



COUNTY OF LOS ANGELES


Kenneth Hahn Hall of Administration
500 West Temple Street, Room 100
Los Angeles, CA 90012
Website: jcod.lacounty.gov

DIRECTOR

Judge Songhai Armstead, *ret.*

March 8, 2024

To: Supervisor Lindsey P. Horvath, Chair
Supervisor Hilda L. Solis
Supervisor Holly J. Mitchell
Supervisor Janice Hahn
Supervisor Kathryn Barger

From: Judge Songhai Armstead, Director 
Justice, Care and Opportunities Department

JAIL CLOSURE IMPLEMENTATION TEAM – FIFTH QUARTERLY REPORT (ITEM NO. 27, AGENDA OF JUNE 22, 2021)

On June 22, 2021, the Board of Supervisors (Board) approved the creation of the Jail Closure Implementation Team (JCIT) to depopulate and close Men’s Central Jail (MCJ) and requested JCIT provide quarterly reports. On November 1, 2022, the Justice, Care and Opportunities Department (JCOD) assumed responsibility for the JCIT work.

Attached is JCIT’s Fifth Quarterly Report, which includes a strategic plan that targets the factors and level of effort needed to depopulate and close MCJ within five years. It also details JCIT’s next steps in forwarding the work of jail depopulation and closure. The report provides an overview of the current jail population and the impact of the bail schedule. It also discusses prior jail closure reports.

As noted in the report, to close MCJ within five years, all the following must occur:

- The County builds 1,200 community beds dedicated for jail depopulation purposes per year, every year, for five years (6,000 beds total);
- The average utilization/turnover rate of the community beds dedicated for depopulation is once per year;
- Judges find it safe to release an additional 7,000 people per year to community treatment;



Each Supervisor
March 8, 2024

- Individuals placed in community beds dedicated to depopulation reduce their annual recidivism rate by 30% while in these beds;
- Jail releases can be accelerated by 50% through various other interventions (expediting criminal case processing and quicker pretrial release);
- No other major increases in bookings into the jail due to changes in the crime rate, nor any legislative changes that create lengthier punishments for crimes;
- Relocating all specialized populations within MCJ to other current jail facilities; and
- Finding custody space near the Inmate Reception Center to comply with *Rutherford* 24-hour requirements.

To ensure progress is made in each factor listed above, JCIT will lead monthly meetings with all stakeholders and will create three subcommittees to address (1) criminal case processing; (2) community beds; and (3) jail facility remodeling. Further, the report notes how crucial data analysis is to JCIT's work and how JCIT will collaborate with County stakeholders to draft potential legislative proposals that would assist in furthering jail depopulation and closure.

Should you have any questions concerning this matter, please contact me at (213) 974-1664 or jsa@jcod.lacounty.gov.

SA:AB:JFS:RSP:lac

Attachment

c: Executive Office, Board of Supervisors
County Counsel
District Attorney
Sheriff
Alternate Public Defender
Chief Executive Office, DOJ Compliance Officer
Health Services
Internal Services
Mental Health
Probation
Public Defender
Public Health
Public Works

JAIL CLOSURE IMPLEMENTATION TEAM

JAIL CLOSURE PLAN AND NEXT STEPS



FIFTH QUARTERLY REPORT

MARCH 8, 2024

**JUSTICE, CARE AND OPPORTUNITIES DEPARTMENT
 JAIL CLOSURE IMPLEMENTATION TEAM
 FIFTH QUARTERLY REPORT
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Timeline and History of Closure of Men's Central Jail in the County

*** = key event

- **July 5, 2013:** Vanir Construction Management Report, "[Los Angeles County Jail Plan: Independent Review and Comprehensive Report](#)". Recommended to close and demolish MCJ and replace it with a Consolidated Correctional Treatment Facility (CCTF) dedicated to providing more appropriate mental health treatment to inmates.
- ***** May 6, 2014:** The Board [votes to move forward](#) with \$2B plan to replace MCJ with a Consolidated Correctional Treatment Facility (CCTF). [Presentation by Vanir Construction Management](#), Option 1B was selected by the Board. The motion also called for several departments to explore opportunities to increase diversion and alternatives to incarceration. It also authorized the development of a women specific jail facility at Mira Loma.
- **June 19, 2015:** Board Motion, "[Suspension of Jail Master Plan](#)" (Kuehl and Ridley-Thomas). Suspended work on the CCTF and Mira Loma facilities until further notice, and directed the creation of an independent assessment of the number of treatment beds needed at the CCTF as well as an analysis of community-based alternatives; HMA ultimately delivered this analysis on August 4, 2015.
- **August 4, 2015:** Health Management Associates (HMA) Report, "[Los Angeles County Consolidated Correctional Treatment Facility Population Analysis and Community Health Care Continuum](#)".
- ***** September 1, 2015:** Several Board motions and amendments as part of [Set Matter #1](#). Re-started work on the CCTF and Mira Loma facilities, and also established the Office of Diversion and Reentry (ODR) within DHS with several initial directives.
- **2015 through 2018:** [CEO-led design, RFSQ, RFP, and vendor selection process](#) for both the CCTF and Mira Loma project development, including Environmental Impact Report (EIR) process.
- **June 19, 2018:** [Final Environmental Impact Report \(EIR\)](#) for the Consolidated Correctional Treatment Facility (CCTF) approved by BOS, and \$2.2B budget established.
- **August 14, 2018:** Board Motion, "[Scaling up Diversion and Reentry Efforts for People with Serious Clinical Needs](#)" (Ridley-Thomas and Barger). DHS lead. Directed DHS to work with a consultant and report back to identify individuals in the jail who may be eligible for diversion and reentry programs (were those programs developed) along with a roadmap to develop sufficient diversion and reentry programs for those individuals in the jail who may be eligible.
- ***** February 12, 2019:** Board Motion, "[Mental Health Treatment Center](#)" (Hahn and Ridley-Thomas) plus [amendment](#) and [related motion](#). Changed name of CCTF to Mental Health Treatment Center or MHTC, and approved design-build contract for McCarthy Building Companies, Inc. to develop the facility.
- **April 17, 2019:** DHS Report, "[An estimate of persons in the jail mental health population likely to be appropriate for safe release into community services](#)". Presented initial results from a pending study by RAND suggesting that up to 56% of individuals with serious mental health needs in the jails may be eligible for diversion into community-based services.
- **August 7, 2019:** CEO Memo, and DHS, DMH, and DPH Memo, "[Development, Design, Right-Sizing, and Scoping of the Proposed Mental Health Treatment Center](#)". The Health Departments' memo provides three options to "right-size" the jail replacement by either eliminating the construction of new custody beds, constructing a mix of new treatment-based custody beds and community "care beds", and/or renovating existing facilities to accommodate individuals not potentially eligible for diversion. In its accompanying

memo, CEO notes that the options laid out by the Health Departments are out of scope with the existing McCarthy design-build contract for the MHTC, and would likely require canceling the contract and starting over to bid out a new contract.

- *****August 13, 2019:** Board Motion, "[Cancellation of Design-Build Contract with McCarthy Building Companies, Inc.](#)" (Solis and Kuehl). Board votes to cancel the McCarthy contract to build the Mental Health Treatment Center (MHTC), referencing the April 17, 2019 DHS report and August 7, 2019 DHS, DMH, and DPH report, including the cited statistic that "56% of individuals with serious mental health needs in the jails may be eligible for diversion into community-based services". [Another motion on the same day](#) directed CEO to establish an Executive Work Group to synthesize various reports on beds, justice reform, and the closure of Men's Central Jail, and also directed CEO to report back on the feasibility of demolishing MCJ. The [subsequent reports back from the Executive Work Group](#) noted the number and mix of community beds likely required in order to serve the divertible jail population with serious mental illness, including their estimated cost.
- **June 9, 2020:** Board Motion, "[Maintaining a Reduced Jail Population Post-COVID-19](#)" (Hahn and Ridley-Thomas). DHS and CEO lead.
- **July 7, 2020:** Board Motion, "[Developing a Plan for Closing Men's Central Jail as Los Angeles County Reduces Its Reliance on Incarceration](#)" (Solis and Kuehl). DHS and CEO lead. Directed the workgroup created in the June 9, 2020 motion to report back with a plan to close Men's Central Jail within 1 year.
- *****March 30, 2021:** DHS Report, "[Men's Central Jail Closure Plan: Achieving a Care First Vision](#)". Final report from DHS, in coordination with LASD, with a plan to close Men's Central Jail primarily through the development of community beds and alternatives to incarceration.
- *****June 22, 2021:** Board Motion, "[Jails Last: Creation of the Jail Closure Implementation Team](#)" (Solis and Kuehl). CEO lead. Created the Jail Closure Implementation Team (JCIT) within CEO and officially declared that "it is necessary to depopulate and demolish MCJ, and likewise find that it unnecessary to build any new County jail or custody facility", primarily citing the March 30, 2021 Men's Central Jail Closure Plan report.
- **October 6, 2021:** JFA Institute Report, "[Estimated Cost Savings from a Reduced Jail Population and Closure of Men's Central Jail and Jail Population Projections](#)". Estimated that the jail population could only be reduced by about 800 individuals by building community beds for depopulation, and noted that other measures would also be required in order to depopulate the jails enough to close MCJ without replacement, including reforms to speed up criminal case processing, reforms to speed up releases to existing community programs (for both pretrial and sentenced clients), and reforms to speed up releases to State prison and State hospitals.
- **March 1, 2022:** Board Motion, "[Care First, Jails Last: Establishing a Justice, Care, and Opportunities Department to Promote Collaboration and Transparency in a Person-Centered Justice System](#)" (Kuehl). CEO lead.
- **June 28, 2022:** Board Motion, "[Jails Last: Addressing the Overcrowding Concerns at the Inmate Reception Center](#)" (Solis and Kuehl)." This motion directed JCIT and ATI to collaborate with LASD and other departments on a plan to address the overcrowding at the Inmate Reception Center.
- **September 27, 2022:** Board Motion, "[Addressing the Mental Health Crisis in Los Angeles County: Developing Mental Health Care Facilities to Help Depopulate the Jail](#)" (Solis and Hahn). CEO ATI/JCIT (eventually JCOD), DHS, and DMH lead.
- *****November 1, 2022:** JCOD officially launches as a new department and officially assumes responsibility from CEO for ATI and JCIT work, as well as for the DHS-ODR Reentry Division work.
- **March 8, 2023:** JCOD and DHS/DMH Report, "[Addressing the Mental Health Crisis in Los Angeles County: Developing Mental Health Care Facilities to Help Depopulate the Jail](#)".

