



Health Services
LOS ANGELES COUNTY

September 17, 2020

**Los Angeles County
Board of Supervisors**

Hilda L. Solis
First District

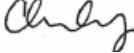
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Fifth District

TO: Supervisor Kathryn Barger, Chair
Supervisor Hilda L. Solis
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Janice Hahn

FROM: Christina R. Ghaly, M.D. 
Director

SUBJECT: **DEVELOPING A PLAN FOR CLOSING MEN'S
CENTRAL JAIL AS LOS ANGELES COUNTY
REDUCES ITS RELIANCE ON INCARCERATION
(ITEM #3 JULY 9, 2020 BOARD MEETING)**

Christina R. Ghaly, M.D.
Director

Hal F. Yee, Jr., M.D., Ph.D.
Chief Deputy Director, Clinical Affairs

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Chief Deputy Director, Population Health

On July 7, 2020, the Board of Supervisors (Board) directed the workgroup, convened on June 9, 2020, by the Office of Diversion and Reentry (ODR) and the Los Angeles County Sheriff's Department (LASD), to include consultation with the Correctional Health Services (CHS) division, community-based stakeholders and service providers, and any other relevant partners, to provide bi-monthly (every 60 days) reports to the Board on the issues and considerations that must be addressed in order for Los Angeles County (LA County) to close Men's Central Jail (MCJ) within one year, while continuing to ensure public safety and providing appropriate services for individuals released early or diverted from incarceration.

Attached is the first report in partnership with relevant LA County departments and the Vera Justice Institute. It includes an analysis of the considerations that would need to be considered in order to close MCJ within one year, along with recommended actions to meet that goal, including:

- Plans for redistributing the existing population among the remaining jail facilities such that the capacity in remaining facilities does not exceed the Board of State and Community Corrections-rated maximum capacity;
- The potential impact such redistribution would have on the remaining six LA County jail facilities, including intake and release procedures, as well as transportation processes;
- Plans for re-deploying community-based service providers and other programs from MCJ to other LA County or community facilities; and

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- The status of renovations of Pitchess Detention Center East, and its expected capacity, and timeline for it being suitable for habitation, as well as the status of renovations and maintenance of the other five remaining jail facilities.

Moving forward, as directed by your Board, the Department of Health Services, in collaboration with LASD, will continue to provide bi-monthly reports on the ongoing issues and considerations that will be addressed for LA County to close MCJ within one year. The next report is scheduled for November 9, 2020.

If you have any questions, you may contact me or your staff may contact Judge Peter Espinoza, ODR, at (213) 418-3600 or by email at PEspinoza2@dhs.lacounty.gov.

CRG:amg

Attachment

c: Chief Executive Office
County Counsel
Executive Office, Board of Supervisors
Los Angeles County Sheriff's Department

Los Angeles County

Department of Health Services
Office of Diversion and Reentry

Los Angeles Sheriff Department

Men's Central Jail Closure Workgroup Report

September 9, 2020

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Introduction

On July 7, 2020, the Los Angeles County (LA County) Board of Supervisors (Board) directed the workgroup convened by the Office of Diversion and Reentry (ODR) and the Los Angeles Sheriff's Department (LASD) for the motion to "Maintain a Reduced Jail Population Post-COVID-19," to include health, justice and community representatives, to provide regular reports to the Board on the issues and considerations that must be addressed in order for the County to close Men's Central Jail (MCJ) within one year while continuing to ensure public safety and providing appropriate services for individuals released early or diverted from incarceration.

LA County has a historic opportunity to close MCJ, an unsafe, crowded, crumbling jail facility built in 1963 that is unsuitable for individuals being detained and employees working there. As documented in multiple lawsuits, the facility is inadequate for the provision of essential medical and mental health care and other services and programs to address the complex needs of the nearly 4,000 individuals who end up there—who are overwhelmingly Latinx, Black, and other people of color.ⁱ

In response to the COVID-19 emergency, LA County justice, health and community partners demonstrated that, in just three months, they were able to reduce the jail population by approximately 5,000—a momentous achievement. As of June 10, 2020, there were 12,012 people in the LA County Jails, below the California Board of State and Community Corrections (BSCC) rating of 12,404 for the first time in decades,ⁱⁱ although that number is rising.ⁱⁱⁱ Prior to the COVID-19 emergency, the average daily population across all seven jail facilities was approximately 17,000. Hundreds of years of systemic and structural racism affecting all facets of our communities and government systems, along with the government's disinvestment in community health and social services, led to mass incarceration and significant racial disparities in that incarceration, which persist despite the recent population decreases. This is especially true for individuals experiencing poverty, homelessness, and serious medical, mental health and/or substance use disorders.^{iv}

After decades of litigation, community advocacy and reform plans, stakeholders now have the opportunity to commit to permanently reduce the size of the jail so that LA County is no longer known for running the largest jail system and de facto mental health facility on earth. LA County has consistently incarcerated numbers of residents, primarily people of color, far out of proportion to its population compared to all other large urban counties.^v Numerous studies and workgroups have shown that on any given day, thousands of individuals in the jail can be safely diverted into community-based care to address serious mental or medical illness, and other circumstances related to racism, poverty and lack of opportunity that consistently lead to justice system contact. We also know that many individuals are in custody for only a matter of days, which negatively impacts employment, childcare, housing and health, and is too short to provide any effective care or reentry services.^{vi}

LA County has been moving towards a Care First approach to the most vulnerable members of our community since 2015, with the District Attorney's report "Blueprint for Change," the development and expansion of ODR, and the Los Angeles City and LA County's partnership on a Mental Health Diversion pilot program, and increasing recently

with the movement to stop jail expansion, last year's Alternatives to Incarceration (ATI) workgroup, and the workgroup focused on "Maintaining a Reduced Jail Population Post-COVID". These efforts have led to thousands of individuals being safely diverted away from incarceration and into appropriate treatment and services, and the development of a roadmap of how to better serve individuals in the community rather than through incarceration, but the need far outpaces the available placements and services.

