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Chief Executive Officer

March 19, 2013

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

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First District

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Fifth District

JAIL PLAN AND ALTERNATIVES TO INCARCERATION (ALL DISTRICTS) (3 VOTES)

SUBJECT

This is a joint recommendation with the Sheriff to provide facility development options that improve operating efficiency, enhance inmate and custody staff safety, and meet operating requirements of the U.S. District Court. It also provides direction to further develop a number of programs that have the potential to expand the existing jail bed capacity and reduce the jail population.

JOINT RECOMMENDATION WITH THE SHERIFF THAT THE BOARD:

1. Find that the proposed recommendations are exempt from the California Environmental Quality Act, for the reasons stated in this Board letter.
2. Direct the Chief Executive Office, Sheriff's Department, and the Department of Public Works to initiate pre-design and project management activities, as described in this Board letter, necessary to develop the proposed Replacement Central Jail Project to specifically address high-security and medical inmates, at a total estimated cost of \$932.8 million.
3. Award and authorize the Chief Executive Officer to execute an agreement with The Planning Center to prepare an environmental impact report pursuant to the California Environmental Quality Act for the proposed Replacement Central Jail Project for a not-to-exceed fee of \$271,486.

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4. Conceptually approve 1,156 female beds.
5. Direct the Chief Executive Office, Sheriff's Department, and the Department of Public Works to return in 30 days with analysis and recommendations on a preferred site to house the 1,156 female beds, including associated construction and operational costs and any actions necessary to maintain eligibility for the Assembly Bill 900 grant, which would define the proposed project description for required environmental analysis and documentation.
6. Direct the Chief Executive Office, Sheriff's Department, Probation Department, Department of Mental Health, and the Department of Public Health to report back in 90 days on the development of an integrated community based supervision system, including case management/monitoring, adult day reporting centers, and community based provider services.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTIONS

The recommended actions are intended to address the County's increasing jail population through a comprehensive approach that combines long-term facility improvements with options to access additional jail beds within and outside the County's jurisdiction and programmatic alternatives that can potentially divert low and medium security inmates from incarceration.

It is important to note that these recommendations are only to award a contract for environmental impact reporting and pre-design activities, and do not constitute project approval or authorization to issue debt for a replacement Men's Central Jail (MCJ) facility. Further, we will not seek Board approval to construct the MCJ facility prior to the Board's decision on the location of the proposed female facility.

Costs for the proposed replacement MCJ will be funded entirely by the Sheriff's Department (Sheriff), utilizing a combination of one-time funds; maintenance, utility, and staff savings, and a debt service credit, which is currently appropriated within the Sheriff Department's (Sheriff) budget. The debt service credit currently appropriated in the Sheriff's Operating Budget will be transferred during the annual budget process to the Capital Projects/Refurbishments Budget to offset design and construction costs incurred for the replacement MCJ facility from 2013-14 to 2018-19. Upon completion of construction, the debt service credit, along with an amount equal to the projected utility, maintenance, and staffing savings specified in Attachment D, will be transferred during the annual budget process to the Rent Budget to pay subsequent debt service payments. No additional General Fund resources will be necessary to meet the ongoing debt service for the proposed project.

In brief, the proposed program entails:

- the replacement of the aging, deteriorating, and outdated Men's Central Jail with a smaller, more efficient high-security facility, and a renewed commitment to the provision of 1,156 new female beds in order to maintain the current number of available beds throughout the County's overall jail system;
- continued development of opportunities to refurbish existing County detention facilities that are currently not operational and to contract with other jurisdictions for access and use of additional jail beds; and
- continued review of programmatic alternatives that will divert inmates from County jail facilities and reduce the overall jail population.

The actions recommended are initial steps. Before proceeding with Men's Central Jail, (MCJ) we will return to the Board with additional recommendations related to architectural/engineering scoping services, certification of the environmental impact document, design-build procurement, financing authorization, and award of a design-build agreement. We plan to request approval for the architectural/engineering scoping services contract in the Fall 2013.

Prior to the contract award anticipated in the Fall 2013, the Chief Executive Office (CEO) and Sheriff will report back within the next 30 days with options to proceed with 1,156 female jail beds, as discussed further below.

In 90 days, the CEO and Sheriff will report back on the development of an integrated community based supervision system, including case management/monitoring, adult day reporting centers, and community based provider services. Although both issues are critical to the overall custody program, it is equally critical that we begin the process of replacing the aging MCJ with a more efficient facility that maximizes our system's capacity for high security beds. The impact of Assembly Bill 109 (AB109) currently demonstrates the needs for high security beds. Fortunately, this can be accomplished well within existing resources.

Background

On October 1, 2012, the CEO provided the Board with an overall summary of the Criminal Justice System and reported various program alternatives to incarceration for pre-trial and post-sentenced inmate populations.

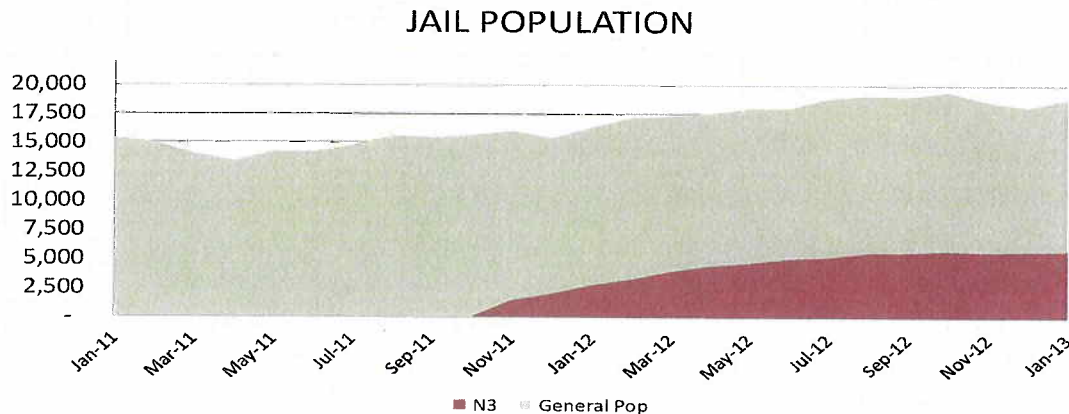
Further, the Board has previously provided the CEO and Sheriff with the following primary directives with regard to earlier presented jail facility plans to address the deteriorating condition of the County's existing MCJ and management of an increasing inmate population.