- **April 4, 2023:** Board Motion, "[Moving Forward: Expansion of Secure Mental Health Beds and Development of Secure Mental Health Facilities to Depopulate the Los Angeles County Jails](#)" (Solis and Hahn). DHS and DMH lead (with JCOD support).
- **November 16, 2023:** JCOD shares the results of new modeling / analysis that shows the level of effort required to close MCJ without building a replacement facility is significantly higher than previously reported key stakeholder departments. JCOD shared this analysis with DHS, DMH, DPH, PD/APD, DA, LASD, DOJ Compliance Office, and CEO.
- *****January 30, 2024:** JCOD presents a "[Report on the Status of the Closure of Men's Central Jail](#)" to the Board of Supervisors at a public meeting. This report includes a summary of the modeling / analysis that was presented to stakeholder departments on November 16, 2023.

INTRODUCTION

Because the jail population in Los Angeles County (County) has dramatically changed since previous reports on jail closure, a plan that addresses all drivers of jail population -- including expanding community beds, addressing turnover rates for community beds, accelerating criminal case processing, and maintaining low booking rates -- is needed to close Men's Central Jail (MCJ). This report details how these drivers impact the jail population and the Jail Closure Implementation Team's (JCIT)¹ next steps toward addressing them, including collaboration needed from the Superior Court and other County partners.

Before the pandemic, the average jail population was 16,655.² As of February 20, 2024, the jail population was 12,450. To close MCJ safely,³ a prior consultant for the County⁴ determined that the population must stabilize at 7,169⁵ or below. This would require depopulating the jail by more than 5,281 individuals to sustain the population below 7,169 to account for seasonal arrest fluctuations.⁶

However, due to our lower jail population, further depopulation beyond what has already been achieved will take considerably more effort due to the higher concentration of individuals with serious/violent charges.⁷ Accordingly, depopulation efforts must include solutions tailored for individuals charged with more serious crimes.

By identifying *all* the drivers of the current jail population, progress can be made in safely depopulating the jails and advancing toward closure. This report presents a strategic plan, including target outcome goals and new estimates of the level of effort required, for jail depopulation and closure. It also details JCIT's proposed next steps to move toward a formal implementation plan, including collaboration needed from other County partners.

Achieving these outcomes will require additional data and feasibility analysis. JCIT will be collaborating with County partners to develop a more detailed implementation plan. We will present an initial version of this implementation plan in our next quarterly update, and we will continue to update it quarterly.

1 JCIT's responsibilities transitioned from the Chief Executive Office (CEO) to the Justice, Care and Opportunities Department (JCOD) when the department first launched on November 1, 2022. To date, JCOD has relied on a small team to carry out its JCIT work, while balancing other priorities as well as the overall effort to launch and stabilize the new department.

2 This was the daily average population from January – March 2020. See Los Angeles County Sheriff's Department (LASD) Custody Division Population Report, Q1, 2020, p.1. LASD noted that this was an increase from the same quarter the prior year.

3 Consistent with the MCJ Closure Workgroup Report (MCJ Closure Report) filed on March 30, 2021, closure of MCJ is defined as completely gutting the custody portions of the building but keeping MCJ support options and spaces open. (See MCJ Closure report, p. 50.)

4 The JFA Institute's work has been relied upon by the ACLU of Southern California, MacArthur Foundation Justice & Safety Initiative, Public Welfare Foundation, Harry Frank Guggenheim Foundation, and various state and county entities.

5 The September 2021 JFA Institute Report (JFA Report) opined that the jail population needs to be sustained at 7,169 before Men's Central Jail (MCJ) closure can occur. (See JFA Report pp. 3, 4.) This requires the population to reach a level below this number to account for the seasonal peaking of arrests.

6 Generally, there are more arrests in summer than in the winter. Seasonal peaking must be accounted for to sustain the jail population below 7,169.

7 When the jail population was over 16,000, many were in custody for less serious charges. As jail depopulation declined, most often, those with less serious charges were depopulated, which resulted in a higher concentration of individuals with more serious charges.

The Jail Population Has Declined Over the Last 10 Years

The graphic below highlights the variations in the average yearly jail population for the past 10 years:



As further discussed below,⁸ the Emergency Bail Schedule (EBS) and the initial couple of months of the Pre-Arrestment Release Protocols (PARP) have prevented the jail population from increasing to pre-pandemic levels by reducing the number of jail bookings.

In 2023, the population further declined due to collaborative efforts among LASD, DHS-Correctional Health Services (CHS), JCIT, DHS-Care Transitions (Care Transitions), and Chief Executive Office-DOJ Compliance (DOJ Compliance)⁹ in streamlining state prison and mental health hospital transfers. These efforts have led to a **significant, sustained reduction** of individuals awaiting transfer to state prisons and mental hospitals. In fact, the number of individuals pending transfer is consistent with pre-pandemic levels.

Although County stakeholders will continue to drive down the number of those pending transfer to the state prison or state mental hospitals, achieving a substantially lower number may be difficult due to how many individuals per month are committed to these facilities.¹⁰ Regardless, the County's progress in this area has contributed to sustaining the overall jail population at a lower number.

Overview Of the Current Jail Population

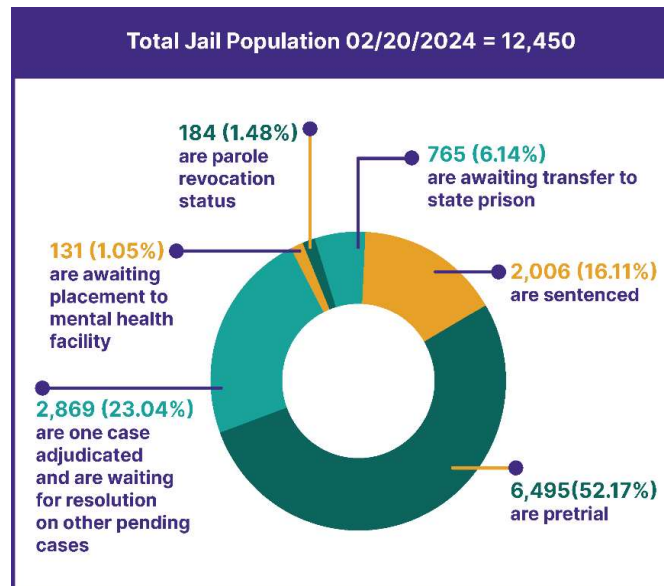
Understanding the current custody population is essential to comprehend the level of effort required to develop effective strategies for safe jail depopulation and closure.

⁸ See the section "Changes in the Bail Schedule Impact the Jail Population."

⁹ The listed County stakeholders collaborated with the California Department of State Hospitals and California Department of Corrections and Rehabilitation.

¹⁰ Because of the size of Los Angeles County, the number of individuals committed to state prisons and hospitals is more than other counties.

As of February 20, 2024, the total population of County jail facilities is 12,450, with the following breakdown as to case status:



Since individuals in pretrial status constitute 52.17% of the jail population, continued depopulation must focus on this population.