As of August 27, 2020, the jail population stands at 13,280 people. LA County would need to reduce a daily population like this by 876 people to be under the BSCC rated capacity (12,404). We know this is achievable, as the jail population was at 11,723 just a few months ago (5/11/2020) as the result of concerted decarceration efforts that happened quickly and safely at the onset of COVID-19. LA County's current daily BSCC rated capacity, without MCJ, would be lowered by several thousand more; therefore, to close MCJ, a facility of 4,000 people, LA County needs to go farther than simply maintaining a jail system under the BSCC rating and expand efforts to reduce the daily jail population.

Jail population reductions can be achieved through a combination of reduced bookings into the jail and increased releases. Many studies suggest that this can be accomplished safely and more effectively than the status quo—and would best occur alongside significant investment into building a decentralized community-based system of care. Both the ATI Report and the Jail Population Reduction Report provide a detailed road map for how to do this, and the Chief Executive Office's (CEO) Executive Work Group recently estimated that nearly 10,000 additional community-based treatment beds should be added, over time, to meet the needs of individuals who have serious mental illness, to sustain the decreased jail population and serve this population in the long term.^{vii}

A RAND study published in January 2020 found that as many as 61 percent of the jail mental health population might be appropriate candidates for diversion to community-based services operated by ODR.^{viii} Alternative crisis response programs, including the Department of Mental Health (DMH) Psychiatric Mobile Response Teams and co-response efforts between law enforcement and behavioral health clinicians effectively divert individuals experiencing behavioral health crises into treatment and care instead of arrest and jail. LA County is currently engaged in examining additional alternative crisis response systems, to divert health-related crisis calls away from law enforcement and toward more appropriate services.^{ix}

Local prosecutors operate many other early diversion programs, including the Los Angeles City Attorney's Office's LA DOOR program, a Proposition 47-funded program that includes a pre-arrest diversion pathway to treatment for individuals with an eligible misdemeanor drug or drug-related arrest, and the Neighborhood Justice Program, which operates a pre-arrest volunteer panel with a mediator. The Long Beach City Prosecutor and Santa Monica City Attorney also operate early diversion programs. The Law Enforcement Assisted Diversion (LEAD) program is another pre-arrest diversion program that was developed with community stakeholders to address low-level drug and prostitution crimes. The Los Angeles Superior Court's pilot pre-arrest program, designed to safely reduce the number of individuals who remain in custody while their cases work their way through the court process, is also now in operation.^x

The recent ATI, CEO's Executive Work Group and Jail Population Reduction reports lay out a clear plan for how to build a community-based system of care that effectively addresses health and service needs in community-based settings, using a racial equity approach, that will improve the health and safety of our communities in the long term.^{xi} With all of these programs and collective efforts to reimagine health and safety in Los Angeles combined with the already significantly lower jail population resulting from the current pandemic, the Board recognizes that it is long past time to close MCJ, LA County's most troubled jail, and to invest limited LA County resources in our communities, especially our communities of color. This will end our reliance on the courts and jail system to provide a social safety net, which is inadequate at best. While it will not come without challenges, this workgroup will help define a path toward that worthy goal.

Structure & Process

ODR and LASD are lead agencies for the MCJ Closure Workgroup, which was first convened on July 30, 2020. The group is chaired by Assistant Sheriff Bruce Chase and ODR Director, Judge Peter Espinoza. As provided for in the motion, Department of Health Services (DHS) is in the process of contracting with additional consultants to support this work, the Vera Institute of Justice to support the data analysis, and Rigoberto Rodriguez to facilitate the MCJ Closure Workgroup meetings.

The Workgroup has formed three committees to accomplish its task:

- (1) *Data & Facilities*: to collect, analyze and share information describing the population and physical structures across all jail facilities, as well as the impact MCJ closure would have on intake, release and transportation.
- (2) *Services & Programs*: to identify a plan to redistribute the existing MCJ population among the remaining jail facilities such that the facilities do not exceed the BSCC-rated maximum capacity and into community placements, and to redeploy key community-based service providers and other programs from MCJ to other county or community facilities to ensure critical needs are met.
- (3) *Funding*: to consider the costs currently associated with MCJ, the costs required to fully build a community-based system of care and provide clear guidance on realizing the "care first, jail last" model that the Board has adopted.

Community Engagement

The Reentry Health Advisory Collaborative (RHAC), ATI Community Voting Members, and the Racial Equity experts that supported the ATI Report Development continue to maintain the ATI Work Group values of: (1) equity and racial justice, (2) inclusion of many voices, and (3) human-first language. To continue efforts to build a decentralized community-based system of care, this group will focus on activities that pertain to racial equity, community engagement and participatory budgeting. The group is currently convening to discuss how to maintain racial equity and justice in the process to close MCJ. The group will also discuss the development of participatory budgeting principles that can be utilized to ensure equitable distribution of

resources. Finally, through the work of the ATI Community Engagement and Gender and Sexual Orientation Ad Hoc Committees six virtual events were held with nine community-based organizations in the month of August to obtain feedback about the closure of MCJ.

MCJ Closure Workgroup Stakeholders

Alternate Public Defender (APD), ATI Initiative, Auditor Controller, California Contract Cities Association, CEO, County Counsel, District Attorney (DA), DHS/Correctional Health Services (CHS), ODR, DMH, Department of Public Health (DPH)- Substance Abuse and Prevention Control (DPH-SAPC), Los Angeles County Prosecutors Association (LACPA), Los Angeles County Police Chiefs Association (LACPCA), Los Angeles Police Department (LAPD), Los Angeles Regional Reentry Partnership (LARRP), LASD, Probation Department, RHAC, in consultation with the Los Angeles Superior Court.

