

# LOS ANGELES POLICE COMMISSION

## BOARD OF POLICE COMMISSIONERS

JOHN W. MACK  
PRESIDENT

ALAN J. SKOBIN  
VICE PRESIDENT

RICHARD DROOYAN  
ROBERT M. SALTZMAN  
DEBRA WONG YANG

MARIA SILVA  
COMMISSION EXECUTIVE ASSISTANT I



ANTONIO R. VILLARAIGOSA  
MAYOR

RICHARD M. TEFANK  
EXECUTIVE DIRECTOR

NICOLE C. BERSHON  
INSPECTOR GENERAL

EXECUTIVE OFFICE  
POLICE ADMINISTRATION BUILDING  
100 WEST FIRST STREET, SUITE 134  
LOS ANGELES, CA 90012-4112

(213) 236-1400 PHONE  
(213) 236-1410 FAX  
(213) 236-1440 TDD

June 14, 2010

BPC #10-0152

The Honorable City Council  
City of Los Angeles  
c/o City Clerk's Office

Dear Honorable Members:

RE: STAFFING AND OPERATIONAL PLAN OF THE METROPOLITAN DETENTION  
CENTER

At the regular meeting of the Board of Police Commissioners held Tuesday, May 4, 2010, the Board APPROVED the Department's report relative to the above matter.

This matter is being forwarded to you per the request of the Public Safety Committee, at its Joint meeting of the Public Safety Committee and the Board of Police Commissioners on June 14, 2010.

Respectfully,

BOARD OF POLICE COMMISSIONERS

A handwritten signature in cursive script that reads "Maria Silva".

MARIA SILVA  
Commission Executive Assistant

Attachment

c: Chief of Police

## INTRADEPARTMENTAL CORRESPONDENCE

April 5, 2010  
18.2

**TO:** The Honorable Board of Police Commissioners

**FROM:** Chief of Police

**SUBJECT:** STAFFING AND OPERATIONAL PLAN OF THE METROPOLITAN  
DETENTION CENTER

### RECOMMENDED ACTION

1. That the Board of Police Commissioners REVIEW and APPROVE this report.

### DISCUSSION

This report is in response to a request by the Board of Police Commissioners for additional information regarding staffing and operational plans for the new Metropolitan Detention Center (MDC). The Department conducted a comprehensive review of options relative to the Department's jail operations including the desired opening of the new MDC. The report also provides information regarding jail population, capacity, staffing costs, and potential revenue options.

Given the City's ongoing fiscal crisis, the Department is unable to hire the additional civilian personnel needed to open the MDC while maintaining the current operations of the seven Area jail locations and three Regional jails. The new MDC substantially improves the safety and security of prisoners in comparison to the Metropolitan Jail facility it is replacing at Parker Center. However, this improvement also requires a substantially larger staff to effectively operate the facility. The Department intends to open the MDC by the end of 2010 through a combination of closing the majority of Area jail locations and the identification of 44 additional personnel. This plan reflects a reduction from the original recommended number of 100 personnel that has been achieved via a downsizing of staffed positions at the MDC and the elimination of four Area jail locations.

Should you have any questions regarding this report, please contact Commander Scott Kroeber, Assistant to the Director, Office of Special Operations, at (213) 486-8450.

Respectfully,



CHARLIE BECK  
Chief of Police

Attachments

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
EXECUTIVE SUMMARY  
Staff Report Prepared by Jail Division  
March 30, 2010**

**RECOMMENDATIONS:**

It is recommended that the Department acquire the necessary personnel to provide sufficient staffing to close the Metropolitan Jail Section (MJS), open the MDC and maintain operations of two other Regional jails and three Area jails.

It is recommended that the Department transition operations from the MJS to the MDC by the end of 2010. The Regional jails, Valley Jail Section (VJS), 77<sup>th</sup> Regional Jail Section (77<sup>th</sup> RJS) and MDC would remain open. All area jails except, Pacific, Foothill and Hollywood Jails would be closed.

It is recommended that the Department not consider transferring internal transportation responsibilities to detention officers given the current staffing shortage.

It is recommended that the Department not assume court transportation of arrestees from the Los Angeles County Sheriff's Department (LASD) given the lack of cost benefit.

It is recommended that the Department not implement an applicant fingerprinting program due to its lack of cost benefit.

It is recommended that the Department continue use of the 3/12 deployment schedule in jail facilities.

It is recommended that the Department further research the revenue and costs estimates to operate a Federal/Pay-to-Stay pilot program utilizing one of the Area jails as a single-purpose facility.

It is recommended that the Department not refer state agencies to LASD for the booking of persons arrested by state agencies within the City.

It is recommended that the Department further research the viability of entering into memoranda of agreements with local agencies for cost recovery for booking their arrestees in City jails.

It is recommended that the Department further research the cost implications of privatizing City jail operations.

**BACKGROUND:**

During the verbal presentation to the Board of Police Commissioners on Tuesday, September 29, 2009, regarding the staffing and operational plan for the MDC, there were follow-up questions by Commissioners regarding the exploration and viability of other sources of revenue to assist with the added personnel costs of the new facility. Currently the City and Department are facing a significant budget crisis. Therefore, the Department conducted research on a broad range of

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
EXECUTIVE SUMMARY  
Staff Report Prepared by Jail Division  
March 30, 2010**

options to minimize costs and potentially raise revenue while maintaining the reasonable service levels in the booking and processing of Department arrestees.

**ANALYSIS:**

**Facility Options**

The Department must transition from the current MJS at Parker Center before January 2012 due to building and safety issues with the existing facility. There are insufficient detention personnel to properly staff the MDC and maintain the current operations of the remaining two Regional jails and seven Area jails. The Department researched a variety of options to identify the most acceptable strategy of continued jail operations that provide sufficient service levels to patrol operations and adequate housing capacity while acknowledging the City's severe fiscal crisis and its impact on the hiring of additional detention personnel.

Option 1: Transition from MJS to the MDC by the end of 2010. The Regional jails, Valley Jail Section (VJS), 77<sup>th</sup> Regional Jail Section (77<sup>th</sup> RJS) and MDC would remain open. All Area jails except the Pacific, Foothill and Hollywood jails would be closed.

Option 2: Transition from MJS to the MDC by the end of 2010. The Regional jails, VJS, 77<sup>th</sup> RJS and MDC would remain open. All Area jails except the Foothill and Hollywood jails would be closed.

Option 3: Transition from MJS to the MDC by the end of 2010. The Regional jails, VJS, 77<sup>th</sup> RJS and MDC would remain open. All Area jails would be closed.

Based upon the totality of facts, the Department has determined that Option 1 is the most viable. Option 1 will require 24 new personnel and filling 20 current vacancies during the initial months of Fiscal Year 2010/11. Staffing options to achieve the needed additional personnel include either new hires, the training and certification of current civilian employees, or the reassignment of police officers.