- Decrease the estimated cost of replacing and operating MCJ;
- Link the award of a design-build agreement for the proposed Female Village with approval of the replacement MCJ; and
- Determine the feasibility of implementing programmatic alternatives to incarceration and their potential impact on the size and cost of replacing MCJ.

During the past several decades, the Sheriff's jail system capacity has constantly been under pressure from an increasing inmate population. The passage of the 2011 Public Safety Realignment Act has added additional complexities to jail population management with the introduction of inmates who would have previously been sent to State prison. The following highlights the key stress points within the jail system:

Assembly Bill 109

The passage of AB109 has affected the Sheriff's jail system by directly increasing the overall population and average duration of incarceration. Prior to the implementation of AB109, the average daily population within the jail system was 15,400 inmates. Currently, the jail population has increased significantly with approximately 31 percent identified as AB109 sentenced non-violent, non-serious, non-sexual inmates (N3) who would have otherwise been sent to State prison.



With respect to the duration of incarceration, prior to AB109 the length of stay ranged from 2 to 12 months, the latter comprised primarily of County sentenced inmates. Since the implementation of AB109, the overall average length of stay has increased due to the longer sentences of the N3 population. Approximately 22 percent of N3s have sentences that are greater than a year.

Physical Jail Capacity Limitations and Custody Security Classification

The County jail system is comprised of seven facilities with a State rated capacity of 13,688 beds. When combined with non-rated medical/mental health beds, the County jails offer a total of 16,494 rated and non-rated beds. The number of beds that are actually available, however, decreases to 15,531 when the beds and types of cells are aligned against inmate classifications.

For each inmate, the Sheriff administers a Northpointe Jail Inmate Classification System (JICS) assessment to measure their institutional security risk while they are *within the confines of a jail facility*. This comprehensive security classification system has been used by the Sheriff for the past 12 years, as referenced in the attached Security Level Definitions (Attachment A). In general, high security risk inmates are housed in one- and two-person cells, while medium/low security inmates are housed in multi-person cells and/or dormitories. The County's jail system has 2,971 beds rated as high security: 1,045 single-bed cells and 963 two-bed cells (1,926 beds). When two-bed cells are used to house a single inmate because of the potential for harm to self or others, the number of available high-security beds is limited to 2,008 and reduces the number of total available beds to 15,531, as shown below in Table 1.

Despite the number of available beds, the County's jail population continues to rise. Table 2 shows the population at 17,869 inmates on February 22, 2013. The Sheriff estimates the total functional bed capacity of the County's jail system at 21,524.

TABLE 1: PROPOSED JAIL SYSTEM CAPACITY

		RATED BED CAPACITY						AVAILABLE BED CAPACITY						PROPOSED RATED BED CAPACITY					
		High Security	Med Security	Low Security	TOTAL CAPACITY	Medical/MH (not rated)	TOTAL BEDS	High Security	Med Security	Low Security	TOTAL CAPACITY	Medical/MH (not rated)	TOTAL BEDS	High Security	Med Security	Low Security	PROPOSED RATED CAPACITY	Medical/MH (not rated)	TOTAL BEDS
CUSTODY (MALE)	Inmate Reception Center	-	-	-	-	384	384	-	-	-	-	384	384	-	-	-	-	384	384
	Twin Towers Correctional Facility	1,766	478	-	2,244	1,755	3,999	883	478	-	1,361	1,755	3,116	-	2,244	-	2,244	1,755	3,999
	Central Jail	1,045	4,063	-	5,108	667	5,775	1,045	4,063	-	5,108	667	5,775	3,456	-	-	3,456	-	3,456
	Pitchess Detention Center - NCCF	160	2,048	-	2,208	-	2,208	80	2,048	-	2,128	-	2,128	-	2,208	-	2,208	-	2,208
	Pitchess Detention Center - East	-	926	-	926	-	926	-	926	-	926	-	926	-	926	-	926	-	926
	Pitchess Detention Center - South	-	846	-	846	-	846	-	846	-	846	-	846	-	846	-	846	-	846
	Pitchess Detention Center - North	-	768	-	768	-	768	-	768	-	768	-	768	-	768	-	768	-	768
	Century Regional Detention Facility	-	-	-	-	-	-	-	-	-	-	-	-	-	1,588	-	1,588	319	1,907
TOTAL Male Beds		2,971	9,129	-	12,100	2,806	14,906	2,008	9,129	-	11,137	2,806	13,943	3,456	8,580	-	12,036	2,458	14,494
CUSTODY (FEMALE)	Century Regional Detention Facility	-	1,588	-	1,588	-	1,588	-	1,588	-	1,588	-	1,588	-	-	-	-	-	-
	Pitchess Women's Village	-	-	-	-	-	-	-	-	-	-	-	-	1,156	-	-	1,156	-	1,156
	Mira Loma Women's Detention Center	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
	Central Jail	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	192	192
TOTAL Female Beds		-	1,588	-	1,588	-	1,588	-	1,588	-	1,588	-	1,588	-	1,156	-	1,156	192	1,348
TOTAL JAIL BEDS		2,971	10,717	-	13,688	2,806	16,494	2,008	10,717	-	12,725	2,806	15,531	3,456	9,736	-	13,192	2,650	15,842