Report Structure

This report, begins with data, presenting a snapshot of some basic demographic information about the individuals in custody at MCJ on a certain day, with additional analysis provided as an attachment in Appendix I. It then describes the structure and process developed to respond to the motion and outlines the scope of work developed by each committee. A chart depicting jail facility population and BSCC ratings is also included in Appendix I, along with a more detailed data analysis conducted by the Vera Institute of Justice, attached as Appendix II.

Data

The Vera Institute of Justice prepared the following data analysis to support the MCJ Closure Workgroup:

The Board directed the MCJ Closure workgroup to develop a plan to close the facility within a year in alignment with their “care first, jail last” approach. To make closure possible, LA County must continue to aggressively and safely reduce the number of people in jail, address racial disparities that plague the system, and create a plan that does not degrade safety in the jails or access to critical services, like healthcare or reentry programming, for incarcerated people who need them. To support the workgroup’s initial efforts, Vera has completed the following analysis of data provided by LASD about the people incarcerated in MCJ on August 19, 2020.

For more analysis or the accompanying tables, see attached Appendix II, memorandum, A Snapshot of Men’s Central Jail (MCJ) on August 19, 2020.

Total MCJ Population

- **MCJ holds 31 percent of the L.A. County jail population.** There are 4,064 people incarcerated at MCJ and 13,158 in the total jail population.

- The MCJ population is **over the BSCC rated capacity by 552 people and rose by 11 percent in the past two weeks.**

Basic Demographics

Gender and sexual orientation

- Despite the name of the facility, **MCJ does not hold only people who identify as male.** For example, there is a unit within MCJ—referred to as K6G or the [LGBT unit](#)—that includes both cisgender males and transgender females.¹ There may be people of varying gender identities incarcerated throughout MCJ but the current data likely does not capture that.
- The current data system does not capture individualized sexual orientation information for all incarcerated people. The ‘LGBT’ field in LASD data is not used to document all people who identify as LGBTQ+ in custody—just those associated with an LGBT housing unit—and only allows for one choice, ‘G,’ not the full range of sexual orientations.
- Current LASD data systems only capture gender in a binary way—male or female. To comply with the Prison Rape Elimination Act of 2003 (PREA), LASD tracks people who identify as gender non-conforming, intersex, or transgender, but only does so manually.

Age

- The **average age is 36 and skews younger** (the median age is 33), particularly for people classified as Black or Hispanic.

Race/Ethnicity

- The racial disparities of the system are exacerbated at MCJ.
- **Black people are 9 percent of the total county population; 29 percent of the jail population; and 35 percent of people incarcerated in MCJ.**
- By comparison, Latinx or Hispanic people are 49 percent of L.A. County’s general population; 52 percent of the jail population; and 51 percent of people at MCJ. White people comprise 26 percent of the total county population; 15 percent of the jail; and 11 percent of people in MCJ.

Sentence Status and Security Levels

Pretrial

- **Nearly half of the people in MCJ are part of the pretrial population.** 84% of people held pretrial at MCJ do not have holds and are likely incarcerated simply because they cannot afford bail.
- Of the 2,439 people classified as medium security at MCJ, 1,116 (46 percent) are pretrial. Similarly, of the 1,067 people classified as high security, 510 (48 percent) are pretrial.

Sentenced

- Among the population deemed low security at MCJ, 74% are serving a sentence.

¹ The term “cisgender” applies to people whose gender identity matches the sex that they were assigned at birth. The term “transgender” applies to people whose gender identity does not correspond to the sex they were assigned at birth.

- Of the 1,295 people serving a sentence of incarceration, **621 are awaiting transfer to state prison and 40 to a state hospital.** These people probably remain in jail because of COVID-19 policies that temporarily prohibit transfers during the pandemic.

Time in Custody

- **Most** people incarcerated at MCJ have been **in jail for more than 6 months.**
- The average (mean) length of time in custody at MCJ—332 days—is much longer than the median on account of the **many people that have been in jail for several years.**

Special Populations (Mental Health & LGBT)

Moderate Observation Housing (MOH) Mental Health Population

- There are **177 people** in MCJ in moderate observation housing for people with mental health conditions.
- 40 percent are classified as Black; 34 percent as Hispanic; and 23 percent as white.
- **51 percent are pretrial. 30 percent are serving a sentence.**

LGBT Population

- There are **310 people** designated ‘G’ in the LGBT data field, likely signifying placement in MCJ’s LGBT unit. They comprise 8 percent of the MCJ population.
- 40 percent are classified as Black; 35 percent as Hispanic; 23 percent as white.
- **43 percent are pretrial.** 31 percent are serving a sentence. Of the pretrial LGBT population, 39 percent are classified as Black; 38 percent as Hispanic; and 20 percent as white.

Committee Work Plans

The scope of work for the MCJ Closure Workgroup’s three committees is outlined below:

Data & Facilities Committee

The Data & Facilities Committee includes stakeholders from the APD, ATI Initiative, CEO, County Counsel, DHS/CHS, ODR, LASD, PD, RHAC, and the Vera Institute of Justice.

The Data & Facilities Committee will collect, analyze and share the data required by the motion, in order to provide a solid foundation for the workgroup to use in developing a plan to close MCJ within one year. Data describing the population in each jail facility, focusing on the most vulnerable populations, in as much detail as possible, is necessary in order to determine, across the full jail system, how many and which individuals may be diverted or released into community care and which individuals must remain in jail custody. Information about medical, mental health, substance use disorder and other specific needs is critical to understand as the committees consider where certain services and programs can be provided to meet those needs, as MCJ closes. The committee will pay close attention to racial equity in developing a plan to close this facility and continue to reduce the jail population. This committee will also review the status and capacity of each jail facility, and the impact MCJ closure will have on operations and logistics, including

intake, release, transportation and infrastructure.

