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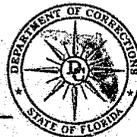
OFFICE of JAIL ASSISTANCE

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**FLORIDA
DEPARTMENT OF CORRECTIONS**

110310

THE CURRENT STATUS OF
FLORIDA'S COUNTY JAILS

September, 1987

Volume III

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FOREWORD

Florida's jails were evaluated by the Bureau of Criminal Justice Assistance, Division of Public Safety Planning and Assistance in the Department of Community Affairs in 1981 and 1983.

This third study in 1987 is written to stand on its own, but we recommend the reading of the previous two reports to understand the history of the Florida jails' progress.

The report has purposely tried not to repeat information given in the previous reports but to acknowledge the activity and advances made in the past four years.

The first chapter is a snapshot of the jail crisis nationwide and who is incarcerated.

The second chapter deals with the continuing role of the Department of Corrections with monitoring and enforcement of jail standards.

The third chapter addresses specific problems and issues facing jail administration such as overcrowding, structural deficiencies, insufficient staff, litigation, and cost of confinement.

The final section looks at the different types of classification profiles of inmates who inhabit the jails.

The jail situation in Florida continues to improve from an administrative and professional viewpoint. The overcrowding problem, is still the biggest detriment to compliance with minimum standards.

The building of new facilities by local government, training provided by the Florida Sheriff's Association, and technical assistance from the Department of Corrections continues to provide a cooperative atmosphere of earlier years. Proper funding for officers' salaries and

mid-management training continues to plague the efforts of many jail administrations. An effort to collect standardized information has begun but many jails are still not computerized and in a day of automation this becomes a severe handicap to documenting needed data for further progress.

The jail business today is a major industry with all the inherent problems that are attached to growth and change. But the challenge of doing the job effectively and escaping liability is more exciting than ever for people willing to be frontiers in an area of much resistance.

CHAPTER I

JAILS:
THE COMPOSITE PICTURE

JAILS: THE COMPOSITE PICTURE

The nation's jails are now widely believed to be in a state of crises. For decades, reformers have been decrying the conditions found in jails. The fact that those reformers have recently been joined by the courts, armed with the force of the constitution, imbues the age-old "crises" with a renewed urgency.

Numbering approximately 3,493, local jails have become veritable "dumping grounds" for many of the nation's misfits- "social service agencies of last resort" for public inebriates, the mentally ill, the mentally retarded, and troubled children. Moreover, of the estimated 7 million people who pass through American Jails each year, about 60% are there awaiting trial, while the remaining 40%, having been adjudged guilty, are serving time as punishment.¹

In addition, the nation's jails are burdened with other problems such as space limitations, poorly trained and compensated personnel, servicing deficiencies, and financial uncertainties.

WHAT IS A JAIL?

A loosely though frequently employed term, "jail" is used here to describe local (usually county) detention facilities, usually administered by a local law enforcement agency, county commission or correctional authority, designed to confine persons for a limited period of time. The confinement of an individual may be for the following periods: (1) pending trial; (2) pending sentence or appeal; (3) pending transportation to another county detention facility, prison, or mental hospital; (4) while being held for another jurisdiction; and (5) while serving a sentence for a misdemeanor or felony conviction, usually of less than a year.²

JAIL POPULATION TRENDS

Unlike the population of state prisons, the local jail population remained numerically stable throughout most of the 1970s. However, between 1978 and 1982, the number of inmates in American Jails rose precipitously - a 34% increase in just four years. Moreover, the problem of numerical instability is exacerbated by the inherent instability of the incarcerated populations themselves: because jails hold individuals for relatively short periods of time, turnover is frequent, causing substantial disparities in inmate-space ratios and rendering the concept of average daily population (230,641 in 1984) less useful than it is in the case of prisons.³

DISPARITIES BETWEEN THE JAILS AND THE JAILED

Where jails and the jailed are concerned, disparities are the order of the day. Although the typical facility is small and located in a rural or suburban setting, the typical inmate resides in a large urban facility. These disparities appear even more acute when framed in percentage terms: 45% of jail prisoners are confined in fewer than 4% of local institutions; 44% of the facilities hold a mere 4% of the inmates. And while jails and their attendant problems are a nationwide phenomenon, jail populations are highly regionalized, with close to half (43%) of all such inmates held in southern institutions and an additional one-quarter (24%) held in the west.⁴

JAIL INMATES

The typical jail inmate in 1984 was single, young adult, male, and had an average annual income of \$3,700. According to a survey of jail inmates that year, the following sociodemographic characteristics were notable:

- About 70% of all jail inmates were under 30 years of age.
- Women continued to make up a small proportion of jail inmates, with male inmates dominating by a substantial 93%.
- Blacks were disproportionately represented among the jail population, accounting for about four out of every ten male inmates and five of ten female inmates.
- More than three-fourths of jail inmates had never been married (54% among men and 46% among women) or were separated or divorced (23% among men and 30% among women)
- Only two-fifths of all jail inmates had completed their high school education.
- Jail inmates were poor, with a median reported income of \$3,714 annually. Moreover, one in every four jail inmates either had no source of income prior to incarceration or was dependent on welfare, social security or unemployment benefits.
- About one-fourth of all convicted inmates consumed heavy amount of alcohol before committing their crimes.
- About one of every five convicted inmates was under the influence of drugs (not alcohol) when their crimes were committed.

VARIABILITY OF JAILS

The above synopsis suggests something of complexity of the jail as an institutional form. It also suggests the variability of jails as individual institutions, reflecting the priorities and problems of the local communities of which they generally are the least regarded and understood parts.

Throughout its study of local jails, the Advisory Commission on Intergovernmental Relations has recognized that no two jails are exactly alike, that no two bear exactly the same burdens and that, therefore, no single solution will alleviate the jail "crisis." Indeed, to speak of a jail crisis is to ignore the variances.

Clearly, there are many jails grappling with severe crises, many more are struggling with serious problems, and a few are even enjoying "success" within the perverse policy milieu that jails, by the nature of their clientele, must occupy.

CHAPTER I NOTES:

¹ Jails: Intergovernmental Dimensions of a Local Problem. Advisory Commission on Intergovernmental Relations, Washington, DC (May, 1984), p. 2.

² A Study of the Current Status of Florida's County Jails. Florida Department of Veteran and Community Affairs: Bureau of Criminal Justice Assistance, Tallahassee, Fl (September, 1981), p. 3.

³ Jail Inmates, 1984. U.S. Department of Justice: Bureau of Justice Statistics, Washington, DC (June, 1984), p. 1.

⁴ Advisory Commission, p. 6.

⁵ Jail Inmates, p. 2.

⁶ Advisory Commission, p. 6.

CHAPTER II

THE STATE OF FLORIDA'S ROLE IN JAIL OPERATIONS

THE STATE OF FLORIDA'S ROLE IN JAIL OPERATIONS

The Arias vs. Wainwright class action suit filed in 1979 was the impetus for changing the standards required for local jails in Florida and the jail inspection process. Seventeen conditions and practices which were designated as unconstitutional included: enforced idleness; denial of adequate exercise; inadequate medical, psychiatric and psychological care; arbitrary restrictions on visitation; denial of contact visitation; inadequate heat, light, ventilation and sanitation in cells; inadequate and unclean clothing; hazardous fire and emergency conditions; denial of nourishing food; grossly overcrowded living conditions; violent assaults on prisoners by fellow prisoners; arbitrary discipline without due process; unconstitutional restrictions on correspondence and access to telephones; denial of access to courts, counsel and lawbooks; and finally denial of work, educational and rehabilitative opportunities resulting in physical, mental and psychological deterioration.

By permitting these conditions to exist, Secretary Wainwright was accused of denying the plaintiff prisoners due process and equal protection of the laws, and of having subjected inmates to cruel and unusual punishment, in violation of their constitutional rights.

Since the inception of Arias vs. Wainwright in 1981, the Department of Corrections (DC) has revamped its inspection process, rewritten a good portion of Florida Administrative Code 33-8 (the enforceable standards for jail operations) to follow current ACA standards and recent court rulings, and monitored jail activities in a proactive posture.