TABLE 2: CURRENT JAIL SYSTEM CAPACITY

	RATED BED CAPACITY						OPERATIONAL BED CAPACITY (as of 2/22/13 @ 0300)					CURRENT JAIL POPULATION (as of 2/22/13 @ 0300)				
	High Security	Med Security	Low Security	Total RATED CAPACITY	Medical/ MH (not rated)	TOTAL BEDS	High Security	Med Security	Low Security	Medical/ MH	TOTAL BEDS	High Security	Med Security	Low Security	Medical/ MH	TOTAL CURRENT POPULATION
CUSTODY (MALE)																
Inmate Reception Center	-	-	-	-	384	384	-	-	-	-	-	-	-	-	-	-
Twin Towers Correctional Facility	1,768	478	-	2,244	1,755	3,999	222	1,777	64	2,608	4,671	233	1,424	63	2,092	3,912
Central Jail	1,045	4,063	-	5,108	667	5,775	1,009	3,559	378	571	5,517	748	3,270	-	478	4,498
Pitchess Detention Center - NCCF	160	2,048	-	2,208	-	2,208	356	3,670	-	-	4,026	1,018	2,617	-	-	3,635
Pitchess Detention Center - East	-	926	-	926	-	926	96	1,848	-	-	1,944	56	1,367	-	-	1,423
Pitchess Detention Center - South	-	846	-	846	-	846	-	1,377	180	-	1,557	-	1,270	138	-	1,408
Pitchess Detention Center - North	-	788	-	788	-	788	64	1,344	192	-	1,600	10	886	164	-	1,070
Century Regional Detention Facility	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL Male Beds	2,971	9,129	-	12,100	2,006	14,906	1,747	13,575	614	5,179	10,316	2,069	10,844	305	2,570	13,844
CUSTODY (FEMALE)																
Century Regional Detention Facility	-	1,588	-	1,588	-	1,588	125	1,568	150	386	2,209	91	1,455	141	338	2,025
Pitchess Women's Village	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Mira Loma Women's Detention Center	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Central Jail	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL Female Beds	-	1,588	-	1,588	-	1,588	125	1,568	150	386	2,209	91	1,455	141	338	2,025
TOTAL JAIL BEDS	2,971	10,717	-	13,688	2,006	16,494	1,872	15,143	764	5,565	12,524	2,160	12,299	506	2,908	17,869

Facility Development Options

Proposed Replacement Central Jail

The proposed Replacement Central Jail Project (Project) will enable the Sheriff's to consolidate and more effectively manage the County's existing high-security and medical inmate population, comply with requirements of the U.S. District Court and the Board of State and Community Corrections (BSCC), address the deteriorating condition and inefficiencies of MCJ, and optimize the available beds in the County's jail system.

Approval of the recommended actions will authorize pre-design activities necessary to develop the space program and conceptual designs for the proposed Project, which will be located on County-owned property in Los Angeles. Other authorized activities will include the preparation of the environmental impact report, site surveys, soils analysis, hazardous material surveying, and a solicitation for a scoping architect/engineer and for project management services.

We plan to return to the Board with recommendations to award an agreement for architectural/engineering scoping services for the proposed Project in the Fall 2013. Additional recommendations related to certification of the environmental impact document, design-build procurement, financing authorization, and award of a design-build agreement will be presented to the Board in the future.

Proposed Project Details

The proposed Project entails the replacement of the existing Central Jail, which was built in two phases in 1960 and 1970, with a new, smaller, and more efficiently designed facility on the existing site. The proposed facility will house up to 3,456 high-security and medical inmate classifications in two multi-floor towers. Housing will be configured in a podular design with 1,152 single-bed cells and 1,152 two-bed cells, which can

house either 2,304 inmates in single cells or 3,456 inmates if each of the two-bed cells house two inmates. Sheriff custody records indicate the number of inmates requiring single cells averages 2,300.

Development of a new facility based upon a podular design in lieu of refurbishment and reuse of the existing building with its linear housing design, structural deficiencies, and obsolete physical plant will also enable the County to comply with BSCC requirements, address U.S. District Court concerns, and enhance the security and safety of inmates and custody staff by minimizing inmate movement.

The facility design will also optimize the incorporation of sustainable, green building technologies to further reduce ongoing maintenance and water, and energy consumption costs and incorporate new operating technologies, such as video visitation that will allow visitors the option of visiting from local Sheriff stations and avoid a possibly long commute to and from the jail facility and, as an additional benefit, reduce carbon emissions attributable to the visitor's commute. Video visitation, which has been successfully utilized at the Long Beach City Jail, San Luis Obispo County, and select Sheriff facilities such as Lakewood and San Dimas Sheriff Stations, also allows inmates to visit from their podular cell or dormitory unit, which further reduces inmate movement and staffing costs.

Proposed Staffing Plan for Replacement Central Jail

The proposed staffing plan reflects the efficiencies offered by the podular design and a reduction in the proposed facility's size due to the decrease in overall beds. Implementation of this staffing plan will result in a reduction of 138 custody positions and annual staff savings of \$25.9 million in 2019-20 (estimated occupancy of the replacement facility), as detailed in the following table.

TABLE 3: Proposed Staffing Summary at Proposed Central Jail Replacement

	Positions	Cost (millions)
Existing Central Jail staffing	1,272	\$169.1
<u>Proposed Central Jail Replacement Project staffing</u>	<u>1,134</u>	<u>147.3</u>
Net Savings in 2012-13 dollars	138	\$ 21.8
Net Savings Escalated to 2019-20 dollars (2.5% annual increases)	138	\$ 25.9

The proposed Project facility is not an expansion. In addition, it should be further noted that the proposed facility design is expected to result in lower operating and staff costs, it may not, by itself, significantly increase the percentage of sentence actually served by inmates.

Upon approval of the recommended actions, the CEO, Sheriff, and the Department of Public Works (Public Works) will report to the Board on a quarterly basis on the progress of the proposed Project's development.