Of the 12,450 individuals in custody, 6,650 (53.41%) constitute the mental health population (P1-P4s):¹¹



The charge breakdown of the entire population as of January 11, 2024,¹² is:

¹¹ The definitions of P-levels are as follows:

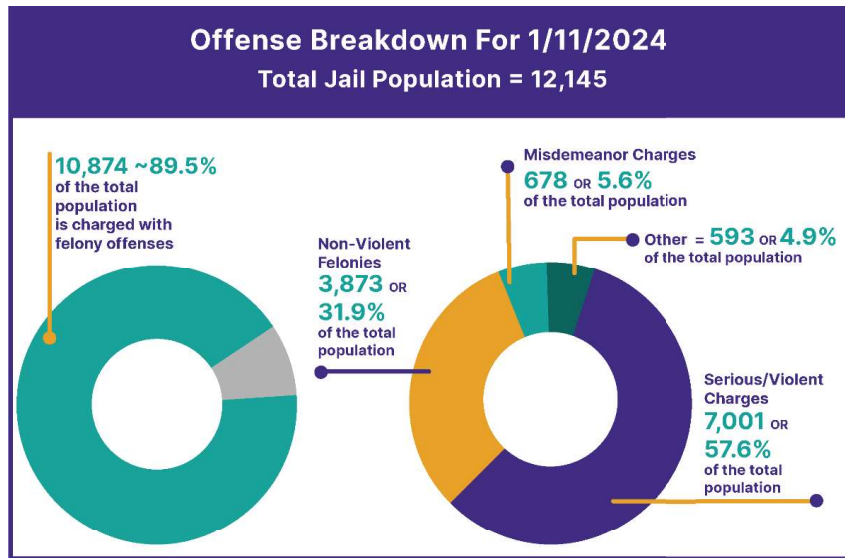
P1 - Emotional and behavioral impairment that does not prevent daily functioning or ability to follow directions; not at significant risk of self-harm;

P2 - Recurrent episodes of mood instability; psychotic symptoms maintained by medication and frequent reliance on crisis stabilization services;

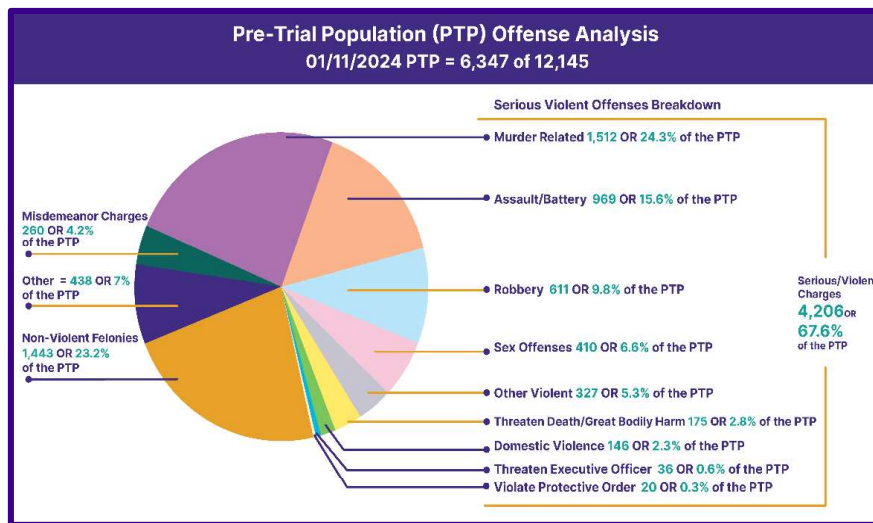
P3 - Unstable due to significant mental illness; persistent danger of hurting self in a less acute care setting; or recurrent violence due to emotional instability;

P4 - Severe debilitating symptoms; meets Lanterman-Petris-Short (LPS) 5150 criteria for danger to self, others, or grave disability;

¹² These pie charts reference January 11, 2024, because that was the date of the snapshot data provided by LASD. Because of the due date of this report, pulling and analyzing February data was not feasible.



The pretrial population offense breakdown for January 11, 2024, is:



As these pie charts show, there is a high concentration of individuals charged with serious/violent offenses who constitute over 57% of the total jail population and 67% of the pre-trial population. Murder-related offenses (murder, attempted murder, manslaughter) account for 24.3% of the pre-trial population and 19.4% of the total jail population.

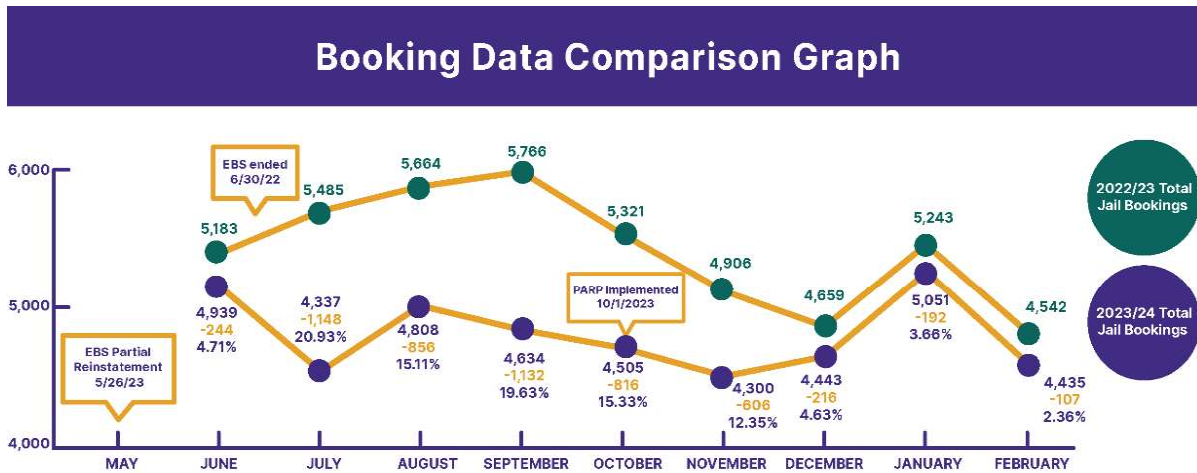
As we continue to reduce the jail population, it is more likely that the percentages for serious/violent charges will increase. This is not due to an increase in serious/violent crime but because further depopulation will most likely impact individuals with non-violent and misdemeanor charges more than those who have more serious/violent charges.¹³

¹³ JCIT recognizes that those charged with serious and violent offenses may resolve their cases for lesser charges, be found not guilty, or have their cases dismissed. The data used for the pie charts represents LASD snapshot data for January 11, 2024, and is not a statement as to whether pre-trial individuals charged with serious or violent charges will be convicted of those charges.

Safely releasing non-violent offenders, which has been underway for years due to the County's efforts to promote a "Care First, Jails Last" approach to criminal justice, naturally results in a remaining jail population that has a markedly high concentration of serious and violent offenses.

Changes in the Bail Schedule Impact the Jail Population

The graphic below compares LASD jail booking data¹⁴ from June 2022 to February 2023 with the same period for 2023-2024. It also designates the termination of the Emergency Bail Schedule (EBS), its temporary reinstatement, and the launch of the Los Angeles Superior Court's Pre-Arrestment Release Protocols (PARP) on October 1, 2023.¹⁵



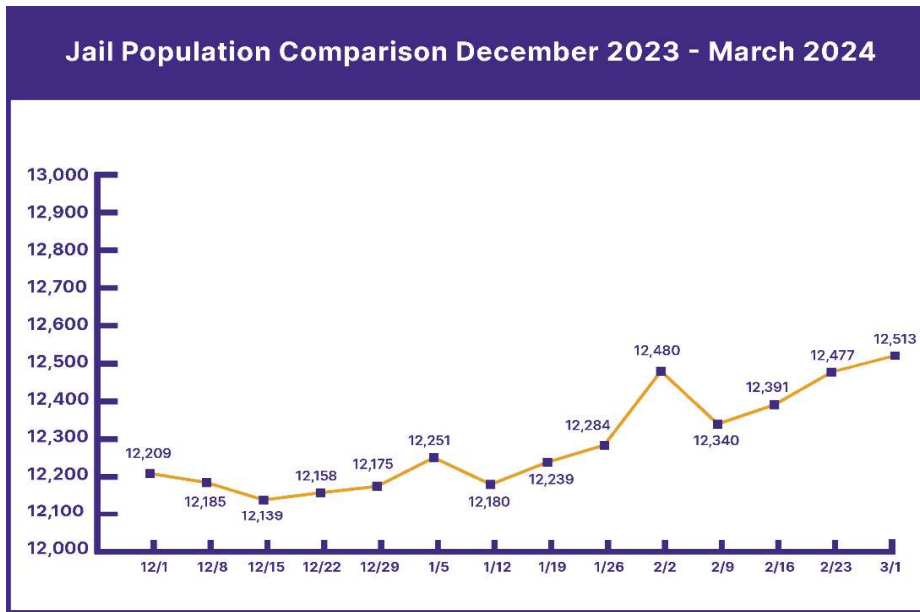
The bail schedule and the number of arrests impact jail bookings. Although differences in arrest rates could also account for some of the variations in booking rates, changes in the bail schedule directly impact booking rates.¹⁶

After EBS ended on June 30, 2022, bookings into the jail increased. With the partial reinstatement of EBS on May 26, 2023, bookings seemed to decrease. After PARP launched, there seemed to be a decline in jail bookings. However, despite improvements to the bail schedule, the jail population has been steadily increasing over the last few months.

