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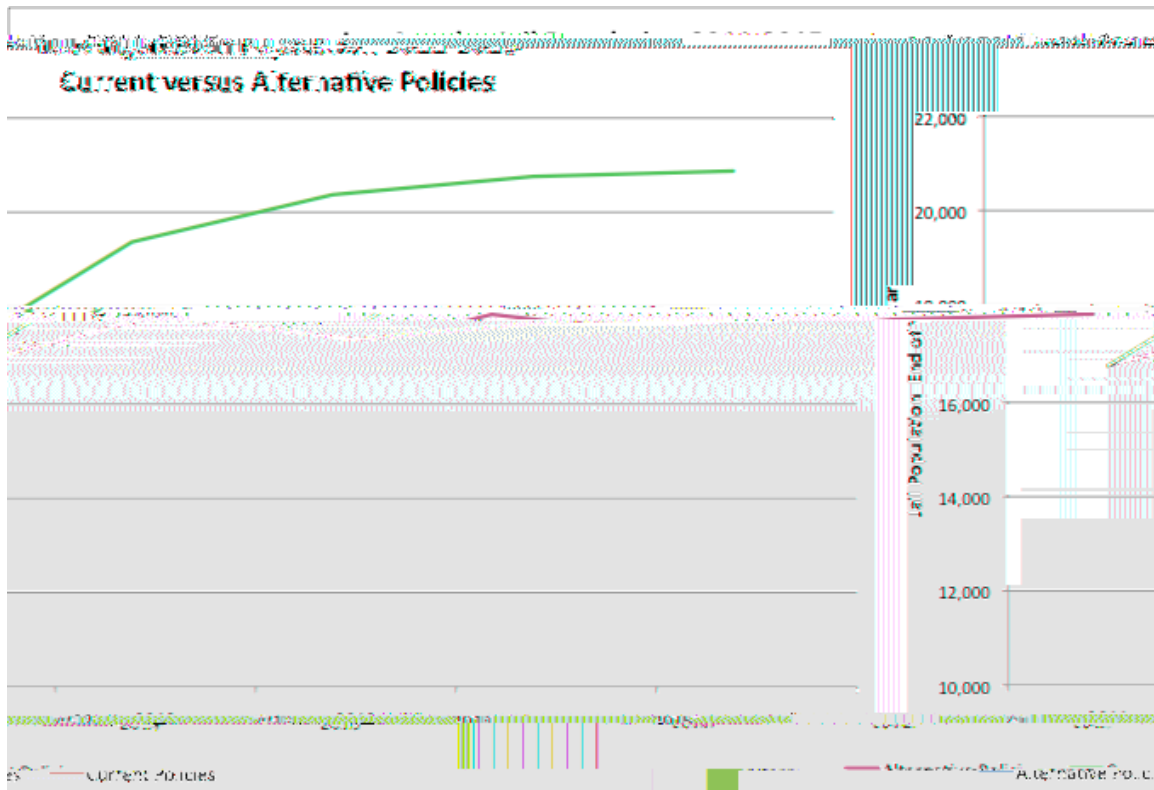
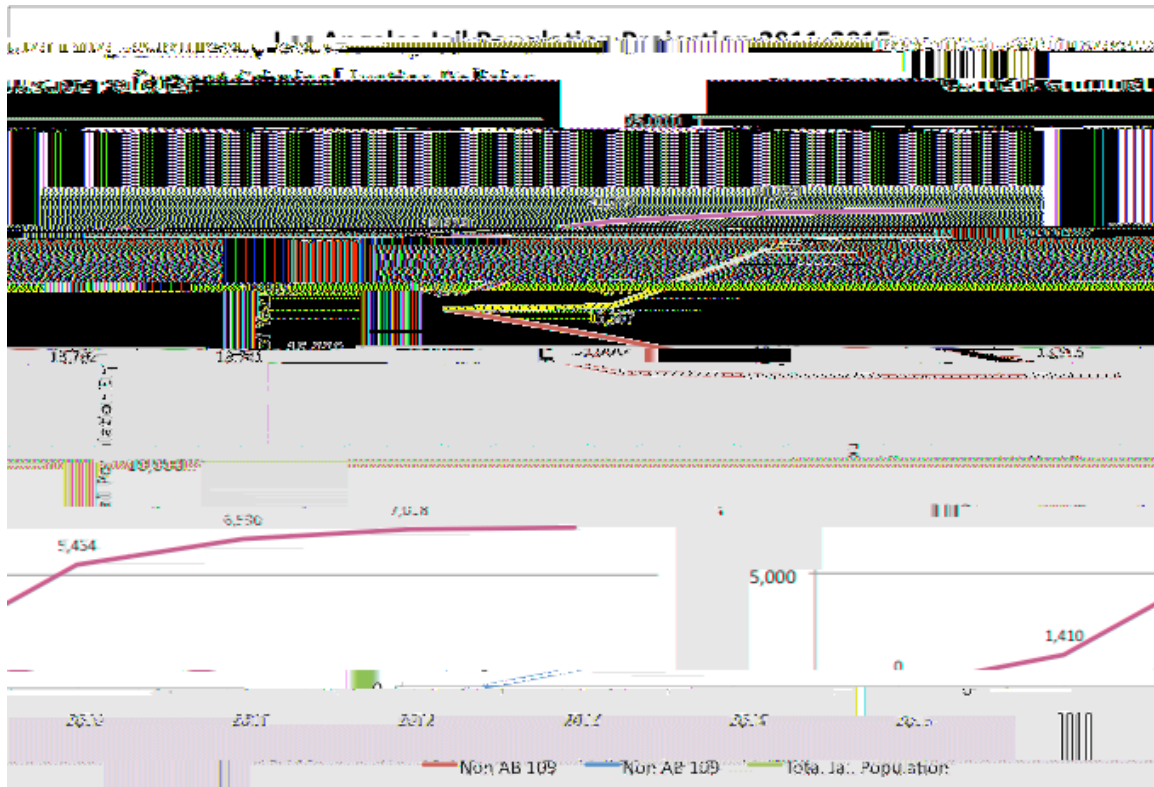
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Summary of