1,156 Female Beds – Proposed Project Site Analysis

In addition to the proposed 3,456 high security bed replacement of MCJ, it is further recommended that the Board conceptually approve a proposed 1,156 female medium security bed facility to allow the existing Century Regional Detention Facility, which currently houses female inmates, to be re-occupied by males.

This proposed female facility was originally proposed to be located at the Pitchess Detention Center; however, the recent contract termination in late 2012 by the Federal law enforcement Immigration and Customs Enforcement program, has resulted in the Sheriff's Mira Loma Detention (Mira Loma) Facility in Lancaster being vacant.

With the Mira Loma Facility now available, additional analysis is needed to determine the impacts of housing the 1,156 females at this location, in comparison to the Pitchess Detention Center. We plan to return to the Board in 30 days with details on construction, one-time and ongoing operating costs, and the feasibility of utilizing the AB900 construction grant funding at Mira Loma. The selection of a preferred site for these additional female beds will define the proposed project description for purposes of California Environmental Quality Act (CEQA) analysis in an Environmental Impact Report.

The proposed female facility will optimize the use of bed space throughout the Sheriff's Custody System. An analysis of various sites and potential options throughout the custody system will enable the Board to make an informed decision on female bed placement.

The recommended actions do not represent final approval of the proposed Project(s), nor do they entail a commitment of funding beyond that necessary to complete the specific recommended actions.

In order to manage the inmate population, the Sheriff will need to implement alternatives to custody and assess the feasibility of reducing the time served by low security risk N3s by a percentage of their sentence, further elaborated in the Alternatives section of this Board letter.

INMATE POPULATION MANAGEMENT ALTERNATIVES

The Sheriff has identified a number of custody alternatives that are available to facilitate jail population management. These alternatives expand the Sheriff's capacity through non-traditional custodial facilities and community based supervision programs.

For each alternative custody program, assessment tools will be used to screen and identify eligible inmates. These assessment tools will evaluate each inmate's criminal profile and history, sentence length, medical, substance dependency, and mental health status, and successful progress with education based incarceration programs.

Since the implementation of AB109, the Sheriff has been committed to having N3s serve the full term of their sentence. However, as the N3 population continues to grow, currently at 31 percent of the total jail system population, the Sheriff will need to begin evaluating the eligibility of low security risk N3's for alternative custody programming, including community supervision.

The following provides an overview of each program currently being researched:

TABLE 4: ALTERNATIVE CUSTODY PROGRAMS

		Current County Sentenced Population (as of 2/25/13)	Estimated Annual Population		Potential Funding Source				
					AB109	NCC	Other	Total Cost	Daily Rate
Non-Traditional Custody (Low/Med Risk)	Local Fire Camps: LACoF Operations*		480	2:1 Beds	\$8,105,804		\$4,846,896	\$12,952,700	\$73.03
	Local Fire Camps: Sheriff *				\$8,092,488			\$8,092,488	\$46.10
Pre-Trial/ Sentence (Low Risk)	Early Disposition		600	inmates				\$ -	\$ -
	Pre-Trial/Sentence		100	GPS units		\$248,200		\$248,200	\$6.60
Community Based Alternatives** (Low/Medium to High Risk)	Home Detention/Electronic Monitoring	45	1,000	GPS units		\$2,482,000		\$2,482,000	\$6.60
	Probation Day Reporting Center		600	inmates		\$1,700,000		\$1,700,000	\$7.70
	Mental Health/Substance Abuse Treatment		500	inmates		\$5,564,186		\$5,564,186	\$30.40
	Community Service/Work Release	182	400	inmates				\$ -	\$ -
	Community/Faith Based Organizations		700	inmates		\$15,359,808		\$15,359,808	\$60.12
TOTAL		227	4,380		\$16,198,292	\$25,354,194	\$ 4,846,896	\$46,399,382	

* Total cost to operate the five local fire camps: \$8.1M for LACoF daily operations, \$8.1M LASD-CDCR contract (subject to Board approval) to transfer N3 custody, and \$4.85M revenue from the LACoF-CDCR contract. LACoF is currently absorbing the \$8.1M but AB109 funds will be used as the fire camps convert to a N3 population. In addition, fire camp inmates receive 2:1 days credit resulting in twice as many inmates going through the program compared to a traditional jail cell.

** The table reflects NCC funding of County sentenced inmates participating in the community based alternative custody programs. However, N3s who participate in these programs would be funded through AB109.

Non-Traditional Custody Options

Fire Camps – Statewide

The California Department of Corrections and Rehabilitation (CDCR) and California Department of Forestry & Fire Protection (CalFire) operate 39 fire/conservation camps statewide with approximately 4,300 inmates. These inmate fire crews have traditionally been State prison sentenced N3s. With AB109, the vast majority of N3s are now being sentenced to county jails instead of State prison. The CDCR has acknowledged their eligible inmate population pool will decline during the next few years and affect CalFire's statewide fire-fighting capacity.

To supplement the State inmate fire crews, the CDCR has offered to contract the transfer of County N3s to CDCR/CalFire fire/conservation camps. The Sheriff has estimated the County could potentially transfer up to 2,500 N3s to the State's fire/conservation camp. However, negotiations to transfer County N3s to the CDCR/CalFire system will only occur after all County fire camp beds have been filled.

Fire Camps – Los Angeles County

The Los Angeles County Fire Department (LACoF) independently operates five inmate fire camps throughout the County. LACoF has a long-standing contract with the CDCR, which provides the security and inmates for the 480 bed fire camp system. An extension of this contract is being drafted for Board approval prior to the June 30, 2013 expiration of the current term.

