East Baton Rouge Jail Population Projection And Alternatives Scenarios

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Executive Summary

The following recommendations sum up the East Baton Rouge jail needs.

If the Parish were to implement two criminal justice reforms, the jail population could be reduced significantly. These two reforms would be:
a) reducing the number and length of continuances by the courts and
b) implementing a pretrial service agency that would increase and expedite the release of pretrial defendants.

At this time a credible plan for implementing the two major reforms listed above has not been developed. Until such a plan is formulated, the parish should rely on a base population projection of 1,248 with a needed jail bed capacity of 1,360. Once the alternative plan has been developed and adopted by the major criminal justice and community stakeholders, new jail population estimates can be made.

In the pages that follow, detailed analysis explain how these numbers were reached and also demonstrate how Baton Rouge compares to national standards in this space.

Major Trends

1. The size of the East Baton Rouge (EBR) parish population has remained stable since 2010. More significantly, the male population age 15-44, which is most likely to be involved in criminal conduct, be arrested, and booked into the jail has slightly declined.
2. While the EBR crime rate has declined since 2010, it remains significantly higher than the Louisiana crime rate which has also declined since 2010.
3. Since COVID-19, both property and violent crimes in EBR have declined.
4. Adult arrests have also declined with an abrupt decline that was directly related to the impacts of the COVID-19 pandemic.
5. As adult arrests declined so too did jail bookings and the jail population. Specifically, the jail population dropped from approximately 1,500 to 1,100.

Assessment of the Current Jail Population

6. The current jail incarceration rate per 100,000 is considerably higher than the US rate. This pattern persists even when one controls for the amount of crime being reported and the number of adults arrested.
7. The level of seasonal peaking or fluctuation in the monthly jail population ranged from 6-9% prior to COVID-19. The rates are much higher (13%-24%) since COVID-19 reflecting the significant reductions in the jail population. The pre-COVID-19 peaking numbers should be used for determining future bed capacity needs.

8. Persons held/sentenced for a felony charge accounted for a majority of the current jail population (41%) while about 1/3rd consisted of people held for a probation or parole violation warrant.
9. This percentage of people held for a probation or parole violation is considerably higher than most jurisdictions.
10. Since COVID-19, the current jail population has "hardened" in terms of the most serious charge, higher bail amounts, reduction in minimum custody inmates, and a longer LOS to date.

Assessment of Jail Releases

11. Prior to COVID-19, the overall LOS was 58 days but has since increased to 71 days. The national average is 26 days.
12. The release groups that are the largest drivers of the jail population are people being a) sentenced to state prison (about 40% of the jail population), b) released after completing their sentence (about 20%), c) released on bond (about 18%) and d) released to another correctional agency (about 12%).
13. Since these four release groups produce about 90% of the jail population, any efforts to reduce the jail population will need to reduce their current LOS.

Jail Population Projections

14. Under current demographic, crime, arrest and court processing policies, the jail population is projected to remain fairly constant at the 1,200 level.
15. Assuming a peaking classification factor of approximately 10%, the needed bed capacity is estimated at 1,320.
16. If the Parish were to implement two criminal justice reforms (case processing reforms and the implementation of a pretrial services agency), the jail population could be reduced to at least 921.
17. These two reforms would be a) reducing the number and length of continuances by the courts and b) implementing a pretrial service agency that would increase and expedite the release of pretrial defendants.
18. At this time a credible plan for implementing the two major reforms list above has not been developed. Until such a plan is formulated, the parish should rely on the base projection of 1,248 with a needed jail bed capacity of 1,360.
19. Once the alternative plan has been developed and adopted by the major criminal justice and community stakeholders, new jail population estimates can be made.

Other Issues/Recommendations

20. The current jail classification system does not meet industry standards which makes it difficult to estimate the type of beds (e.g., cells, dorms, etc.) by gender. It is recommended that a new system be developed and implemented.

21. There is a need to clearly identify the number of people in the jail who have severe mental health conditions and thus will require special restricted housing.
22. The number of people confined for a probation or parole violation appears to be excessive. A detailed study of this population needs to be completed in coordination with the Louisiana probation and parole department
23. There is a need to create a jail population manager whose primary focus is to monitor the jail population on a daily basis to identify people who should be considered by the courts for immediate release.

Introduction

The Baton Rouge Area Foundation contracted the JFA Institute to produce a ten-year projection of the East Baton Rouge Parish adult jail population as well as a projection for the Parish's juvenile facility. This report summarizes the analysis that has been completed to date, issues a ten-year jail population projection, shows the impact of two reforms that would lower the jail population projection and makes additional recommendations that would facilitate the planning of a new jail facility.

I.   Projection Methods

The simulation model the JFA Institute (JFA) used to forecast the East Baton Rouge Parish jail population was built using the Wizard projection software. This computerized simulation model mimics the flow of detainees through the jail system over a ten-year forecast horizon and produces monthly projections.

Because Wizard attempts to mirror the Parish system, it must include a wide array of data that have both a direct and indirect impact on jail population growth. A variety of factors underpin a correctional system's long-term projection. These factors can be separated into two major categories – external and internal.

External factors reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders' initial entry into the criminal justice process.

Internal factors reflect the various decision points within the criminal justice system that cumulatively determine jail admissions and length of stay (LOS). These decisions begin with police and end with Parish officials who, within the context of the court-imposed sentences, have the authority to release, recommit, give and restore a wide array of good time credits, and offer programs that may reduce re-arrest and re-conviction.

The data JFA collected from the Parish was geared towards these two factors. The purpose of collecting aggregate data was to examine Parish demographic, crime, arrest, jail bookings and jail population trends over time. The JFA Institute also received three jail extract data files. Two files consisted of a snapshot of the jail population on December 31, 2019 and December 31, 2020. The other file consisted of all jail releases from January 2019 to March 2021. All files were provided by the Sheriff's Office via General Informatics with data available from the jail data system.

The snapshot jail population data allowed JFA to quantitatively understand the attributes of the population that must be housed and managed on a daily basis. The snapshot file was also used to profile the jail population in terms of their socio-demographic attributes, number and type of charges, bail amounts and arresting agency. Further, the two snapshots were compared to determine the effects of the COVID-19 pandemic on population attributes. The release data were used to track detainees from booking to release to determine the number of persons that entered the jail, the length of time that they remained, and the timing and mode by which they

were released. Releases are presented in two cohorts: pre-COVID-19 (January 2019 to February 2020) and post-COVID-19 (March 2020 to March 2021). Although March of 2020 is considered a hybrid month because pandemic mitigation efforts were not fully implemented it is still included in post-COVID-19 analysis as there are now twelve months of follow-up data to lessen its impact as an outlier.

To augment these data, JFA conducted on site interviews with East Baton Rouge court and jail officials as well as community members. These interviews were geared towards expanding JFA's understanding of the most influential factors on the jail population not observable from the various data sources. Factors JFA sought information on included the impact of law enforcement practices and policies, court processing policies, and recently enacted sentencing laws. Such information is usually very complex in nature and warrants examination in order to accurately construct a simulation model of a jail system.

The simplest explanation of how the simulation model works is as follows. The size of a jail population is the product of the admissions and the inmate's length of stay (LOS). This can be simply stated in the following equation:

$$(\text{Jail Admissions} \times \text{LOS in days}) / 365.25 = \text{ADP (Average Daily Population)}.$$

Minor changes in either or both of these two factors can have an enormous impact on the ADP. For example, there were approximately 11,400 bookings into the jail in 2019. The average length of stay of releases from the jail in 2019 was 59 days. Using the simple calculation of Jail Admissions x LOS, the daily population is estimated to be 1,835. If the number of admissions remained constant, but the LOS was reduced by an average of 5 days, the average daily population (ADP) would drop by nearly 150 inmates. Conversely, if the LOS was increased by 5 days, the jail population would increase by the same amount.

These two examples illustrate just how sensitive the jail system is to law enforcement, court processing and sentencing practices. Of course, if the number of admissions increased or decreased with no change in LOS, the population would also increase or decrease, respectively. From this baseline methodology, the Wizard simulation model adds complexity and increases the accuracy of forecasting a jail population by disaggregating the population into key groups with similar paths through the justice system. The Wizard Simulation model is an example of a stochastic entity in the sense that the model is designed around the movement of individual cases into, through, and out of a jail.

The model also makes use of Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays that provide computations for specific cases. When loaded with accurate data, the model mimics the flow of detainees though a jail system and produces a monthly forecast accurate to within 2 percent.

In addition to the data and projection model itself, there are a number of policy assumptions that are made which directly impact the number of admissions and the LOS which in turns drives the projection. It should be made clear that the estimates provided in this report are projection-based policy assumptions. Since criminal justice policy is dynamic and constantly in flux, jail populations cannot be accurately predicted since future criminal justice policies are unknown. But jails populations can be accurately projected if criminal justice policies are known. This perspective suggests that a jurisdiction can collectively choose the size and attribute of its jail population by choosing those criminal justice policies that produce the number of admissions and LOS. Jail population projections become unstable when there is no consensus among the key criminal justice stakeholder on arrest, booking and jail release policies.

II. The Flow of the East Baton Rouge Parish Jail System

The first task is to develop a base projection that accurately mimics current trends, policies, and the basic flow of people from the point of arrest through release from the main jail system. There are a number of major legal custody "exit ramps" that can occur either prior to conviction or afterwards:

Pretrial Release;
   Post bail (cash or surety bond);
   Own Recognizance;
   Dismissal of Charges;

Sentence Releases;
   Expiration of sentence;
   Placed on Probation;
   Transfer to state prison; and,
   Transfer to other jurisdiction.