Introduction

This report is designed to provide a comprehensive evaluation of the Los Angeles County jail population in terms of its attributes, current and future population trends. More importantly, it provides a plan that will allow the Los Angeles Sheriff's Department (LASD) to safely manage its jail population within its current jail facility capacity by implementing evidence-based policies that have been adopted in other jurisdictions. The plan has been reviewed by Sheriff Baca and he agrees with the plan's recommendations that will allow him to close the antiquated Central Jail facility and still safely manage the growing number of AB 109 inmates and thus avoid costly jail construction.

The study was requested and funded by the American Civil Liberties Union (ACLU). However, it was conducted with the strong support and cooperation of LASD and Sheriff Leroy Baca. A wide array of data were collected to complete the analysis and recommendations that was largely provided by the LASD. These data included detailed data on people admitted and released from the LASD jail system as well as aggregate level data on historical trends in Los Angeles County crime, arrest, jail bookings, releases and overall jail population. These data were used to better understand what factors are driving the jail population and what options can be employed to better manage that population in the future.

In September 2011, the Vera Institute released a major study on the Los Angeles jail system titled "Los Angeles County Jail Overcrowding Reduction Project".¹ That report was based on over two years of research and analysis conducted by Vera. It's fair to say that the report found many inefficiencies in the current criminal justice process that were, collectively increasing the jail population and costs. Over 30 recommendations were made by Vera, most of which were designed to reduce the jail population. Unfortunately to date, none of the recommendations have been adopted by the County's criminal justice system. Vera warned that there would be no impact unless "...every criminal justice agency leader must commit to reducing unnecessary detention and incarceration in the interest of justice and the efficient use of taxpayer resources" (p. iii). This level of commitment has not occurred as of yet.

The recent passage and implementation of AB 109 (California's Realignment Plan) makes it more urgent that action be taken. We estimate and the LASD concurs that the transfer of state sentenced inmates from the California Department of Corrections and Rehabilitation (CDCR) to the local jail will increase the County's jail population by as much as 7,000 inmates by the end of 2014.

This study focuses on actions that the LASD and Sheriff Baca can take to minimize the impact of AB 109 as well as the other issues noted by Vera that serve to inflate the jail population. Just two basic recommendations are offered which if implemented, will lower the projected jail population.

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¹Los Angeles County Jail Overcrowding Reduction Project, Final Report, Revised, September 2011, Vera Institute of Justice.