The committee will collect, analyze and present the data listed in the motion that describes: the characteristics of people who are in custody at MCJ and each other jail facility, including offenses, length of time being served for specified offenses, classifications based on acuity, mental health status, age, ethnicity, gender/gender identity, sexual orientation, pretrial status, those incarcerated on probation/parole violations (technical or otherwise), holds related to findings of ineligibility for diversion or release, those with serious medical conditions including HIV/AIDS; specific bed types located at MCJ, where else they exist in the community-based system of care and where else they exist in the jail system; and how many people in jail custody, across facilities, could be diverted to an enhanced system of care, according to existing studies and programs.

This committee will also collect, analyze and present information about the current BSCC capacity of each jail facility, the status of renovations and maintenance of each facility; the impact MCJ closure would have on intake, release and transportation procedures and a plan to relocate the other operations currently at MCJ, including food services and transportation services.

The MCJ physical plant includes significant infrastructure that supports the other jail and County systems, including the Central Arraignment Court Branch, LASD Court Services Transportation, food services, etc. Many studies have been conducted on these issues and the complications involved in relocating those operations, and this committee will explore a phased approach to close the custodial portion of the building first, and then move other systems and infrastructure as plans are developed.

The committee has developed two subcommittees to carry out this work: Facility & Population Analysis, to focus on describing the individuals in MCJ and across the other facilities who have specific needs, as well as the physical facilities, and Operations, to analyze the impact of MCJ closure on intake, release, transportation and infrastructure.

Services & Programs Committee

The following stakeholders are participating in the Services and Programs Committee (in alphabetical order): APD, ATI, CEO, DHS/CHS, County Counsel, DA, DHS, DMH, DPH, LARRP, LASD, DHS/ODR, PD, Probation, and RHAC.

A significant concern identified in the motion by the Board is the need to, as much as possible, meet the needs of the people being transferred from or released out of MCJ or other facilities, to support their success and prevent future law enforcement contact, thereby reducing the LA County's historic reliance on its jail system to meet its community members' health and service-related needs.

This committee is tasked with identifying a plan to redeploy critical community-based services and other programs from MCJ to other LA County or community facilities. While the motion furthers the Board's commitment to a decreased jail population by closing MCJ in a number equal to the population of MCJ, it is understood that some individuals currently in MCJ may not be suitable for release, but rather may need to be housed in a different facility, whereas some individuals in other facilities may be suitable for release instead.

This committee has the discrete responsibility of understanding the services currently provided across facilities, focusing on high-needs, vulnerable groups, including individuals who have serious medical or mental health needs, individuals who are LGBTQ/TGI, cisgender women, etc., and developing a plan for how these critical services can be provided in the community or in another LA County facility, as MCJ is closed.

For clients transferred from MCJ to another jail facility, this will necessitate understanding what key services and programs are provided currently in MCJ and the issues to be addressed to make services and programs available in other jail facilities. This committee recognizes that this assessment would need to be cognizant of facility space, staffing, and the access of Community-Based Organizations (CBOs) to the other jail facilities.

For clients who will be released into the community, the analysis is similar. This committee needs to understand the key services and programs currently available for high-needs individuals, across jail facilities, and analyze where services responsive to specific needs could be provided in the community.

The committee agreed that two subcommittees were necessary. The first, the Community Pathway, will be responsible for assessing the types of housing and services needed for those who can be diverted from MCJ and other jail facilities (according to Data and Facilities committee) and whether those exist in the community, and if not, how they might be created. The second, the Facility Pathway, will be responsible for assessing the types of housing and services needed for those who cannot be diverted currently (according to Data and Facilities Committee estimates) and where else they exist in the other jail buildings, and if they do not, proposing where they should be so that the other facilities fall below BSCC ratings.

Funding

The Funding Committee includes stakeholders from the APD, ATI, CEO, County Counsel, DHS/CHS, ODR, LASD, PD, RHAC, and the Vera Institute of Justice.

The motion asks for identification of issues and considerations involved with closing MCJ within a year. One of the primary considerations includes determining what infrastructure is necessary elsewhere, first, within the existing jail system, and which other capacities or changes to existing facilities would be needed. But this also provides an opportunity for a second set of considerations: what exists or could be developed outside of the existing jail system to serve this population differently, and allow the jail system to serve functions closer to what it was designed for, rather than provide the set of services that are currently being demanded of it.

Different from the analysis of cost-savings that the motion asks of the CEO, LASD, DHS, Auditor-Controller, and others, this committee should be able to put forward some focused and clear guidance on how to think about realizing the “care first, jail last” model that the Board has adopted. This committee, along with local subject matter experts, should have a collaborative relationship with entities conducting cost-savings analysis, including having the opportunity to weigh in with their expertise and provide feedback to the work that is moving forward with the cost-savings analysis.

Since the beginning of the COVID-19 pandemic, the size of the daily population in the jails was reduced by nearly a third—meaning that people who would previously have gone through the jail system are now remaining in the community. While this is a significant and positive change, those who were released or otherwise remain in the community because of changed law enforcement or jail system policies or procedures likely include some subset of individuals who require services and supports, including housing, access to nutritious food, identification and documents, access to public benefits, as well as other reentry supports.

Furthermore, closing MCJ and maintaining a population below the BSCC rated capacity also requires an additional decrease in the population. The Jail Population Reduction Report highlighted the need for focusing on social and racial equity with this process, especially focusing on the over-representation of Black people within the jail population, including special attention to Black women and Black people with mental health needs. With an expected one-half to two-thirds decrease in the jail population that LA County has maintained for at least the past two decades, this sizeable change in the population of people being served in the community will require investment of resources – both in the short-term, on an on-going basis, and likely additional plans for future investments, including increasing staffing capacities and community- based resources, and increasing geographical access and diversity.