14 Jail bookings are not only impacted by the bail schedule but also by the number of arrests. Although differences in arrest rates could also account for some of the differences in booking rates, changes in the bail schedule have also impacted the number of individuals booked into the jail each month.

15 As a result of PARP beginning in October, the reinstatement of EBS terminated on September 30, 2023. PARP ensures the decision to release most arrestees from jail prior to conviction is no longer determined by a person's wealth, but instead by their risk to public or victim safety and their likelihood of returning to court. PARP was not created to assist in jail depopulation.

16 The initial reason Zero Bail was instituted was to reduce the jail population by reducing the number of jail bookings for individuals charged with non-violent crimes during the pandemic. See, <https://newsroom.courts.ca.gov/news/judicial-council-adopts-new-rules-lower-jail-population-suspend-evictions-and-foreclosures>



Although Instructive, Previous Reports on Jail Closure Are Incomplete

The MCJ Closure Plan (MCJ Workgroup Report) (March 2021)

The MCJ Workgroup Report was a collaboration between advocates and County departments that provided a detailed, thoughtful analysis of jail closure. Centered on a “Care First, Jails Last” approach and grounded in understanding the complexities of the jail system and the historical racial disparities, it continues to be a resource for JCIT work.

Since the MCJ Workgroup report, we have learned much more about jail population dynamics, including that there is not a one-to-one correlation between diverting individuals into community beds and reducing the jail population. The MCJ Workgroup Report utilized analysis of jail population snapshots to conclude that every person diverted into a community bed will equate to a sustained reduction in the jail population. This is a common misconception because it does not account for the thousands of individuals that flow through the jail each year, nor does it consider the utilization/turnover rate for community beds (individuals often enter and exit the jail more rapidly than the turnover of community beds). **JCIT’s modeling shows that an additional 6,000 beds will only sustainably reduce the jail population by 1,500, assuming the beds dedicated for depopulation have yearly turnover.**

Although beds are critical, we have learned that real progress in depopulating and maintaining a lower jail population requires a strategic plan that includes specific strategies for expediting criminal case processing, targeting utilization/turnover rates for beds dedicated to depopulation purposes and tracking recidivism rates for those receiving community treatment. Moreover, it must incorporate how many additional releases are needed annually to reduce the population to below 7,169.

In addition, due to unforeseen changes in the jail population, certain aspects of the MCJ Workgroup Report Facilities Plan (Facilities Plan) are no longer viable. For instance, the Facilities Plan also assumes that Twin Towers Correctional Facility (TTCF) would be available for population relocations; however, currently, TTCF is one of the only facilities in the County jail system that is appropriate to house individuals who have mental illness and require High

Observation Housing (HOH). There is a high demand for TTCF housing, and it is almost entirely utilized for males needing HOH care.

Moreover, the Facilities Plan recommended co-locating male and female¹⁷ individuals at Century Regional Detention Facility (CRDF). However, based on the structure of CRDF, it may not be possible to co-locate male and female populations. In addition, approximately 20% - 30% of women at CRDF¹⁸ require HOH care, which limits their relocation options.

Further, the number of males¹⁹ requiring Moderate Observation Housing (MOH) has grown. Although many MOH individuals in dormitory housing at MCJ were transferred to PDC-North, the facility lacks the capacity to house the entire male population requiring MOH dorm housing. The County's Department of Justice Compliance Office (DOJ Compliance Office) is working with the Los Angeles County Sheriff's Department (LASD), Correctional Health Services (CHS), Public Works, and JCIT on solutions to find additional space within current jail facilities to relocate approximately 300 individuals²⁰ who still reside in MCJ MOH dorms. This means less space in other facilities will be available for other specialized populations at MCJ, so a new population cascading plan must be developed.

As detailed more thoroughly in the "Assumption 1A Yearly Expansion of Community Beds Dedicated for Jail Depopulation Purposes" section, there have been challenges in expanding community beds.

Although certain parts of the report no longer apply to the current jail population, JCIT finds the Community Plan and Diversion Plan recommendations, as well as the detail provided by the Vera Institute Final Report valuable resources for its continued work.

The JFA Institute Report (JFA Report) (September 2021)

The JFA Report analyzed the impact of specific interventions, such as expediting criminal case processing and the effects of community beds on sustaining a lower jail population.

Although JCIT finds some of the report's analysis and conclusions helpful in driving the work of jail closure,²¹ JCIT does not agree with all aspects of the JFA report. JCIT conducts its independent analysis on the essential factors that must be addressed to continue depopulating the jail sufficiently to advance towards closure.

Because the JFA report provided statistical analysis, it does not discuss the community treatment and custody diversion options necessary to support further depopulation and closure. As a result, the report is incomplete, and JCIT relies on limited statistical analysis regarding interventions and their impact on reducing the jail population when formulating depopulation strategies.

17 LASD collects binary gender data, and the male and female populations may include those who self-identify differently.

18 Although the MCJ workgroup report did note that people at CRDF "have higher mental health needs than the overall population," it showed that 12.4% of the CRDF population were at P3 and P4 levels based on the 08/19/20 total population of 12,143 with 1,154 individuals at CRDF. (See MCJ Workgroup report, p. 95, Analysis of the CRDF Population.)

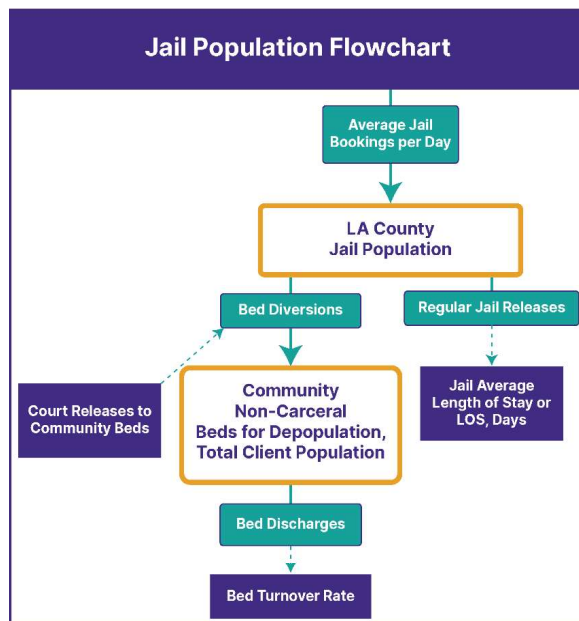
19 LASD collects binary gender data; the male and female populations may include those who self-identify differently.

20 There were approximately 294 MOH individuals in the MCJ dorms as of February 6, 2024. This number does fluctuate.













21 Some examples of analysis JCIT has found instructive: the impact of community beds on sustained depopulation; the importance of expediting releases and criminal case processing to reduce the length of stay and depopulate the jail more quickly; and the release reasons analysis. JCIT also reviews the Vera Institute website for its breakdown of the jail population. In addition, JCIT conducts its own research and data analysis.

Understanding Jail Population Dynamics

The jail population constantly fluctuates, with tens of thousands of bookings and releases occurring yearly with seasonal peaks and ebbs. As illustrated below, jail population is a product of inflow and duration, and is calculated by this equation: **Inflow * Duration = Average Total Population.**



Jail depopulation strategies focus on reducing inflows into custody and expediting outflows from custody. The following are examples of programs or strategies that would reduce inflow to the jail and increase outflow from it:

Actions to Reduce Inflow:	Actions To Increase Outflow:
<ul style="list-style-type: none">  Emergency Bail Schedule (EBS) and Pre-Arrest Release Protocols (PARP)  Alternative Crisis Response  Countywide Coordination of Prefiling Diversion Programs  Justice Connect Support Center  County Programs that Reduce Recidivism 	<ul style="list-style-type: none">  ODR Beds  DMH Interim Housing  DPH-SAPC Programs  JCOD Rapid Diversion Program  JCOD STOP Program  Expedited Transfers to State Prison and State Hospitals  Faster Processing of Criminal Cases

By focusing on the total flow of individuals that cycle in and out of the jail system and pinpointing areas of focus for jail depopulation, JCIT ascertained the factors that must be addressed to depopulate and close MCJ.

JCIT’s Strategic Plan Targets the Factors and Level of Effort Needed to Depopulate and Close MCJ Within Five Years

Because jail depopulation and closure require far more than expanding custody alternatives, JCIT built a simple jail population modeling tool to show the theoretical maximum impact of community beds on jail depopulation and the other factors that must be addressed to effectuate safe depopulation and closure. This modeling tool incorporates the elements JCIT determined were essential to achieve the goal of closure.