The Sheriff has also been negotiating with the CDCR to transfer custody of County N3s to the CDCR to specifically replace the State inmates within the County's five fire camps. The Sheriff's proposal is currently being reviewed by the State's contracting agencies. This separate Sheriff-CDCR contract will not affect the existing LACoF-CDCR contract since the CDCR will continue to provide the inmates, albeit County N3s. A Sheriff-CDCR contract will serve two purposes:

1. Ensure the County is able to maintain its local fire-fighting capacity by the Sheriff directly providing the fire crews instead of relying on the State inmates who may be reassigned by the CDCR to the other 39 fire/conservation camps statewide.
2. Expand the jail system's bed capacity with 480 fire camp beds with the CDCR assuming security liability for the N3s. In addition, the Penal Code provides fire camp inmates with the opportunity to reduce their sentence since each day worked in a fire camp counts as two days served.

The annual cost for the LACoF fire operations and the Sheriff-CDCR contract is estimated to be \$21,045,000, equivalent to a daily rate of \$120.12. However, taking into account that fire camp inmates will receive two for one day credit, resulting in twice as many inmates participating in the program compared to if they remained in a jail cell, the equivalent daily bed rate would be \$60.06. AB109 funds and revenue from the LACoF-CDCR contract is anticipated to be used to operate the five N3 fire camps.

Custody Alternatives for the Pre-Trial/Sentenced Population

Recent studies by the VERA Institute of Justice and Dr. James Austin both identified a significant potential to reduce the overall jail system population by improving the population management of pre-trial/pre-sentence inmates, approximately 50 percent of the total jail system population. The studies recommended a review of the current process by which pre-trial/pre-sentence inmates are assessed and how pre-trial release recommendations are made.

The following is an overview of two pre-trial/sentence programs:

Early Disposition Program: 2-Day Hearing Pilot

The existing Early Disposition Program (EDP) provides the Court, District Attorney, and defense attorney an opportunity to settle criminal cases at an early stage in the judicial process. The EDP speeds up the judicial process for low-level criminal cases to be adjudicated quickly. Therefore, convicted inmates begin serving their sentences sooner instead of awaiting a full-scale trial in County jail. Note: EDP is not an early release program.

In August 2012, the Central Criminal Court initiated a six-month pilot program to increase the efficiency of EDP by scheduling hearings within two days instead of five days after arraignment; thereby, each case settled can potentially save three to five jail bed days when weekend stays are considered. Based on the pilot project's efforts to date, approximately 600 cases can potentially be settled annually under the pilot EDP.

Pre-Trial Release

A pre-trial release program allows for low-level offenders to be released from jail temporarily while they are awaiting adjudication of their case. These individuals are required to report back to the Court at their appointed trial date. The Countywide Criminal Justice Coordinating Committee (CCJCC) has convened a subcommittee, including the Courts, District Attorney, Public Defender, Alternate Public Defender, and Sheriff, to develop a pre-trial release program.

On January 7, 2013, a Pre-Trial Detention Pilot Program (Pre-Trial Release) was initiated for low-level drug offenders. Under this pilot, defendants who do not settle through the EDP may be referred to a Sheriff administered NorthPointe Correctional Offender Management and Profiling Alternatives Sanctions (COMPAS) risk assessment to screen for low security risk inmates. The assessments for eligible inmates would be submitted to the Court, District Attorney, and defense attorney for review and consideration. The Court is the final approving authority for the pre-trial release of inmates from jail.

Pilot participants would be subject to a combination of the following conditions:

- Release with a promise to appear at a later court date;
- Release on Electronic Monitoring Program (EMP)/Global Positioning Satellite System (GPS);
- Release with Sheriff or Probation supervision; and/or
- Release with Sheriff or Probation supervision to a mental health or substance abuse treatment facility.

The Sheriff estimated an average daily population of 100 inmates would be participating in the Pre-Trial Release. To date, the program has yielded only a handful of eligible inmates. The CCJCC subcommittee continues to evaluate the efficacy of the program.

Pursuant to AB109, the Board may also authorize a Sheriff administered pre-trial release program. Such a program would provide the Sheriff discretion to release pre-trial inmates without any required consultation with the Court. The Justice partners continue to have ongoing discussions regarding this matter.

Custody Alternatives for the Sentenced Inmate Population

The Sheriff has existing authority to place sentenced inmates in alternative custody programs. Although the Sheriff has publicly committed to have N3s serve their full jail sentence, this population has the second largest potential impact, next to the pre-trial population, for reducing the stress on the jail system. The Sheriff's proposal is a two-phase screening process that will target low security risk sentenced inmates who have a low/medium potential risk to recidivate:

Eligibility Phase I

The first phase will begin with a Sheriff administered COMPAS assessment of all inmates. The COMPAS assessment software is a nationally validated tool measuring offenders' service needs, risk of violence, and risk of recidivism *within the community*. The COMPAS assessment is distinguished apart from the JICS assessment which is designed to measure security risk within a jail facility setting. The Sheriff is evaluating the potential upgrades to integrate these two assessment systems.

The Sheriff estimates 33 percent of the sentenced inmate population would meet the eligibility requirement to enroll in the Sheriff's Education Based Incarceration (EBI) program. Inmates must serve a minimum of 35 percent of their sentence and successfully complete the EBI requirements to proceed to the next phase.

Eligibility Phase II

Upon completing the minimum sentence and EBI requirements, the Sheriff will then administer a post-EBI COMPAS assessment to determine eligibility to participate in a Community Based Alternatives to Custody (CBAC) program. Inmates that qualify for CBAC would have a case management plan developed, including assessments by the Department of Public Health, Department of Mental Health, and Probation Department for appropriate placement referrals. The inmates would then be transferred from jail to the Sheriff's community based supervision for the remainder of their sentence. The aforementioned departments have an established AB109 working group that is currently developing pilot programs for the N3 population. A report on their progress will be provided in 90 days.