In the past three years major changes have been to set up procedures to permit double-bunking of inmates in formerly single-cell areas, include nursing professionals to assist inspectors with the medical inspection process, file suit on many more jails where life and safety precautions were not being followed (primarily up-to-date fire inspections), collect monthly jail population statistics, and have regularly scheduled meetings of a Department Jails Committee to oversee special issues and requirements of monitoring the jails and make recommendations to the Secretary for appropriate action. Inspections are now monitored, violations documented and rules enforced on a much more consistent basis than ever before. Variances, which used to be common place, are not allowed and those counties wishing for an exception to the rules must go through a specific appeal process.

Most jails that fail to be in compliance today have severe problems with overcrowding issues or the facility is too old to comply with more rigid fire codes to pass the fire inspection process. Both of these problem areas are beyond the control of correctional personnel.

Violations fall under three categories:

1. Aggravated violations (a practice that poses a substantial and immediate danger to the life, health and safety of one or more prisoners or a staff member) must be corrected within 24 hours with a reinspection within 48 hours.
2. Citable violations (all rules which say "shall" or "will") are mandatory and require a corrective action plan within 30 days with a follow-up inspection process.
3. Reportable violations (all rules which say "should") are not enforceable but denote a correctional practice that is desirable and conducive to good prisoner management and alerts local government to make a concerted effort to achieve.

Original concerns of the law suit have by-in large been corrected and only a few facilities are written up for non-compliance in isolated incidences. These are usually corrected within the 30 day designated time frame. Follow-up inspections, which are held whenever a citable violation is noted, find a corrective action plan in place or the violation remedied.

Nine inspectors, within the Inspector General's office and under the Correctional Internal Inspector Supervisor, are responsible for inspecting 137 city holding facilities, and 122 Florida jails, which also require the filling out of a 46 page Inspection Report twice a year. They also conduct follow up inspections as necessary and monitor 2 self-audits per year that the Jail Administrator is required to submit. In addition they must be responsive to complaints of a serious violation within 10 days of notification and hold investigations of deaths inside a facility, an escape of 3 or more inmates, or any other unusual occurrence within the facility that is reported to them.

A Department Jails Committee was established in April, 1985. The committee is comprised of the Inspector General (who serves as Chairman), the Inspector Supervisor, the Architectural Engineering Administrator and the local Inspector of county cases to be discussed on the agenda of regularly scheduled meetings. This group responds to requests and questions regarding clarification of the 33-8 Administrative Rule, gives approval for new jail plans and staffing requirements, and makes recommendations to the DC Secretary for specific action concerning changing of rules and liability matters.

Legal Council for the Department, a representative of the Florida Sheriff's Association and the Local Facility Program Consultant also

attend most meetings and give reports and input. As a result of the Arias suit, it is this group of people that make the recommendation to the Secretary for the Department to litigate against a county who refuses to comply with 33-8 rules.

In 1985, the Florida Department of Corrections established a new position of Local Facility Program Consultant to provide direct technical assistance to the jails in all requested areas of need. The mission of the Local Facility Program Consultant is to provide a central source of assistance to anyone involved with the responsibility of operating a Florida Jail. Services include providing short or long-term technical assistance; advising Jail Administrators and staff in the development of policy and procedures; identifying funding sources; developing inmate programs; recommending appropriate training and developing curriculum resources; establishing information packages on constitutional changes and current jail issues; facilitating the exchange of information among jail personnel.

During the first year of operation every jail in the state was visited in order to establish a positive working relationship with the Jail Administrators, Sheriffs, and County Commissioners and be responsive to their needs and concerns.

A resource library was started for Florida jails which holds files of new material which arrives on a daily basis. News clippings from all over the state regarding jails are also sorted and filed for later reference or jail staff requests for information.

The Department has also been legislatively mandated to collect statistical data on all county jails in order to have an accurate profile of specific categories of inmates held in county facilities.

A grant was awarded to the Department of Corrections from the U.S. Department of Justice, Bureau of Justice Assistance to deal with Jail Overcrowding/Alternative to Pretrial Detention. It enabled the Department to hire 3 program analysts to enhance and add additional activities to the Office of Jail Assistance which had not been possible before.

Office staff are now analyzing data for several counties who have also received funding to set up alternative programs and deal with overcrowding, Florida's number one jail problem. Future projects include developing a Florida Jail Administrator's Handbook and publish a quarterly newsletter to encourage jail managers to network and share information.

CHAPTER III

CURRENT PROBLEMS AND ISSUES

CURRENT PROBLEMS AND ISSUES

It's worse here than at [prison]. Here, there is no room to move, nothing to do, no work. I can't see my wife and kids. I'd ten times rather be in a State place. Here you are a dead person.¹

In 1931, the National Commission on Law Observance and Enforcement conferred on the American jail the unsavory epithet: "most notorious correctional institution in the world."² Nearly half a century later, that same institution - if no longer considered the world's most heinous penal establishment - was still being characterized as: "the worst blight in American Corrections;"³ "a major disaster area;"⁴ the "yardstick of the inadequacies and breakdowns in a community's health and human service system;"⁵ and a place where "anyone not a criminal when he goes in, will be when he comes out."⁶ In recent years, federal and state courts have branded conditions in many such institutions "unconstitutional."⁷

Many of the nation's jails are indeed in trouble. That "trouble", however, is not just a generalized malaise but rather the result of specific and complex problems - problems which are common (in varying degrees of severity) to many or most jails. Some of the more cogent and universal of those problems include: overcrowding, structural deficiencies, insufficient staff, litigation, and costs of confinement.

OVERCROWDING: CAPACITY VERSUS POPULATION

In 1981, a report prepared by the Bureau of Public Safety Management noted overcrowding as a serious jail problem. The report stated:

Jail overcrowding is a serious problem in Florida's county jails. Each of the eleven jail lawsuits filed against Florida Counties included overcrowding as an issue in the "laundry list" of grievances.

This remains the primary dilemma faced by the jails in 1987. However, the severity of the problem has increased dramatically. One measure of the magnitude of the problem is reflected in the proliferation of lawsuits filed against county jails, both Federal and State. The State of Florida has also assumed a pro-active posture of challenging county jail operations by this time which has resulted in 38 state lawsuits. Eight of these lawsuits have entered into a consent decree or court order and five have been dismissed this past year.⁹

The extent of jail overcrowding is apparent in the statistics relative to inmate population and capacity. A one day census of the jail population conducted in 1981, revealed Florida's jails held 11,712 inmates. A 1983 census indicated Florida's jail population had increased to 14,341 inmates, a 23% increase. By 1985, the county jails held approximately 18,305 inmates, an increase of 56% over the 1981 figures. By 1986, the county jails had increased to a December average of 22,232 inmates, an increase of 20.8% since 1985.¹⁰

During these time frames capacity had not kept pace with population increases. Total jail capacity in 1981 was 13,339 beds. In 1983, the capacity had increased to 16,662 beds. However, the advent of a factoring process resulting from a rewrite of Chapter 33-8, Florida Administrative code, effectively reduced the capacity to 13,591 beds.

By the end of 1985, the factored capacity of Florida's county jails was approximately 17,712 beds. With six new jails and nine additions to jails, coming on line during 1985, bed capacity was increased to approximately 19,321.¹¹

In 1981, 69% of the jail inmates were detained pretrial, while the remaining 31% were sentenced inmates. By 1983, these percentages had changed minimally, 70% of the inmates were detained pretrial, while 30% were sentenced. Overall, in both years misdemeanants comprised 16% of the jail population while 84% were felons. Those inmates most amenable to pretrial release programs, unsentenced misdemeanants, declined in percentage of population from 7.1% in 1981 to 6.5% in 1983. A further decline of unsentenced misdemeanants was seen in 1986 as more room was made for felony arrests.¹²

TABLE I

A SNAPSHOT OF THE JAIL POPULATION IN FLORIDA
JANUARY - APRIL, DAILY AVERAGE - 1987

	<u>Daily Average</u>	<u>Percent of Total</u>
FELONIES:		
Sentenced	3,280	14.01%
Non-Sentenced	<u>13,522</u>	<u>57.75%</u>
Subtotal:	16,802	71.76%
MISDEMEANORS:		
Sentenced	1,888	8.06%
Non-Sentenced	<u>1,945</u>	<u>8.37%</u>
Subtotal:	3,833	16.37%

OTHERS:

Probation Violators	1,647	7.03%
Parole Violators	35	0.15%
Baker Act (Mental Health)	11	0.05%
Myers Act (Alcoholism)	31	0.13%
State Inmates	463	1.98%
Undocumented Aliens	11	0.05%
Other Jurisdictions	<u>582</u>	<u>2.48%</u>
Subtotal:	2,780	11.87%
TOTAL:	23,415	100.00%

Source: County Detention Facilities Daily Prisoner Population Data, Monthly Report, April - 1987. Florida Department of Corrections: Office of the Inspector General.