The closing of Area jails will negatively impact Department operations as many officers will be required to transport arrestees greater distances for booking and follow-up interviews of arrestees by investigators become much more problematic for the same reason. Additionally, the closing of Area jails reduces the total number of booking counters which will tend to create more bottlenecks and longer wait time for officers during busier periods. The current average time to book an arrestee is approximately 12 minutes, from the time the officers arrive at the booking counter. However, absent sufficient staffing, the Department is left with no other option than to consolidate jail operations to allow for the pooling of resources to staff the remaining facilities. It is the Department's desire to reopen the majority of these Area jails at the earliest opportunity when sufficient staffing allows.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
EXECUTIVE SUMMARY  
Staff Report Prepared by Jail Division  
March 30, 2010**

One option not detailed is to continue jail operations at MJS for the foreseeable future. While the Department could continue to utilize MJS until January 2012, it is recommended that the transition to the MDC occur by the end of 2010 given the ongoing building and safety code issues at Parker Center as well as the personnel cost of securing both locations simultaneously. Property Division is scheduled to move into their portion of the MDC in June 2010 and will require security services staffing at the front counter during business hours and premise security twenty four hours per day.

Currently, three police officers are assigned to Parker Center security each 12-hour shift; two are assigned to the front security desk and one to the rear guard shack. However, Central Area intends to cease deployment in the near future in the rear guard shack; thus, total deployment at Parker Center will be four officers each day.

During the period that property division is housed in the MDC and jail division remains at Parker Center, three police officers will be assigned to the MDC during day watch – two at the front desk and one at Master Control. During off-hours and weekends, two police officers will be assigned to MDC security. The facility will be closed to public access; the assigned personnel will staff Master Control and perform all required security functions.

When Property and Jail Divisions occupy MDC, two police officers will be assigned to the front desk at all times. Master Control will be staffed by two detention officers at all times.

Transportation Detail

Current jail internal transportation needs are met using patrol resources, resulting in a loss of police service to the community. Detention officers could be used to meet internal transportation needs as an ancillary duty; however, the Penal Code prohibits them from being armed. In 2007, the Department opted not to seek a legislative amendment to allow detention officers to be armed. The Department would need to hire additional detention personnel to operate transportation vehicles seven days a week, 24 hours per day.

The Department contracts annually with the LASD for court transportation and release in the amount of \$3,042,204. As current detention officer staffing and vehicle resources are inadequate the Department would need to hire additional personnel to operate a daily transportation detail consisting of at least 10 buses, five days a week, as well as house and maintain those buses. Detention personnel costs are estimated at \$2,958,048 with fleet acquisition cost of an additional \$3 million. These costs are prohibitive to implement a transportation detail and would not eliminate the release charges that currently make up nearly a third of the amount paid to LASD.

Applicant Fingerprinting

The development of an applicant fingerprinting program is not expected to generate sufficient revenue to cover program costs. Currently, there are 180 to 190 applicant printing locations throughout Los Angeles County with fees ranging from \$10 to \$30 for a scan. The agencies

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
EXECUTIVE SUMMARY  
Staff Report Prepared by Jail Division  
March 30, 2010**

surveyed stated that current demand is three to five scans per day. In 2002/2003, Personnel Department discontinued their program, as it was no longer viable or cost effective.

Additional factors that affect program viability for the Department include the availability of parking for applicant services, program hours and the cost of staffing versus revenue generated.

3/12 Staffing

During the 3/12 compressed work schedule pilot program, Jail deployment numbers increased. Two major contributing factors were a reduction in sick time and workers' compensation claims. Additionally, the 3/12 resulted in substantially less overtime usage. The increase in staffing level provided increased officer safety, reduced booking processing time and reduced liability. The Department has not formally examined a 4/10 staffing alternative, but does not believe such a model would improve our staffing requirements given the limitations this model presents in scheduling over a 24 hour period of time.

Pay-to-Stay/Federal Inmates

Pay-to-Stay programs provide an alternative location for convicted individuals to serve their sentence. This is generally for misdemeanor crimes. These sentenced individuals have the option to pay program fees and avoid the environment of a County jail. Federal inmate housing similarly offers the Department the ability to utilize unused jail space while recovering identified costs.

The success of a Pay-to-Stay program or Federal inmate housing program is based on multiple factors including competition in the local market, public opinion, perceived safety, cleanliness and convenience of a facility including amenities such as recreation, food variety, library, education, and work resources. These factors must be considered when determining program fees and potential profitability.

Implementation of a Pay-to-Stay program or Federal inmate housing program should occur at a single facility designated for this purpose to improve the marketability of the program and clearly identify cost benefit. While the initial analysis of these programs appear to suggest our personnel costs alone would exceed revenue generated from prisoners housed, the Department is formulating a task force to fully identify costs and potential benefits to establish one or both of these programs.

Recovery of Fees from Outside Agencies

The Department requested the City Attorney to provide an analysis and opinion of the provisions contained in Government Code Section 29550, specifically whether the Department has the ability to recover costs associated with jail operations from outside agencies. Government Code Section 29550 contains the legal provisions for imposition of fees and establishment of revenue accounts.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
EXECUTIVE SUMMARY  
Staff Report Prepared by Jail Division  
March 30, 2010**

Based on the City Attorney's research, it was determined that the Department is precluded from recovering costs, including booking fees, from state agencies. The Department, however, has the option of referring state agency bookings to LASD. However, the Department's recommendation is to refrain from pursuing this option, as arrests which are made in the City are a benefit to public safety therein

Regarding cost recovery for local agencies' bookings, the City Attorney's office determined that the Department could pursue a written agreement for reimbursement of booking fees. The Department has initiated preliminary action to pursue that option.

Staffing Sources

There are three possible staffing sources that address continued jail operations. The Department may choose to hire new personnel. This would require approval from the CAO, an exemption from the hiring freeze, and would impact the civilian salary account. Additionally, the Department could hire 44 qualified existing City employees and train them for detention duties. A third source would be the reassignment 44 police officers from a patrol assignment to work in the jails.

Outsourcing/Contracting with Public or Private Entities

The Department is currently engaged in activities to further assess contracting with both public and private entities. Jail Division has requested Fiscal Operations Division to assist in further developing cost modeling to determine the benefits in establishing privatized operations in Department jails.

Release from Custody

As part of an efficiency review, the Department is currently evaluating Release from Custody procedures to reduce the number of physical bookings while maintaining public safety.

Attrition

Not including ERIP separations, there are 20 current vacancies in the detention officer ranks. All three options require at a minimum, the filling of those 20 positions. Additionally, to remain operationally viable, Jail Division must continually compensate for attrition. The typical attrition rate is approximately three positions every 60 days (18 per year) at various ranks. Therefore, Jail Division will require additional personnel beyond the totals identified in this report to meet actual attrition experienced in the Fiscal Year 2010/2011 (estimated 18 positions).

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

**SUMMARY**

This document will explain the requirements relative to personnel staffing needs of Jail Division in order to transition from the current 57-year old jail facility at Parker Center to the new Metropolitan Detention Center (MDC) located next door. Three staffing options are designated as Options 1, 2 and 3. Additionally, ancillary issues raised in prior discussions with the Board of Police Commissioners will be addressed later in the report.