Appendix 1: Facility Snapshot and BSCC Rating

| Facility | Acronym | Count as of 08/19/20 | BSCC Rating 2018 |
|---|----------------|----------------------------------|----------------------------------|
| Men's Central Jail | MCJ | 3750 (plus 359 MOSH) | 3512 |
| Twin Towers Custody Facility-Tower 1 Tower-2 | TTCF | 1132 (tower 1) 1729 (tower 2) | 1238 (tower 1) 1194 (tower 2) |
| Century Regional Detention Facility (Women) | CRDF | 1219 | 1708 |
| North County Correctional Facility | NCCF | 2864 | 2214 |
| Pitches Detention Center-North | PDC-North | 1125 | 830 |
| Pitches Detention Center-South | PDC-South | 417 | 782 |
| Pitches Detention Center-East | PDC-East | 23 | 926 if facility was operational |

Appendix 2: A Snapshot of Men’s Central Jail (MCJ) on August 19, 2020 by
Vera Institute of Justice

[Report follows on next page.]

A Snapshot of Men’s Central Jail (MCJ) on August 19, 2020

**Memorandum for the Los Angeles County
MCJ Closure Workgroup
Submitted August 26, 2020**

Contact: Michelle Parris, program manager, California office

The Los Angeles County Board of Supervisors, in assembling the Men’s Central Jail (MCJ) Closure workgroup, has made clear that any plan to close MCJ within a year should align with their commitment to the “care first, jail last” approach and reducing the county’s historic reliance on incarceration. To make closure possible, the county must continue to aggressively and safely reduce the number of people in jail, address racial disparities that plague the system, and create a plan that does not degrade safety in the jails or access to critical services, like healthcare or reentry programming, for incarcerated people who need them. Data on incarceration in the L.A. County jail system will help the workgroup develop these plans.

This memorandum examines data provided by the Los Angeles County Sheriff’s Department (LASD) about the people incarcerated in MCJ on August 19, 2020. While the one-day snapshot provides some insight into who is incarcerated at MCJ and how LASD currently uses the facility, we caution against drawing too many conclusions from such a narrow picture. The workgroup will also analyze data across the other six facilities, which LASD recently distributed, to understand overall trends and use of the jails. Additionally, we did not include certain fields from the data—like charge information—in this memorandum as there are some outstanding questions about coding to be resolved before analysis. Nonetheless, the following data analysis is a starting point to support the workgroup’s efforts.

A Snapshot of MCJ on August 19, 2020

Men’s Central Jail currently holds 31 percent of the L.A. County jail population. (See Figure 1.)

Figure 1. Number of people incarcerated in MCJ and L.A. County jail

| Number of People Incarcerated at MCJ | Number of People Incarcerated in L.A. County Jail |
|---|--|
| 4,064 | 13,158 |

As with the overall jail population, the number of people held in MCJ decreased after the onset of the COVID-19 crisis but has risen sharply in recent weeks despite the ongoing pandemic. Without the continued pressure of intentional decarceration for public health, the current population is now well above the CA Board of State and Community Corrections (BSCC) advised levels. (See Figure 2.) In early August, the MCJ population was still above BSCC rated capacity but lower than it historically has been. In just a few weeks the population has increased by 391 people (11 percent). (See Figure 2.)

Figure 2. MCJ BSCC Rated Capacity and Recent Populations

| BSCC Rated Capacity* | Jul-Sept 2019 ADP | Jan-Mar 2020 ADP | Aug 5, 2020** | Aug 19, 2020 |
|-------------------------------------|----------------------------------|---------------------------------|--------------------------|-------------------------|
| 3,512 | 4,526 | 4,479 | 3,673 | 4,064 |

* as of 4/24/2020

** as indicated in snapshot data provided by LASD to the MCJ Closure workgroup

Basic Demographics

Gender and Sexual Orientation

The LASD snapshot data for MCJ did not include a gender field. We know that, despite the name of the facility, MCJ does not only hold people who identify as male. There is a unit within MCJ—referred to as K6G or the [LGBT unit](#)—that includes (1) gay cisgender males; (2) bisexual cisgender males; and (3) transgender females regardless of sexual orientation.¹ There may be people of other gender identities or sexual orientations in the unit but we do not currently have access to the criteria used for placement.

More broadly, current LASD data systems only capture gender in a binary way—male or female. Historically, people have had gender assigned in the L.A. County jail system based on their [sexual organs or sex assigned at birth, not gender identity](#). So, in K6G and the remaining units in MCJ, there may be people of varying gender identities.

As for sexual orientation, there is an LGBT field in the LASD database but the accuracy of coding is unclear. The only designation in it is 'G,' which appears to stand for gay and correlate only to individuals placed in K6G, not the entire jail system. More information is needed to verify how this field is used.

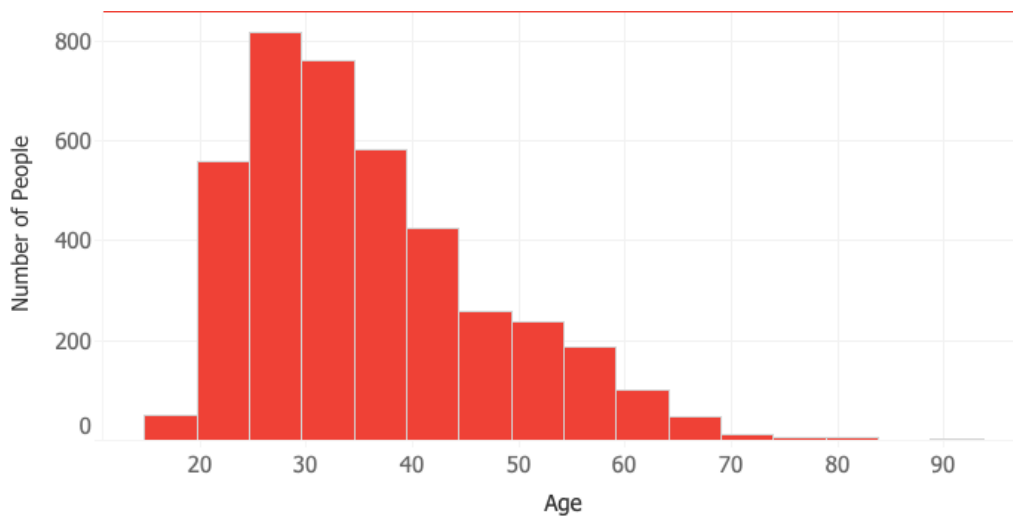
See page 9 for an analysis of people designated 'G' in the LGBT field.