STRUCTURAL DEFICIENCIES

The age of . . . facilities is a good indicator of physical condition. With some exceptions, older facilities have more physical plant and equipment deterioration which often creates a problem in security and classification capabilities.¹³

In addition to the problem of overcrowding, many of Florida's jails are structurally deficient due to requirements for inmate/fixture ratios for plumbing, separation by classification, specific levels of lighting and ventilation, adequate program space and other design related specifications. This is particularly true for older facilities. At least 20 of Florida's jails are over 20 years old and an additional 38 were originally constructed prior to 1963, but have undergone major renovation. Between the summer of 1981 and the end of 1983, 2,129 jail beds were built. Between 1983 and 1985, an additional 4,033 beds were completed. In 1986, 1,609 beds were added. However, new construction has not kept pace with demand. There are 4,042 beds in the construction stage and fourteen counties are planning new facilities for the near future.¹⁴

TABLE II
COUNTIES INVOLVED IN VARIOUS STAGES OF CONSTRUCTION
AS OF DECEMBER 31, 1986

	<u>New Beds</u>		<u>New Beds</u>
Broward	604	Okeechobee	148
Citrus	51	Pinellas	384
Clay	56	Polk	480
Columbia	171	Putnam	180
Dade	994	St. Lucie	356
Indian River	120	Sarasota	354
Levy	92	Union	8
Manatee	128	Walton	106

TABLE III
COUNTIES PRESENTLY INVOLVED IN PLANNING NEW FACILITIES,
RENOVATIONS OR ADDITIONS TO THEIR
EXISTING FACILITIES

	<u>New Beds</u>		<u>New Beds</u>
Alachua	72	Hernando	314
Dade	400	Lake	Planning
Duval	1,416	Lee	102
Hillsborough	1,330	Manatee	192
Jackson	29	Martin	410
Franklin	50	Palm Beach	256
Gadsden	166	Sumter	120

Source: County Detention Facilities Daily Prisoner Population Data, Annual Report - 1986. Florida Department of Corrections: Office of the Inspector General.

INSUFFICIENT STAFF

Staff availability is an important measure of the quality of prisoner life. The level of supervisory control, the availability of medical and health care services, the opportunities for structured activities and freedom of movement within the institution are among the dimensions of confinement that are largely conditioned by the number and quality of staff support. The 1979 and 1980 jail inspection reports showed that jails in Florida are operating with an insufficient number of correctional officers. 15

Those inspection reports also showed that the jails employed approximately 3,139 full-time staff, 78% (or 2,448) of whom were correctional officers. This represented an inmate to correctional officer ratio of 4.78. By 1983, the jails employed 4,800 full and part-time employees, 71.5% (or 3,437) of whom were correctional officers. Although the number of correctional officers increased by 40%, the 23% increase in the inmate population resulted in a decrease in the inmate/correctional officer ratio to 4.17, significantly less than the national median ratio of five to one.¹⁶

In 1986, a survey conducted by the Office of Jail Assistance (OJA) found that high turnover, low salaries and inadequate training of personnel were major staffing problems facing Florida's county jails. The high turnover of personnel was the most significant jail staffing problem. This appears to be due to the low salaries correctional officers receive. In 1986, the average starting salary for an officer (trainee) was approximately \$13,127.38. The starting salary for an officer with certification was approximately \$14,250.11. Forty-two percent (28 out of 67) of the county jails in Florida were paying their correctional officers lower starting salaries than correctional officers received at the state level (\$13,769.28). Since there is a lack of parity between correctional officers salaries at the local and state levels, many officers leave the jails to work for the state facilities because of more lucrative pay and benefits.¹⁷

Inadequate training was also found to be problematic for local county jails. The OJA Jail Survey found that the training centers throughout the State of Florida were primarily geared to the state prison system. The findings with regard to the training of jail personnel can be summarized as follows:

- Local academy training courses were being taught by law-enforcement personnel, many of whom were not trained correctional officers.
- The focus of academy training is basically geared to the state prison system with no emphasis on county jail operations.
- There appears to be a lack of interpersonal communication skills being taught at the training centers in the State of Florida.¹⁸

Also, significant problems in staffing appear in the areas of juvenile supervision and security. Chapter 33-8, Florida Administrative Code, require that juveniles admitted to the jails be supervised and monitored at all times. However, small county jails are neither staffed nor designed to deal with juvenile offenders.

CHART I

JAIL STAFFING PROBLEMS - 1986

	5%---10%---15%---20%---25%---30%---35%---40%---45%---50%
Not Enough Positions	39%
Lack of Qualified Applicants	27%
Turnover	48%
Training Time	28%
Pay Scale	40%
Sick Time	15%
No Relief Factor	21%

Source: Florida County Jail Survey - 1986. Florida Department of Corrections: Office of Jail Assistance.

LITIGATION

Prior to 1983, a Florida jail administrator's major legal concerns were lawsuits filed in federal courts. Federal class action suits usually deal with the "laundry list" of complaints affecting every aspect of the jail operation. Resolution of the suits usually meant the

expenditure of great amounts of time and county dollars. Frequently, they left the jails operating under court orders which remained active for many years.¹⁹

In 1981, eleven county jails in Florida had been subjected to federal class action lawsuits and were operating under court orders. Today, fifteen counties have been affected by federal suits. Thirteen of these are operating under court orders and overcrowding is one of the issues in twelve of the lawsuits.²⁰

Since 1981, the United States Supreme Court has rendered only two major corrections decisions. The Court in *Smith v. Wade* (1983) held that correctional officers act "under color of law" and are, therefore, subject to punitive liability if they violate the constitutional rights of inmates in their charge. More recently, the Court in *United States v. Salerno* (1986-1987) upheld the Bail Reform Act of 1984:

The Bail Reform Act of 1984 allows a federal court to detain an arrestee pending trial if the government demonstrates by clear and convincing evidence after an adversary hearing that no release conditions "will reasonably assure . . . the safety of any other person and the community."

The impact of this decision on the jail overcrowding problem, if any, will be of interest in the future.

The Florida Department of Corrections (DC) has begun filing suits against counties which fail to comply with the jail rules. In 1981, there were at least fourteen counties under state law suits.²¹ Much of the litigation was precipitated by the failure of the jails to overcome life-threatening fire violations recorded by the State Fire Marshal's Office. By the end of 1986, there were 32 active state lawsuits challenging county jail operations. Seven of these jails are operating under court orders and overcrowding is an issue in 21 of these lawsuits.²²

Litigation defense is a time and money consuming function for sheriffs and jail administrators. The increased volume of legal activity is well documented. Many correctional professionals contend this trend will continue for several years.

TABLE IV

FLORIDA COUNTY JAILS SUBJECTED
TO FEDERAL LAW SUITS

Broward	Active ac	Palm Beach	Active ac
Dade	Active ac	Pinellas	Active ac
Duval	Active ac	Polk	Active ac
Highlands	Active ac	St. Lucie	Active ac
Lee	Active ac	Santa Rosa	Active
Martin	Active ac	Suwannee	Active
Monroe	Active ac	Volusia	Active ac
Orange	Active a		

TABLE V

FLORIDA COUNTY JAILS SUBJECTED
TO STATE LAW SUITS

Bradford	Active	(2/85)	Levy	Active	(3/85)a
Brevard	Active	(1981)a	Liberty	Active	(12/85)b
Citrus	Active	(5/85)a	Madison	Active	(9/85)a
Columbia	Active	(3/83)a	Monroe	Active	(81/85)a
Dade	Active	(12/85)a	Orange	Active	(81/85)a
Dixie	Active	(5/85)	Palm Beach	Active	(5/85)ab
Duval	Active	(7/85)ab	Polk	Active	(5/86)a
Franklin	Active	(5/85)	Putnam	Active	(8/84)
Gadsden	Active	(9/85)	St. Johns	Active	(5/85)ab
Gulf	Active	(3/84)	Seminole	Active	(9/85)a
Hillsborough	Active	(3/85)a	Sumter	Active	(10/82)a
Holmes	Active	(2/85)a	Taylor	Active	(4/85)a
Indian River	Active	(5/85)ab	Union	Active	(12/85)
Jackson	Active	(7/85)	Volusia	Active	(10/85)a
Jefferson	Active	(9/85)ab	Wakulla	Active	(9/85)b
Lake	Active	(10/82)a	Washington	Active	(2/85)

a Overcrowding is one of the issues.

b Under settlement or entered into a consent decree or court order.

c Under cap order or consent decree.