What follows is a statistical assessment of the East Baton Rouge Parish Jail population in terms of recent population trends and attributes (admissions and releases) which are then used to load the projection model and then make projections.

III. East Baton Rouge Parish Jail Population External Trends

1. Parish Resident Population Growth

Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested and being incarcerated. This is known as the "at-risk" population, which generally consists of younger males. The high crime rate ages are 15 to 25, while the high adult incarceration rate is between the ages of 18 to 44. When the at-risk population is expected to increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources, all things being equal.

Table 1 below provides data on the total resident population and at-risk estimates for East Baton Rouge Parish from 2010 to 2019. The total resident population has decreased by 853 residents when comparing 2010 to 2019. The city of Baton Rouge resident population fell by over 5,300 residents comparing 2010 to 2019. Between 2010 and 2016 the Parish resident population grew minimally at an annual average of 0.2%. Since 2016, the population has decreased each year at an average annual decrease of 0.5%.

Table 1. Historical East Baton Rouge Parish Resident Population

Year	Parish Total	Parish Males 15-44	Baton Rouge
2010	440,912	97,839	229,493
2011	441,564	98,022	231,592
2012	442,955	98,088	231,500
2013	444,181	98,047	230,212
2014	445,119	97,907	229,387
2015	445,512	97,411	228,727
2016	446,677	97,339	228,389
2017	444,511	96,522	227,403
2018	442,058	95,469	224,790
2019	440,059	94,279	224,149
Average Percent Change	0.0%	-0.4%	-0.3%

Source: Louisiana.gov & US Census Bureau

The at-risk population, here designated as males ages 15-44, has also remained static between 2010 and 2019, shrinking by an annual average of only 0.4%. Up to date projections of these populations are not currently available. Trend analysis is thus based on the historical estimates. The fact that the at-risk population has seen little to no growth in recent years would suggest that the impact of this population on future reported crime will be minimal.

2. *Historical Reported Crimes and Arrests*

Reported crime and arrest data reported in Table 2 refer to offenses reported by State law enforcement agencies to the Louisiana Crime Reporting Program, a joint effort between the Louisiana Commission on Law Enforcement (LCLE) and the Louisiana Sheriffs' Association (LSA). Although, historically, there has been no strong or consistent association between reported crime rates and jail admissions, observing these data can provide some anecdotal evidence that allows some insight into jail admission trends.

The total number of reported crimes between 2011 and 2019 in the city of Baton Rouge has experienced fluctuations. The total number of reported crimes fell every year between 2011 and

2016, reaching a low of 12,011 in 2016. The number of reported crimes jumped by over 24% in 2017 but declined in both 2018 and 2019. The average annual change between 2011 and 2019 was -0.8%. Total reported violent crimes decreased by an annual average of 1.9% between 2011 and 2019 while the number of reported property crimes fell by an average of 0.5%.

Table 2. Historical Baton Rouge Reported Crime
2011-2019

Year	Louisiana Total Crime Rate	Baton Rouge Violent Crimes	Baton Rouge Property Crimes	Baton Rouge Violent Rate	Baton Rouge Property Rate	Baton Rouge Total Rate
2011	4,197	2,468	12,666	1,075	5,519	6,595
2012	4,244	2,507	12,059	1,083	5,207	6,290
2013	4,038	2,127	11,418	919	4,932	5,851
2014	4,101	2,120	10,270	921	4,461	5,382
2015	3,974	2,001	10,243	872	4,465	5,338
2016	3,893	2,143	9,934	937	4,343	5,280
2017	3,864	2,335	12,721	1,022	5,570	6,592
2018	3,924	2,067	11,965	909	5,262	6,171
2019	3,817	2,066	11,673	919	5,193	6,112
Average Percent Change	-1.2%	-1.9%	-0.5%	-1.6%	-0.2%	-0.5%

Source: Crime in Louisiana Reports, http://lcle.la.gov

There is a much stronger relationship between arrests and the number of persons admitted to a jail system since a high proportion of arrests result in a jail booking. Total arrests have declined significantly in East Baton Rouge Parish between 2015 and 2019. Total arrests fell from 16,492 in 2015 to 11,718 in 2019 at an annual average of -7.9%. Between 2019 and 2020 the total number of arrests decreased by 36% due to mitigation efforts put into effect in response to the COVID-19 pandemic.

Table 3. Historical East Baton Rouge Arrests
2015-2020

Year	East Baton Rouge SO	Baton Rouge PD	Baker PD	Zachary PD	Total
2015	9,007	6,408	721	356	16,492
2016	7,513	5,246	452	257	13,468
2017	6,911	5,736	457	302	13,406
2018	6,140	5,449	368	293	12,250
2019	6,097	5,078	303	240	11,718
2020	3,548	3,667	184	151	7,550
Average Percent Change 2015-2020	-15.7%	-9.7%	-22.5%	-13.7%	-13.5%
Percent Change 2019-2020	-41.8%	-27.8%	-39.3%	-37.1%	-35.6%

Source: East Baton Rouge Sheriff's Office via General Informatics

4.   The Impact of the COVID-19 Pandemic on Crime and Arrests in 2020

Figures 1 through 3 show monthly reported UCR crime and arrest data provided by the East Baton Rouge Sheriff's Office and the Baton Rouge Police Department for 2019 and 2020. Reported crimes and arrests in the Parish fell drastically beginning in March of 2020. While certain crimes have seen a rebound in number, most reported crimes remained well below pre-COVID-19 levels through December 2020.

The number of reported UCR crimes in December of 2020 were 15.6% lower than the number seen in December 2019 while the total number of reported UCR crimes in 2020 was 1,717 or 4.7% lower than the number in 2019. The sum of reported UCR property crimes in 2020 was

1,317 or 4.6% lower than the number in 2019 and the sum of reported UCR violent crimes in 2020 was 400 or 4.9% lower than the number in 2019.

The number of reported UCR arrests in December of 2020 were 16.8% lower than the number seen in December 2019 while the total number of reported UCR arrests in 2020 was 326 or 4.4% lower than the number in 2019. The sum of reported UCR property arrests in 2020 was 214 or 5.7% lower than the number in 2019 and the sum of reported UCR violent arrests in 2020 was 112 or 3.1% lower than the number in 2019.
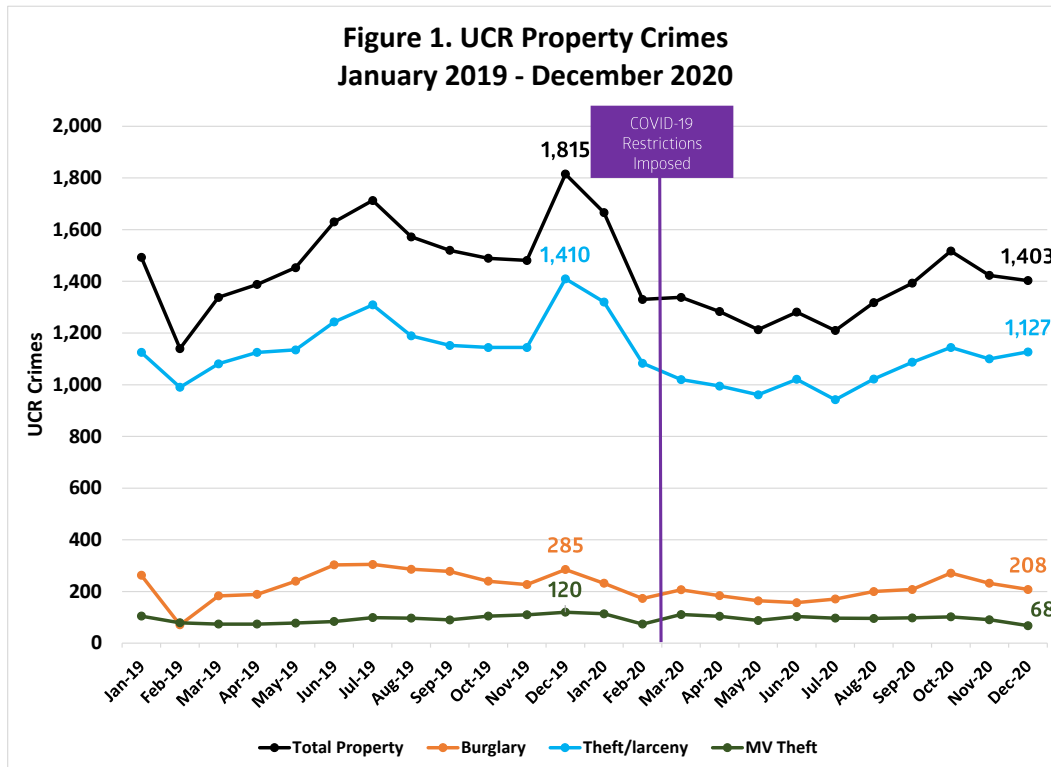
Source: East Baton Rouge Police Department & Baton Rouge Sheriff's Office
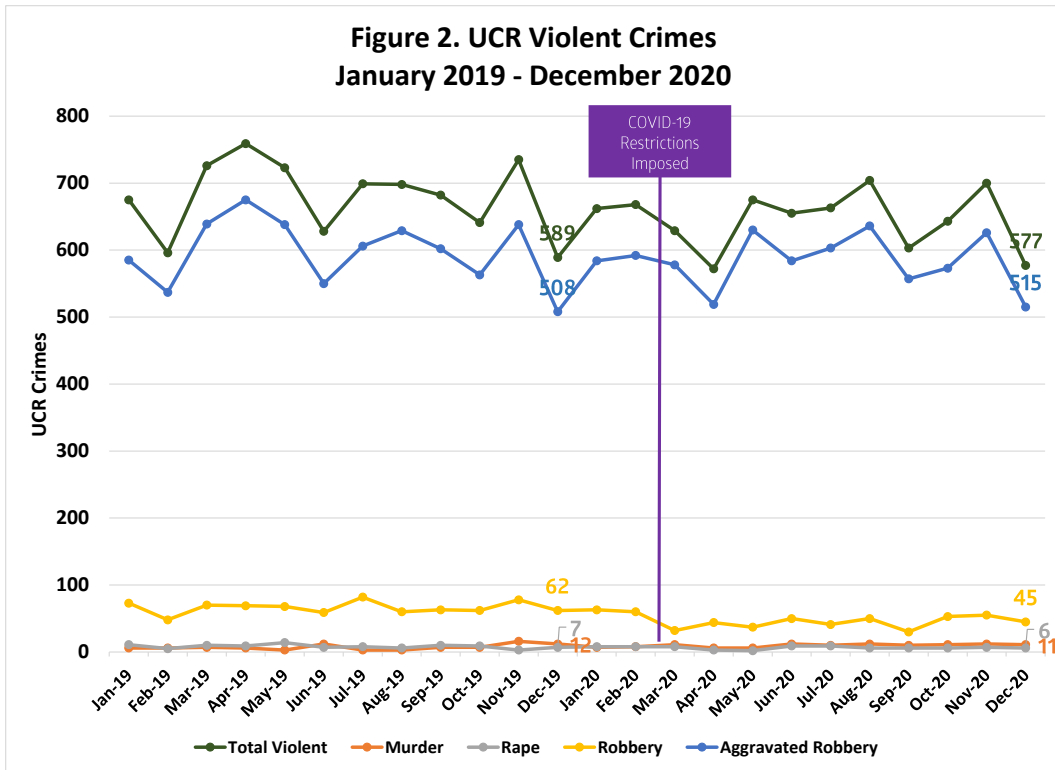
Figure 2. UCR Violent Crimes
January 2019 - December 2020