Age

Within MCJ, the average age is 36 and skews younger (the median age is 33). Nineteen percent of people are age 18 to 25; 35 percent are age 26 to 35. (See Figure 3.)

¹ The term “cisgender” applies to people whose gender identity matches the sex that they were assigned at birth. The term “transgender” applies to people whose gender identity does not correspond to the sex they were assigned at birth.

Figure 3. MCJ population, by Age Group



Notably, while the overall numbers of Filipino, Japanese, and Pacific Islander people incarcerated at MCJ are relatively small, they tend to be in the 45 and over age group. (See Figure 4.)

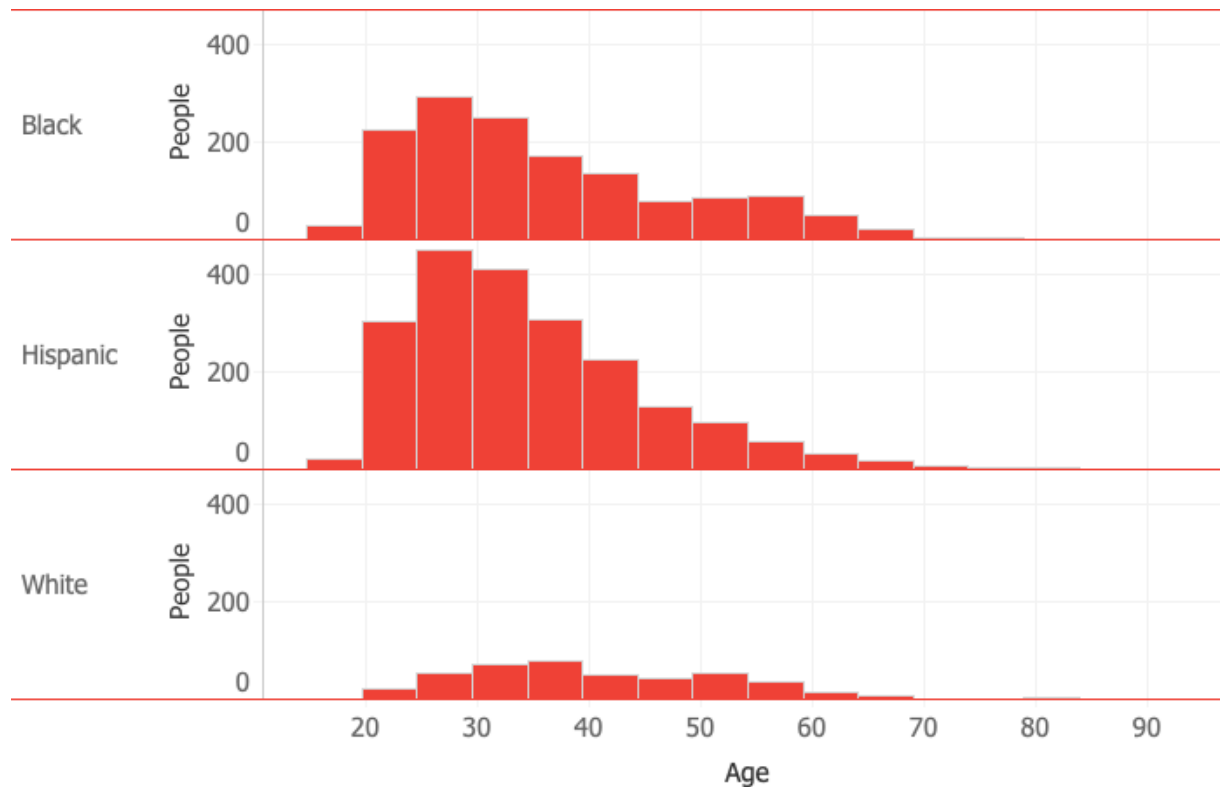
Figure 4. MCJ Average and Median Age, by Race/Ethnicity²

| Race/Ethnicity | Number of People | Average Age | Median Age |
|--------------------|------------------|-------------|------------|
| All Others | 106 | 38 | 35 |
| American Indian | 2 | 40 | 40 |
| Black | 1,435 | 36 | 33 |
| Chinese | 10 | 42 | 43 |
| Filipino | 6 | 61 | 69 |
| Hispanic | 2,071 | 35 | 32 |
| Japanese | 1 | 52 | 52 |
| Pacific Islander | 2 | 56 | 56 |
| White | 431 | 41 | 39 |
| Grand Total | 4,064 | 36 | 33 |

On the other hand, people in MCJ who are classified as Black or Hispanic are younger, on average, than white people, who are more evenly distributed across age groups. (See Figure 5.)

² All race/ethnicity categories described throughout this document are based on the fields and classifications that appear in LASD data.

Figure 5. MCJ Age Distribution, by Race/Ethnicity



Race/Ethnicity

The racial disparities of the system are exacerbated at MCJ. Black people are disproportionately incarcerated in L.A. County. Black people are 9 percent of L.A. County’s population; 29 percent of people in jail; and 35 percent of the people incarcerated at MCJ. ³ (See Figure 6.)

By comparison, Latinx or Hispanic people are 49 percent of L.A. County’s general population; 52 percent of the jail population; and 51 percent of people at MCJ. (See Figure 6.) White people comprise 26 percent of the total county population; 15 percent of the jail; and 11 percent of people in MCJ. (See Figure 6.)