Source: Florida County Detention Facilities Status Report - 1986.
Florida Department of Corrections: Office of the Inspector General.

COST OF CONFINEMENT

The 1981 Jail Study reported that budget responsibility for Florida's county jails resides in the county sheriff's office except in Dade, Volusia, and Alachua counties. Those three counties administer their jail budgets through a county Department of Corrections. Each county has its own method of reporting the costs of local corrections. In many counties jail costs are subsumed in the total sheriff's office budget and are not reported separately.²³

This situation remains true in 1987, but only in part. The sheriff is no longer responsible for the jail operation in Bay County. In September of 1985, the entire operation of the County's 196-bed facility was taken over by Corrections Corporation of America, a privately owned company based in Nashville, Tennessee. The Bay County Jail is the first privately operated adult detention facility in the Nation. As of this writing, Escambia, Orange and Levy County are also being operated by the Board of County Commissioners.

Since 1981, the budgeting format and reporting process has changed considerably. Chapter 218.31 of the Florida Statutes now directs that county (including sheriff's office) and municipal agencies submit uniformly compiled budgets to the State Auditor General's Office each year. The Uniform Accounting System categorizes four fiscal areas of the sheriffs' budgets. Corrections is no longer subsumed under law enforcement. It is a separate and distinct category. This relatively new procedure should greatly improve research and accountability for those concerned with the cost of jail operations.

TABLE VI
AVERAGE COUNTY JAIL BUDGET
FOR 1986

	<u>SALARIES/ BENEFITS</u>	<u>OPERATIONS</u>	<u>MEDICAL</u>
LARGE JAILS: (N=200+)	\$8,543,514.27	\$2,723,242.64	\$929,446.12
MEDIUM JAILS: (N=51-199)	\$764,248.15	\$229,101.30	\$38,577.82
SMALL JAILS: (N=0-50)	\$256,422.70	\$70,370.00	\$10,133.33

AVERAGE JAIL BUDGET:

LARGE JAILS = \$12,196,203.03

MEDIUM JAILS = \$1,031,927.27

SMALL JAILS = \$336,926.03

AVERAGE OPERATIONAL COST PER INMATE PER DAY: \$35.69

Source: Florida County Jail Survey - 1986. Florida Department of
Corrections: Office of Jail Assistance.

CHAPTER III NOTES:

- 1 "Backed Up In Jail." Phillip B. Taft, Jr., Corrections Magazine (June, 1979), pp. 32-39.
- 2 Report on Penal Institutions, Probation, and Parole. National Commission on Law Observance and Enforcement: Report of the Advisory Committee on Penal Institutions, Probation, and Parole, Washington, DC: U.S. Government Printing Office (1931), p. 273.
- 3 "The Scandalous U.S. Jails." Newsweek (August 18, 1980), p. 74.
- 4 Changing the Jails. Barry Krisberg, Manual prepared pursuant to the Changing the Jails Conference: University of San Francisco (April, 1975), p. 1.
- 5 New Partnerships for Reform: Proceedings of the National Assembly on the Jail Crisis. National Assembly on the Jail Crisis: Kansas City, MO (May 22-25, 1977), p. vii.
- 6 The New York Times (January 5, 1982), p. B10.
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- 12 Jail Grant, p. 2-3.
- 13 A Study of the Local Secure Facilities in Minnesota. Governor's Commission on Crime Prevention and Control, State of Minnesota, p. 63. Also BCJA, p. 24.
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- 15 Strategies For Implementing Jail Standards/Inspection Programs. Thomas Henderson, Randall Guynes, Robert Grieser, Institute for Economic and Policy Studies, Inc. (1981), p. 107. Also BCJA, p. 25.
- 16 Jail Grant, p. 3.
- 17 Florida County Jail Survey 1986. Florida Department of Corrections: Office of Jail Assistance, Tallahassee, FL (1986), p. 1.

18 Jail Survey, p. 4.

19 For example, Miller v. Carson was filed against Duval County in 1974. The court order filed in that case is still active in 1987 and jail administrators there expect it to continue for several years.

20 Florida County Detention Facilities Status Report - 1986.
Florida Department of Corrections: Office of the Inspector General,
Tallahassee, FL (December 31, 1986), pp. 1-9.

21 The Current Status of Florida's County Jails 1981 versus 1983
Volume II. Florida Department of Community Affairs: Bureau of Criminal
Justice Assistance, Tallahassee, FL (1983), p. 42.

22 Status Report, pp. 1-9.

23 BCJA, p. 32.

CHAPTER IV
THE POPULATION PUZZLE

THE POPULATION PUZZLE

The jail, unfortunately, is the institution to whom the responsibility falls because it is the only one which cannot say no.¹

Thus, the jail - the "social agency of last resort" is saddled with a mixture of one-time delinquents, small-time losers, violent criminals, and social misfits. "It is an amalgam that might throw even the most capable manager of human affairs into a virtual frenzy."² Specifically, at any given time the local jail may house pretrial defendants alongside convicted offenders; runaway or truant children alongside experienced and grown-up criminals; simple misdemeanants alongside state felons; the mentally ill, retarded and intoxicated alongside presumably rational malefactors.

PRE- AND POST-TRIAL INMATES

In 1987, the majority - over 60% or almost 15,000 on any given day - of all jail inmates throughout the state of Florida were pretrial detainees.³ That is, they were individuals who have been charged with crimes but who had not been convicted and, therefore, were presumably innocent. Statistics vary quite widely as to how long the typical unconvicted person remains within jail walls. One recent study of Gadsden County, conducted by DC staff, found that the average length of pretrial stay for all inmates was 13 days with a median of two days. Felons averaged 24 days (median = 3), misdemeanants averaged four days (median = 1), and DUI defendants averaged two days (median = 1).⁴ Unfortunately, many of Florida's county jails lack the resources which would allow them to collect valuable information such as average length

of stay. However, whether individual pretrial jail stays are long or short - an issue of separate significance - the problem of the institution's basic function remains. Is its function to assure appearance at trial or to punish? The answer is both: nearly 40% of all jailed people (the convicted population) are so confined for penal purposes.⁵

The U.S. Supreme Court has clearly articulated the principle that "a detainee may not be punished prior to an adjudication of guilt."⁶ Pretrial detention, in other words, is supposed to be an insurance mechanism, in some cases a public safety device, or both. Yet, in jail, when conditions of overcrowding, deficient servicing, poorly trained personnel, and violence do occur they affect not only the majority of convicted offenders but the majority of pretrial detainees as well. That such conditions exist is untenable in and of itself. That they exist for the pretrial defendant may be patently illegal. According to a U.S. District Court:

It is abundantly clear that extreme overcrowding in a local jail is of greater practical effect and constitutional consequence than in a larger institution or a common road camp. Simply stated, all overcrowding is not equal. Perhaps more importantly, the local jail houses a high percentage of pretrial detainees. . . . As a matter of common sense and fundamental fairness, the criminal justice system must insure that pretrial detainees are not housed in more deprived circumstances than those accorded to convicted persons. . . . Overcrowding in a local jail cannot be qualitatively equated with overcrowding in a state penal institution.