COVID-19 Restrictions Imposed

589
508
577
515
62
45
7
6
12
11

Total Violent   Murder   Rape   Robbery   Aggravated Robbery

Source: East Baton Rouge Police Department & Baton Rouge Sheriff's Office

Figure 3. UCR Arrests
January 2019 - December 2020

COVID-19 Restrictions Imposed

659
548
361
298
276
272

Violent Arrests   Property Arrests   Total UCR Arrests

Source: East Baton Rouge Police Department & Baton Rouge Sheriff's Office

11
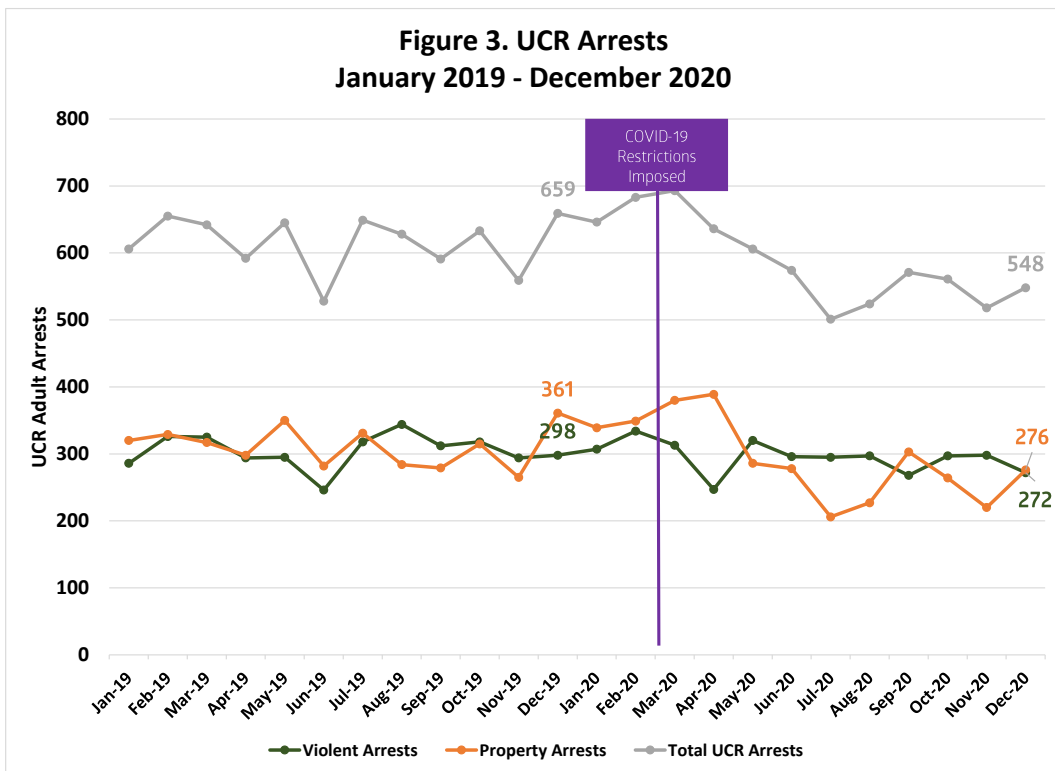
5. *Putting Population and Crime Statistics Together*

There was no systemic growth overall for reported crime, arrests, and the resident at-risk population in recent years up to 2019 in East Baton Rouge Parish. While a rebound is almost certain to occur from historic low crime and arrests rates seen in 2020 as society gradually "re-opens", one would not expect to see a remarkable change in any of these trends in upcoming years. Collectively the demographic, reported crime and arrest trends strongly suggest that they will continue to exert a downward or at least stabilizing effect on jail bookings. Thus, their impact on the future jail population is assumed to be minimal.

IV. East Baton Rouge Parish Jail Population Internal Trends

1. *Historical Jail Population Trends*

Table 4 presents historical bookings to the East Baton Rouge Parish jail by gender between 2013 and 2020. Table 5 details the ADP with peaking factor from 2017 to 2020. The population peaking factor is a rough estimate of maximum bed-space needs based on the actual ADP. It is defined as the percentage that the population peak for the year was above the daily average.

Bookings to the Parish jail have decreased each year since 2013. Male bookings have decreased by an annual average of 10.1% per year between 2013 and 2020 while female bookings declined an annual average of 12.4%. Comparing 2019 and 2020, the total number of bookings dropped by over 4,300 in 2020 due to mitigation measures enacted in response to the COVID-19 pandemic. Bookings in the first quarter of 2021 have remained at low post-COVID-19 levels.

The jail ADP for 2017 to 2020 show a similar trend to bookings. The ADP has decreased each year since 2017 with the largest one-year drop coming in 2020. The male ADP has decreased by an annual average of 16.2% from 2017 to 2020 while the female ADP has decreased an average of 22.5% per year.

Another way to assess the use of the jail is to compute jail incarceration rates which are calculated by taking the current jail population number, in this case the ADP, and dividing it by the resident population to compute a rate per 100,000 residents. Figure 4 compares the East Baton Rouge jail population incarceration rates with the U.S. rates for 2019. Based on inmates per 100,000 population, the Parish rate of 350 is well above the U.S. rate of 225.

One can make the same calculations based on the number of UCR index crimes reported and the number of adult arrests made. In essence, these two rates control for the amount of crime and people being arrested in a jurisdiction. If one uses the number of adult arrests as the determiner, the rate per 1,000 adult arrests is also above the U.S. adult arrest rate.

Figure 4. East Baton Rouge versus US Jail Incarceration Index
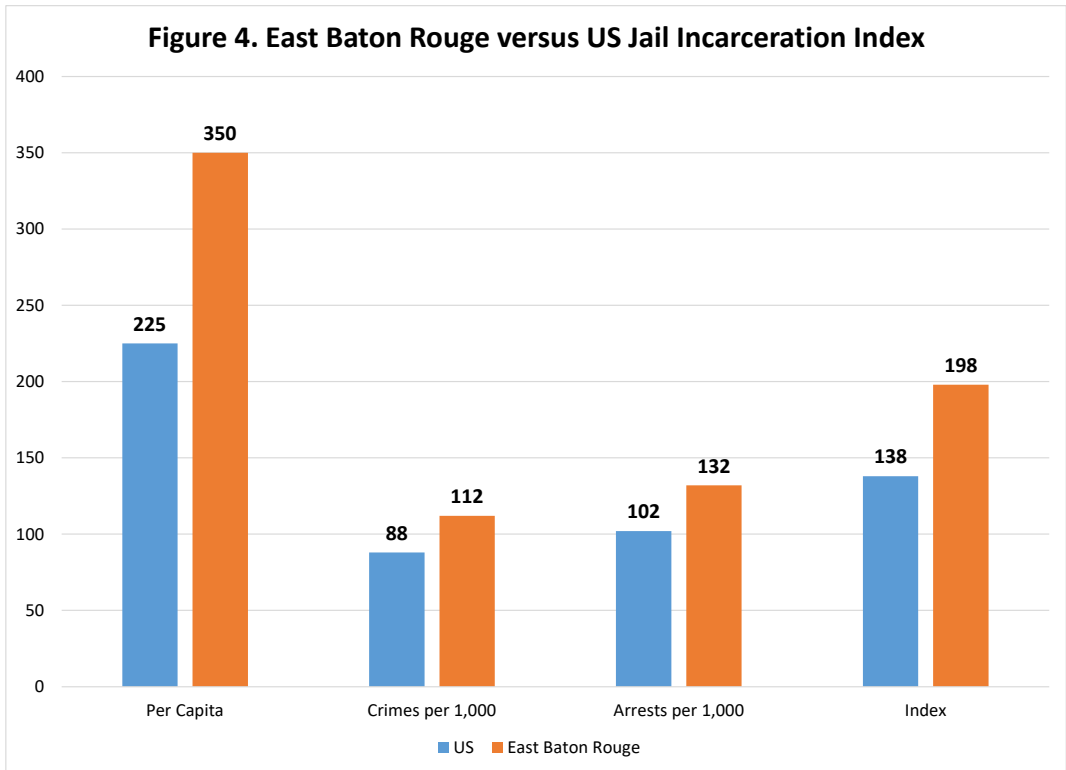
Source: East Baton Rouge Sheriff's Office via General Informatics, Bureau of Justice Statistics