Based on this modeling, JCIT created a strategic plan with targets to achieve closure within five years. JCIT is collaborating with key partners to determine the feasible factors and will adjust the strategic plan accordingly.

The graphic below incorporates all the factors necessary for MCJ to close within five years. **However, all assumptions in the strategic plan must occur concurrently to achieve closure.**



If one or more assumptions change, the number of beds required or the years it would take to depopulate and close MCJ would change.

Assumption #1A: Yearly Expansion of Community Beds Dedicated for Jail Depopulation Purposes

When the work first began to explore how to depopulate and close MCJ safely and without building a new facility, a primary assumption was that expanding community beds/custody alternatives would be sufficient and result in quick depopulation and closure. To help depopulate the jail sufficiently to 7,169, the County must expand the number of beds dedicated to jail depopulation **by 1,200 beds annually for five years**. The rate of 1,200 beds per year is predicated on the following assumptions:

- The average turnover rate is once per year (Assumption #1B).
- Judges find it safe to release an additional 7,000 people per year to custody alternatives (Assumption #1C).

- The recidivism rate for those released to these new beds was reduced by 30% while they occupy the bed (Assumption #1D).²²

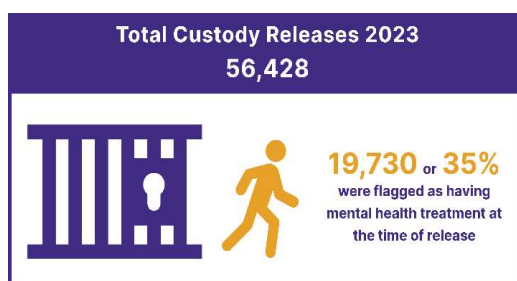
These assumptions are interrelated. For instance, if the bed turnover rate is once every two years, then the number of beds per year must increase, and/or the number of releases per year must be adjusted.

The 1,200 beds per year will have to be a mixture of mental health, addiction, and interim housing beds with services that address criminogenic needs. Due to the large number of individuals cycling through the jail system each year,²³ determining the appropriate mixture of beds needed for continued depopulation is challenging. **Moreover, the impact of these 6,000 beds may only net a sustained jail population reduction of 1,500.**

Community Treatment for Those with Mental Illness

To determine the number of community beds needed to help depopulate those with serious mental illness, it is essential to look at the yearly total of individuals who were released from custody, the percentage of those flagged as needing mental health treatment, and the release outcomes.

Of the 56,438 individuals released from custody,²⁴ 19,730 individuals, or 35%, were flagged as receiving mental health treatment²⁵ at the time of release.



The high volume of individuals released from custody makes it difficult to project the specific mix of mental health beds²⁶ necessary each year to meet the treatment needs of this population. Moreover, judicial officers must find that these custody alternatives are sufficient to ensure public safety.²⁷ **Eligibility for diversion is not the same as being found suitable by a judicial officer.**

Further, expanding community beds for mental health treatment involves some factors beyond the County's control. Despite the County's best efforts, staffing, housing, and other challenges have hampered its ability to quickly increase its community-based bed inventory for secured and

22 Even if this recidivism rate reduction is not achieved, our modeling shows that the impact on the number of additional beds needed annually would not be significant. JCIT incorporated recidivism into its strategic plan because recidivism is a measure that must be accounted for in depopulation strategies.

23 In 2023, releases from County jail facilities totaled 56,483. Undoubtedly some of these releases involved the same individuals. We do not have the ability yet to determine how many of these releases involved the same people.

24 For purposes of jail population modeling, releases include, individuals transferred to state prison, mental health hospitals, and other law enforcement agencies, as well as individuals released from custody.

25 Individuals who take psychotropic medication, but who are not receiving MOH or HOH care are not included in this number.

26 The Department of Mental Health (DMH) and the Department of Health Services (DHS) offer crisis receiving and stabilization, acute, subacute, crisis residential and extended residential, licensed residential care, interim and supportive care/housing options.

27 The public safety analysis is often an individualized determination based on facts of the case and the individual's prior history.

unsecured beds due to greater competition for housing stock.²⁸

As detailed in prior reports by DHS and DMH, recruiting psychiatrists, licensed clinicians, and nurses to expand secured beds has been challenging.²⁹ These workforce challenges also extend to community-based partners that find it difficult to hire and retain staff to support intensive case management activities (e.g., clinical supervisors and care managers).³⁰ Further, finding providers for individuals who may engage in aggressive or violent behavior or who have significant medical issues has been difficult.³¹

Increased focus on those with the highest mental health treatment needs requires County stakeholders to ensure appropriate high-level services are in place in the community to care for individuals post-release. Those with serious mental illness may require prolonged periods of treatment before transitioning to lower levels of care, and some will require permanent housing and care options after their criminal case is resolved. All these factors must be considered when developing a realistic timeline for expanding beds dedicated to depopulation for those suffering from mental illness.

Expanding Community Treatment for Other Populations

Although those experiencing mental illness constitute a significant portion of the jail population, to ensure safe depopulation, the County must also dedicate beds for substance use disorder (SUD) treatment³² and for those who are not seriously mentally ill or who do not need SUD treatment but do need care management and other services.³³ In addition, it is necessary to project the continuing care services and housing needed after the case is complete.

In addition, beds for those medically vulnerable must be incorporated into any jail closure plan. Moreover, continued development of custody alternatives that would provide interim housing with services targeted to address criminogenic factors is needed. JCIT will work with County partners to conduct additional data analysis to project the percentage of the jail population who could qualify for custody alternatives that address SUD treatment or other non-SUD, non-mental health custody alternatives.

JCIT is in the process of launching the JCOD STOP program. This custody alternative provides an additional 400 interim housing beds with supportive services for those in the criminal legal system who are not seriously mentally ill, but who need interim housing with services tailored to address criminogenic needs.

Because the program has no criminal offense exclusions, once the program is fully launched in March, monitoring releases to the program will inform the number of additional beds like the JCOD STOP program that should be created to depopulate the jail further.

28 On April 4, 2023, the Board directed DHS and DMH to develop 500 secure mental health beds over the next five years to depopulate those with the highest mental health care needs. Since the April Board Motion, DHS and DMH have filed progress reports regarding the development of secured beds. The most recent report back was filed on [January 29, 2024](#). (The link will take you to all reports filed.)

29 DHS and DMH July 17, 2023, report back (linked in Fn. 28), p. 4.

30 DHS and DMH July 17, 2023, report back (linked in Fn. 28), p. 4.

31 See October 4, 2023, DHS and DMH Report back (linked in Fn. 28), pp. 3-4.

32 These beds would be unsecured beds for SUD treatment.

JCIT's Next Steps for Yearly Expansion of Community Beds

- JCIT will work with County partners, including DHS and DMH, to conduct additional data analysis and project the number and type of community mental health beds needed for continued depopulation.³⁴ This will also include the percentage of those released who may need supportive care services after the case is resolved to ensure individuals do not return to custody.³⁵
- In addition, JCIT, in collaboration with DPH-SAPC, DHS, will determine the data analysis needed to project the number of additional community beds for those suffering from addiction and/or other non-mental health as well as the percentage of those released who may need supportive care services after the case is resolved to ensure individuals do not return to custody.³⁶
- After these bed and supportive services projections are completed, each County department can provide JCIT with its anticipated budget for developing these additional beds and services including projected timelines for development.³⁷
- JCIT will include these projections in a future combined implementation plan reflecting the contributions of all County stakeholders.

Assumption #1B: Average Turnover Rate for Community Beds

The jail population modeling tool assumed that beds dedicated to jail depopulation would have an average turnover rate of once per year. If this turnover rate is not achieved, and individuals need additional time for treatment, then more beds will be required to achieve depopulation.

In addition, certain beds may have a higher turnover rate than others since they are designed for stabilization. Subacute beds may have much longer lengths of stay. Creating a system that tracks the various types of bed utilization rates to inform whether the yearly turnover average can be achieved is essential to determining the impact of community beds on jail depopulation. The turnover rate often depends on the availability of other supportive services, including permanent supportive housing and recovery housing. These additional supports must be considered when projecting the expansion of beds and monitoring the turnover rate.

JCIT's Next Steps for Turnover/Utilization Rate Analysis

- JCIT will work with County stakeholders to coordinate utilization management data for beds dedicated to depopulation purposes to inform the impact of community beds on jail depopulation and adjust the jail closure plan accordingly.

34 On April 4, 2023, the Board directed DHS and DMH to develop 500 secure mental health beds over the next five years to depopulate those with the highest mental health care needs. JCIT will work with DMH and DHS to incorporate these beds into jail depopulation plans.