LOCAL AND STATE PRISONERS

In 1987, the daily average for state prisoners that were being held in local jails throughout the State of Florida was 463.⁸ Such placement has an impact on overcrowding in many jails and more importantly, causes friction between state and local authorities over the question of reimbursement rates. Presently, Florida's 67 counties are not reimbursed by the state for housing state prisoners (unless under contract to house sentenced inmates who otherwise would be serving time in state prisons but due to prison overcrowding had to locate extra available beds). Also, administrative problems arise as local officials attempt to cope with the difficulties of housing both county jail population and more experienced felons who have previously served time within the prison system.

JUVENILES AND ADULTS

A population dilemma of long-term duration that continues to plague local jails is the commingling of adults and juveniles. When in direct contact with adult offenders and defendants, young people risk being prime targets for physical, sexual, and mental abuse. Moreover, the special stress that incarceration places on the immature has resulted in "the rate of suicide among children held in adult jails and lockups [being] significantly higher than that among children in juvenile detention centers and children in the general population of the United States".⁹

Diverse correctional groups, spanning the political spectrum, have called either for the removal of juveniles from jails or, at the very least, for the separation of adults and children when complete removal is impossible:

- The National Advisory Commission on Criminal Justice Standards and Goals states that "jails should not be used for the detention of juveniles".
- The American Bar Association and the Institute For Judicial Administration stated that "the interim detention of accused juveniles in any facility or part thereof also used to detain adults [should be] prohibited".
- The National Sheriffs' Association stated that "in the case of juveniles when jail detention cannot be avoided, it is the responsibility of the jail to provide full segregation from adult inmates, constant supervision, a well-balanced diet, and a constructive program of wholesome activities. The detention period should be kept to a minimum, and every effort [made] to expedite the disposition of the juvenile's case."
- The American Correctional Association stipulates that "juveniles in custody [should be] provided living quarters separate from adult inmates, although these may be in the same structure."¹⁰

Moreover, the National Coalition for Jail Reform, an umbrella organization that speaks to jail problems for a large and varied set of associations, is categorically opposed to "the placing of juveniles in adult jails and lockups".¹¹

The State of Florida has participated in the Federal Juvenile Justice and Delinquency Prevention Act of 1974 (JJJPA) [42 U.S.C. 5601] since 1979 and has agreed to voluntarily meet the act's requirements. One of these requires that with specific certain exceptions the State will remove all juveniles from its adult jails. Florida statutes, however, present potential conflicts with this Federal Act, especially in the areas of transfer of jurisdiction and transfers to jails from juvenile detention facilities.¹²

A study conducted by the Florida Center for Children and Youth has measured the compliance rate to this act of 19 selected county jails. The 19 jails audited recorded 2,186 juvenile admissions in 1984. The State JJDPa compliance was 68%. Individual county compliance rates ranged from a high of 100% to a low of 28%. The primary areas of JJDPa non-compliance were (1) failure to timely file criminal complaints subsequent to admission; (2) admissions subsequent to arrests for misdemeanors; and, (3) transfers from juvenile detention facilities. Approximately 10% of all admissions lacked sufficient data to determine JJDPa compliance. This percentage and the disparity of local record collection practices indicates a need for greater statewide uniformity.¹³

Recent years have witnessed a number of state and federal judicial and legislative initiatives aimed at removing juveniles from adult institutions. Nonetheless, their numbers remain high. In 1987, on any given day, there was an average of 370 juveniles housed in local jails throughout the State of Florida.¹⁴

TABLE I

JUVENILES IN LOCAL JAILS IN THE STATE OF FLORIDA
JANUARY - APRIL, DAILY AVERAGE - 1987

JUVENILE MALES

Charged as Adults (Felonies):	<u>Daily Average</u>	<u>Percent of Total</u>
Pre-Trial	336	87.04%
Sentenced	30	7.77%
Charged as Adults (Misdemeanors):		
Pre-Trial	4	1.04%
Sentenced	3	0.78%
Minors Beyond Staff Control (HRS)	<u>5</u>	<u>1.30%</u>
SUBTOTAL:	378	97.93%

JUVENILE FEMALES

Charges as Adults (Felonies):	<u>Daily Average</u>	<u>Percent of Total</u>
Pre-Trial	6	1.55%
Sentenced	1	0.26%
Charges as Adults (Misdemeanors):		
Pre-Trial	1	0.26%
Sentences	0	0.00%
Minors Beyond Staff Control (HRS)	<u>0</u>	<u>0.00%</u>
SUBTOTAL:	8	2.07%
TOTAL:	386	100.00%

Source: County Detention Facilities Daily Prisoner Population Data, Monthly Report, April - 1987. Florida Department of Corrections: Office of the Inspector General.

THE MENTALLY ILL, RETARDED AND SUBSTANCE ABUSERS

If any group of inmates has given rise to the characterization of the jail as the "social agency" of last resort, it is that afflicted with some mental or behavioral disorder. Unfortunately, they are a pervasive group, a fact which has led the American Medical Association's correctional program head to assert that "the jail is turning into a second-rate mental hospital".¹⁵

The nation's 3,493 local jails are increasingly becoming the dumping grounds for the mentally ill people in our communities. By recent estimates, some 600,000 mentally ill individuals are among the 7,000,000 people incarcerated in our county and city operated jails every year.¹⁶

Many of these people are chronically mentally ill. Their crimes are often less the result of criminal intent than an inability to function in their communities. Many are picked up for becoming unruly or acting out in the street, the bus station or the diner. They are charged with disturbing the peace, trespassing, and other minor crimes.

Most of these people are not a danger to the community. But they are troublesome -- to their families and neighbors, to the agencies which attempt to serve them, to the businesses they frequent. They are troublesome to the criminal justice system and to the mental health system.

Individual communities and their jails are reporting an increase in the number of chronically mentally ill people who come into contact with the criminal justice system and end up in jail. This increase seems inevitable as a result of various social and economic forces operating in our nation during the past few years: the deinstitutionalization policies of the 1960's and 1970's, more stringent civil commitment laws,

the economic downturn of the early 1980's which produced a new surge in the homeless population, the cutback in social services at the local level due to the reduced availability of state and federal funds and the belt tightening by local government.

With greater numbers of people in the community needing mental health care and fewer mental health services available, there are more mentally ill people acting out on the streets or facing crises and thus coming to the attention of the police.

The result is a jail experience for the chronically mentally ill person which is not only damaging, but which can be life threatening. The person is often housed with the general population where he or she may be preyed upon by other inmates or blamed for their infractions of the rules. The chronically mentally ill individual may cause disruption or destruction by aggressive behavior or failure to understand what is happening. This leads to further punishments.

In small jails -- 44 percent of our jails hold 10 or fewer inmates -- the chronically mentally ill person may be removed from the general population to the only available separate space, the isolation cell. If adequate custodial care is not provided, self-mutilation or suicide is often the outcome.¹⁷

In larger jails, some measure of mental health care may be provided to the inmate who has been identified as mentally ill, but given the severely crowded conditions in most of these jails, their lack of resources and trained staff, and their general deteriorating conditions, this care cannot be adequate to meet the needs of the mentally ill inmate.

And the jails themselves in the State of Florida are in crisis conditions:

- 39 percent (26 out of 67) of our jails are more than 35 years old;
- 79 percent (53 out of 67) of the jails do not have a private contract for health services. However, a doctor is on call on a 24 hour basis;
- only 5 jails out of 67 are accredited by the American Medical Association for adequate health services;
- 64 percent (43 out of 67) of all jail inmates live in less than 60 square feet of cell space each, the accepted minimum standard, about the size of two double bed mattresses;
- 48 percent (32 out of 67) of our jails are involved in a pending state lawsuit and 22 percent (15 out of 67) are involved in an active federal lawsuit for such problems as overcrowding, lack of recreation programs, outdated facilities and inadequate medical care.
- the average cost of building one new jail cell is about \$30,000 (depending on construction and occupancy) and it cost approximately \$16,000 to house one person in jail for one year.¹⁸

The 39 national organizations which are members of the National Coalition for Jail Reform representing all aspects of the criminal justice system including police, sheriffs, county commissioners, attorneys and judges, all agree that jail is not an appropriate place for the mentally ill who have committed only minor offenses.¹⁹