Table 4. Historical East Baton Rouge Jail Bookings by Gender 2013-2020

Year	Male	Percent of Total	Female	Percent of Total	Total
2013	12,981	77%	3,965	23%	16,946
2014	12,676	76%	3,913	24%	16,589
2015	12,123	77%	3,659	23%	15,782
2016	10,028	78%	2,903	22%	12,931
2017	9,970	78%	2,807	22%	12,777
2018	9,343	78%	2,613	22%	11,956
2019	8,931	78%	2,552	22%	11,483
2020	5,763	81%	1,386	19%	7,149
Average Percent Change 2013-2020	-10.1%		-12.4%		-10.6%

Source: East Baton Rouge Sheriff's Office via General Informatics

Figure 5. End of Month Jail Population January 2019-March 2021
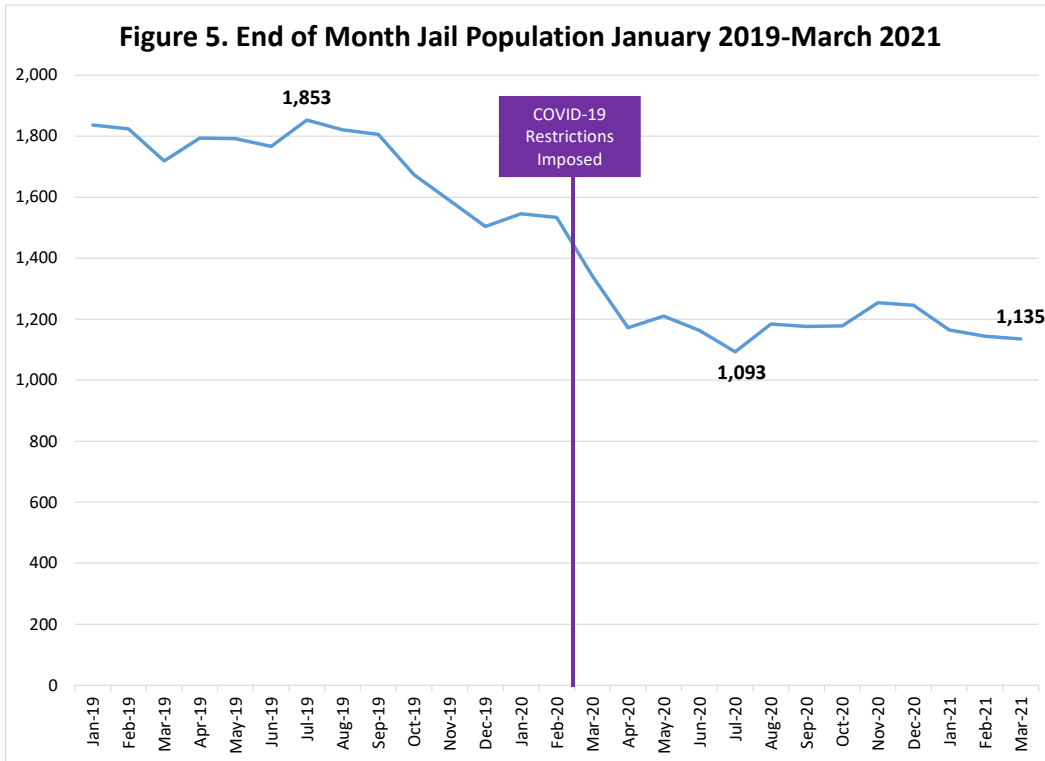
Source: East Baton Rouge Sheriff's Office via General Informatics

Table 5. Historical East Baton Rouge Jail Average Daily Population
2017-2020

Year	Male ADP	Peaking Factor	Female ADP	Peaking Factor	Total ADP	Peaking Factor
2017	1,752	9%	227	16%	1,979	9%
2018	1,688	7%	203	17%	1,891	6%
2019	1,359	13%	183	24%	1,542	14%
2020*	1,015	22%	97	74%	1,112	27%
Average Percent Change	-16.2%		-22.5%		-16.9%	

*Source: East Baton Rouge Sheriff's Office via General Informatics; *Note: 2020 data is for January – October.*

2. *Detailed Analysis of the East Baton Rouge Parish Jail Snapshots – December 31, 2019 & December 31, 2020*

Tables 6 through 8 display data on persons housed in the East Baton Rouge Jail on December 31, 2019 and December 31, 2020. As mentioned previously, these data assist JFA in understanding the attributes of the jail population that must be housed and managed on a daily basis. The comparison of two snapshots is provided to highlight the impact of the COVID-19 pandemic. Table 6 provides a demographic profile and Table 7 describes the jail population by most serious offense. Table 8 describes the jail population by classification level.

Significant findings when comparing pre- and post-COVID-19 jail populations:

1. Pre- and post-COVID-19, the majority of bookings to the jail were via arrests by the Baton Rouge Police Department and the East Baton Rouge Sheriff's Office.
2. Pre- and post-COVID-19, the majority of persons held in the jail had at least one charge with a sentence. Pre-COVID-19 this group comprised 75.3 percent of the jail population, post-COVID-19 was 69.5 percent. The drop in persons with at least one sentence is likely due to delays in case processing due to the pandemic.
3. The percentage of persons without a bond set dropped dramatically post-COVID-19 while the percentage of persons held with a high set bail increased. This is an indicator that the jail population "hardened" post-COVID-19 as fewer persons were arrested and booked for low level non-felony and non-violent felony charges and as many persons in the jail for such charges were both released via mitigation measures.
4. Another indicator that the jail population hardened post-COVID-19 is seen in Table 7 where persons with a most serious felony violent charge increased from 14.5% of the population on December 31, 2019 to 21.6% on December 31, 2020. Commensurately the percentage of persons booked for a most serious non-felony charge decreased from 14.6% to 6.3%.

5. A further indicator that the jail population has hardened post-COVID-19 is the increase of the average length of stay to date from 204 days at the end of 2019 to 272 days at the end of 2020. Persons with more severe charges traditionally take longer to be sentenced and released. Longer ALOS for jail populations is also reflective of slower case processing overall.
6. The percentage of persons held in minimum and medium custody decreased post-COVID-19 while the percentage of persons held in medium/maximum and maximum custody increased.

Summary of attributes of the December 31, 2020 jail population:

7. A majority of the jail population was male (92.6%). Males had a significantly longer average length of stay to date than females (282.5 days for males versus 142.7 days for females).
8. The average age of persons in the jail was 33.9 years. The majority of persons were ages 25 through 34.
9. A significant majority of the jail population was Black (76.4%).
10. A majority of detainees had no bond set (37%). Persons held for a bond of over $50,000 had the longest average length of stay to date (435.9 days). Of this group, persons with a most serious felony violent charge had an even longer ALOS to date of 467.2 days.
11. A majority of persons were arrested via the Baton Rouge Police Department or the East Baton Rouge Sheriff's Office.
12. Jail data disaggregated by legal status was not available. This limited the analysis JFA was able to perform.

Summary of the December 31, 2020 jail population by most serious charge:

13. Persons held/sentenced for a felony charge accounted for a majority of detainees (40.8%).
14. Persons held for a murder, sex or robbery charge had the longest average lengths of stay so far.
15. Probation/parole violators accounted for 28.7% of the detainee population and had an average length of stay to date of 229.2 days.
16. Non-felony persons accounted for 6.3% of the population and had an average length of stay to date of 68.1 days.
17. The majority (65%) of persons with a most serious non-felony charge were held for a violent non-felony.