Currently, Jail Division is comprised of 10 jail facilities consisting of three Regional jails and seven Area jails. The Regional jails are designated as 77<sup>th</sup> Regional Jail Section (77<sup>th</sup> RJS), Valley Jail Section (VJS) and Metropolitan Jail Section (MJS). Each Regional jail has smaller jails under their respective commands designated as Area jails which are co-located in police stations. Harbor, Southwest, and Pacific Area jails are under the command of 77<sup>th</sup> RJS; Foothill and Devonshire Area jails are under the command of VJS; and Hollywood and Wilshire Area jails are under the command of MJS. Currently, the Department jail facilities have a total bed capacity of 1,323. With the transition from MJS to the MDC, an additional 72 beds will be added.

The existing staffing levels do not allow for the transition from MJS to the MDC while continuing existing Area jail operations due to the additional personnel needed to operate the new facility. Originally, Jail Division requested the hiring of 100 additional detention personnel in order to backfill for existing vacancies and fully staff all Regional jails as well as the seven Area jails. Given the inability to hire that number of personnel, Jail Division recommends the closure of several Area jails to allow for the reassignment of additional staff to support MDC operations. Currently there are 20 detention personnel vacancies within Jail Division, consisting of two Principal Detention Officer (PDO), 13 Senior Detention Officer (SDO) and five Detention Officer (DO) positions. The responsibilities of the 15 vacant supervisory positions are currently filled by non-PDO personnel. The MOU allows non-supervisory detention personnel to be compensated for working in the capacity of a supervisor. Personnel shortages are amplified in that there are also 19 Early Retirement Incentive Program (ERIP) participants of which 16 are supervisory personnel (eight PDOs, and eight SDOs). All ERIP participants will separate from the Department by the end of March 2010. The significant loss of ERIP personnel in concert with the existing vacancies will necessitate the need for additional personnel. Consequently, to open the MDC it is necessary for the Department to hire 20 detention personnel to fill the vacancies in addition to those positions identified in each option.

It is also necessary to upgrade two SDO authorities to the PDO class, as well as 13 DO authorities to the rank of SDO. Upgrading these staff positions will allow Jail Division to fulfill its supervisory responsibility and span of control within its operations.

Jail Division has determined that Option 1 is the most viable option given. However, Option 1 cannot be accomplished without the addition of 44 new personnel to augment existing staffing.



**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

Due to progressive personnel constraints, Jail Division is considering consolidating operations as a means of maintaining acceptable staff levels. The initial phase will close Harbor Jail first, as it requires 26 personnel to operate, the highest of all the Area jails. Jail Division would tentatively staff Harbor Jail with one detention officer during evening hours on Thursdays, Fridays and Saturdays to facilitate the booking and processing of arrestees. The arrestees would then be transferred to a Regional jail for housing.

**OPTION 1: TRANSITION FROM MJS TO THE MDC AND CONTINUE THE OPERATION OF THE TWO OTHER REGIONAL JAILS. CLOSE ALL AREA JAILS EXCEPT PACIFIC, FOOTHILL AND HOLLYWOOD.**

- Loss of 219 beds; 17% of Jail Division's bed capacity.
- Ability to reassign 56 detention personnel.
- Redistribution of 16,927 bookings per year based on 2009 data.
- The remaining open jails would be required to absorb the housing, processing, transfer, and release of those persons booked.
- Requires 44 additional personnel to fill current vacancies and staff additional fixed post positions created by the MDC.

**OPTION 2: TRANSITION FROM MJS TO THE MDC AND CONTINUE THE OPERATION OF THE TWO OTHER REGIONAL JAILS. CLOSE ALL AREA JAILS EXCEPT FOOTHILL AND HOLLYWOOD.**

- Loss of 259 beds; 20% of Jail Division's bed capacity.
- Ability to reassign 66 detention personnel.
- Redistribution of 21,678 bookings per year based on 2009 data.
- The remaining open jails would be required to absorb the housing, processing, transfer and release of those persons booked.
- Requires 45 additional personnel to fill current vacancies and staff additional fixed post positions created by the MDC.

**OPTION 3: TRANSITION FROM MJS TO THE MDC AND CONTINUE THE OPERATION OF THE TWO OTHER REGIONAL JAILS. CLOSE ALL AREA JAILS.**

- Loss of 352 beds; 27% of Jail Division's bed capacity.
- Ability to reassign 86 detention personnel.
- Redistribution of 35,072 bookings per year based on 2009 data.
- The remaining open jails would be required to absorb the housing, processing, transfer, and release of those persons booked.
- Significant disruption to patrol and investigative personnel given elimination of all Area jail locations.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

- Requires 25 additional personnel to fill current vacancies and staff additional fixed post positions created by the MDC. The additional fixed post positions are filled by detention personnel normally assigned to Area jails.

**DETAILED OVERVIEW**

- The MJS jail, located in Parker Center, has a 440-bed capacity compared to the 512-bed capacity in the MDC. The MDC consists of five levels compared to two at MJS and will increase the Department's capacity by 72 beds and the floor area by 52,000 square feet.
- The MDC's first floor includes space for general intake procedures including the booking area, processing area (Livescan/fingerprints), photographs, a full medical dispensary, registration, video visitation, video arraignment, holding cells, and release functions. The second floor includes a master control room to monitor approximately 164 security cameras and manage the electronic doors in the facility. Also, on the second floor are investigative support facilities and the administrative offices. The third and incorporated fourth floors contain the arrestee housing cells and triage rooms for medical staff to attend to arrestees once they are housed. The basement level is Property Division and Jail Division's kitchen and storage areas.
- The MDC housing area consists of four separate pods each having four blocks on two housing levels with the exception of the North pod which has two blocks. Each pod can house between 120 and 136 arrestees and are constructed in a variety of configurations to suit the needs of appropriate separation and segregation of inmates. Each of the four pods has a control tower which will be staffed by a supervising detention officer who will oversee all the required activities in the pod conducted by detention officers including arrestee welfare checks, feeding, etc. Because of the larger size and configuration of the MDC, there is a significant increase in the number of employees required to operate the facility.
- As of February 1, 2010, there were 68 detention officers assigned to the MJS jail in Parker Center. This excludes management and clerical staff. It will require approximately 80 to 91 additional personnel of various ranks to operate the MDC depending on the final configuration of jail operations as determined by the Department. Accordingly, to staff the MDC it will be necessary to close some or all of the Area jails or hire additional detention officers to obtain the necessary detention personnel.
- The Department will operate the MDC as a male only prisoner facility to reduce the number of detention personnel needed to staff the facility. It is anticipated that the other two Regional jails will continue to have sufficient space to house female prisoners.
- If all Area jails are closed, approximately 35,000 additional arrestees will be booked and housed in the Regional jails. The number of Area jails closed will have a direct bearing on the booking and housing requirements of the Regional jails and particularly the staffing in the housing pods of the MDC.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

