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June 15, 2007

To: Supervisor Zev Yaroslavsky, Chair
Supervisor Gloria Molina
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From: David E. Janssen
Chief Administrative Officer

REPORT ON RE-OPENING OF JAIL FACILITIES AND BEDS AT PITCHESS DETENTION CENTER (PDC) SOUTH FACILITY - NORTH ANNEX (Item #11, Agenda of June 18, 2007)

This memorandum is to provide a report on the status of PDC South Facility, specifically the available and current bed capacity, a review of the operational costs and feasibility of fully reopening the facility, as directed by your Board on May 9, 2007.

BACKGROUND

Custody Master Plan

In preparation for the November 2004 general election, the Sheriff was asked to develop a Custody Master Plan (Plan) to improve jail operations and inmate safety, and restore inmate housing capacity to prior year levels. Accordingly, on August 5, 2004, the Sheriff submitted a $64.6 million multi-year plan to restore and enhance jail operations. However, in response to the Board's November 3, 2004 motion, the Sheriff revised the plan to include priorities, timelines and additional training and recruitment requirements for a total cost of $79.1 million. The primary objective of the Plan was to: 1) increase the Average Daily Inmate Population; 2) increase the percentage of time served by each inmate; and 3) align the inmate population classification with appropriate housing and program access. The Sheriff's Plan included the reopening of several custody facilities, including the partially closed inmate housing area at PDC - South Facility (also known as North Annex).

A key component of the Plan was the identification of a facility to house the female inmate population. The goal was to reinstitute several of the female inmate programs that were terminated due to the closure of Sybil Brand Institute (SBI) in 1996, improve inmate security by making high security beds available for male inmates, and significantly improve inmate processing and jail operations at the Inmate Reception Center (IRC). Accomplishment of the aforementioned, would allow the Department to meet the primary objectives of the Plan thereby addressing the concerns of the Board regarding "early releases."

In one scenario, the Sheriff's Plan identified PDC South as a possible housing location for the female inmate population. The goal was to transfer female inmates from Twin Towers Correctional Facility (TTCF), a high security facility, to another lower level security facility. However, it was determined that the full opening of PDC South for female inmates was an inefficient and cost prohibitive option.

Another scenario presented within in the Plan was the reopening of 1,000 additional beds at PDC South as a housing alternative for low to medium level male inmates at an estimated cost of $21 million. PDC South was partially opened at this time housing 468 inmate maintenance workers. However, the Department indicated that the long-term plan was to use PDC South as a revenue generating jail industry program. The Department further indicated that as a program-oriented facility, the number of beds available would be significantly less than the 1,000 beds identified above. In keeping with that intended purpose, the Department requested funding to reopen only 234 beds at PDC South at an estimated cost of $1.7 million. In December 2004, our office recommended $1,973,000 in funding to restore 234 inmate beds at PDC South.

Custody Master Plan – Phase II

The Sheriff's Custody Master Plan also included the transfer of female inmates currently housed at TTCF to Century Regional Detention Facility (CRDF). As part of the 2005-06 Proposed Budget process, we recommended $14.5 million in funding to reopen CRDF as a women's jail facility. With the relocation of female inmates to CRDF, the Department indicated that certain CRDF male programs would be transferred to PDC South.

Jail Facilities Plan

On March 21, 2006 the Sheriff presented to the Board a Jail Housing and Security Plan aimed at addressing the increase in violence among inmates in the County's jail facilities. Within that plan, the Sheriff discussed his intent to relocate up to 960 less-than-acute mentally ill male inmates from TTCF Tower 1 to PDC South for an initial cost estimate of $44.2 million. (Please note: The cost impact to the Department of Mental Health with respect to this request had not been identified). The Department further indicated that the South facility had enough space to accommodate both the relocated CRDF programs and the less-than-acute mentally ill male inmates.

However, in June 2006, the American Civil Liberties Union (ACLU) and United State District Court Judge Dean Pregerson expressed their concerns regarding jail overcrowding at Men's Central Jail (MCJ). To reduce the inmate population at MCJ and increase capacity within the jail system, the Sheriff reopened an additional 1,200 beds at TTCF (funded under the Custody Master Plan, Phase II) and PDC South. During Fiscal Year 2006-07 Supplemental, 50.0 positions and 594 inmate beds were funded for PDC South to address the reduction in inmate population at MCJ.