Table 6. East Baton Rouge Jail Population Attributes

Attribute	Pre-COVID-19 (Dec. 31, 2019)			Post-COVID-19 (Dec. 31, 2020)			Numeric Change	Percent Change
	Number	Percent	Average Length of Stay to Date (days)	Number	Percent	Average Length of Stay to Date (days)		
Total	**1,530**	**100.0%**	**203.9**	**1,261**	**100.0%**	**272.2**	**-269**	**-18%**
Gender								
Female	146	9.5%	154.9	93	7.4%	142.7	**-53**	**-36%**
Male	1,384	90.5%	209.0	1,168	92.6%	282.5	**-216**	**-16%**
Race								
Black	1,169	76.4%	218.1	964	76.4%	285.7	**-205**	**-18%**
Hispanic	48	3.1%	221.3	41	3.3%	410.5	**-7**	**-15%**
Other	20	1.3%	306.4	17	1.3%	354.3	**-3**	**-15%**
White	293	19.2%	137.1	239	19.0%	187.9	**-54**	**-18%**
Arrest Agency								
Baker PD	54	3.5%	229.7	48	3.8%	285.8	**-6**	**-11%**
Baton Rouge City PD	517	33.8%	279.1	435	34.5%	355.9	**-82**	**-16%**
Other	3	0.2%	61.4	4	0.3%	162.1	**1**	**33%**
Sheriff's Office	668	43.7%	164.1	506	40.1%	230.9	**-162**	**-24%**
Zachary PD	16	1.0%	213.6	10	0.8%	467.9	**-6**	**-38%**
Unknown	272	17.8%	154.3	258	20.5%	203.5	**-14**	**-5%**
Has a sentence start date	**1,152**	**75.3%**	**204.2**	**877**	**69.5%**	**265.5**	**-275**	**-24%**
Age at Release								
Under 17	1	0.1%	468.4	0	0.0%	-	**-**	**-**
17 - 24	361	23.6%	219.4	317	25.1%	268.3	**-44**	**-12%**
25 - 34	548	35.8%	201.7	435	34.5%	261.1	**-113**	**-21%**
35 - 44	360	23.5%	191.3	291	23.1%	267.0	**-69**	**-19%**
45 and older	260	17.0%	203.3	218	17.3%	306.8	**-42**	**-16%**
Average Age	34.1			33.9				
Median Age	32.1			32.1				
Admission for Probable Cause	781	51.0%	193.3	680	53.9%	240.4	**-101**	**-13%**
Admission for Warrant Execution	263	17.2%	130.1	228	18.1%	180.3	**-35**	**-13%**
Admission for Contempt	2	0.1%	58.9	0	0.0%	-	**-2**	**-100%**
Admission for Court Remand	0	0.0%	-	0	0.0%	-	**0**	**-**
Admission for Detainer	1	0.1%	183.5	0	0.0%	-	**-1**	**-100%**
Admission for Fugitive	6	0.4%	272.4	5	0.4%	352.3	**-1**	**-17%**

Attribute	Pre-COVID-19 (Dec. 31, 2019)			Post-COVID-19 (Dec. 31, 2020)			Numeric Change	Percent Change
	Number	Percent	Average Length of Stay to Date (days)	Number	Percent	Average Length of Stay to Date (days)		
Total	**1,530**	**100.0%**	**203.9**	**1,261**	**100.0%**	**272.2**	**-269**	**-18%**
Admission for Probation Violation	295	19.3%	166.3	232	18.4%	220.5	**-63**	**-21%**
Admission for Parole Violation	200	13.1%	181.8	171	13.6%	232.6	**-29**	**-15%**
Total Bond Amount								
None	934	61.0%	178.3	467	37.0%	239.9	**-467**	**-50%**
Felony violent	*95*	*6.2%*	*388.2*	*68*	*5.4%*	*421.3*	***-27***	***-28%***
$5,000 and under	118	7.7%	76.0	97	7.7%	82.8	**-21**	**-18%**
$5,001-$10,000	70	4.6%	98.3	76	6.0%	65.9	**6**	**9%**
$10,001-$25,000	80	5.2%	144.7	119	9.4%	145.0	**39**	**49%**
$25,001-$50,000	65	4.2%	191.7	90	7.1%	236.4	**25**	**38%**
Over $50,000	263	17.2%	401.3	412	32.7%	435.9	**149**	**57%**
Felony violent	*88*	*5.8%*	*495.9*	*142*	*11.3%*	*476.2*	***54***	***61%***

Source: East Baton Rouge Sheriff's Office via General Informatics

Table 7. East Baton Rouge Jail Population by Most Serious Charge

Offense	Pre-COVID-19 (Dec. 31, 2019)			Post-COVID-19 (Dec. 31, 2020)			Numeric Change	Percent Change
	Number	Percent	Average Length of Stay to Date (days)	Number	Percent	Average Length of Stay to Date (days)		
Total	**1,530**	**100.0%**	**203.9**	**1,261**	**100.0%**	**272.2**	**-269**	**-18%**
Total Felony	**494**	**32.3%**	**290.5**	**515**	**40.8%**	**327.5**	**21**	**4%**
Violent	**222**	**14.5%**	**390.1**	**272**	**21.6%**	**382.3**	**50**	**23%**
Murder	25	1.6%	630.0	40	3.2%	575.5	**15**	**60%**
Sex	32	2.1%	520.7	38	3.0%	578.8	**6**	**19%**
Assault/battery	93	6.1%	322.5	114	9.0%	270.5	**21**	**23%**
Robbery	40	2.6%	422.1	51	4.0%	443.4	**11**	**28%**
Other Violent	32	2.1%	228.6	29	2.3%	190.7	**-3**	**-9%**
Drug	**53**	**3.5%**	**138.5**	**49**	**3.9%**	**174.4**	**-4**	**-8%**
Drug Sale	24	1.6%	90.7	15	1.2%	182.3	**-9**	**-38%**
Drug Possession	29	1.9%	178.1	34	2.7%	170.9	**5**	**17%**
Non-Violent	**219**	**14.3%**	**226.3**	**194**	**15.4%**	**289.2**	**-25**	**-11%**
Burglary	64	4.2%	172.9	48	3.8%	221.4	**-16**	**-25%**
Fraud/forgery	16	1.0%	143.8	15	1.2%	129.9	**-1**	**-6%**
Theft	16	1.0%	217.9	10	0.8%	266.0	**-6**	**-38%**
DUI	4	0.3%	196.1	4	0.3%	302.7	**0**	**0%**
Weapons	30	2.0%	326.1	35	2.8%	397.7	**5**	**17%**
Other Non-Violent	28	1.8%	265.7	20	1.6%	466.1	**-8**	**-29%**
Other Property	23	1.5%	167.1	24	1.9%	166.7	**1**	**4%**
Traffic	38	2.5%	285.6	38	3.0%	326.7	**0**	**0%**
Non-Felony	**223**	**14.6%**	**87.0**	**80**	**6.3%**	**68.1**	**-143**	**-64%**
Violent	107	7.0%	112.1	52	4.1%	81.9	**-55**	**-51%**
Drug	11	0.7%	25.2	2	0.2%	25.4	**-9**	**-82%**
Property	39	2.5%	63.7	11	0.9%	36.4	**-28**	**-72%**
Other Non-Violent	21	1.4%	76.9	6	0.5%	82.8	**-15**	**-71%**
DUI	4	0.3%	99.7	2	0.2%	35.2	**-2**	**-50%**
Traffic	41	2.7%	64.1	7	0.6%	24.7	**-34**	**-83%**
Parole/probation violation	**442**	**28.9%**	**175.9**	**362**	**28.7%**	**229.2**	**-80**	**-18%**
Hold	**144**	**9.4%**	**170.5**	**141**	**11.2%**	**245.4**	**-3**	**-2%**
Unknown	**227**	**14.8%**	**202.3**	**163**	**12.9%**	**316.1**	**-64**	**-28%**

Source: East Baton Rouge Sheriff's Office via General Informatics

Table 8. East Baton Rouge Jail Population by Classification Level

Classification Level	Pre-COVID-19 (Dec. 31, 2019)			Post-COVID-19 (Dec. 31, 2020)			Numeric Change	Percent Change
	Number	Percent	Average Length of Stay to Date (days)	Number	Percent	Average Length of Stay to Date (days)		
Total	**1,530**	**100.0%**	**203.9**	**1,261**	**100.0%**	**272.2**	**-269**	**-18%**
Minimum	76	5.0%	141.0	31	2.5%	152.8	-45	-59%
Medium	1,204	78.7%	219.6	956	75.8%	294.4	-248	-21%
Medium/Max	25	1.6%	6.2	38	3.0%	89.0	13	52%
Maximum	86	5.6%	182.6	77	6.1%	239.9	-9	-10%
Other	139	9.1%	150.8	159	12.6%	230.1	20	14%

Source: East Baton Rouge Sheriff's Office via General Informatics

3. *Detailed Analysis of the East Baton Rouge Parish Jail Releases January 2019 – March 2021*

The last focus of statistical analysis is based on a cohort of people who were released between January 2019 and April 2021. The release cohort is useful for understanding which methods of release by the courts are driving the jail population. In this analysis, we focused on releases that occurred during the pre-COVID time frame (January 2019 – February 2020) with a comparison to post-COVID-19 (March 2020 – March 2021). The pre-COVID-19 cohort of releases reflect those criminal justice policies that were cumulatively producing the nearly 1,900 jail population seen in the snapshot analysis. The Post-COVID-19 releases reflect the impact of the pandemic mitigation efforts.

Table 9 summarizes characteristics of East Baton Rouge Parish jail releases. Table 10 details jail releases by most serious charge. Table 11 provides information on release reason and Table 12 shows detailed length of stay statistics.

Significant findings when comparing pre- and post-COVID-19 jail releases:

1. The post-COVID-19 average length of stay (ALOS) was significantly higher (77.1 days) than the pre-COVID-19 ALOS of 58.2 days. As mentioned previously, this is likely the result of delays in court processing. Further, this also could be the effect of early release of sentenced persons via pandemic mitigation policies. A sentenced person would have already spent a significant time in the jail. Further, with fewer "low" severity bookings to shorten the overall average time spent in the jail, the ALOS would be more impacted by the early release of sentenced persons.

