form – Section 4 Narrative	Draft	Section 4D Page 27 – Needs updated cost of facility, cash match, in-kind match. Section 4 E Page 29 – Needs confirmation of information highlighted in red. Section 4 E Page 30 – Needs confirmation of information highlighted in red. Section 4 E Page 31 – Needs confirmation of information highlighted in red.	CSCJC/Jan Takata/Gary Tse	March 12, 2008
AB-900 Proposal Form – Section 5 Funding Preferences	Draft	Review Only	CSCJC	March 12, 2008
AB-900 Proposal Form – Section 6 Board Letter	Draft	Review Only	Jan Takata/Gary Tse/Gary Gross	March 18, 2008
AB-900 Proposal Form – Section 6 BOS Resolution	Draft	Resolution item 1 – Insert title of Jacqueline White Resolution item 8 – Insert cost/fair market value Resolution item 12 – Insert site location of Reentry Facility	Jan Takata/Gary Tse/Gary Gross	March 18, 2008
Letter to CDCR Secretary James Tilton	Draft	Complete the letter on LASD letterhead and signed by the Sheriff/Designee. Fax to CDCR and send letter U.S. Mail.	Gary Gross/CSCJC	March 12, 2008