- Total jail population fluctuates by the day of the week and time of year. While full capacity is reached at some Regional and Area jails periodically, overall jail capacity is continually managed via the release of qualifying misdemeanor arrestees as appropriate. Prisoner counts are recorded each day and a review of the early morning census demonstrates Jail Division's success in this reduction effort as prisoner counts at this early hour are normally well below 1,000 prisoners. Additionally, prisoner transfer from one facility to another is accomplished to maintain prisoner counts below any facility's full capacity. Total jail capacity with the existing three Regional jails and seven Area jails is 1,323. The transition from MJS to MDC will raise the total jail capacity Citywide to 1,395.
- In review of daily Citywide jail populations for a three-month period in 2009, a single-day high of 925 prisoners occurred on July 5, 2009 (holiday weekend). Population control is accomplished via the mechanism of daily bus transportation on court days and the release of misdemeanor arrestees by detention personnel. Reducing jail operations to the three Regional jails would lower capacity by 352 beds. It is anticipated that the MDC will be required to regularly operate either three or four of its pods to accommodate the influx of arrestees that would normally be booked at Area jails.
- The seven Area jails provide 352 beds, or 27 percent of the Department's jail capacity. The seven Area jails conducted 35,072 bookings in 2009. As Harbor jail opened in June 2009, booking statistics are incomplete and are not an accurate measure of the number of annual bookings at the facility.
- According to the California Department of Corrections and Rehabilitation, Corrections Standards Authority (CSA), the temporary closure of any Department jail facility would not prohibit its eventual reopening. The Title 24 compliance requirements for housing would not change unless facility modifications are made. If facility modifications are made, the facility is required to operate under the standards in effect at that time rather than the time of original construction. The CSA requires notification of any jail closures.
- The Los Angeles County Department of Public Health stated that any jail closure for three months or longer requires that the food service areas meet current compliance for kitchen standards upon reopening. Based on previous inspections and knowledge of Department jail facilities, it is likely that the Area jails do not meet current compliance standards for food service with the exception of Harbor Jail due to its newer construction. The Department of Public Health has begun inspections of the Area jail kitchen areas prior to any closure so the Department would be aware of any potential future compliance issues. Failure to comply with current standards would prevent the reopening of the jails. If modifications were necessary for compliance with food service standards there is the possibility that those changes could trigger the requirement for the jail to meet current Title 24 standards. It is recommended that all jail closures involve the advice of both CSA and the Department of Public Health to insure the Department is aware of all compliance issues relating to temporary jail closures.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

- Currently, the Department has been ordered to fully vacate Parker Center including MJS by January 2012 due to building and safety-code violations. Property Division is currently scheduled to relocate to the MDC in June 2010. It is expected that should MJS not relocate to MDC, they will be the last remaining occupant of PAB by the end of 2010. Security requirements will necessitate the dual posting of police officers at MDC and Parker Center beginning with the move of Property Division until MJS transitions to the MDC.

**DETAIL OF OPTIONS PRESENTED**

Jail Division has established three options regarding future jail and MDC operations:

**OPTION 1**

Transition from the MJS to the MDC and continue to operate the other two Regional jails. All Area jails except Pacific, Foothill and Hollywood jails would be closed.

**Operational Advantages.** Option 1 would produce the least negative impact with respect to increasing wait times for officers, either at a jail booking counter, or delays due to having to drive to a Regional jail because of jail closures. Keeping one Area jail open in each Region would provide the Region with some flexibility for housing while also providing arresting officers with additional booking locations. The closure of the four Area jails would allow 56 detention staff to be redeployed. The impact of closing these Area jails is likely to increase the workload of the Regional jails and remaining Area jails, creating the potential need for augmentation to their deployment.

Three jails remaining open would limit the number of officers who would have to drive considerable distances to book arrestees at a Regional jail. Foothill Jail is the busiest Area jail in the Valley and Hollywood is the busiest Area jail in the City. By keeping three Area jails open, there is a smaller reduction in the number of jail beds lost due to jail closures.

**Operational Disadvantages.** With the closure of four other Area jails, all jail facilities will incur an increase in bookings and housings and officers will experience delays in booking procedures. Additionally, many officers will be required to transport their arrestees significant distances from outlying areas that will negatively impact the amount of time they are out of patrol. Even with the opening of the MDC, the Department would lose 17 percent of its housing capacity primarily affecting male bookings and bed capacity.

The Option 1 chart assumes the closure of Harbor, Southwest, Wilshire, and Devonshire Jails, with Pacific, Hollywood, Foothill and the three Regional jails remaining open. This is minimum staffing for a full opening of four pods at MDC with a staffing of 10 detention personnel to coordinate the housing of males only.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

<b>OPTION 1 - 24 HOUR PERIOD STAFFING PLAN</b>			
	<b>MJS</b>	<b>MDC</b>	<b>Difference</b>
Release Desk	4 SDO	6 (4 SDO 2 DO)	+2
Property Control	2 SDO	2SDO	
ID Control	2 SDO	2SDO	
Booking	6 DO	6 DO	
Processing	4 DO	4DO	
DNA Collection	2 DO	2 DO	
Registration (Male & Female)	1 DO (A watch)	2 DO (A watch)	+1
Front Desk		1 DO (A watch)	+1
Master Control		4 SDO	+4
Security Desk (2 <sup>nd</sup> Floor)		-	
Prisoner Movement/Utility Team		4 DO	+4
Misdemeanor Jail	4 DO		-4
Felony Jail	6 DO		-6
North POD		6 (2 SDO 4 DO)	+6
South POD		6 (2 SDO 4 DO)	+6
East POD		6 (2 SDO 4 DO)	+6
West POD		† 2 (2 SDO)	+2
<b>TOTAL</b>	<b>31</b>	<b>53</b>	<b>+22</b>

† The West Pod control tower would be staffed with an SDO, and supplemented by personnel assigned to the other operational pods. The option assumes the west POD operating at less than full capacity, thus not requiring a full compliment of detention personnel for the POD and consequently limiting the additional staff required to 44 with 56 personnel redeployed to the MDC from Area jails.

Based on the Option 1 staffing model, the following deployment information is applicable:

Employees Assigned to 3/12	53	To MDC from Area Jails	56
3/12 Relief Factor Multiplier	2.79*	Additional Staff Required	44
Custody Positions Required @ MDC	148	Total	100
Custody Positions Currently Staffed @ MJS	68**		
Additional Positions Required @ MDC	80		
Current vacancies, not including ERIP	20		
	Total 100		

\* The updated relief factor for detention personnel accounts for the required work reduction of 3.5 hours per pay period. The relief factor was determined by the Field Deployment Unit, Office of Operations.

\*\* This level of staffing frequently requires the use of overtime hours or MJS is left understaffed in its required positions due to sick, IOD, or other leaves (i.e., bereavement, separations).

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

**OPTION 2**

Transition from MJS to the MDC and continue operations of the other two Regional jails. All Area jails except Foothill and Hollywood jails would be closed.

**Operational Advantages.** Option 2 would allow 66 detention staff to be redeployed. The impact of closing the Area jails is likely to increase the workload of the remaining Regional jails creating the potential need for augmentation to their deployment.

**Operational Disadvantages.** Option 2 would have similar disadvantages as Option 1; however, since an additional Area jail would be closed (Pacific), police officers in the West Los Angeles and Pacific Areas will have to travel to other jails. Even with the opening of the MDC, the Department would lose 20 percent of its housing capacity primarily impacting male bookings and bed capacity. Option 2, which leaves Hollywood and Foothill jails open, may allow the jail system to function adequately.