2. The percentage of felony, non-violent (most serious charge) releases increased post-COVID-19, likely due to pandemic mitigation efforts to move "lower" severity charged persons out of the jail quickly.

3. The percentage of persons released without a bond set increased dramatically post-COVID-19. This is likely due to increased leniency in release mechanisms caused by pandemic mitigation efforts. It should be noted here that with these more lenient release policies, East Baton Rouge did not see a commensurate increase in reported UCR crime and arrest indicating the policies did not compromise public safety.

Summary of attributes of jail releases for March 2020 to March 2021:

4. Male releases from the jail had an ALOS of 85.0 days while females averaged 38.7 days.

5. Releases with at least one sentence averaged a stay of 124.5 days. This group made up over 46 percent of releases.

6. Releases booked for probable cause (over 60% of releases) had an ALOS of 64.8 days.

7. Persons with a low bond ($5,000 or less) comprised almost 14% of releases and averaged a significantly lower ALOS (32.3 days) than the total release cohort.

8. The four rows that are highlighted in Table 11 reflect the major drivers of the jail population. Based on the number of releases and the associated LOS, these four release methods (release to state prison, time served, bonds and released to other agency) constitute 89% of the post-COVID jail population. Any plan to further lower the jail population needs to impact these four release groups principally by reducing their LOS.

9. As court processing delays decrease as the impact of the pandemic wanes, the impact of bond releases on the jail population should decrease to pre-COVID-19 levels. Pre-COVID-19 bond releases average a LOS of 13.0 days. This increased to 27.2 days post-COVID-19.

10. Similarly, as limitations on transportation of persons lessens, the impact of transfers to other agencies on the jail population should decrease. Pre-COVID-19 this group had an ALOS of 58.0 days. This increased to 105.3 days post-COVID-19.

11. Persons held for a murder, sex or robbery charge had the longest average lengths of stay in the jail.

12. The ALOS for persons with a most serious charge level of felony averaged 63.9 days in jail.

13. Probation/parole violators accounted for 13.4% of releases and averaged a stay in jail of 179.4 days.

14. Releases with a most serious felony drug charge comprised 9.3% of releases and had an ALOS of 32.1 days.

15. Hold releases comprised 11.4% of releases and stayed in the jail an average of 60.6 days.

16. Non-felony persons accounted for 28.9% of releases with an ALOS of 37.1 days. This ALOS is higher than the national average for non-felony jail releases.
17. The percentage of high utilizers, persons with multiple bookings and releases, decreased post-COVID-19. This group comprised about 18% of the persons released pre-COVID-19 and fell to 11%.
18. The percentage of releases with a jail stay of 24 hours or less decreased post-COVID-19 as the number of "lower" severity offenders arrested and booked into the jail decreased because of pandemic mitigation policies.

Table 9. Releases by Attribute
January 2019 – March 2021

Attribute	Pre-COVID-19 (Jan '19-Feb '20)			Post-COVID-19 (Mar '20-Mar '21)		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	13,587	100.0%	58.2	6,271	100.0%	77.1
Gender						
Female	2,972	21.9%	27.4	1,080	17.2%	38.7
Male	10,615	78.1%	66.8	5,191	82.8%	85.0
Race						
Black	9,650	71.0%	62.8	4,622	73.7%	82.9
Hispanic	244	1.8%	46.4	133	2.1%	70.9
Other	148	1.1%	54.1	64	1.0%	84.2
White	3,545	26.1%	46.7	1,452	23.2%	59.0
Arrest Agency						
Baker PD	712	5.2%	48.3	293	4.7%	55.5
Baton Rouge City PD	3,411	25.1%	83.2	1,474	23.5%	106.9
Other	40	0.3%	56.9	22	0.4%	21.7
Sheriff's Office	7,033	51.8%	49.5	3,051	48.7%	73.0
Zachary PD	165	1.2%	53.3	93	1.5%	44.3
Unknown	2,226	16.4%	51.0	1,338	21.3%	61.5
Has a sentence start date	6,838	50.3%	93.7	2,933	46.8%	124.5
Age at Release						
Under 17	1	0.0%	3.2	1	0.0%	538.9
17 - 24	3,036	22.3%	59.8	1,511	24.1%	76.4
25 - 34	4,987	36.7%	57.7	2,243	35.8%	74.6
35 - 44	3,234	23.8%	54.8	1,533	24.4%	67.8
45 and older	2,329	17.1%	58.2	983	15.7%	98.1
Average Age	34.2			33.8		
Median Age	32.2			32.0		

Attribute	Pre-COVID-19 (Jan '19-Feb '20)			Post-COVID-19 (Mar '20-Mar '21)		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	**13,587**	**100.0%**	**58.2**	**6,271**	**100.0%**	**77.1**
Admission for Probable Cause	7,048	51.9%	60.2	3,788	60.4%	64.8
Admission for Warrant Execution	2,542	18.7%	53.7	1,263	20.1%	55.0
Admission for Contempt	183	1.3%	61.1	49	0.8%	58.5
Admission for Court Remand	7	0.1%	7.4	0	0.0%	-
Admission for Detainer	15	0.1%	55.8	0	0.0%	-
Admission for Fugitive	116	0.9%	55.5	15	0.2%	143.5
Admission for Probation Violation	1,342	9.9%	120.1	603	9.6%	172.4
Admission for Parole Violation	627	4.6%	135.8	359	5.7%	178.5
Total Bond Amount						
None	6,400	47.1%	93.7	4,341	69.2%	81.1
Felony violent	*239*	*1.8%*	*265.2*	*371*	*5.9%*	*135.1*
$5,000 and under	3,900	28.7%	16.6	850	13.6%	32.3
$5,001-$10,000	1,378	10.1%	23.5	402	6.4%	45.9
$10,001-$25,000	1,107	8.1%	25.6	329	5.2%	69.4
$25,001-$50,000	459	3.4%	42.0	164	2.6%	94.3
Over $50,000	343	2.5%	128.3	185	3.0%	247.8
Felony violent	*77*	*0.6%*	*177.0*	*38*	*0.6%*	*311.5*

Source: East Baton Rouge Sheriff's Office via General Informatics

Table 10. Releases by Most Serious Charge
January 2019 – March 2021

Offense	Pre-COVID-19 (Jan '19-Feb '20)			Post-COVID-19 (Mar '20-Mar '21)		
	Number	Percent	Average Length of Stay to Date (days)	Number	Percent	Average Length of Stay to Date (days)
Total	**13,587**	**100.0%**	**58.2**	**6,271**	**100.0%**	**77.1**
Total Felony	**4,181**	**30.8%**	**58.2**	**2,399**	**38.3%**	**63.9**
Violent	**781**	**5.7%**	**122.0**	**616**	**9.8%**	**119.0**
Murder	17	0.1%	152.0	20	0.3%	223.5
Sex	52	0.4%	211.1	45	0.7%	175.9
Assault/battery	430	3.2%	96.2	377	6.0%	97.3
Robbery	85	0.6%	290.8	52	0.8%	221.6
Other Violent	197	1.4%	79.3	122	1.9%	104.0
Drug	**1,128**	**8.3%**	**30.9**	**582**	**9.3%**	**32.1**
Drug Sale	506	3.7%	27.6	276	4.4%	32.7
Drug Possession	622	4.6%	33.5	306	4.9%	31.6
Non-Violent	**2,272**	**16.7%**	**49.8**	**1,201**	**19.2%**	**51.0**
Burglary	417	3.1%	64.1	296	4.7%	61.6
Fraud/forgery	202	1.5%	40.4	81	1.3%	34.0
Theft	261	1.9%	31.7	102	1.6%	27.4
DUI	70	0.5%	17.1	26	0.4%	26.7
Weapons	170	1.3%	85.3	160	2.6%	26.6
Other Non-Violent	226	1.7%	60.7	97	1.5%	99.7
Other Property	301	2.2%	55.2	176	2.8%	45.0
Traffic	625	4.6%	38.3	263	4.2%	56.6
Non-Felony	**5,025**	**37.0%**	**26.8**	**1,815**	**28.9%**	**37.1**
Violent	1,837	13.5%	35.7	969	15.5%	47.9
Drug	348	2.6%	27.2	69	1.1%	21.5
Property	898	6.6%	22.9	220	3.5%	28.7
Other Non-Violent	697	5.1%	26.5	220	3.5%	23.1
DUI	262	1.9%	12.1	67	1.1%	19.4
Traffic	983	7.2%	17.6	270	4.3%	25.2
Parole/probation violation	**1,746**	**12.9%**	**129.7**	**838**	**13.4%**	**179.4**
Hold	**1,529**	**11.3%**	**41.9**	**713**	**11.4%**	**60.6**
Unknown	**1,106**	**8.1%**	**109.1**	**506**	**8.1%**	**128.6**