The CBAC programs include:

1. Electronic monitoring/GPS/Home Detention
2. Adult Day Reporting Centers
3. Mental Health and Substance Abuse Treatment Facilities
4. Work Release/Community Services
5. Community and Faith Based Organizations

Inmates participating in a CBAC program would be required to wear an electronic monitoring device and be subject to the Sheriff's monitoring and conditions of supervision. Inmates who do not qualify for CBAC would be required to serve the remainder of the sentence in jail. Similarly, CBAC inmates who violate the terms and conditions of supervision would have their participation revoked and be required to serve the remainder of the sentence in jail.

The CEO and Sheriff will report back in 90 days with the development of an integrated community based supervision system, including case management/monitoring, adult day reporting centers, and community based provider services.

Implementation of Strategic Plan Goals

The Countywide Strategic Plan directs that we provide Operational Effectiveness (Goal 1) by planning for new and replacement facilities that enhance operational efficiency and minimize energy and water consumption/usage.

FISCAL IMPACT/FINANCING

The cost of the proposed Replacement Central Jail Project is preliminarily estimated at \$932.8 million. This cost will be refined upon completion of the facility's conceptual programming and preliminary design elements.

The Planning Center has agreed to provide the environmental impact report services for a \$271,486, total not-to-exceed fee, for the proposed Project. The recommended contract award will be funded by prior year net County cost currently appropriated in the Fiscal Year 2012-13 Capital Projects/Refurbishments Budget under Capital Project No. 86969, Men's Central Jail Replacement.

There is sufficient appropriation within the Fiscal Year 2012-13 Capital Projects/Refurbishments Budget under Capital Project No. 86969, Men's Central Jail Replacement, to award the agreement.

The Project Schedule and preliminary cost estimate are included under Attachments B and C, respectively.

Project Financing (Proposed Replacement Central Jail)

The cost of the proposed Project facility is preliminarily estimated at \$932.8 million. The proposed Project will utilize a combination of one-time net County cost currently appropriated within the Fiscal Year 2012-13 Capital Projects/Refurbishments Budget, annual debt service payments that are currently appropriated within the Sheriff's operating budget, and proceeds from the issuance of long-term lease revenue bonds. The proposed Project will be financed without cost to the General Fund by capturing and saving debt services appropriations already contained in the Sheriff's operating budget, maintenance, energy and staff operation savings.

The Fiscal Year 2012-13 Capital Projects/Refurbishments Budget currently includes \$63.0 million in one-time funding for pre-construction activities supporting custody facility projects that are no longer moving forward and funding from various completed Sheriff capital improvements under a 2006 master refunding. These one-time funds are available to partially offset Project costs. The Sheriff's current operating budget contains \$24.2 million to fund annual debt service payments on bonds that are scheduled to mature between 2013-14 and 2015-16. By the end of 2018-19, when construction of the proposed Project facility is scheduled for completion, \$90.5 million in appropriations that were previously designated for debt service payments will have become available for other uses. When combined with the current capital project appropriation, the previous debt service payments would be available to fund \$153.5 million in Project design and construction costs.

It is recommended that the \$779.3 million in remaining Project costs be financed through the issuance of long-term bonds upon completion of the proposed Project in 2018-19. Prior to any bond issuance, the CEO will return to the Board with the Treasurer and Tax Collector with final financing recommendations. For estimating purposes, annual debt service payments are projected to be approximately \$59.9 million and would be offset by the debt service appropriation already contained in the Sheriff's operating budget, maintenance and utility savings, and staff savings. There is no impact to the General Fund. The General Fund is expected to begin realizing annual savings in 2019-20 with aggregate savings over the 30-year term of the bonds estimated at \$499.8 million. A chart summarizing the long-term financing plan for the proposed replacement MCJ is shown under Attachment D.

The CEO is currently working with the Sheriff to refine the staffing and operating cost estimates and will provide ongoing updates as part of the quarterly status reports. To ensure the projected savings and debt service appropriation are captured and applied to the payment of construction costs first, and then debt service, the required funds will be transferred from the Sheriff's operating budget to the Capital Project Budget, or Rent Budget, as part of the annual budget process.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

If approved in future actions by the Board, the proposed Replacement Central Jail Project will include \$1.0 million to be allocated to the Civic Art Special Fund per the Board's Civic Art Policy adopted on December 7, 2004, and revised on December 15, 2009. The Civic Art fees would be transferred to the Civic Art Special Fund upon the Board's approval of the total proposed Project budget after completion of the Project's scoping documents.

ENVIRONMENTAL DOCUMENTATION

The recommended actions are exempt pursuant to CEQA because they involve activities that constitute feasibility or planning studies for possible future actions that are not approved or adopted by the Board, and do not involve approval of a plan legally binding on future activities pursuant to Section 15262 of the State CEQA Guidelines. In addition, and in the alternative, these recommended actions are excluded from the definition of a project by Section 15378(b) of the State CEQA Guidelines. The proposed actions would authorize a government funding mechanism that does not involve the commitment to a specific project which may result in a potentially significant physical impact on the environment. No activity which would constitute a project under CEQA would be commenced unless the Board takes prior further action to consider and act upon the appropriate environmental review pursuant to CEQA and approve a project.

The appropriate environmental documentation will be provided for the Board's consideration when we return to the Board to request Project approval.

CONTRACTING PROCESS

The CEO conducted a request for quotation and invited select professional firms that provide environmental impact reporting services to apply. Of the responsive firms, it was determined that The Planning Center be recommended for contract award.

The Planning Center will prepare an environmental impact report for the proposed Project for a not-to-exceed fee of \$271,486, with the contract effective date following Board approval.

A standard agreement, in the form previously approved by County Counsel, will be used.

IMPACT ON CURRENT SERVICES

The recommended actions will increase the efficiency of jail operations, reduce annual operating costs, and enhance the supervision and safety of inmates and Sheriff custody staff.