Leaving only two Area jails open in two Regions would not allow for significantly reduced staffing at the MDC, which would operate as a male only facility and likely require the ongoing use of all four PODs. Compared to Option 1, Option 2 presumes full operations and deployment in all PODS, including the West POD, thus necessitating 45 additional staff members, and 66 personnel redeployed to the MDC from Area jails.

<b>OPTION 2 - 24 HOUR PERIOD STAFFING PLAN</b>			
	<b>MJS</b>	<b>MDC</b>	<b>Difference</b>
Release Desk	4 SDO	6 (4 SDO 2 DO)	+2
Property Control	2 SDO	2SDO	
ID Control	2 SDO	2SDO	
Booking	6 DO	6 DO	
Processing	4 DO	4DO	
DNA Collection	2 DO	2 DO	
Registration (Male & Female)	1 DO (A watch)	2 DO (A watch)	+1
Front Desk		1 DO (A watch)	+1
Master Control		4 SDO	+4
Security Desk (2 <sup>nd</sup> Floor)		-	
Prisoner Movement/Utility Team		4 DO	+4
Misdemeanor Jail	4 DO		-4
Felony Jail	6 DO		-6
North POD		6 (2 SDO 4 DO)	+6
South POD		6 (2 SDO 4 DO)	+6
East POD		6 (2 SDO 4 DO)	+6
West POD		6 (2 SDO 2 DO)	+6
<b>TOTAL</b>	<b>31</b>	<b>57</b>	<b>+26</b>

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

Based on the Option 2 staffing model, the following deployment information is applicable:

Employees Assigned to 3/12	57	To MDC from Area Jails	66
3/12 Relief Factor Multiplier	2.79*	Additional Staff Required	<u>45</u>
Custody Positions Required @ MDC	159	Total	111
Custody Positions Currently Staffed @ MJS	68**		
<hr/>			
Additional Positions Required @ MDC	91		
Current vacancies, not including ERIP	<u>20</u>		
	Total	111	

\* The updated relief factor for detention personnel accounts for the required work reduction of 3.5 hours per pay period. The relief factor was determined by the Field Deployment Unit, Office of Operations.

\*\* This level of staffing frequently requires the use of overtime hours or MJS is left understaffed in its required positions due to sick, IOD, or other leaves (i.e., bereavement, separations).

**OPTION 3**

Transition from MJS to the MDC and continue the operation of the two other Regional jails. All Area jails would be closed.

**Operational Advantages:** There may be adequate staffing for MDC operations assuming that all the detention personnel from the Area jails were redeployed to the MDC. The closure of all Area jails would allow 86 detention staff to be redeployed. Additionally, 20 vacant positions would need to be filled plus 5 additional fixed posts related to the MDC. The impact of closing the Area jails will increase the workload of the remaining Regional jails creating the potential need for augmentation to their deployment.

**Operational Disadvantages:** Closing all Area jails will have an adverse impact on Department jail and law enforcement operations with increased wait times for officers booking arrestees during busier periods of the week. The bookings currently handled at the Area jails would be diverted to the remaining Regional jail facilities. Even with the opening of the MDC, the Department would lose 27 percent of its housing capacity primarily impacting male bookings and bed capacity. Booking locations will be more centralized requiring officers from some Areas to travel greater distances to a jail facility.

The Option 3 chart assumes that all Area jails are closed and represents the minimum reduced service and staffing positions for the MDC to operate as a male only facility.

This section was intentionally left blank.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

<b>OPTION 3 - 24 HOUR PERIOD STAFFING PLAN</b>			
	<b>MJS</b>	<b>MDC</b>	<b>Difference</b>
Release Desk	4 SDO	6 (4 SDO 2 DO)	+2
Property Control	2 SDO	2SDO	
ID Control	2 SDO	2SDO	
Booking	6 DO	6 DO	
Processing	4 DO	4DO	
DNA Collection	2 DO	2 DO	
Registration (Male & Female)	1 DO (A watch)	2 DO (A watch)	+1
Front Desk		1 DO (A watch)	+1
Master Control		4 SDO	+4
Security Desk (2 <sup>nd</sup> Floor)		-	
Prisoner Movement/Utility Team		4 DO	+4
Misdemeanor Jail	4 DO		-4
Felony Jail	6 DO		-6
North POD		6 (2 SDO 4 DO)	+6
South POD		6 (2 SDO 4 DO)	+6
East POD		6 (2 SDO 4 DO)	+6
West POD		6 (2 SDO 4 DO)	+6
<b>TOTAL</b>	<b>31</b>	<b>57</b>	<b>+26</b>

Based on the above staffing model, the following deployment information is applicable:

Employees Assigned to 3/12	57	To MDC from Area Jails	86
3/12 Relief Factor Multiplier	2.79*	Additional Staff Required	<u>25</u>
Custody Positions Required @ MDC	159	Total	111
Custody Positions Currently Staffed @ MJS	68**		
Additional Positions Required @ MDC	91		
Current vacancies, not including ERIP	<u>20</u>		
	Total	111	

\* The updated relief factor for detention personnel accounts for the required work reduction of 3.5 hours per pay period. The relief factor was determined by the Field Deployment Unit, Office of Operations.

\*\* This level of staffing frequently requires the use of overtime hours or MJS is left understaffed in its required positions due to sick, IOD, or other leaves (i.e., bereavement, separations).

This section was intentionally left blank.



**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

The following charts depict the potential shift of prisoners from Area to Regional jails.

**Area Jail Statistics**

Area Jail	Depty'd Daily	Assign'd**	Bed Cap	% of JD Total Bed Cap*	2009 Bkgs	% of 2009 Bkgs*	6 mo. 3 yr avg	Male Bkgs %	Male Bkgs	Fem Bkgs %	Fem Bkgs
Hollywood	4	10	43	3%	7,756	6.6%	3,779	84%	3,174	16%	605
Foothill	4	10	50	4%	5,638	4.7%	2,681	87%	2,332	13%	349
Pacific	4	10	40	3%	4,751	4%	2,437	87%	2,120	13%	317
Southwest	4	10	50	4%	5,336	4.5%	2,558	87%	2,225	13%	333
Devonshire	4	10	50	4%	4,731	4%	2,026	83%	1,682	17%	344
Harbor	10	26	66	5%	2,688	2.2%	2,312	78%	1,803	22%	509
Wilshire	4	10	53	4%	4,172	3.5%	2,346	85%	1,994	15%	352

\*Percentages do not add up to 100% due to rounding.

\*\*Does not include court load, loans, timekeeper, and supply.

**Regional Jail Statistics**

	Depty'd	Bed Cap	% of JD Total Bed Cap*	2009 Bkgs	% of 2009 Bkgs	Male Bkgs %	Fem Bkgs %	Added Bkgs Projected 2010†	Percent of Increase
Metro Jail	68	440	33%	29,896	25.2%	97%	3%	20,052	36%
77 <sup>TH</sup> Jail	90	180	14%	29,477	24.9%	61%	39%	23,264‡	50.3%
Van Nuys Jail	70	351	27%	28,336	23.9%	73%	27%	19,938‡	40.7%

†Anticipated bookings commencing on July 1, 2010 – December 31, 2010 with Area jails closed.