Source: East Baton Rouge Sheriff's Office via General Informatics

Table 11. Releases by Release Reason
January 2019 – March 2021

Release Category	Pre-COVID-19 (Jan '19-Feb '20)				Post-COVID-19 (Mar '20-Mar '21)			
	N	Average LOS (days)	Percent of Releases	Calculated ADP	N	Average LOS (days)	Percent of Releases	Calculated ADP
Total	**13,587**	**58.2**	**100.0%**	**1,850**	**6,271**	**77.1**	**100.0%**	**1,207**
To prison	2,508	150.0	18.5%	**883**	953	193.7	15.2%	**467**
Time served	1,896	77.7	14.0%	**346**	848	116.4	13.5%	**249**
Bonds	5,500	13.0	40.5%	**168**	3,139	27.2	50.1%	**216**
Released to other agency	1,402	58.0	10.3%	**191**	524	105.3	8.4%	**139**
Unknown	1,142	36.1	8.4%	**97**	415	33.0	6.6%	**35**
Suspended sentence	207	73.9	1.5%	**36**	74	151.8	1.2%	**28**
Court order	496	44.4	3.7%	**52**	150	71.9	2.4%	**27**
Dismissed	134	131.1	1.0%	**41**	54	167.0	0.9%	**23**
Other	85	49.6	0.6%	**10**	48	103.4	0.8%	**13**
Probation	114	74.4	0.8%	**20**	22	116.0	0.4%	**6**
No probable cause found	54	37.6	0.4%	**5**	25	67.6	0.4%	**4**
Fines paid	49	4.9	0.4%	**1**	19	8.7	0.3%	**0**

Source: East Baton Rouge Sheriff's Office via General Informatics

Table 12. Releases by Length of Stay
January 2019 – March 2021

Length of Stay	Pre-COVID-19 (Jan '19-Feb '20)	Post-COVID-19 (Mar '20-Mar '21)
Attribute		
Total Jail Releases	13,578	6,271
Total Number of Persons Released	11,288	5,624
Persons with one release	9,507	5,059
Persons with two releases	1,397	495
Persons with three releases	294	60
Persons with four releases	62	8
Persons with five or more releases	28	2
Average (Mean)	58.2	77.1
Median	7.8	9.2
Number releases within 24 hours	1,643	866
Number released between 1 and 3 days	2,891	1,211
Number released between 3 and 10 days	2,779	1,047
Number released between 10 and 30 days	1,797	801
Number released between 30 and 90 days	2,100	833
Number released over 90 days	2,373	1,389
Unknown	4	124

Source: East Baton Rouge Sheriff's Office via General Informatics

East Baton Rouge Parish Jail Population Projections

The baseline East Baton Rouge (EBR) jail population forecast was developed using the JFA stochastic entity simulation model. Data for the simulation model were collected on aggregate bookings and Average Daily Population from 2013 through March of 2021 and case level data on the confined jail population on December 31, 2020 and releases from January 1, 2019 to April 30, 2021. An expanded 28-month time frame for the case level release extract data file was used due to release fluctuations caused by the COVID-19 pandemic response. The expanded time frame allows for more representative release statistics to be analyzed and built into the simulation model.

Two main assumptions are built into the simulation model and discussed here: future jail admissions and projected LOS. As stated above, 28 months of individual case level release data was used in the construction of the simulation model. During that time frame, the overall average LOS for all releases was 64 days. From March 2020 (post-COVID-19), the overall LOS was observed at 77 days due to court related backlogs and delays as well as reduction in the number of shorter LOS individuals. In the forecast model, this overall LOS for jail releases is assumed to rebound to the pre-pandemic average of 58 days over the remainder of 2021 as court operations return to full capacity. From there, the LOS for the base projections is assumed to remain stable at 58 days through the forecast horizon. It should be noted that the forecast model does not assume one overall LOS, rather it is built on customized LOS for specific gender, crime and release types. It is also important to note that the projected LOS in the forecast model is a major influence in total projected jail ADP and should be monitored closely over the next 12 months.

Similar to LOS, the COVID-19 pandemic had a substantial impact on admissions to the EBR Parish jail. Admissions in 2020 plummeted over 38% due to COVID-19 mitigation measures (Table 13). Prior to 2020, admissions to the EBR Parish jail were also decreasing, but not near the magnitude observed in 2020. Excluding 2020, annual admissions to the EBR Parish jail were decreasing by an average of 6.1 percent per year since 2013. Since June of 2020, some crime, particularly murder and robbery have been increasing. The sum of reported crimes in those three categories for 2020 was higher than total year 2019.

Projecting future admissions to jail at this time is very challenging. Most of the factors that affect jail admissions are tied to COVID-19 related measures, police practices and the successful "re-opening" of society. It is assumed that with the current trajectory, jail admissions will end the year at just under 7,000 admissions in 2021. This is a considerably lower level of annual bookings than pre COVID-19 and reflects continued practice of not booking misdemeanor and low-level felonies into the jail. Given trends prior to 2020 and recent increases in some crimes, annual admissions are projected to increase slightly long-term with an average annual increase of 1.0% per year.

Based on the admissions and LOS assumptions described above, if there are no future policy or practice changes, the baseline ADP EBR jail population is projected to rebound to reach 1,173 by December 2021 and grow modestly to 1,248 by December 2031. When a historically determined peaking factor is applied to the male and female population, the facility needs are expected to reach 1,277 by December 2021 and grow modestly to 1,360 by December 2031. Figure 6 presents the baseline EBR jail population forecast, assuming no future policy or practice changes.

Table 13. Historical and Projected Jail Bookings: Baseline
2015-2031

Year	Bookings	Percent Change
2015	15,782	-
2016	12,931	-18.1%
2017	12,777	-1.2%
2018	11,959	-6.4%
2019	11,483	-4.0%
2020	7,199	-37.3%
2021	6,970	-3.2%
2022	7,040	1.0%
2023	7,110	1.0%
2024	7,181	1.0%
2025	7,253	1.0%
2026	7,326	1.0%
2027	7,399	1.0%
2028	7,473	1.0%
2029	7,548	1.0%
2030	7,623	1.0%
2031	7,699	1.0%

**Table 14. Historical and Projected Jail Populations: Baseline
2019-2031**

Year	Male	Male w/peaking	Female	Female with/peaking	Total	Total with peaking
2019	1,359	1,536	183	227	1,542	1,763
2020	1,015	1,238	97	120	1,112	1,359
2021	1,077	1,158	96	119	1,173	1,277
2022	1,082	1,163	98	122	1,180	1,285
2023	1,094	1,176	102	126	1,196	1,303
2024	1,072	1,152	105	130	1,177	1,283
2025	1,067	1,147	108	134	1,175	1,281
2026	1,111	1,194	107	133	1,218	1,327
2027	1,116	1,200	105	130	1,221	1,330
2028	1,120	1,204	108	134	1,228	1,338
2029	1,123	1,207	109	135	1,232	1,342
2030	1,131	1,216	109	135	1,240	1,351
2031	1,137	1,222	111	138	1,248	1,360
Average Percent Change 2021-2031	0.6%	0.6%	1.5%	1.5%	0.6%	0.6%

Figure 6. East Baton Baton Rouge Total Jail Population Projections
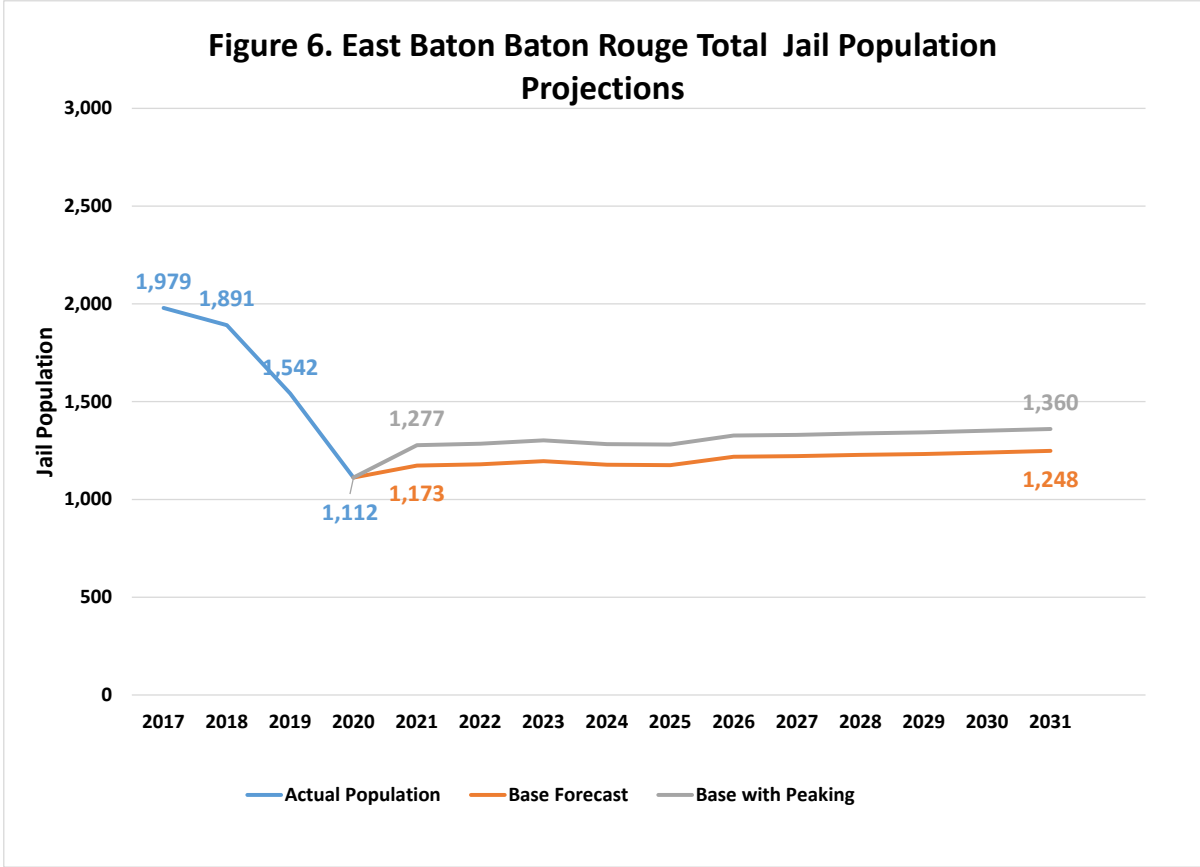
Alternative Scenarios/Impact Calculations

This section summarizes the two major factors that if implemented would impact the future size of the jail population. It must be emphasized that there are no formal plans or funding in place that would actually implement each one.