35 Since the County relies on community-based organizations to expand contracted beds, any expansion will be contingent on the acquisition of facilities and/or added capacity by community-based organizations that contract with the County.

36 See previous footnote.

37 On February 13, 2024, DMH, DHS, JCOD, and DPH-SAPC [presented on the current inventory of beds](#) and the projected beds that each department hopes to have on-line this year.

Assumption 1C: Judges Find it Safe to Release an Additional 7,000 Individuals from Jail Each Year to Custody Alternatives

Although the County can increase the number of community beds, because judges are independent constitutional officers, it has no control over how many individuals are released for treatment. As the chart below indicates, release decisions are made by judges or law enforcement, not the County. For those who have mental illness and are either suitable for mental health diversion or are incompetent to stand trial, judicial determinations are the primary vehicle for release:

Pathway	Stage in Case	Who Determines Release
Own Recognizance Release/Release with Conditions ³⁸	Arraignment until sentencing	Judicial determination. However, the prosecutor's ³⁹ position on release would be important as well.
Misdemeanor Incompetent to Stand Trial (MIST) and Felony Incompetent to Stand Trial (FIST)	Pre-Trial	Judicial Determination. However, the prosecutor's position would be important as well.
Mental Health Diversion	Pre-Trial	Judicial Determination. However, the prosecutor's position would be important as well.
Condition of Probation	Sentencing	Judicial determination. However, the prosecutor's position on release would be important as well.
Split Sentence ⁴⁰	Sentencing	Judicial determination. However, the prosecutor's position on release would be important as well.
Involuntary transfer for psychiatric hold ⁴¹	Anytime	Sheriff Determination.
Voluntary transfer for mental health treatment outside the jail ⁴²	Anytime	Consent of the Sheriff and County Mental Health Director. However, instead of Sheriff consent, the court can also make a determination.
Electronic monitoring ⁴³	Sentenced	Sheriff Determination.
Electronic Monitoring ⁴⁴	Pre-trial	Sheriff Determination.
Voluntary Alternative to Custody ⁴⁵	Sentenced	Sheriff Determination.

One factor commonly affecting release is the severity of the crime. Although an individual may be eligible for diversion from custody, that does not guarantee that a judge will find the individual suitable for release to a custody alternative.

38 For prearrest releases those are either decided by the bail schedule, and for those who are charged with an offense requiring magistrate review, a judicial determination is required for release.

39 For this table, prosecutor refers to both the District Attorney and City Attorney.

40 A prison sentence served locally. It is a combination of jail time and supervision.

41 See Pen. Code, § 4011.6.

42 See Pen. Code, § 4011.8.

43 See Pen. Code, §1203.016. This requires approval by the Board of Supervisors (Board) for an electronic monitoring program.

44 See Pen. Code, §1203.018. This requires approval by the Board for an electronic monitoring program.

45 This allows the Sheriff to implement a voluntary alternative to custody program for certain offenses.

The County can expand its bed capacity but cannot control whether judges find these custody alternatives appropriate for each case. Expecting an additional 7,000 releases annually may be difficult due to the high percentage of individuals charged with serious/violent crimes.⁴⁶ This presents a challenge when determining the correct number and type of community beds needed for continued depopulation from the jail. Some judges may prefer certain types of beds for those with more significant charges.

Since judges act as independent constitutional officers, the County has no control over their release decisions. Although we can educate judicial officers about the quality care individuals receive in community-based treatment settings and the positive outcomes, that does not guarantee judges find these custody alternatives suitable in every case.

JCIT's Next Steps Regarding Additional Releases from Custody

- JCIT, in conjunction with other County stakeholders, will create reference materials for judges, prosecutors, defense attorneys, and Probation Officers regarding the various County services and custody alternatives available to those involved in the criminal legal system. Educating judges and other key stakeholders can raise awareness about the myriad of County programs and services available that can reduce the carceral footprint while promoting care in the community.

Assumption 1D: The Annual Recidivism for Those Released to Community Beds for Depopulation is Reduced by 30% While They Occupy the Bed

To help reduce bookings into the jail, we must track the recidivism rate of those who are released to beds dedicated to depopulation. By closely tracking the recidivism rate, we can see the impact of community custody alternatives and adjust the jail closure plan accordingly. In addition, tracking this rate could inform the extent and type of supportive services individuals need after the case is resolved to avoid recidivism.

There is precedent in the County for this type of analysis. In 2021, the CEO issued its Justice Metrics Framework Baseline Report, which estimated outcomes for individuals involved in the criminal legal system. Earlier this year, the Chief Information Office (CIO) issued its Los Angeles County Pretrial Data Center Report to inform pretrial efforts, identify factors contributing to positive and negative post-release outcomes, and understand the impact of bail reforms.

For now, we assume that individuals who are released from the jail to a community bed for depopulation are less likely to recidivate back to the jail during their stay.

JCIT Next Steps Relating to Reduction of Recidivism Rate

- JCIT will work with the CIO and County stakeholders to track and analyze recidivism data for those released to beds dedicated to jail depopulation. We anticipate building on systems currently in place but tailoring the focus on outcomes of community treatment.

⁴⁶ This is not meant to imply that violent offenses preclude mental health diversion or community release options, but that more serious charges can impact a judge's release decision. In fact, individuals with serious and violent charges have been successfully treated in community settings.

Assumption #2: Jail Releases Can Be Accelerated by 50% Through Improvements to Criminal Case Processing & Other Interventions

The average length of stay (LOS) in custody is a key driver of the jail population.⁴⁷ In 2021, the County's average LOS in custody was 65 days, over double the statewide average in California for the same period.⁴⁸ Jail population analysis for 2023 shows that the average LOS has now increased to 93.1 days, which, per the consultant, is considerably higher than the national rate of 35 days.

There is a direct correlation between the average LOS and the processing efficiency of criminal cases. The County has no authority over criminal system stakeholders such as the Superior Court, municipal law enforcement agencies, or city prosecutors. Although the County cannot control these entities, JCIT can work with County partners to develop criminal case processing strategies and encourage the other stakeholders to adopt them.

For instance, something as simple as shortening the length of time for continuances by a day or two can lessen the average length of stay in custody and reduce the jail population significantly. This would help lower population levels. **JCIT's modeling projects that expediting releases from custody by 50% can have a sustained net population reduction of 3,500.**

However, JCIT must ensure that any focus on streamlining criminal case processing does not compromise the ability of defense attorneys to prepare cases for trial or disposition. Zealous and effective defense litigation is typified by thorough investigative work, motion preparation, record review, and, when appropriate, appointment of experts. These actions often take time because the focus is on achieving the best result for the client.

Although JCIT is examining areas to expedite criminal case processing, one reason the County has a higher LOS is due to a significant concentration of individuals in custody for serious and violent felonies.⁴⁹ Additionally, the County has a robust array of diversion and custody alternatives that can benefit clients but may involve additional custody time so attorneys can properly prepare the case to achieve a better result. Many other counties do not have these same opportunities, and although cases may resolve more quickly in those counties, the outcomes may be less desirable.

To improve criminal case processing, JCIT coordinated a training for Public Defenders (PD), Alternate Public Defenders (APD), and the Independent Defense Counsel Office (IDCO) attorneys on the variety of County programs available for those involved in the criminal legal system.⁵⁰ JCIT invited speakers from ODR and DMH, and JCIT presented on current JCOD programs and services. The training was well received and allowed attorneys to learn about the non-carceral options from various County departments. Additional trainings will cover the services of other departments such as DPH-SAPC.

Pre-Trial Services Agency

In addition to streamlining criminal case processing, JCOD is creating a robust, client-centered

47 The LOS is the time from booking into the jail to discharge from County jail facilities.

48 See JFA Report (2021) pp. 3-4, and p. 24. In a previous JFA report, the County also had a significantly higher LOS of 40 days, compared to the state average of 17 days. (JFA Report (ACLU Funded, 2012) p. 3.)

49 Serious/violent felony cases can take significantly longer to resolve than misdemeanors and non-violent felonies.

50 The first training occurred on 2/12/24 and included 563 participants.

pretrial services agency that will also assist in expediting releases from custody and provide needed connections to resources and care. JCOD will launch pretrial service pilots later this year.

JCIT's Next Steps for Accelerating Jail Releases

- JCIT compiled a list of criminal case processing improvements and will conduct meetings with justice stakeholders to determine which ideas can be implemented and those that may need additional funding/staffing/support.
- In addition, based on recent data analysis and longstanding issues regarding the excessive length of stay for individuals in County jail facilities, JCIT, working in concert with the Center for Justice Innovation and a consultant, is hosting a “stress test” this April where County justice stakeholders will participate in review and analysis of files of individuals who were recently released from custody and who had excessive lengths of stay. The purpose is to determine the specific factors leading to prolonged case resolution.⁵¹ JCIT will analyze the stress test findings and share them with stakeholders to determine what is needed to implement the findings.
- JCIT will develop surveys for judges, prosecutors, and defense attorneys to obtain better insights into the causes of case delays.
- JCIT and other County stakeholders are exploring the viability of expanding arraignment hours.
- When the JCOD pre-trial pilots launch, JCIT will work with County partners to track releases and determine the depopulation impact.
- JCIT will assist in facilitating trainings for the PD/APD/IDCO offices on County programs and other services for individuals impacted in the criminal legal system.