\*Percentages do not add up to 100% due to rounding.

‡The projected female bookings for Hollywood and Wilshire Area Jails were added equally to 77<sup>th</sup> Jail and Van Nuys Jails projected bookings. While this increases their number of bookings, females in the past were housed at either Jail, making the impact minimal (Hollywood and Wilshire will book males at Metro Jail; Harbor, Southwest, and Pacific will book at 77<sup>th</sup> Jail; Devonshire and Foothill will book at Van Nuys Jail)

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

**ANCILLARY ISSUES**

Rationale for Operating a Department Jail System

The Department is not required to operate its own jail system. However, analysis conducted regarding the manner in which arrestees would be processed and housed in a Los Angeles Sheriff's Department (LASD) facility has shown no cost savings and substantial negative operating impacts on patrol and investigative personnel. Currently the Department's annual costs related to Jail Division are estimated at \$51 million. Simple cost estimates utilizing the current LASD booking fee multiplied by the total number of arrestees booked by the Department in 2009 would total \$61 million (112,148 arrestees, not including non-Department arrests, multiplied by the booking fee of \$547.51). The booking fee figure does not include other associated LASD costs, including medical costs. Even if the existing charges could be renegotiated, the Department believes the negative consequences of requiring personnel to process arrestees in other facilities outside our jurisdiction as well as the existing inability of the LASD to absorb the physical number of arrestees far outweigh further consideration of this alternative.

Los Angeles Sheriff's Department Booking Fees

The Department currently is billed by LASD for all arrestees booked into a County jail. Government Code Section 29550 (et seq.) grants counties the statutory authority to levy a charge against specified public entities – namely a city, special district, community college district, college or university – to recover costs associated with booking persons into the county jail. The charge, referred to in statute as a criminal justice administration fee, is commonly called a booking fee and was intended to permit a county to recoup its actual costs associated with the booking and processing of persons arrested by a peace officer from one of the specified public entities and brought to the county jail for booking or detention.<sup>1</sup>

Section 29550 specifies that actual costs may include the following:

1. The searching, wrist banding, bathing, clothing, fingerprinting, photographing and medical and mental screening of an arrestee.
2. Document preparation, retrieval, updating, filing and court scheduling related to receiving an arrestee in to the detention facility.
3. Warrant service, processing and detainer.
4. Inventory of arrestees' money and creation of cash accounts.
5. Inventory and storage of arrestees' property.

---

<sup>1</sup> Accounting Standards and Procedures Committee of the California State Association of County Auditors, *Uniform Guidelines for the Implementation of Assembly Bill 1805 Concerning Changes to Jail Booking Fee Charges* (July 1, 2007).

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

6. Inventory, laundry and storage of an arrestee's clothing.
7. The classification of an arrestee.
8. The direct costs of related automated services.

The LASD fee schedule does not break down the fees by the individual cost for each of these categories.

Government Code Section 36903 states that imprisonment for a violation of an ordinance shall be in the city jail. If city prisoners are imprisoned in the county jail, the expense is a charge against the City.

If Department jail facilities are closed, arrestees would be booked and housed at County facilities, incurring costs to the City. Booking fees change annually dependent upon State budget appropriations for detention facilities. According to Rick Vandenberg, Principal Accountant Auditor, LASD, the booking fee is a charge to get the arrestee into the system and is the same regardless of whether the charge is a municipal code violation, misdemeanor or felony. Fees charged to the City by LASD are adjusted and published annually by the County of Los Angeles Department of Auditor-Controller.

The current charges for the booking and care and custody of City of Los Angeles arrestees are depicted in the charts below:

Males	Daily Rates
Prisoner Maintenance*	\$81.34
Booking (one-time fee)	\$547.51
Jail Hospital Care*	\$994.90
Jail Ward Security*	\$1059.80

Females	Daily Rates
Prisoner Maintenance*	\$99.85
Booking (one-time fee)	\$547.51
Jail Hospital Care*	\$1013.41
Jail Ward Security*	\$1059.80

\* Cost per day

Jail Division and Fiscal Operations Division are jointly conducting a comparison of Department and LASD jail costs.

**Recovery of Booking Fees from Outside Agencies**

The Department requested the City Attorney to provide an analysis and opinion of the provisions contained in Government Code Section 29550, specifically whether the Department has the ability to recover costs associated with jail operations from outside agencies. Government Code Section 29550 contains the legal provisions for imposition of fees and establishment of revenue accounts.

Based on the City Attorney's research, it was determined that the Department is precluded from recovering costs, including booking fees, from state agencies. The Department, however, has the

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

option of referring state agency bookings to LASD. However, the Department's recommendation is to refrain from pursuing this option, as arrests which are made in the City are a benefit to its public safety.

Regarding cost recovery for local agencies' bookings, the City Attorney's office determined that the Department could pursue a written agreement for reimbursement of booking fees. The Department has initiated preliminary action to pursue that option.

To the extent that a local agency does not wish to enter into such an agreement, the Department can exercise the option of disallowing bookings by that agency.

Total Jail Division Bookings 2009	122,781
Total Outside Agencies Bookings 2009	10,633
Total Local Outside Agencies Bookings 2009	5,473
Potential Cost Recovery	\$2,993,731*

\*assumes one-time fee multiplied by number of outside agency bookings

**Transportation Detail**

**Internal Transportation**

The Department does not intend to use detention personnel for inmate transportation while in Department custody given the current shortage of detention officers available to staff more traditional jail operations. In 2006, Jail Division prepared a report to the Board of Police Commissioners that addressed issues related to the use of detention officers. The report detailed various reasons for inmate transportation including the following internal transportation needs:

- Inmate transfers from jail facility to jail facility
- Inmates requiring medical treatment at a jail dispensary or County facility
- Non-emergency medical transfers to a County or contract hospital
- Escort in medical emergency situations requiring ambulance transportation
- Guarding inmates who cannot be moved from contract hospitals
- Los Angeles Sheriff Department court refusals
- Picking up all individuals held by an outside agency on a LAPD warrant

As a point of information, 384 inmates were transferred into MJS due to jail-to-jail transfers in September 2009. Currently, these types of internal transportation needs are met using patrol resources, resulting in a loss of patrol service to the community. Assuming sufficient deployment, detention officers could be used to meet internal transportation needs as an ancillary duty, freeing existing patrol resources. However in 2007, the Department opted not to seek a legislative amendment to allow detention officers to be armed and currently do not intend to transport prisoners without armed escort. Additionally, any increase in detention officer

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

personnel would be more valuably detailed to jail operations thereby improving processing times and freeing officers to return to field duties.