CHIEF ADMINISTRATIVE OFFICE'S ANALYSIS

PDC South's current rated capacity is 1,536, given renovations made to the facility by the Department for inmate program housing. Rated capacity is the number of inmates each detention facility was built to hold or can safely house as determined by court order or the California Board of Corrections (BOC). PDC South's bed count is 1,296. Bed count is the number of beds currently opened and available to house inmates at a facility. A bed count of 1,296 was determined by the following:

PDC South Bed Count	
Working [1]	468
Custody Master Plan [2]	234
MCJ Inmate Reduction [3]	594
Total Bed Count	**1,296**
Total Bed Capacity [4]	1,536
Variance	**240**

[1] Early Release Program - Monthly Report dated April 15, 2005
[2] Custody Master Plan – Reopen Jail Facilities, Phase I
[3] Jail Facilities Plan dated August 1, 2006
[4] Custody Division Count dated June 13, 2007

As of September 2006, it was our belief that 1,296 beds were opened and fully funded at PDC South. In addition, according to the Department's Inmate Count Sheet provided for the month of January 2007, on average, 1,173 inmates were being housed at PDC South.

SHERIFF'S DEPARTMENT'S POSITION

On May 9, 2007, the Sheriff's Department submitted a request for $14.6 million and 109.0 positions to fully reopen PDC South Facility. An additional $2.7 million would also be needed for medical services personnel and equipment. According to the Department, reopening PDC South would provide 954 additional beds in a dormitory setting, relieve overcrowding at other custody facilities, and provide the Department with added flexibility to address issues raised by ACLU and other inmate advocacy organizations. The Department further indicated that as of April 30, 2007, approximately 762 beds were opened at PDC South.

On June 1, 2007, the Department met with ACLU and Judge Pregerson and committed to reopening additional beds at PDC South to address IRC's overcrowding issues. On June 6, 2007, my office met with the Department to review the funding request submitted for PDC South. On June 8, 2007, a revised request for $15.7 million and 109.0 positions to reopen 774 beds at PDC South was submitted by the Department. The Department revised request is based on the following:

LASD Bed Count	
Compound	**Bed Count**
E	252
H	240
K	270
Total Open Beds	**762**
Total Bed Capacity	**1,536**
Variance	**774**

After the May 9, 2007 Budget Hearings, the Department indicated that they had absorbed the costs of operating the 468 beds opened at PDC South since 2004, including staffing, food, medicine and training. The Department further indicated that when they eliminated the unfunded POST positions earlier this year, due to the absorption of other budgetary cost increases and a mandate to live within their budget, the 468 inmate beds were also curtailed. Therefore, according to the Department, as of today, there are only 762 beds opened and fully funded at PDC South.

PROVISIONAL FINANCING USES (PFU)

In Fiscal Year 2007-08 Final Changes, our office is recommending that $7.2 million in funding be set aside in PFU for PDC South. At this time, the Department is indicating that $7.2 million in funding would reopen 252 additional beds at PDC South.

CONCLUSION

Under the Custody Master Plan (Phase I and Phase II), the primary focus was to identify a new housing location for female inmates thereby increasing the bed capacity within the jail system to address the issue of "early releases". We provided $68.6 million in funding and 732.0 positions to reopen 4,474 inmate beds over a three-year period. An additional $10.3 million and 86.0 positions were also authorized to address recruitment and training issues.

Under the Jail Facilities Plan, the primary objective was to improve inmate safety by increasing the number of high security beds available for male inmates. By doing so, the Department is able to appropriately align the security levels of inmates with the available jail cells, reducing the need to house high security inmates in low and medium security units.

During the development of the Custody Master Plan and Jail Facilities Plan by my office and the Department, PDC South Facility was always considered an option for housing the inmate population. However, PDC South is a barracks/dormitory style facility. It is also a considered a "well facility" meaning the inmates housed there cannot have significant medical issues. As a result, it is limited in its use and each scenario presented by the Department for the facility was either cost prohibitive or did not address the priorities of the Board at that time. In addition, pressures from outside organizations have led the Department to use the facility for purposes other than those intended by the Department.

Finally, it was our understanding that in September 2006 1,296 beds were funded and opened at PDC South. It was not until after May 9, 2007 that my office was made aware that the 468 inmate beds at PDC South were being absorbed by the Department and that elimination of the unfunded POST positions would result in the closure of those 468 inmate beds.

RECOMMENDATION

The Department is requesting $15.7 million and 109.0 positions to fully reopen PDC South. Currently, we have set aside $7.2 million in PFU, leaving a funding shortage of $8.5 million. Due to the critical nature of this facility, it is our recommendation that $7.2 million in PFU be transferred to the Department and $4.1 million be reallocated from the Department's Special Funds, to provide 504 additional beds.

In the meantime, we will continue to work with the Department on the identification of additional funds for the remaining 204 beds, and will come back with a recommendation in September 2007.

If you should have any questions or require further information, you may contact Doyle Campbell of my staff at (213) 893-2374.

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