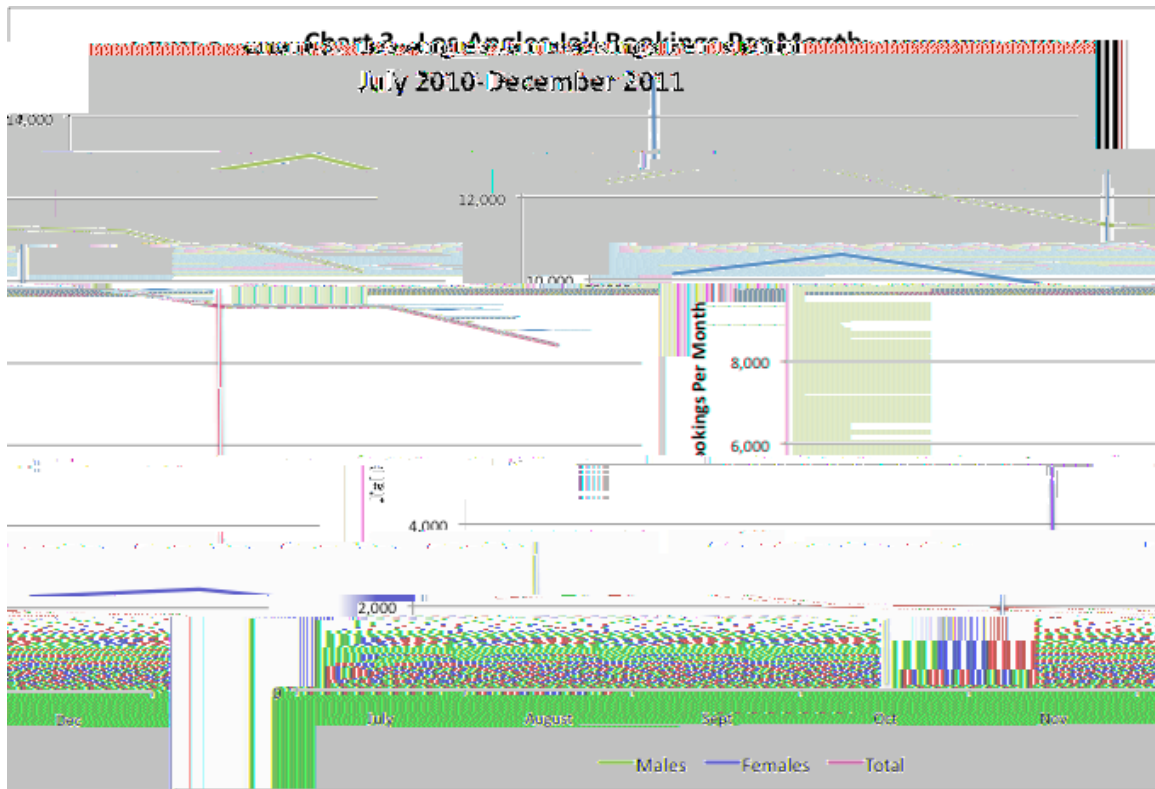
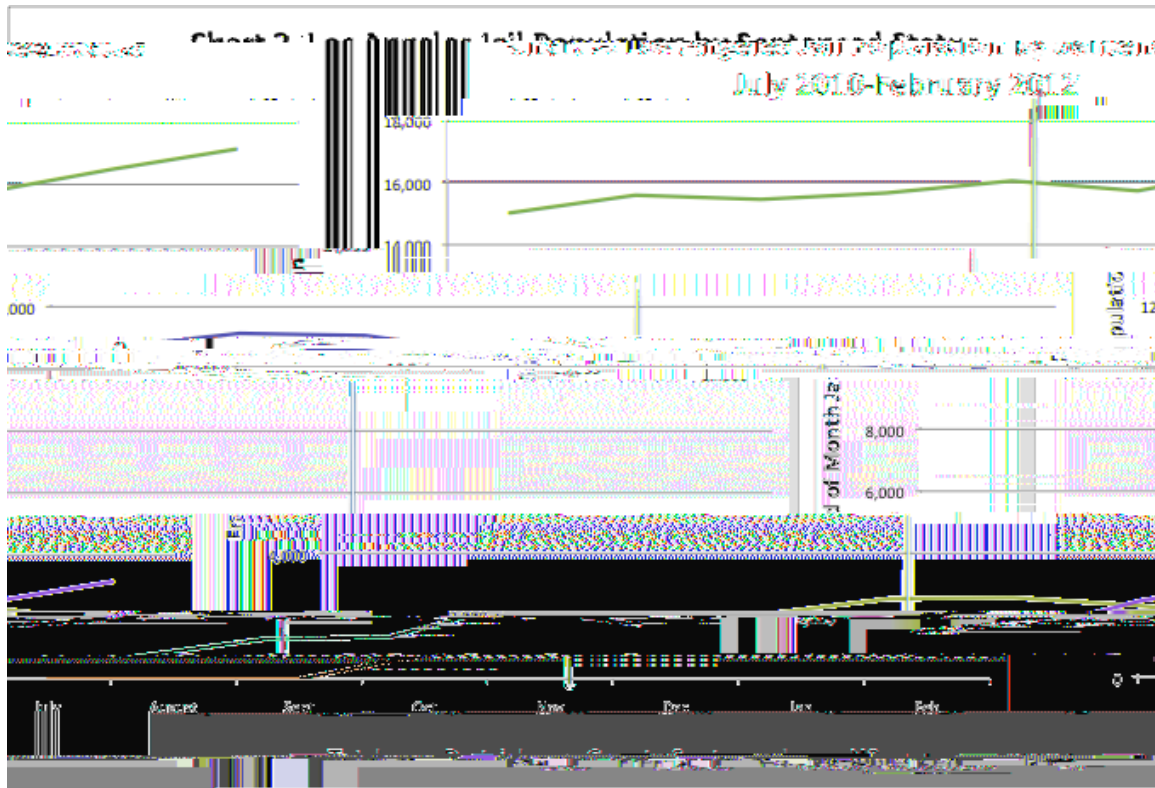
Los Angeles County Population, Crime and Criminal Justice Trends