Transportation to Court for Arraignment

Cost estimates are prohibitive to the implementation of a Court transportation detail and would exceed the current contracted amount paid to LASD for transportation services. Currently, LASD is under contract for court transportation and release at an annual cost of \$3,042,204. Utilization of detention officers to meet transportation needs for court arraignment was evaluated and not found to be cost effective in addition to the current Penal Code provision that prohibits custodial personnel from being able to carry a firearm while engaged in transporting prisoners in Counties with populations exceeding 425,000 residents. The tables below detail the positions expected to be necessary for all types of transportation needs.

Transportation Detail	Positions	Relief Factor	Needs	Salary & Benefits per Position	Total
Internal (medical, transfers, etc.)	12 DO	x 2.79	33	\$93,980.88 x 33	\$3,101,369

\*The internal transportation unit would conduct transportations tasks currently done by patrol officers.

Court	20 SDO	x 1.36	27	\$109,557.36 x 56	\$2,958,049
-------	--------	--------	----	-------------------	-------------

\*The court transportation unit would conduct transportation tasks currently done by the Los Angeles County Sheriff's Department. The relief factor chosen reflects an 8 hour shift schedule.

In addition to increased detention staffing, current vehicle resources would require augmentation. An internal transportation detail could be sustained using current vehicle resources (slammer vans). However, the transportation of larger groups of inmates for the purposes of court arraignment would require the use of at least 10 large buses. The buses would need to be properly equipped for handling inmates, and the initial cost of a fleet would be upwards of \$3,000,000 as estimated by Motor Transport Division. The Department would also incur the undetermined annual costs of fuel and maintenance.

Applicant Fingerprinting

Jail Division researched the possibility of applicant printing (Live Scan) for individuals who require the process for personal use or employment. Inquiries were directed to various locations throughout Los Angeles County that are currently approved by the Department of Justice (DOJ)

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

to conduct applicant printing. It was also determined that Personnel Department previously had an applicant printing program but it was discontinued in 2002 or 2003.

In administering the program, Personnel Department was required to collect fees from the applicant and then pay those fees to the agency receiving the Live Scan report. Separate from those fees, Personnel Department charged a \$12 rolling fee, which was deposited into the General Fund. Issues such as returned checks required substantial time solely dedicated to program bookkeeping. A clerk typist position was dedicated to the program. According to Mary Burcher, Backgrounds Section, Personnel Department, the program was very problematic to manage. It was administratively difficult and the cost of the program outweighed any revenue generated, thus causing it to be discontinued.

Currently there are 180 to 190 applicant printing locations throughout Los Angeles County. Interviews were conducted with Burbank, El Segundo, Long Beach, and Cal State Northridge Police Departments. The rolling fees charged ranged from \$10 to \$30 for a scan. Those surveyed stated that there has been a decline in demand for this service. The interviewed agencies stated that in past years, their demand was up to 20 scans a day, but has declined dramatically to about 3 to 5 per day with some increase before the start of the school year.

If the Department were to begin an applicant printing program, some factors that may affect the program demand are the limited availability of parking for applicants and program hours. The DOJ recommends providing free parking and 24-hour applicant services to increase profitability and program viability. The following annual revenue may be generated:

3 scans a day @ \$20 average = \$60 in daily revenue x 247 work days = \$14,820  
5 scans a day @ \$20 average = \$100 in daily revenue x 247 work days = \$24,700  
10 scans a day @ \$20 average = \$200 in daily revenue x 247 work days = \$49,400

If services were provided by a dedicated program clerk, at the rank of clerk typist, the annual salary plus benefits cost would be \$73,977.84, exceeding the potential program revenue.

### 3/12 Staffing

In 2006, detention personnel were deployed on three, eight-hour shifts in a 24-hour period. Minimum safe deployment levels were consistently not met and proved difficult to achieve on this traditional schedule. Currently the 3/12 pilot program has increased the average number of personnel deployed each day as sick and IOD time have been reduced. When considered together the reduction in sick and IOD time resulted in a gain of 3,171 work hours. Additionally, the 3/12 has resulted in substantially less overtime usage to backfill for employees who called in sick.

Initial data suggested that the 3/12 implementation would create a yearly cost-savings of \$1,479,482 in overtime and \$349,561 in sick-time reduction. However, a recent analysis encompassing deployment periods 3 through 6 in 2009 on a 3/12 schedule found an overtime savings of \$133,300 as compared to the same time period the year earlier on a traditional

**METROPOLITAN DETENTION CENTER**  
**STAFFING AND FACILITY OPTIONS**  
**Staff Report Prepared by Jail Division**  
**March 30, 2010**

schedule. Extrapolated for the year, it is expected that the 3/12 schedule will save \$433,225 in overtime costs annually. The same analysis reflected a savings of \$13,025 in sick-time reduction. Extrapolated for the year, it is expected that the reduction in sick time will save \$42,331 annually.

While the actual savings appear to be less than initially projected, analysis has shown that there are significant personnel benefits to a 3/12 schedule. The Department benefits from an increased level of staffing. It is estimated that the Department will gain 16,308 detention officer work hours per year on a 3/12 schedule. Overall, the deployment of personnel is maximized with more employees working during a 12-hour shift as opposed to an 8-hour shift. The increase in the staffing level provides increased officer safety, a decrease in the amount of time patrol officers spend during the booking process and reduced liability. The Department has not formally examined a 4/10 staffing alternative, but does believe such a model would improve our staffing requirements given the limitations this model presents in scheduling over a 24 hour period of time.

Use of Light Duty Police Officers In Lieu of Detention Officers

The Department conducted a preliminary assessment of the potential for assigning light duty police officers to perform limited detention officer functions. There are currently approximately 462 police officers on permanent light duty status, 38 of whom are medically allowed to perform field duties. Due to the general nature of the work restrictions placed upon police officers and the physical requirements required of detention personnel, including physical contact with arrestees and the potential for the use of force, the Department does not believe that this is a viable option. It is unlikely that police officers who are on permanent light duty status could perform the essential functions of detention personnel.

Pay-to-Stay

Preliminary cost estimates do not support the establishment of a Pay-to-Stay program within jail operations unless a suitable Area jail could be dedicated to this initiative and more definitive cost estimates demonstrate the program's desirability. Pay-to-Stay programs have been established at several local detention facilities in the region and throughout the country. These programs provide individuals that have been sentenced by the courts an alternative to serving time in their local County jail and generally appeal to individuals who have been sentenced for misdemeanor crimes such as driving under the influence and petty theft. It is estimated that in Fiscal Year 2007/8, the Los Angeles County Superior Court sentenced approximately 139,000 misdemeanors that could qualify for a Pay-to-Stay program. These inmates have the option to pay program fees and to avoid the environment of a County jail. Each agency has the ability to establish its own screening process to either accept or reject a candidate for any reason. Each agency sets their fee structure, policies, and procedures.

The relative success of a Pay-to-Stay program is based on multiple factors. Factors such as fees charged by competing programs, cleanliness and age of the facility can influence what a program

**METROPOLITAN DETENTION CENTER**  
**STAFFING AND FACILITY OPTIONS**  
**Staff Report Prepared by Jail Division**  
**March 30, 2010**

will charge, much like a hotel. Once accepted into a Pay-to-Stay program, sentenced individuals can expect to pay approximately \$75 to \$198 per day. Almost all of the city jails in the surrounding areas of Los Angeles have Pay-to-Stay programs making the market very competitive.