Assumption #3: No other Major Increases in Jail Bookings

One of the assumptions in JCIT’s five-year jail closure strategic plan is that jail bookings would not increase. The booking rate can be impacted by a change in the bail schedule, a spike in crime rates, increased prosecutions, or new legislation imposing jail or prison penalties. Although the County cannot control these factors, JCIT can try to influence them to the extent possible.

The Superior Court created PARP and can modify it at any time, which could result in fewer individuals being released. JCOD, JCIT, and DOJ Compliance regularly meet with the Superior Court about PARP and closely monitor the impact of PARP on jail bookings.

When the Court launched PARP on October 1, 2023, JCOD launched its JusticeConnect.org website and call center to encourage judges to release individuals pre-arraignment. The call center is open seven days a week from 6:00 a.m. – 11:00 p.m. and can be reached at 1-833-LAC-JCOD. Those released from custody have contacted the call center for court reminders and assistance with transportation to/from court and appointments with probation and parole officers. It has also connected individuals to housing and other supportive services. This service is critical to help individuals remain out of custody while their cases are pending. Providing access to services upon arrest can reduce the chances of individuals being booked into custody for failures to appear and reduce bookings.

⁵¹ Prior to the formation of JCIT, the County had a “stress test,” but there was not a singular entity tasked with reconciling the findings with tangible improvements that could be implemented. JCIT will take the findings and work with stakeholders to determine viability of implementation.

On February 21, 2024, the Los Angeles Superior Court informed JCOD that it would like the following services available for pre-arraignment judges to impose as a release condition:

- Electronic Monitoring
- Substance Use Disorder Treatment
- Housing Assistance
- Anger Management Courses
- Transportation Support
- Mental Health Treatment
- Case Management & Monitoring⁵²

JCOD offers voluntary housing assistance, transportation support, and care management services. The care management services can connect individuals to County services for mental health, substance abuse treatment, and anger management.

However, pre-arraignment electronic monitoring would be a policy decision of the Board. JCOD is working with other County stakeholders and the Los Angeles Superior Court to examine the viability of additional services for pre-arraignment releases from custody.

JCIT Next Steps Regarding Jail Bookings

- JCIT will meet regularly with the Superior Court and closely track jail bookings;
- JCIT will ask the Superior Court to provide regularly additional detail regarding how PARP is functioning, including: (1) more detailed breakdowns of those detained after magistrate review or after a law enforcement request for upward deviation; (2) data regarding arraignment release rates for those detained pre-arraignment under PARP; and (3) data regarding the impact of PARP on various demographic groups;
- JCIT is working with the Chief Executive Office-Legislative Affairs and Intergovernmental Division (CEO-LAIR) to review pending State and federal legislation related to the criminal legal system and provide feedback on the potential impact of these measures on jail depopulation efforts; and
- If bookings into the jail substantially increase, JCIT will modify its five-year plan accordingly.

Assumption #4: Relocating All Specialized Populations within MCJ to Existing County Facilities

Overview of MCJ and its Role in Population Management

Community beds are crucial to overall depopulation and closure; however, to close MCJ without a replacement facility, the special populations housed at MCJ must be relocated. Unlike the other County jail facilities, MCJ supports the County's entire jail system, and its housing units similarly serve a role in systemwide population management. MCJ consists of approximately 1,000 single-man cells to segregate specific special handle classifications.

Within MCJ are single and double cells used for jail security/restrictive housing/protective

⁵² Monitoring would include progress reports to the Superior Court on whether the individual is engaged with court ordered services.

custody/discipline, along with housing for: (1) individuals in the Medical Observation Specialty Housing (MOSH); (2) those who are experiencing mental illness and need Moderate Observation Housing (MOH); (3) various groups with administrative segregations for safety; (4) individuals in the general population; (5) those participating in Education Based Incarceration (EBI); (6) individuals selected to be trustees within the jail; and (7) individuals who chose not to have counsel and represent themselves in trial.

Finding locations within existing facilities to relocate the special populations in MCJ is necessary for closure. This requires finding appropriate alternative housing locations and ensuring sufficient space for the specialized populations' unique needs (e.g., access to outdoor space for those in restrictive housing, a law library for those representing themselves, etc.).

Moreover, to meet its obligations under the United States Department of Justice (USDOJ) settlement agreement in *United States v. County of Los Angeles*, the County must provide appropriate HOH and MOH housing, including those residing in MOH dorms at MCJ.⁵³

A Strategic Plan for Population Cascading Must Be Created to Accomplish Closure

Developing a plan for cascading specialized populations at MCJ to other County jail facilities will require significant planning and the expertise of many County stakeholders. A strategic plan that analyzes which populations can be moved to other facilities must also include the approximate construction costs and timeline. Adhering to emerging best practices regarding the Prison Rape Elimination Act-compliant housing requirements will necessitate the establishment of additional specialized housing locations, which must be factored into any strategic plan.

Further, staffing impacts for LASD and CHS due to population transfers must be incorporated into the cascading plan. Because of MCJ's proximity to a County hospital and several courthouses, shifting high-needs populations to other locations will affect medical treatment, court processes, LASD and CHS staffing, and LASD transportation fleets.

Any population cascading plan must factor in transports from other jail facilities to courthouses and service providers. Moreover, additional urgent care facilities within other jail facilities must be created to mitigate frequent transports to the Los Angeles basin. These transports are time-consuming and are a significant drain on LASD resources.

Although we anticipate additional depopulation, population cascading could affect the County's ability to keep each facility's population below the maximum capacity of the Board of State and Community Corrections (BSCC).⁵⁴ In addition, even though the overall jail depopulation rate may continue to decline, that does not mean the specialty populations will decrease at the same rate.⁵⁵ Although the number of single cells needed for population management purposes may decrease as the population drives lower, space within current existing facilities will still need to accommodate a large number of single and double cells necessary for population management purposes.

53 In a recent report, the Monitor for the US DOJ settlement agreement advised that the County would struggle to demonstrate compliance with the DOJ Settlement Agreement so long as inmates with serious mental illness remain housed in MOH units at MCJ. As of February 6, 2024, approximately 300 MOH inmates were still housed in MCJ dorms.

54 The County has previously taken the position that BSCC-rated capacity is not the only metric of jail capacity and that functional or design capacity should also be considered.

55 According to LASD housing population statistics, between October 2022 and November 2023, the overall jail population was reduced by about 18.7%; however, the MOH population was only reduced by 11.3% and the HOH population by 12.2%.

It is also imperative that any plan prioritize compliance with *Rutherford* litigation requirements and the USDOJ Settlement Agreement, including providing sufficient and appropriate MOH and HOH housing. Because of these issues, the DOJ Compliance Office, in collaboration with the Department of Public Works, LASD, Correctional Health Services, and JCIT, has initiated feasibility studies regarding PDC-East and CRDF for housing MOH men. These feasibility studies will also analyze whether CRDF can be modified to accommodate the co-location of men and women. The feasibility studies are currently expected to take 4-6 months.

Undoubtedly, population cascading will incur construction costs and involve multiple facilities. Because existing jail facilities were built between 1954 and 1997, remodeling them may result in construction delays due to their older age and the extent of needed renovations. Construction to accommodate cascading populations must also be strategically sequenced to develop the most efficient timeline.

However, PDC-East must be fully renovated to close MCJ without building a new facility.⁵⁶ County stakeholders estimate it would take multiple years to renovate PDC East completely and have the proper LASD and CHS staffing to operate the facility.

JCIT Next Steps Regarding Relocation of Special Populations

- Continue to work with the DOJ Compliance Office and other stakeholders regarding the feasibility studies.
- Depending on the outcome of the feasibility studies, determine what spaces exist in current facilities for the other specialty populations at MCJ and develop a population cascading plan in collaboration with LASD and other stakeholders.
- Collaborate with LASD on projecting the number of single cells needed as the jail continues to depopulate.

Assumption #5: Finding Custody Space Adjacent to the Inmate Reception Center (IRC) to Comply with *Rutherford* Requirements

To comply with the requirement in the *Rutherford* litigation to move individuals out of the IRC to permanent housing or intake housing within 24 hours, the County must locate custody space (including MOH) close to the IRC so LASD can efficiently move individuals out of IRC into permanent housing when MCJ closes.

Because almost all TTCF is currently used for HOH housing, for which there is persistent high demand, using that facility is likely not an option to move individuals requiring general population housing or MOH.