³ See L.A. County Alternatives to Incarceration Work Group Final Report, ‘Care First, Jails Last: Health and Racial Justice Strategies for Safer Communities,’ (2020), 17 at https://lacialternatives.org/wp-content/uploads/2020/03/ATI_Full_Report_single_pages.pdf. The percentage of the jail population, by race/ethnicity, is from LASD’s [January – March 2020 report](#).

Figure 6. Total MCJ Population at MCJ, by Race/Ethnicity

| Race/Ethnicity | Number of People | Percentage |
|--------------------|------------------|-------------|
| All Others | 106 | 3% |
| American Indian | 2 | 0% |
| Black | 1,435 | 35% |
| Chinese | 10 | 0% |
| Filipino | 6 | 0% |
| Hispanic | 2,071 | 51% |
| Japanese | 1 | 0% |
| Pacific Islander | 2 | 0% |
| White | 431 | 11% |
| Grand Total | 4,064 | 100% |

Sentence Status and Security Levels

Sentence Status

Nearly half of people incarcerated in MCJ are part of the pretrial population. (See Figure 7.) Within the pretrial population at MCJ, 84 percent do not have holds and are likely incarcerated simply because they cannot afford bail. (See Figure 8.)

Figure 7. Total MCJ population, by Sentence Status

| Sentence Status | Number of People | Percentage |
|---------------------|------------------|-------------|
| Pretrial | 1,716 | 42% |
| Partially Sentenced | 1,053 | 26% |
| Sentenced | 1,295 | 32% |
| Grand Total | 4,064 | 100% |

Figure 8. MCJ Population, by Sentence Status and Holds*

| Hold | Sentence Status | | | Grand Total |
|--------------------|-----------------|---------------------|--------------|--------------|
| | Pretrial | Partially Sentenced | Sentenced | |
| No | 1,437 | 958 | 1,101 | 3,496 |
| Yes | 279 | 95 | 194 | 568 |
| Grand Total | 1,716 | 1,053 | 1,295 | 4,064 |

*Note: It is unclear how LASD catalogs different holds or whether all holds indicated in this data set would prevent access to release or diversion.

Of the people who are serving a sentence at MCJ, 621 are awaiting transfer to state prison and 40 to a state hospital. (See Figure 9.) These people are probably in L.A. County jail because of COVID-19 policies that temporarily prohibit transfers during the pandemic. Thus, during the ordinary course of business, these individuals likely would not be part of the L.A. County jail population.

Figure 9. MCJ Population, by Sentence Status and Comment

| Comment | Pretrial | | Partially Sentenced | | Sentenced | |
|--------------------|------------------|-------------|---------------------|-------------|------------------|-------------|
| | Number of People | Percentage | Number of People | Percentage | Number of People | Percentage |
| None | 1,716 | 100% | 862 | 82% | 264 | 20% |
| Court Orders | | | 70 | 7% | 63 | 5% |
| SENT | | | 8 | 1% | 307 | 24% |
| State Hospital | | | | | 40 | 3% |
| State Prison | | | 113 | 11% | 621 | 48% |
| Grand Total | 1,716 | 100% | 1,053 | 100% | 1,295 | 100% |

Security Levels

Of the 2,439 people classified as medium security at MCJ, 1,116 (46 percent) are pretrial. (See Figures 10 and 11.) Similarly, of the 1,067 people classified as high security, 510 (48 percent) are pretrial. (See Figure 11.) By contrast, among the low security population at MCJ, 74 percent, or 411, are serving a sentence. (See Figure 11.)

Figure 10. MCJ population, by Security Level

| Security Level | Number of People | Percentage |
|--------------------|------------------|-------------|
| Low | 1 | 0% |
| | 2 | 6% |
| | 3 | 3% |
| | 4 | 5% |
| | Total | 14% |
| Medium | 5 | 10% |
| | 6 | 16% |
| | 7 | 34% |
| | Total | 60% |
| High | 8 | 23% |
| | 9 | 3% |
| | Total | 26% |
| Grand Total | 4,064 | 100% |

Figure 11. MCJ Population, by Sentence Status and Security Level
Sentence Status

| Security Level | Pretrial | Partially Sentenced | Sentenced | Grand Total |
|--------------------|--------------|---------------------|--------------|--------------|
| Low | | | | |
| 1 | | | 10 | 10 |
| 2 | 1 | 5 | 237 | 243 |
| 3 | | 2 | 105 | 107 |
| 4 | 89 | 50 | 59 | 198 |
| Total | 90 | 57 | 411 | 558 |
| Medium | | | | |
| 5 | 223 | 169 | 18 | 410 |
| 6 | 247 | 183 | 222 | 652 |
| 7 | 646 | 321 | 410 | 1,377 |
| Total | 1,116 | 673 | 650 | 2,439 |
| High | | | | |
| 8 | 463 | 276 | 215 | 954 |
| 9 | 47 | 47 | 19 | 113 |
| Total | 510 | 323 | 234 | 1,067 |
| Grand Total | 1,716 | 1,053 | 1,295 | 4,064 |

Time in Custody

Most people incarcerated at MCJ have been in jail for more than 6 months. (See Figure 12.) The median time in custody is 183 days, and the average (mean) length of time—332 days—is much longer on account of the many people that have been in custody for several years. (See Figure 12.) Notably, there are 255 people held pretrial that were booked between 2013 and 2018 and still in the jail. In total, this amounts to 1.3 million days in jail for the 4,064 people currently in the MCJ. (See Figure 12.)