The Department could house Pay-to-Stay inmates at the newly constructed MDC or could identify an alternative jail facility to be used solely for this purpose. It is unknown how viable a City jail will be in attracting Pay-to-Stay inmates given the stigma a large city might pose in relationship to the perceived safety of a smaller community jail. Other factors influencing program desirability include available parking for visitation and facility amenities such as recreation, food variety, and work-release allowances. These factors must be considered when determining programming fees and resource requirements, further impacting profitability. Program fees are paid up front and deposited to the City's General Fund.

All Pay-to-Stay programs examined utilized a jail supervisor equivalent to a Principal Detention Officer (PDO) to administer their program. Administrators pre-screen candidates including reviewing commitment orders, analyzing arrest records, verifying employment information, and medical backgrounds including prescription medications required and tuberculosis test results. Participants are screened for assaultive behavior, drug use, poor physical health or medical condition, prescription medications required, employment restraints, and/or the inability to pay the program fees. Administrators schedule inmates including work release, provide record keeping, collection and transfer of program fees, and write correspondence to the courts. They also provide marketing information for the program, including answering questions from judges, attorneys, and potential program participants.

Given the unknown viability and complexity of a Pay-to-Stay program, implementation should occur at a dedicated facility such as the recently constructed Harbor Area jail or an older Area jail such as Devonshire. The development of a Pay-to-Stay program at the Harbor facility would offer the most modern amenities while Devonshire Area jail could be operated on a much reduced cost given fewer personnel needed to manage the facility. It is recommended that any facility chosen be fully dedicated for this initiative at least in the initial phase to simplify implementation. Facility-safety policies and procedures, housing requirements, average daily populations, and other important parameters should be finalized as further cost/benefit analysis is developed.

This section was intentionally left blank.



**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

Preliminary revenue estimates are as follows:

**Harbor Jail**

Harbor Jail (66 total bed count – possible to house both male and female inmates)

\$75 daily rate x 66 beds = \$4,950 x 365 = \$1,806,750

\$90 daily rate x 66 beds = \$5,940 x 365 = \$2,168,100

\$198 daily rate x 66 beds = \$13,068 x 365 = \$4,769,820

Preliminary cost estimates (salaries only – i.e., no food costs, laundry, etc):

20 detention officers x \$93,980 = \$1,879,600

6 senior detention officers x \$109,557 = \$657,342

1 principal detention officer x \$127,159 = \$127,159

Total Salary Costs estimated for Harbor Jail: \$2,664,101 (Breakeven point for salaries alone is \$110 daily rate at full capacity)

**Devonshire Jail**

Devonshire Jail (50 total bed count – possible to house male inmates)

\$75 daily rate x 50 beds = \$3,750 x 365 = \$1,368,750

\$90 daily rate x 50 beds = \$4,500 x 365 = \$1,642,500

\$198 daily rate x 50 beds = \$9,900 x 365 = \$3,613,500

Preliminary cost estimates (salaries only – i.e., no food costs, laundry, etc):

6 detention officers x \$93,980 = \$563,880

6 detention offices x \$109,557 = \$657,342

1 principal detention officer x \$127,159 = \$127,159

Total Salary Costs estimated for Devonshire Jail: \$1,348,381 (Breakeven point for salaries alone is \$74 daily rate at full capacity)

Current estimates have not been established for food costs and other expenses related to operating either facility. At the time of this report, Jail Division has requested Fiscal Operations Division to assist in further developing cost modeling to determine the break-even point in establishing and operating a Pay-to-Stay program at a dedicated facility such as Harbor or Devonshire Jail.

This section was intentionally left blank.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

Federal Inmate Housing

Initially both the United States Marshals Service (US Marshal) and Immigration and Customs Enforcement (ICE) expressed interest in housing Federal inmates in the newly constructed MDC. However, in more recent discussions with Assistant Chief Albert Arias, the US Marshals currently have sufficient bed space and are housing with San Bernardino County and are in negotiations with the Los Angeles Sheriff Department. Research conducted with ICE revealed that the Department has insufficient capacity to establish a housing program as that agency requires a minimum of 2,500 beds.

The US Marshal does not operate detention facilities; they contract with local governments through an Intergovernmental Agreement (IGA). The IGA requests detailed information regarding personnel cost, personnel benefits, consultants and contract services, other direct jail operating costs, costs allocation plans/indirect cost proposals, equipment depreciation cost, and building depreciation. US Marshal detainees require a minimum stay of two months with some detainees staying one to two years.

Industry average detention services charges is \$90 per day, with the actual rates ranging from \$75 to \$110 per day. Preliminarily, cost benefit from the implementation of a Federal inmate housing program is identical to a Pay-to-Stay program. The Department will continue with a full cost analysis to determine program viability. At the time of this report, Jail Division has requested Fiscal Operations Division to assist in further developing cost modeling to determine the break-even point in establishing and operating an IGA program to house Federal inmates at a dedicated facility such as Harbor or Devonshire Jail.

Staffing Sources

There are three possible staffing sources that address continued jail operations. Each option follows:

1. New hires

- Additional staff is necessary to meet the required number of personnel.
- The salary costs would further impact the City's budgetary problems as well as the Department's civilian salary account.
- All positions would require CAO approval and exemption from the hiring freeze.
- There are currently 201 candidates on the Detention Officer hiring list with scores ranging from 70 to 95 percent.
- The established lists are good for one year with the last current list expected to expire in August 2010.

This section was intentionally left blank.

**METROPOLITAN DETENTION CENTER  
STAFFING AND FACILITY OPTIONS  
Staff Report Prepared by Jail Division  
March 30, 2010**

2. Hire qualified existing City employees who would receive the required detention officer training.
  - All positions would require CAO approval and exemption from the hiring freeze.
  - The salary costs would impact the Department's civilian salary account.
  - The Department could use Charter Section 1014 transfers, which could not result in any increase to a potential employee's salary. Only those classifications whose salary is the same or more would be eligible.
  - Personnel Department would be consulted regarding possible reassignments of other City employees.
3. Assign police officers from the field to work Jail Division.
  - Officers would require approximately 80 hours of State and Department mandated training.

Outsourcing/Contracting with Public or Private Entities

The Department is currently engaged in activities to further assess contracting with both public and private entities. Jail Division has requested Fiscal Operations Division to assist in further developing cost modeling to determine the benefits in establishing privatized operations in Department jails.

Release from Custody

As part of an efficiency review, the Department is currently evaluating Release from Custody procedures to reduce the number of physical bookings while maintaining public safety.

Attrition

Currently there exist 20 vacancies in addition to 19 ERIP separations that will occur by the end of March 2010. Typical attrition that must be anticipated is approximately 3 positions every 60 days (18 per year) at various ranks. The proposal discussed in this report provides for filling 20 current vacancies. Jail Division will require addition personnel beyond the totals identified within this report to meet actual attrition experienced in Fiscal Year 2010/11 (estimated 18 positions).

This section was intentionally left blank.