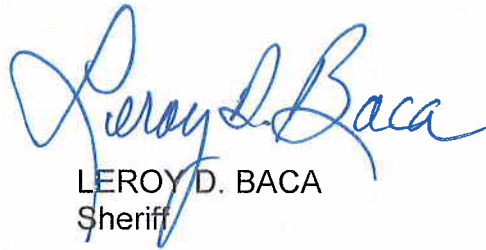
CONCLUSION

Please return one adopted copy of this Board letter to the Chief Executive Office, Capital Projects Division; the Sheriff's Department, Facilities Planning Bureau; and the Department of Public Works, Project Management Division II.

Respectfully submitted,



WILLIAM T. FUJIOKA
Chief Executive Officer



LEROY D. BACA
Sheriff

WTF:LDB:RLR
DJT:TJ:MJD:mda

Attachments

- c: Executive Office, Board of Supervisors
- County Counsel
- Arts Commission
- Auditor-Controller
- Alternate Public Defender
- District Attorney
- Mental Health
- Probation
- Public Defender
- Public Health

JAIL PLAN AND ALTERNATIVES TO INCARCERATION

JAIL SECURITY RISK CLASSIFICATIONS

A Jail Inmate Classification System (JICS) assessment is conducted for each inmate to measure their institutional security risk while they are *within the confines of a jail facility*.

The following is an abbreviated summary of the JICS security levels used to determine an inmate's security risk level:

High Security: Inmates who are assigned to a maximum security level have been charged with extremely serious felony crimes and/or have holds or other pending court action considering such types of crimes. In addition, such inmates may be individuals who have displayed a significant disciplinary problem within custody and/or display a need of maximum amount of supervision. Their program participation shall be limited to those programs that are conducted within the security of the facility. Inmates who are identified as having the potential of being harmed are also classified as high security for their own protection to keep them away from the general population.

Medium Security: Inmates assigned to the medium security level may be sentenced misdemeanants and felons who do not qualify for minimum security and who do not require a higher level of security. In addition, inmates in the facility awaiting trial or sentencing and who do not require a higher level of security are placed in medium security. These inmates are eligible for in-house inmate worker consideration and may be allowed to participate in most other in-house programs.

Minimum Security: Inmates assigned to a minimum security level may be misdemeanants or selected sentenced felons, excepting those who have been convicted of assaultive felony crimes. These inmates have no "holds" or other pending court action against them. Minimum security inmates must display a cooperative attitude toward the staff and the rules and regulations of the facility. Minimum security inmates are eligible for inmate worker and outside work crew status, work, and educational release.

JAIL PLAN AND ALTERNATIVES TO INCARCERATION
PROPOSED CENTRAL JAIL REPLACEMENT PROJECT

PROJECT SCHEDULE (Subject to Board approvals as required)

Project Activity	Completion Date
Project Scoping Award	Fall 2013
Design-Build Procurement	TBD
Central Jail Replacement Construction:	
Phase I – Lot 45 Parking Structure; relocate bus maintenance operations	TBD
Phase II – Demolish 4-story parking structure and vehicle maintenance facility at MCJ	TBD
Phase III – Construct new housing towers; inmate bridge connection, chiller plant, central heating plant	TBD
Phase IV – Demolish 1960 and 1970 sides of MCJ	TBD
Phase V – Construct replacement bus facility at MCJ	TBD

ATTACHMENT C
March 19, 2013

TWO NEW TOWERS AND PARKING STRUCTURE/MAINTENANCE FACILITY 1152 Single Cells/Single Bunk and 1152 Double Bunk Cells (3456 bed)									
PHASE I		PHASE II	PHASE III				PHASE IV	PHASE V	TOTAL ALL PHASES
New Parking Structure at Lot 45 in China Town (600 Cars)	Nov-14	Demo Existing 4-stories Parking Structure and Maintenance Facility	Construct Two New Towers with (3456 bed)	Inmate's Bridge Connector	New Stand alone Chiller Plant	New Central Heating Plant	Demolish WCI (1960 and 1970)	Construct New Bus Maintenance Facility at MCI	
		Jul-15							
		\$ 3.4	\$ 450.4	\$ 3.9	\$ 4.1	\$ 8.3	\$ 16.8	\$ 8.8	
		\$ 0.6	\$ 127.5	\$ 0.7	\$ 1.2	\$ 2.4	\$ 5.8	\$ 3.3	
		\$ 4.0	\$ 577.9	\$ 4.6	\$ 5.3	\$ 10.7	\$ 22.6	\$ 12.1	
Escalation to Mid Point Construction	15.0	\$ 0.4	\$ 57.8	\$ 0.5	\$ 0.5	\$ 1.1	\$ 2.3	\$ 1.2	
		\$ 16.5	\$ 635.7	\$ 5.1	\$ 5.8	\$ 11.8	\$ 24.9	\$ 13.3	
		\$ -	\$ 31.8	\$ 0.3	\$ 0.3	\$ 0.6	\$ 1.2	\$ 0.7	
		\$ 1.3	\$ 50.9	\$ 0.4	\$ 0.5	\$ 0.9	\$ 2.0	\$ 1.1	
		\$ 0.8	\$ 31.8	\$ 0.3	\$ 0.3	\$ 0.6	\$ 1.2	\$ 0.7	
Consultant Services 5%	0.3	\$ 0.1	\$ 12.7	\$ 0.1	\$ 0.1	\$ 0.2	\$ 0.5	\$ 0.3	
		\$ 1.7	\$ 63.6	\$ 0.5	\$ 0.6	\$ 1.2	\$ 2.5	\$ 1.3	
		\$ -	\$ 1.0	\$ -	\$ -	\$ -	\$ -	\$ -	
		\$ 20.6	\$ 827.4	\$ 6.6	\$ 7.6	\$ 15.3	\$ 32.3	\$ 17.3	
		\$ 932.8							
TOTAL PROJECT COST									

County of Los Angeles
Long-Term Financing Plan for Central Jail Replacement Project
Assuming Long-Term Bond Issuance in 2018-19