Figure 12. MCJ Average and Median Days in Custody, by Sentence Status

| Sentence Status | Number of People | Average Days in Custody | Median Days in Custody | Days in Custody |
|---------------------|------------------|-------------------------|------------------------|------------------|
| Pretrial | 1,716 | 286 | 141 | 490,926 |
| Partially Sentenced | 1,053 | 485 | 277 | 510,660 |
| Sentenced | 1,295 | 268 | 180 | 346,661 |
| Grand Total | 4,064 | 332 | 183 | 1,348,247 |

Special Populations (Mental Health - Moderate Observation Housing & LGBT)

Moderate Observation Housing (MOH) Mental Health Population

In the LASD database, an 'M' designation in the mental health field indicates people who are part of the mental health population. For MCJ, this consists of 177 people (3 percent of the total MCJ population)—all of whom are in moderate observation housing (MOH), according to Correctional Health Services (CHS). (See Figure 13.) Incarcerated people requiring more acute psychiatric care—like those in high observation housing—typically are not placed in MCJ.

It should be noted that, according to CHS, the 'M' designation in LASD data does not capture all people receiving mental health treatment in the jail. For example, people receiving psychiatric medications in the general population are not included in this number. For more information on the full mental health population, see the information provided by Correctional Health Services.

40 percent of people in the moderate observation housing in MCJ are identified as Black; 34 percent as Hispanic; and 23 percent as white. (See Figure 13.)

Figure 13. Moderate Observation Housing (MOH) Mental Health Population at MCJ, by Race/Ethnicity

| Race/Ethnicity | Number of People | Percentage |
|--------------------|------------------|-------------|
| All Others | 3 | 2% |
| Black | 71 | 40% |
| Chinese | 1 | 1% |
| Hispanic | 60 | 34% |
| Pacific Islander | 1 | 1% |
| White | 41 | 23% |
| Grand Total | 177 | 100% |

90 people (51 percent) in the moderate observation housing in MCJ are pretrial. (See Figure 14.) 53 people (30 percent) are serving a sentence. (See Figure 14.) Among those who are pretrial, 41 percent are classified as Black; 36 percent Hispanic; and 20 percent white. (See Figure 15.)

Figure 14. Moderate Observation Housing (MOH) Mental Health Population at MCJ, by Sentence Status

| Sentence Status | Number of People | Percentage |
|---------------------|------------------|-------------|
| Pretrial | 90 | 51% |
| Partially Sentenced | 34 | 19% |
| Sentenced | 53 | 30% |
| Grand Total | 177 | 100% |

Figure 15. Moderate Observation Housing (MOH) Mental Health Population at MCJ, by Sentence Status and Race/Ethnicity

| Race/Ethnicity | Sentence Status | | | | | |
|--------------------|------------------|-------------|---------------------|-------------|------------------|-------------|
| | Pretrial | | Partially Sentenced | | Sentenced | |
| | Number of People | Percentage | Number of People | Percentage | Number of People | Percentage |
| All Others | 2 | 2% | | | 1 | 2% |
| Black | 37 | 41% | 14 | 41% | 20 | 38% |
| Chinese | 1 | 1% | | | | |
| Hispanic | 32 | 36% | 9 | 26% | 19 | 36% |
| Pacific Islander | | | 1 | 3% | | |
| White | 18 | 20% | 10 | 29% | 13 | 25% |
| Grand Total | 90 | 100% | 34 | 100% | 53 | 100% |

People Classified as LGBT

There is a unit in MCJ, called K6G or the LGBT unit, that segregates certain people from the general population to protect them from violence due to sexual orientation or gender identity. Incarcerated people request and are screened for placement in K6G. Once there, people have access to programming.

As of August 19, 2020, there were 310 people at MCJ designated 'G' in the LGBT data field, likely signifying placement in the K6G/LGBT unit. (See Figure 16.) This was an 11 percent increase from the prior two weeks. (See Figure 16.) This population comprises 8 percent of the total population at MCJ.

Figure 16. LGBT Population at MCJ, by Date

| Jan-Mar 2020 ADP in K6G | Aug 5, 2020 K6G Population* | Aug 19, 2020 Count of People Marked 'G' in LASD LGBT Data Field |
|---|-----------------------------|---|
| 395 | 280 | 310 |

* as indicated in snapshot data provided by LASD to the MCJ Closure workgroup

40 percent of people in the LGBT population at MCJ are classified as Black; 35 percent as Hispanic; and 23 percent as white. (See Figure 17.)

Figure 17. LGBT Population at MCJ, by Race/Ethnicity

| Race/Ethnicity | Number of People | Percentage |
|--------------------|------------------|-------------|
| All Others | 6 | 2% |
| Black | 125 | 40% |
| Chinese | 1 | 0% |
| Hispanic | 107 | 35% |
| White | 71 | 23% |
| Grand Total | 310 | 100% |

Of this group, 133 are pretrial (43 percent); 82 are partially sentenced (26 percent); and 95 (31 percent) are sentenced. (See Figure 18.) Among the pretrial LGBT population, 39 percent are classified as Black; 38 percent as Hispanic; and 20 percent as white. (See Figure 19.)

Figure 18. LGBT Population at MCJ, by Sentence Status

| Sentence Status | Number of People | Percentage |
|---------------------|------------------|-------------|
| Pretrial | 133 | 43% |
| Partially Sentenced | 82 | 26% |
| Sentenced | 95 | 31% |
| Grand Total | 310 | 100% |

Figure 19. LGBT Population at MCJ, by Sentence Status and Race/Ethnicity

| Race/Ethnicity | Sentence Status | | | | | |
|--------------------|------------------|-------------|---------------------|-------------|------------------|-------------|
| | Pretrial | | Partially Sentenced | | Sentenced | |
| | Number of People | Percentage | Number of People | Percentage | Number of People | Percentage |
| All Others | 3 | 2% | 1 | 1% | 2 | 2% |
| Black | 52 | 39% | 45 | 55% | 28 | 29% |
| Chinese | | | | | 1 | 1% |
| Hispanic | 51 | 38% | 16 | 20% | 40 | 42% |
| White | 27 | 20% | 20 | 24% | 24 | 25% |
| Grand Total | 133 | 100% | 82 | 100% | 95 | 100% |

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