Pretrial Services Agency

Currently there is not a Pretrial Services Agency (PSA) that would conduct risk assessments of all newly admitted inmates, make recommendations to the court for release, and supervise detainees who have been granted release by the courts. In addition to screening pretrial detainees for risk, this agency would also review people who have been sentenced by the courts as well as probation and parole violators to expedite their release from custody. Embedded in this agency would be a jail population manager who would be monitoring the jail population on a daily basis to identify potential candidates for release and bring those cases to the attention of the courts for release considerations.

If EBR were to pursue the implementation of a PSA, the parish would need to design an operational and governance model as well as identify initial funding to support its

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implementation. Once that work is completed it would be possible to provide some estimates of such an agency's impact on the jail population. Reductions would occur if the PSA is able to a) increase the number of people being released on ROR, b) expedite the number of people currently being released on ROR and c) reduce the number of people released on ROR but are returning to the jail on a new arrest or an FTA.

Criminal Case Processing Reforms

Individuals currently released via Time Served, Bonds, To State Prison, or Release to Other Agency would benefit from criminal case processing reforms that would reduce some court delays. Individuals transferred to state prison would be under a maximum time to transfer of 150 days, shortening their corresponding LOS by 44 days. All other release types would benefit from expedited case processing and save an average of 14 days each.   It is recommended that new standards be developed and implemented to improve case processing time. For example, the court system could implement continuance policies consistent with national standards. [1]

There was insufficient data available to separately quantify the impacts of a PSA and criminal case processing reforms. As suggested above, both efforts could be used in combination and would serve to shorten the LOS for approximately 5,000 bookings a year by an average of 14 days, as stated above in the criminal case processing reform details.

Table 15 shows the overall impact of these two reforms on the current LOS for the key release groups that would be impacted. Note that the current decisions by the courts are not changing in terms of how many people are released. What is changing is that the time it takes to make these decisions is being reduced by modest amounts.

These estimates do not assume that a higher proportion of pretrial defendants would be released on bail or on own recognizance (OR). It is possible that pretrial release rates would also increase which would have a further reduction on the jail population. JFA was not able to make credible estimates of that reform as there are not reliable or valid risk assessment data for pretrial defendants.

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[1] See National Institute of Corrections website at
https://ncsc.contentdm.oclc.org/digital/collection/ctadmin/id/1484/

Table 15. Criminal Case Processing Reform
Jail Population Reduction Scenario Assumptions

Releases	Annualized 2021 Bookings	Current LOS (days)	New LOS (days)	LOS Savings (days)	Jail Population Impact
Time Served	783	116	102	14	-30
Bonds	2,898	27	13	14	-111
To State Prison	880	194	150	44	-106
Release to Other Agency	484	105	91	14	-19
Total	**5,044**	**77**	**58**	**19**	**-266**

Summary Estimates

Figure 7 presents a summary of the baseline forecast and the impact of the criminal case processing reform scenario against that forecast. With this scenario included, the resulting reduction to the jail population is calculated at -266 at full implementation by mid- 2023. It is understood it will take time to build reforms to this level of jail population reduction. The impact is then projected to increase at the same rate associated with the overall population and reach an estimate of -291 by 2031. The EBR Parish jail population with a calculated peaking factor can decline from a projected 1,197 in 2021 to 1,069 in 2031.

At this time a credible plan for implementing the two major reforms list above has not been developed. Until such a plan is formulated, the parish should rely on the base projection of 1,248 with a needed jail bed capacity of 1,360. Once the plan has been developed and adopted by the major criminal justice and community stakeholders, new jail population estimates can be made.

Figure 7. East Baton Rouge Jail Alternative Projections
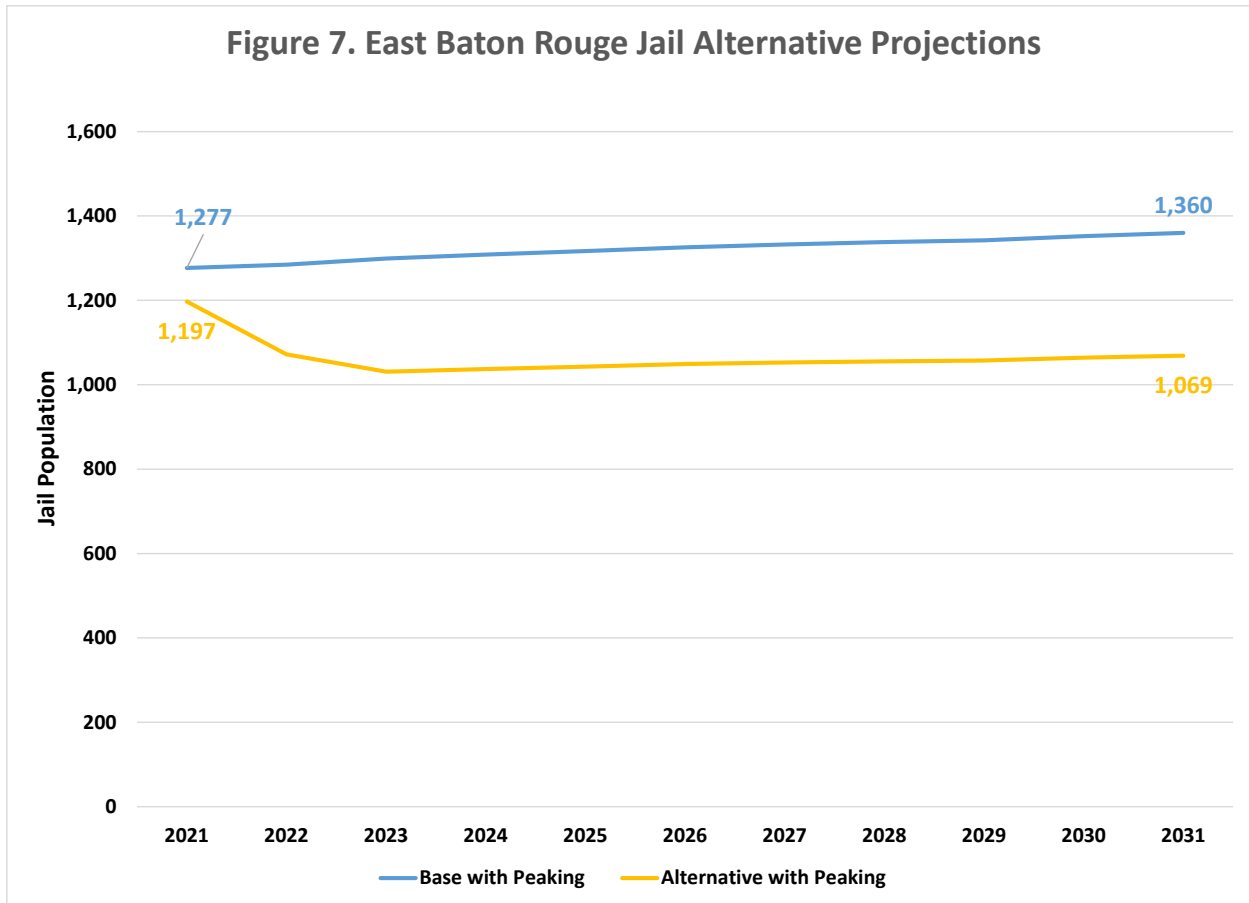
V.   Conclusions

The following recommendations sum up the East Baton Rouge jail needs.

If the Parish were to implement two criminal justice reforms, the jail population could be reduced significantly. These two reforms would be:
a) reducing the number and length of continuances by the courts and
b) implementing a pretrial service agency that would increase and expedite the release of pretrial defendants.

At this time a credible plan for implementing the two major reforms listed above has not been developed. Until such a plan is formulated, the parish should rely on the base projection of 1,248 with a needed jail bed capacity of 1,360. Once the alternative plan has been developed and adopted by the major criminal justice and community stakeholders, new jail population estimates can be made.

Further, the current jail classification system does not meet industry standards which makes it difficult to estimate the type of beds (e.g., cells, dorms) by gender. It is recommended that a

new system be developed and implemented. Such national standards include an automated initial and reclassification scoring system with separate forms designed for males and females.[2]

The East Baton Rouge Parish jail has a need to clearly identify the number of people in the jail who have severe mental health conditions and thus will require special restricted housing.

The number of people confined for a probation or parole violation appears to be excessive. It is recommended that a detailed study of this population needs to be completed in coordination with the Louisiana probation and parole department.

Finally, there is a need to create a jail population manager whose primary focus is to monitor the jail population on a daily basis to identify people who should be considered by the courts for immediate release.

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[2] See National Institute of Corrections website at https://nicic.gov/objective-jail-classification-systems-guide-jail-administrators.