ATTACHMENT D
March 19, 2013

Project Cost: \$932,800,000

Fiscal Year	Total Debt Service (1)	Less: Estimated Savings to Sheriff Operating Budget (2)				Net Debt Service	Fiscal Year
		Maintenance & Utility Savings (2)	Staff Savings (3)	Current Debt Service Credit (4)	Total Savings		
2012-13	0	0	0	0	0	0	2012-13
2013-14	0	0	0	0	0	0	2013-14
2014-15	0	0	0	0	0	0	2014-15
2015-16	0	0	0	0	0	0	2015-16
2016-17	0	0	0	0	0	0	2016-17
2017-18	0	0	0	0	0	0	2017-18
2018-19	0	0	0	0	0	0	2018-19
2019-20	59,924,227	(9,889,866)	(25,897,897)	(24,213,715)	(60,001,478)	(77,251)	2019-20
2020-21	59,924,227	(10,137,113)	(26,545,344)	(24,213,715)	(60,896,172)	(971,945)	2020-21
2021-22	59,924,227	(10,390,540)	(27,208,978)	(24,213,715)	(61,813,234)	(1,889,007)	2021-22
2022-23	59,924,227	(10,650,304)	(27,889,202)	(24,213,715)	(62,753,221)	(2,828,994)	2022-23
2023-24	59,924,227	(10,916,562)	(28,586,433)	(24,213,715)	(63,716,709)	(3,792,482)	2023-24
2024-25	59,924,227	(11,189,476)	(29,301,093)	(24,213,715)	(64,704,284)	(4,780,057)	2024-25
2025-26	59,924,227	(11,469,213)	(30,033,621)	(24,213,715)	(65,716,548)	(5,792,321)	2025-26
2026-27	59,924,227	(11,755,943)	(30,784,461)	(24,213,715)	(66,754,119)	(6,829,892)	2026-27
2027-28	59,924,227	(12,049,841)	(31,554,073)	(24,213,715)	(67,817,629)	(7,893,402)	2027-28
2028-29	59,924,227	(12,351,087)	(32,342,925)	(24,213,715)	(68,907,727)	(8,983,500)	2028-29
2029-30	59,924,227	(12,659,865)	(33,151,498)	(24,213,715)	(70,025,077)	(10,100,850)	2029-30
2030-31	59,924,227	(12,976,361)	(33,980,285)	(24,213,715)	(71,170,361)	(11,246,134)	2030-31
2031-32	59,924,227	(13,300,770)	(34,829,792)	(24,213,715)	(72,344,278)	(12,420,051)	2031-32
2032-33	59,924,227	(13,633,290)	(35,700,537)	(24,213,715)	(73,547,542)	(13,623,315)	2032-33
2033-34	59,924,227	(13,974,122)	(36,593,050)	(24,213,715)	(74,780,887)	(14,856,660)	2033-34
2034-35	59,924,227	(14,323,475)	(37,507,877)	(24,213,715)	(76,045,067)	(16,120,840)	2034-35
2035-36	59,924,227	(14,681,562)	(38,445,574)	(24,213,715)	(77,340,850)	(17,416,623)	2035-36
2036-37	59,924,227	(15,048,601)	(39,406,713)	(24,213,715)	(78,669,029)	(18,744,802)	2036-37
2037-38	59,924,227	(15,424,816)	(40,391,881)	(24,213,715)	(80,030,412)	(20,106,185)	2037-38
2038-39	59,924,227	(15,810,436)	(41,401,678)	(24,213,715)	(81,425,829)	(21,501,602)	2038-39
2039-40	59,924,227	(16,205,697)	(42,436,720)	(24,213,715)	(82,856,132)	(22,931,905)	2039-40
2040-41	59,924,227	(16,610,839)	(43,497,638)	(24,213,715)	(84,322,192)	(24,397,965)	2040-41
2041-42	59,924,227	(17,026,110)	(44,585,079)	(24,213,715)	(85,824,904)	(25,900,677)	2041-42
2042-43	59,924,227	(17,451,763)	(45,699,706)	(24,213,715)	(87,365,184)	(27,440,957)	2042-43
2043-44	59,924,227	(17,888,057)	(46,842,198)	(24,213,715)	(88,943,971)	(29,019,744)	2043-44
2044-45	59,924,227	(18,335,259)	(48,013,253)	(24,213,715)	(90,562,227)	(30,638,000)	2044-45
2045-46	59,924,227	(18,793,640)	(49,213,585)	(24,213,715)	(92,220,940)	(32,296,713)	2045-46
2046-47	59,924,227	(19,263,481)	(50,443,924)	(24,213,715)	(93,921,120)	(33,996,893)	2046-47
2047-48	59,924,227	(19,745,068)	(51,705,022)	(24,213,715)	(95,663,806)	(35,739,579)	2047-48
2048-49	59,924,227	(20,238,695)	(52,997,648)	(24,213,715)	(97,450,058)	(37,525,831)	2048-49
Total	1,797,726,810	(434,191,851)	(1,136,987,685)	(726,411,450)	(2,297,590,986)	(499,864,176)	Total

- Notes:
- (1) Debt service costs based on a project cost of \$932,800,000 less \$90,478,902 in Sheriff debt service credits realized between 2013-14 and 2018-19 and current project appropriation of \$63,000,000, which results in a net Project cost to be financed of \$779,321,098. The par amount of the bonds to be sold equals \$888,426,052, amortized over a 30 year term.
 - (2) Maintenance and Utility savings are 30% higher than estimated in 2010 due to elimination of one tower with annual increases of 2.5%
 - (3) Staff savings reflect reduction in custody staff from 1,272 to 1,134 and 2013 SEB cost savings of \$21,787,000 compared existing staffing costs of \$169,081,000. Savings are increased annually at 2.5% to \$25,897,897 in 2019-20.
 - (4) Debt service credit reflects maturity of current debt payments appropriated in Sheriff budget. Will be applied to construction costs incurred from 2013-14 to 2018-19, then to debt service payments upon completion of construction in 2019-20.