Although they overlap with the mentally ill to a considerable extent, substance abusers comprise a discrete and significant group of jailed individuals. The Bureau of Justice Statistics' Profile of Jail Inmates revealed that about 46% of convicted inmates had consumed alcohol before committing their crime, with an additional 25% consuming heavy amounts.²⁰ Twenty-one percent were under the influence of some drug other than alcohol.²¹

Although the State of Florida has passed the Uniform Alcoholism and Intoxication Treatment Act barring prosecution because of the consumption of alcohol, over 18,000 people each year are arrested for disorderly intoxication and many of those are later jailed.²²

In addition to the serious side effects that large amounts of alcoholic consumption may produce and with which most jails are ill-equipped to deal, the young public inebriate may be a prime candidate for suicide:

An inmate committing suicide in jail was most likely to be a 22-year old white, single male. He would have been arrested for disorderly intoxication, the only offense leading to his arrest, and would thereby be under the influence of alcohol upon incarceration. Further, the victim would not have had a significant history of prior arrests. He would have been taken to an urban county jail and immediately placed in isolation for his own protection and/or surveillance. However, less than three hours after incarceration, the victim would be dead. He would have hanged himself with material from his bed (i.e., sheet or pillowcase). The incident would have taken place on a Saturday night in September, between the hours of midnight and 1:00 a.m. Jail staff would have found the victim, they say, within 15 minutes of the hanging. Later, jail records would indicate that the victim did have a history of mental illness or previous suicide attempts.²³

FEMALE INMATES

Because women constitute only about 8.7% of the jail population in the State of Florida, jails themselves tend to be male-oriented institutions.²⁴ Consequently, as a general rule, female inmates receive even fewer services than those meagerly afforded men. According to the General Accounting Office:

At local jurisdictions, men and women are usually housed in the same facility but separated. Differences in these systems relate more to unequal access to available opportunities rather than differences between facilities. Women are frequently denied access to the cafeteria and recreational facilities and confined to a specific floor, wing, or cell for the duration of their confinement.²⁵

A number of courts have ruled against such inequalities on 14th Amendment grounds, but they continue to exist.²⁶

In addition to inequitable recreation and program provision, women inmates face other forms of discrimination:

- Many jails do not provide staff to deal with women inmates and may send them to neighboring facilities to save costs. Thus a woman may be separated by great distances from her family and community while she is awaiting trial or serving a short sentence for a minor offense.
- On average, women are sentenced to jail for less serious offenses than men are, and when sentenced for crimes not associated with sex role expectation, are sentenced more harshly than men....A 1972 survey of jails showed that 77.1% of women were jailed for minor crimes while only 55.5% of the men were jailed for such offenses.
- By far the most common medical problems of incarcerated women are gynecological or obstetric.... Yet medical services of jails, when provided, are usually by physicians accustomed to and primarily concerned with men.²⁷

TABLE II

FEMALES IN LOCAL JAILS IN THE STATE OF FLORIDA
JANUARY - APRIL, DAILY AVERAGE - 1987

	<u>Daily</u> <u>Average</u>	<u>Percent of</u> <u>Total</u>
FELONIES:		
Sentenced (365 Days or Less)	51	2.50%
Sentenced (364 Days or Less)	245	12.03%
Awaiting Trial	965	47.40%
Awaiting Sentencing	50	2.46%
Subtotal:	<u>1311</u>	<u>64.39%</u>
MISDEMEANORS:		
Sentenced	202	9.92%
Awaiting Trial	247	12.13%
Awaiting Sentencing	8	0.39%
Subtotal:	<u>457</u>	<u>22.44%</u>
OTHERS:		
Probation Violators	154	7.56%
Parole Violators	0	0.00%
Baker Act (Mental Health)	0	0.00%
Myers Act (Alcoholism)	2	0.10%
State Inmates	27	1.33%
Undocumented Aliens	1	0.05%
Other Jurisdictions	84	4.13%
Subtotal:	<u>268</u>	<u>13.17%</u>
TOTAL:	2,036	

Source: County Detention Facilities Daily Prisoner Population Data, Monthly Report, April - 1987. Florida Department of Corrections: Office of the Inspector General.

CHAPTER IV NOTES:

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3 County Detention Facilities Daily Prisoner Population Data, Monthly Report, April - 1987. Florida Department of Corrections: Office of the Inspector General, Tallahassee, FL (April, 1987), pp. 2-3.

4 Analysis of Jail Population, Gadsden County, Florida. Florida Department of Corrections: Office of Jail Assistance, Tallahassee, FL (February, 1987), p. 4.

5 Office of the Inspector General, pp. 2-3.

6 Bell v. Wolfish, 441 U.S. 520 (1979).

7 Gross v. Tazewell County Jail, 31 CrL 2061, W.D. VA. (March 2, 1982).

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9 And Darkness Closes In: National Study of Jail Suicides. The National Center on Institutions and Alternatives, Washington, DC (1981), p. 5.

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11 Juveniles In Jail: Fact and Fiction. National Coalition for Jail Reform, Kansas City, MO: Correctional Services Group, n.d., p. 1.

12 Florida JJDPJA Jail Removal Demonstration Audit, Final Data Report - Executive Summary. Florida Center for Children and Youth, Tallahassee, FL (May, 1986).

13 Ibid.

14 Office of the Inspector General, p. 3.

15 "Who Will Care For the 'Mad and Bad'." Rob Wilson, Corrections Magazine (February, 1980), p. 14.

16 Removing the Chronically Mentally Ill From Jail. National Coalition for Jail Reform, Washington, DC (March, 1984). p. 1.

17 Ibid., p. 2.

18 This data was obtained from the Florida Department of Corrections: Office of Jail Assistance and Office of the Inspector General.

19 National Coalition for Jail Reform, p. 3.

20 Heavy amounts are defined as four ounces or more of ethanol or absolute alcohol. Profile of Jail Inmates. BJS, p. 17. One ounce of ethanol is equal to two cans of beer, 1.5 glasses of wine, or two ounces of 80 proof liquor. "Prisoners and Alcohol." U.S. Department of Justice: Bureau of Justice Statistics, NCJ-86223 (January, 1983), p. 1.

21 BJS, p. 17.

22 Crime in Florida, Annual Report - 1986. Florida Department of Law Enforcement, Tallahassee, FL (1986), p. 133.

23 National Center on Institutions and Alternatives, p. ii.

24 Office of the Inspector General, p. 2.

25 Women In Prison: Inequitable Treatment Requires Action. U.S. General Accounting Office, Washington, DC: U.S. Government Printing Office (1980), p. ii.

26 See for example: Glover v. Johnson, 77-1229, E.D. Michigan (October 16, 1979); Barefield v. Leach, no. 10282, D.N.M. (1974); Grosso v. Lally, no. 4-74-447, D. Md. (1977); and Molar v. Gates, 159 Cal. Rptr. 239, 4th Dist. (1979).

27 "Women In Jail." Dorothy Wood, Benedict Center for Criminal Justice, paper prepared for the National Coalition for Jail Reform, Milwaukee, WI (January, 1982).

CHAPTER V

SUMMARY

SUMMARY

Overcrowding in Florida jails continues to be a serious concern and the underlying cause of aggravated violations for 24 of the 67 Florida counties being under DC litigation in the past year. The effects of overcrowding hampers operations of jails and puts an extra burden on the understaffed facilities. It is also the primary reason for class action suits to be filed by inmates. Many facilities are not structurally prepared to accommodate further increases in population.

In addition to the problem of overcrowding, many of Florida's jails are structurally deficient due to requirements for inmate/fixture ratios for plumbing, separation by classification, specific levels of lighting and ventilation, adequate program space and other design related specifications. This is particularly true for older facilities. At least 20 of Florida's jails are over 20 years old and an additional 38 were originally constructed prior to 1963, but have undergone major renovation.

Inadequate staffing is also a problem to the county jails. A survey conducted by the Office of Jail Assistance (OJA) found that high turnover, low salaries and inadequate training of personnel were major staffing problems. This appears to be due to the low salaries correctional officers receive. Forty-two percent of the county jails in Florida were paying their correctional officers lower starting salaries than correctional officers received at the state level. Inadequate training was also found to be problematic for local county jails. The OJA Jail Survey found that the training centers throughout the State of Florida were primarily geared to the State prison system.