Both the Los Angeles Police Department (LAPD) and LASD (the two major sources of jail bookings) are reporting more current crime data. The LAPD is showing that serious reported crimes dropped by 7% between 2009 and 2010. The LASD has just released data for 2011 and 2012 for the months of January and February.

In its comparison, the LASD notes an uptick in the overall crime rate per 10,000 population the crime rate for those areas patrolled by the LASD (violent crimes have increased 6% while property crimes increased 10%). However, the five-year trend for the same two-month time period shows a 14% decline. More significantly, the crime rate today in the areas patrolled by the LASD is what it was in 1975 and the homicide rate is what it was in 1966.²

The number of people being arrested is a more central statistic as it reflects people who have the potential for being booked into the LASD jail system.

Table 5 makes some direct comparisons between the Los Angeles County jail population



In fact, were it not for AB 109 the LA jail population would have been approximately 14,000. The increase has come from

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Most Serious Charge	Pretrial		Pretrial and Sentenced		Sentenced	
Totals	6306	100.0%	3120	100.0%	7022	100.0%
Willful homicide	899	14.3%	555	17.8%	53	0.8%
Vehicular manslaughter	17	0.3%	8	0.3%	16	

Table 7: Comparison of State Jail and Los Angeles County Jail Inmate Custody Levels as of 2011

Custody Level	State Total		Los Angeles Jail	
	Inmates	%	Inmates	%
Max	22,478	32%	2,148	14%
Medium	31,425	44%	10,379	70%
Minimum	17,390	24%	2,304	15%
Total	71,293	100%	15,341	100%

Source: CDCR, CSA and LASD data files

There are two probable reasons for the low number of “low custody” inmates. First, the design of the Northpointe Institute decision tree instrument now includes a reclassification instrument that is to be applied to all inmates who have been in custody for 30

9. There is a large number of people who are released to the custody of ICE (19,725 releases in 2011). These releases are largely Hispanic males who spend an average of 39 days in custody and occupy approximately 2,000 beds on any given day. They are also largely low and medium custody under the Northpointe Institute classification system.

Table 8. Summary Statistics on Jail Admissions and Releases – 2011

Total County-wide LASD Admissions	400,000
Total Jail System Custody Bookings	142,000
Number of People Admitted	118,000
Overall Length of Stay	39 days
% released within	
1 day	19%
2 days	30%
3 days	36%
7 days	47%
Number Released after 7 days	70,000
Average LOS if not released within 7 days	87 days

Source: LASD data files

Table 9. Primary Release Reason – 2011

Release Reason	Total	%
Pretrial Releases	24,742	18%
Sheriff release	4,622	3%
Pretrial Release to Detainer	611	0%
Bond or Bail	7,643	5%
Sheriff Misdemeanor Citation	3,780	3%
Dismissal of Charges	1,437	1%

Jail Population Projections

Relying upon these trends population projections were developed to estimate the future size of the jail population. These estimates are separated into groups. The first estimate is for the jail population that is not being sentenced under AB 109. In essence, it represents what the population would have been had AB 109 not passed. The second is just for the AB 109 population. It is based on a data file being managed by the LASD which records the offense, sentence length, and projected time to serve as an AB 109 inmate.