JCIT will consult with LASD and other stakeholders to develop options for ensuring sufficient custody housing space near the IRC so individuals are moved quickly out of the IRC.

JCIT's Next Steps Regarding Custody Space Adjacent to IRC

- Collaborate with stakeholders about areas available for custody space near IRC to ensure compliance with *Rutherford* requirements.

⁵⁶ Depending on the capacity of the PDC East after renovation, the target population would change from 7,169, to approximately 8,049. (JFA Report, 2021 p. 4, fn 2.)

Advancing Towards Closure

In addition to the work outlined above, JCIT will facilitate monthly meetings with all stakeholders and will create the following sub-committees that will meet regularly to address these three critical components of jail closure:



**Criminal Case
Processing**



**Community
Beds & Supportive
Services**



Jail Facility Remodeling

This structure will enable JCIT to accomplish the following steps outlined previously for the assumptions in the strategic plan.

Data Analysis is Crucial to Further Depopulation and Closure

Ongoing data analysis is essential for the County to develop specific strategies and continually update the five-year plan as needed. JCOD has recently hired data scientists who are working on establishing the infrastructure to support JCIT's data analysis so **JCIT can conduct its own in-house data analysis instead of relying on consultants**. This will expedite JCIT's data analysis since we will not be dependent on the availability of a consultant. In addition, JCIT, in coordination with County partners, will be able to conduct more specified analyses as needed to inform the strategic plan continually. JCOD executed an agreement with LASD to obtain jail data for JCIT. As a result of this agreement, JCIT receives jail population data quarterly.⁵⁷

JCIT will work with County partners, in particular the Health Departments, to project the needed type and number of community beds dedicated to jail depopulation. However, one of the impediments to obtaining LASD's jail data is that LASD does not have a jail management system (JMS).

Retrieving data from the old legacy systems is time-consuming and has limitations. JCIT understands that LASD is currently requesting a JMS. If approved by the Board, **the earliest it would be operational would be approximately 24-30 months (from approval) due to upgrading the technology infrastructure needed to support a new JMS, ensuring the system is configured correctly, and providing staff the necessary training.**

A JMS would provide historical data on an individual's charge and stay in custody. Currently, if an individual is being held for an offense and the criminal charges change, the LASD computer systems do not retain the case history. Their systems are at a point in time, meaning the charge will be changed, but the history of the original offense will be lost.⁵⁸

⁵⁷ Prior jail data was still tainted by Covid-19. For instance, determining the length of stay in custody was skewed because of delays in transferring individuals to state prison due to CDCR imposing Covid-19 testing requirements up until April 2023.

⁵⁸ Currently changes to charges are updated by LASD staff when they receive the court paperwork relating to the change. All historical changes in charges would have to be manually researched, which is not viable due to the labor and time involved.

Because of this, it is difficult to determine how many individuals in custody alleged to have committed serious or violent offenses have had their charges reduced while their case was pending. A new JMS would reflect all charges and retain historical information including charge changes.

Due to the LASD computer system limitations, individuals who frequently cycle in and out of jail cannot be quickly determined. This prevents identifying of these individuals in real-time, and the benefit of implementing a multidisciplinary approach to prevent future jail bookings is lost.

Quickly identifying those who repeatedly cycle into the jail may enable us to drive the jail population lower. Previously, a consultant found that between January 1, 2019, and March 31, 2020, 4,883 individuals had been released three or more times. Because their overall LOS is relatively short, these individuals do not occupy a substantial proportion of the jail population, but they have a significant cumulative effect during the period. **These people account for 17,306 releases, each averaging a LOS of 41 days for a total of 707,815 jail days for 15 months.** The average jail population for this group during the period was 1,551. Although this data is older, it points to a recurring problem that should be addressed to help reduce the jail population.

Although JCIT is developing a process to identify the individuals who cycle in and out of custody, our data analysis is after the fact rather than in real-time. In addition, LASD computer systems cannot be easily adapted to employ new release codes that more accurately track release reasons and outcomes. This information is necessary to project bed development and supportive services needs. Analyzing release outcomes is critical to JCIT's work, but the limitations of the current LASD system make analyzing this data cumbersome, or impossible in some cases. This impacts our ability to analyze data or make certain types of projections quickly.

JCIT Next Steps for Data Analysis

- JCOD's data team will continue to work on scaling up its operation so it can perform jail population analysis in-house as soon as practicable.
- Until LASD has an operational jail management system, JCIT will attempt to create a method to track high utilizers of the jail system and establish a protocol for alerting stakeholders so interventions can be developed.
- If/when a jail population management system is approved, JCIT will collaborate with LASD on new potential release codes and data needs so the new system is capturing essential data.
- JCIT will work with County partners to include jail data reports regarding jail population trends in its quarterly updates to the Board.

Development of Legislative Proposals to Assist in Depopulation

JCIT is exploring potential legislative proposals regarding funding, prioritizing community treatment, and potential custody alternatives for certain offenses. These legislative proposals would assist in furthering jail depopulation and closure.

JCIT Next Steps for Legislative Proposals

- JCIT will collaborate with County stakeholders, to draft potential legislative proposals, and submit them for review by CEO-LAIR and Board Offices for consideration for 2025 County-sponsorship or support.

CONCLUSION AND NEXT STEPS

Although County stakeholders should be proud of the collective work that has prevented the jail population from returning to pre-pandemic levels, much more is needed to drive down the jail population so MCJ can safely close.

As the strategic plan in this report details, community beds alone cannot depopulate the jail sufficiently to effectuate closure. However, JCIT will lead County stakeholders to create a formal implementation plan that addresses all the strategic plan factors and present an initial version in our next quarterly update.

Although JCOD has only been responsible for the JCIT work since the department's launch on November 1, 2022, we have had to balance this work alongside numerous other priorities while launching and stabilizing a new County department, with a very small staff.

After transitioning into JCOD, JCIT's first prerogative was collaborating with DHS and DMH for drafting the report back to the [September 27, 2022](#), motion to explore the development of additional secured mental health treatment beds to support jail depopulation.

Since that report was filed on [March 8, 2023](#), we reviewed all of the reports and analyses surrounding the closure of MCJ that had been done to date, a timeline going back several years⁵⁹ (see the appendix for this report). Our review resulted in more questions than answers. In our estimation, the math regarding beds and depopulation impact did not add up, and additional factors essential to jail depopulation and closure were not included in the analysis.

Further, the envisioned depopulation required to fulfill the Board's directive to close MCJ without a replacement facility requires constitutionally independent judicial officers finding it safe to release annually several thousand additional individuals from the jail to community settings. Because many of these individuals have been charged with serious/violent crimes, judicial officers may find that despite individuals' clinical needs, public safety requires continued incarceration instead of community treatment.

Because criminal court judges are responsible for ensuring public safety, not depopulating the jail or closing MCJ, there is an unresolvable amount of uncertainty inherent in any jail closure implementation plan dependent on releases to community beds. This must be considered when projecting the number of beds needed for further depopulation and closure.

Recognizing that more data analysis is crucial to advance toward closure, JCOD executed an MOU with LASD for quarterly jail population and release data.⁶⁰ JCIT developed an in-house jail closure model, which could provide a more directionally accurate estimate of the projected

⁵⁹ See Timeline and History of Closure of Men's Central Jail, p. iii.

⁶⁰ This MOU was executed in November 2023.

impact of measures (like developing community beds for diversion) on the jail population.

As outlined in this report, our work showed that the collective effort required to close MCJ without building a replacement facility was much greater than previously reported.

We hope this new analysis provides a more sober but realistic understanding of the target outcomes needed to achieve the Board's directive to close MCJ without a replacement facility. JCIT will "reset" the jail closure conversation, establish a new working group with key stakeholders, and develop a global implementation plan.

JCIT has identified a small team of internal analysts and project management staff who will lead stakeholder departments to help them in the analysis and planning of the component(s) of their portion of the global implementation plan.

In summary, in addition to the next steps already outlined in this report, we envision jail closure work to include the following:

1. JCIT's primary role will be to lead project/portfolio management for the jail closure effort. This includes working with all stakeholder departments to develop a global implementation plan that provides for individual plan components, timelines, and departmental owners. JCIT will periodically gather status updates on the individual components of the plan from departmental owners and pull these updates into summary reports for the Board and other audiences; it will also assist in modifying the implementation plan over time as needed.
2. JCOD will leverage our new four-person data team, in coordination with data experts and analysts from stakeholders, to continue to conduct analyses that inform and refine the implementation plan.
3. As previously noted, JCIT will continue to schedule monthly meetings with the full Jail Closure Steering Committee and, as needed, smaller groups to focus on the specific topics discussed in this report to develop an implementation plan.
4. JCIT will include an initial version of this implementation plan as part of our next quarterly update to the Board on jail closure, and we will continue to update it as needed in subsequent reports.

We are grateful to our County partners for their partnership and support in this effort to date and look forward to continuing to work with them on a robust implementation plan.