The Florida Department of Corrections (DC) has begun filing suits against counties which fail to comply with the jail rules. By the end of 1986, there were 32 active state lawsuits challenging county jail operations. Seven of these jails are operating under court orders and overcrowding is an issue in 21 of the lawsuits.

There appears to be a trend away from law enforcement in the accountability of county jail operations. In 1981, budget responsibility for Florida's county jails resided in the county Sheriff's Office except in Dade, Volusia, and Alachua counties. These three counties administered their jail budget through a county Department of Corrections. In 1987, the responsibility for the jail operation in Bay, Escambia, Orange and Levy counties were also no longer subsumed under the Sheriff's Office. Bay County became the first privately operated adult detention facility in the nation. Escambia and Orange County are also being operated by the Board of County Commissioners.

The jail - the "social agency of last resort" - is saddled with a mixture of one-time delinquents, small-time losers, violent criminals, and social misfits. Specifically, at any given time the local jail may house pretrial defendants alongside convicted offenders; runaways or truant children alongside experienced and grown-up criminals; simple misdemeanants alongside state felons; the mentally ill, retarded and intoxicated alongside presumably rational malefactors.

Inmate groups and their attendant problems include:

Pre- and Post- Trial Inmates. Over 60% of all jail inmates are pretrial detainees, while the remainder are confined for penal purposes. Conditions in jails, if unsatisfactory, however, affect both groups - both the convicted and the presumably innocent who legally may not be punished prior to adjudication of guilt.

Local and State Prisoners. In 1987, the daily average for state prisoners that were being held in local jails throughout the State of Florida was 463. Such placement has an impact on overcrowding in many jails and more importantly, causes friction between state and local authorities over the question of reimbursement rates. Also, administrative problems arise as local officials attempt to cope with the difficulties of housing both county jail population and more experienced felons who have previously served time within the prison system.

Juveniles and Adults. Young people in jails are often victimized and prone to suicide. Though recent years have witnessed a number of state and federal judicial and legislative initiatives aimed at removing juveniles from adult institutions, their numbers remain high. In 1987, on any given day, there was an average of 370 juveniles housed in local jails throughout the State of Florida.

The Mentally Ill, Retarded, and Substance Abusers. Recent studies indicate that from 20% to 60% of all individuals confined in jails are mentally ill or disordered. Moreover, over 18,000 people each year are arrested for disorderly intoxication and many of those are later jailed. Obviously, the large numbers of such individuals strain jails' limited resources - resources ill-equipped to deal with troubled people who require social and psychiatric services.

Female Inmates. Because women constitute only about 8.7% of the jail population, jails themselves tend to be male-oriented institutions. Consequently, as a general rule, female inmates receive even fewer services than those meagerly afforded men.

APPENDIX

FLORIDA COUNTY JAILS - 1987
OPERATIONAL STATISTICS

<u>COUNTY</u>	<u>FACILITY *BUILT IN</u>	<u>OPERATION BUDGET</u>	<u>RATED CAPACITY</u>	<u>AVERAGE DAILY POPULATION</u>	<u>OVERCROWDED BY</u>
Alachua	1976/85	895,955.00	250	365	115
Baker	1974/85	161,406.00	53	50	---
Bay	1977	-----	396	332	---
Bradford	1950	34,150.00	20	13	---
Brevard	1987	4,398,410.00	672	479	---
Broward	1985	3,632,422.00	1,496	1,956	460
Calhoun	1947/67	-----	24	14	---
Charlotte	1975	298,000.00	135	81	---
Citrus	1967/87	-----	76	72	---
Clay	1973	82,000.00	69	60	---
Collier	1985	-----	485	319	---
Columbia	1987	-----	31	76	45
Dade	1959/86	11,008,400.00	2,736	3,537	801
Desoto	1974	-----	46	70	24
Dixie	1953	-----	14	11	---
Duval	1956/85	-----	1,531	1,328	---
Escambia	1981/84	2,004,873.00	999	859	---
Flagler	1935	90,750.00	38	29	---

FLORIDA COUNTY JAILS - 1987
OPERATIONAL STATISTICS

<u>COUNTY</u>	<u>FACILITY *BUILT IN</u>	<u>OPERATION BUDGET</u>	<u>RATED CAPACITY</u>	<u>AVERAGE DAILY POPULATION</u>	<u>OVERCROWDED BY</u>
Franklin	1941	51,000.00	12	11	---
Gadsden	1937/67	137,582.00	71	71	---
Gilchrist	1967	-----	28	22	---
Glades	1986	-----	32	10	---
Gulf	1968	-----	40	23	---
Hamilton	1982/86	284,600.00	102	98	---
Hardee	1921/86	193,495.00	100	75	---
Hendry	1986	-----	105	87	---
Hernando	1935/70	-----	94	103	9
Highlands	1957/84	311,205.00	142	104	---
Hillsborough	1964/81	3,600,000.00	1,217	1,538	321
Holmes	1955	-----	17	16	---
Indian River	1986/87	575,648.00	143	158	15
Jackson	1947/84	160,363.17	80	57	---
Jefferson	1970	-----	18	12	---
Lafayette	1952	-----	10	8	---
Lake	1962	-----	161	209	48
Lee	1983	-----	444	581	137

FLORIDA COUNTY JAILS - 1987
OPERATIONAL STATISTICS

<u>COUNTY</u>	<u>FACILITY *BUILT IN</u>	<u>OPERATION BUDGET</u>	<u>RATED CAPACITY</u>	<u>AVERAGE DAILY POPULATION</u>	<u>OVERCROWDED BY</u>
Leon	1965/86	-----	333	382	49
Levy	1948	-----	13	12	---
Liberty	1950	-----	15	6	---
Madison	1951	82,291.00	19	30	11
Manatee	1984	441,479.00	292	355	63
Marion	1985	1,632,589.00	384	462	78
Martin	1984	622,339.00	239	210	---
Monroe	1967/85	1,039,500.00	125	199	74
Nassau	1978/86	171,500.00	61	71	10
Okaloosa	1963/85	427,061.00a	248	245	---
Okeechobee	1964/87	257,581.00	148	66	---
Orange	1984/86	-----	1,595	2,061	466
Osceola	1986	-----	208	157	---
Palm Beach	1982/86	-----	1,248	1,392	144
Pasco	1981/86	522,921.00	237	282	45
Pinellas	1980/85	4,146,410.00	1,274	1,399	125
Polk	1973/86	651,036.00	623	728	105
Putnam	1987	292,988.00	91	110	19

FLORIDA COUNTY JAILS - 1987
OPERATIONAL STATISTICS

<u>COUNTY</u>	<u>FACILITY</u> <u>*BUILT IN</u>	<u>OPERATION</u> <u>BUDGET</u>	<u>RATED</u> <u>CAPACITY</u>	<u>AVERAGE</u> <u>DAILY</u> <u>POPULATION</u>	<u>OVERCROWDED</u> <u>BY</u>
St. Johns	1986/87	2,000,000.00	225	158	---
St. Lucie	1961/87	1,539,578.00	278	377	99
Santa Rosa	1983	187,050.00	112	83	---
Sarasota	1975/87	-----	302	328	26
Seminole	1980/86	-----	413	341	---
Suwanter	1959	188,060.00 ^b	24	49	25
Suwannee	1939	132,000.00	48	38	---
Taylor	1954	94,000.00	52	38	---
Union	1953/87	32,029.00	26	6	---
Volusia	1977/86	3,042,858.00	881	942	61
Wakulla	1973	-----	18	16	---
Walton	1935	-----	33	21	---
Washington	1926	-----	26	13	---

* Second date indicates most recent renovation and/or addition.

a Does not include maintenance.

b Includes medical.