Non-AB 109 Inmate Population

The current trends suggest that bookings and releases for the jail are likely to decline slightly over the next five years. The at-risk population for the County is not expected to increase. Crime rates are likely to remain low. In terms of arrests, they should also remain stable as a function of stable crime rates and no additions to the law enforcement patrol work force due to budget constraints. Overall there should be no increases in bookings for next few years under good trends and policies. The LOS for the non-AB109 releases should also remain constant at the 39-40 day rate.

Table 12. Key Attributes of AB 109 Sentences

Table 13. Expected Attributes of the Los Angeles County AB 109 Inmates Based on Inmates Housed in the CDCR July 2011.

Attribute	Inmates	%	Attribute	Inmates	%
Total	7,195	100%	CDCR Risk Level		
			High Drug	958	13%
Race			High Property	1,525	21%
Black	2,314	32%	High Violent	927	13%
White	1,320	18%	Moderate	2,149	30%
Hispanic	3,245	45%	Low	1,493	21%
Gender			Mental Health Problem	1,050	15%

5. Less those with assaultive crimes that prohibit pretrial (1,753); and,
6. Less those in maximum or high security (1,367).

Here one can see that the number eligible for pretrial release drops to only 1,367. We then applied to a random sample of the COMPAS risk instrument and found that a large percentage were classified as high risk. However, the COMPAS risk instrument may need to be adjusted for three reasons. First, it has not been normed on the Los Angeles County population. Second, a prior study of COMPAS on Broward County jail population by the Florida State University found the FTA risk instrument was not a strong predictor of FTA. Third, as pointed out by JFA in its study of Broward County, the so called high risk pretrial releases actually have low FTA and pretrial arrest rates. So a better use of risk for this purpose would be *higher risk* rather than *high risk*.

The LASD has formulated a very comprehensive and detailed plan to implement a pretrial supervision program.⁵ Based on the stress test noted above, that program, if implemented with a sound risk assessment and supervision component, should be able to reduce the projected pretrial population by 750 males and 250 females.⁶

Sentence Re-entry Programs

The most effective way to safely reduce the jail population will be to develop a re-entry program where sentenced inmates would have their imposed sentences reduced by participating in services that will serve to reduce their risk of re-offending.

The LASD has already made great strides in the area through its newly launched Education Based Incarceration (EBI) program. On any given day, approximately 1,200 inmates are receiving counseling and education services that are designed to reduce their risk.

As the same time, the County is not using so called “blended” sentences for the N3 inmates. Conversations with Contra Costa and San Diego County Probation Chiefs

proportions of the AB 109 are not high risks to recidivate. So we can be confident by using the EBI program as re-entry program , it will be possible to moderately reduce their LOS without jeopardizing public safety.

One way that this could be achieved is for inmates who are sentenced to the county jail (after having served several months in pretrial custody) be given the opportunity to participate in one of the EBI's many programs. Upon completion of a program, the inmate would be released to community supervision and continuation of services as required.

The impact on the AB 109 population can be estimated based on the following assumptions.

1. There will be an estimated 8,500 AB 109 admissions each year.
2. 75% of these inmates will participate in the EBI programs prior to being released.
3. Upon completion, they will have their sentence reduced by an average of four months.
4. 20% of these people will be re-arrested and be returned to custody for an average of two additional months.

excellent medical and mental health service capabilities. It also contains three large vocational service areas for printing, sign painting and clothing production. One option we would recommend is to transform the three vocational training units into secure housing units.

We estimate that the vocational area space could hold 600 cells, each being capable of

All of the jail bed capacity figures are reduced by 10% to allow for seasonal fluctuations in the jail population and the need to separate special need and high-risk inmates. The 10% reduction will ensure the jail system will not be crowded for any sustained period of time.

Table 14. Summary of Possible Bed Capacity Options

Facility	Current	Option A	Option B	Option C
Central Jail	5,260	1,500	500	0
Twin Towers	4,820	4,820	4,820	4,820
CRDF	2,380	2,380	2,380	2,380
Peter Pitchess DC				
NCCF	4,294	5,294	5,294	5,294
South	1,536	1,536	1,536	1,536
South Annex	1,624	1,624	1,624	1,624
East	1,944	1,994	1,994	1,994
Out Patient	600	600	600	600
Conservation Camps	0	500	500	500
New Women's Facility	0	0	0	1,500
Totals	22,458	20,248	19,248	20,248

Option B reduces the female jail population to 500 and mostly pretrial women whose family reside near downtown Los Angeles. Depending upon the ability of the LASD to launch the pretrial and re-