FLORIDA COUNTY JAILS - 1987
PERSONNEL STATISTICS

<u>COUNTY</u>	<u>NUMBER OF STAFF</u>	<u>STARTING SALARY (TRAINEE)</u>	<u>STARTING SALARY (CERTIFIED)</u>	<u>TRAINING CENTER</u>
Alachua	162	15,865.89	15,865.89	Santa Fe Institute of Public Safety
Baker	20	12,324.00	12,940.00	Lake City Community College
Bay	135	10,980.00	12,000.00	Gulf Coast Community College
Bradford	10	12,500.00	13,100.00	Lake City Community College
Brevard	143	16,300.00	17,000.00	Brevard Community College
Broward	824	16,128.00	20,600.00	Broward Community College
Calhoun	10	9,600.00	-----	
Charlotte	34	14,200.00	15,200.00	Sw. Florida Crim. Justice Academy
Citrus	34	12,500.00	12,500.00	Withlacoochee Area Vo-Tech School
Clay	26	12,832.00	13,217.00	St. Augustine Technical Center
Collier	150	16,000.00	16,000.00	Ft. Meyers Community College
Columbia	21	13,000.00	13,500.00	Lake City Community College
Dade	1,037	19,562.40	20,487.74	Se. Florida Crim. Justice Institute
Desoto	22	10,800.00	11,400.00	South Florida Junior College
Dixie	12	8,400.00	13,000.00	Lake City Community College
Duval	466	14,400.00	14,400.00	Ne. Florida Crim. Justice Tr. Sch.
Escambia	282	14,833.00	16,405.00	Pensacola Junior College
Flagler	14	-----	12,000.00	Daytona Beach Community College

FLORIDA COUNTY JAILS - 1987
PERSONNEL STATISTICS

<u>COUNTY</u>	<u>NUMBER OF STAFF</u>	<u>STARTING SALARY (TRAINEE)</u>	<u>STARTING SALARY (CERTIFIED)</u>	<u>TRAINING CENTER</u>
Franklin	6	12,000.00	-----	Lively Area Vo-Tech School
Gadsden	19	10,400.00	11,000.00	Lively Area Vo-Tech School
Gilchrist	19	9,000.00	9,000.00	Santa Fe Institute of Public Safety
Glades	11	10,800.00	11,400.00	
Gulf	10	8,700.00	9,300.00	Gulf Coast Community College
Hamilton	29	13,800.00	13,800.00	North Florida Junior College
Hardee	19	11,875.00	14,000.00	South Florida Junior College
Hendry	29	12,619.00	12,619.00	Lee Co. Area Vo-Tech School
Hernando	54	14,000.00	14,000.00	Pasco-Hernando Community College
Highlands	55	13,234.00	13,559.00	South Florida Junior College
Hillsborough	674	18,630.00	18,630.00	Hillsborough Community College
Holmes	12	11,000.00	-----	Washington-Holmes Area Vo-Tech Sch.
Indian River	62	13,730.00	14,339.00	Indian River Community College
Jackson	26	9,600.00	-----	Chipola Junior College
Jefferson	5	11,000.00	11,500.00	Lively Area Vo-Tech School
Lafayette	7	9,000.00	10,000.00	North Florida Junior College
Lake	98	13,900.00	15,700.00	Lake Co. Area Vo-Tech School
Lee	115	15,300.00	15,800.00	Lee Co. Area Vo-Tech School

FLORIDA COUNTY JAILS - 1987
PERSONNEL STATISTICS

<u>COUNTY</u>	<u>NUMBER OF STAFF</u>	<u>STARTING SALARY (TRAINEE)</u>	<u>STARTING SALARY (CERTIFIED)</u>	<u>TRAINING CENTER</u>
Leon	85	14,900.00	14,900.00	Lively Area Vo-Tech School
Levy	12	10,500.00	12,500.00	Central Florida Community College
Liberty	9	11,363.04	11,663.04	Lively Area Vo-Tech School
Madison	10	15,780.00	15,780.00	North Florida Junior College
Manatee	103	14,497.00	16,016.00	Manatee Co. Area Vo-Tech School
Marion	143	14,420.00	16,229.84	Central Florida Community College
Martin	57	15,408.00	17,734.00	Indian River Community College
Monroe	84	14,000.00	15,303.00	Florida Keys Community College
Nassau	20	13,000.00	13,000.00	Lake City Community College
Okaloosa	55	13,763.00	14,470.00	Okaloosa-Walton Junior College
Okeechobee	21	12,500.00	13,200.00	Indian River Community College
Orange	885	16,800.00	16,800.00	Mio Florida Technical Center
Osceola	71	12,000.00	14,000.00	Mio Florida Technical Center
Palm Beach	501	15,144.00	19,884.00	Palm Beach Junior College
Pasco	125	13,545.00	14,511.60	Pasco-Hernando Community College
Pinellas	514	17,295.72	17,295.72	Pinellas Criminal Justice Institute
Polk	178	12,000.00	16,744.00	Polk Community College
Putnam	28	13,500.00	13,750.00	St. Augustine Technical Center

FLORIDA COUNTY JAILS - 1987
PERSONNEL STATISTICS

<u>COUNTY</u>	<u>NUMBER OF STAFF</u>	<u>STARTING SALARY (TRAINEE)</u>	<u>STARTING SALARY (CERTIFIED)</u>	<u>TRAINING CENTER</u>
St. Johns	61	14,000.00	15,000.00	St. Augustine Technical Center
St. Lucie	115	13,909.92	14,508.00	Indian River Community College
Santa Rosa	52	12,979.20	12,979.20	Pensacola Junior College
Sarasota	103	13,552.00	15,000.00	Sarasota Co. Area Vo-Tech School
Seminole	---	13,427.96	16,434.60	Eustis Area Vo-Tech School
Sumter	---	12,000.00	12,400.00	Withlacoochee Area Vo-Tech School
Suwannee	16	-----	14,700.00	North Florida Junior College
Taylor	12	12,000.00	13,000.00	North Florida Junior College
Union	9	-----	-----	Lake City Community College
Volusia	320	13,691.00	13,691.00	Daytona Beach Community College
Wakulla	9	12,963.00	-----	Lively Area Vo-Tech School
Walton	18	12,000.00	12,600.00	Okaloosa-Walton Junior College
Washington	15	10,400.00	10,900.00	Washington-Holmes Area Vo-Tech Sch.
		<u>AVERAGE:</u>	<u>13,127.38</u>	<u>14,250.11</u>

FLORIDA COUNTY JAILS - 1987
CONTRACTS/PROGRAMS

<u>COUNTY</u>	<u>HEALTH SERVICE CONTRACT</u>	<u>FOOD SERVICE CONTRACT</u>	<u>EDUCATION PROGRAM</u>	<u>PRE-TRIAL RELEASE PROGRAM</u>	<u>WORK RELEASE PROGRAM</u>	<u>COURT/TV MONITOR</u>	<u>IN-HOUSE ARREST</u>
Alachua	no	no	yes	yes	yes	no	no
Baker	no	no	no	no	yes	no	no
Bay	no	no	no	yes	no	no	no
Bradford	no	no	no	no	yes	no	no
Brevard	yes	no	yes	yes	yes	yes	no
Broward	yes	no	yes	yes	yes	no	no
Calhoun	no	no	no	no	no	no	no
Charlotte	no	no	yes	no	no	no	yes
Citrus	no	no	yes	no	no	no	no
Clay	no	no	no	no	no	no	no
Collier	no	no	yes	yes	yes	yes	no
Columbia	no	no	no	yes	yes	no	no
Dade	yes	no	yes	yes	yes	yes	yes
Desoto	no	no	no	no	no	no	no
Dixie	no	no	no	yes	yes	no	no
Duval	no	yes	yes	yes	yes	no	no
Escambia	no	no	yes	yes	yes	no	no
Flagler	no	no	no	no	yes	no	no

FLORIDA COUNTY JAILS - 1987
CONTRACTS/PROGRAMS

<u>COUNTY</u>	<u>HEALTH SERVICE CONTRACT</u>	<u>FOOD SERVICE CONTRACT</u>	<u>EDUCATION PROGRAM</u>	<u>PRE-TRIAL RELEASE PROGRAM</u>	<u>WORK RELEASE PROGRAM</u>	<u>COURT/TV MONITOR</u>	<u>IN-HOUSE ARREST</u>
Franklin	no	no	no	no	yes	no	no
Gadsden	no	no	no	no	yes	no	no
Gilchrist	yes	yes	no	no	no	no	no
Glades	no	no	no	no	no	no	no
Gulf	no	no	no	yes	yes	no	no
Hamilton	no	no	no	yes	no	no	no
Hardee	no	no	yes	yes	no	no	no
Hendry	yes	no	yes	no	yes	no	no
Hernando	no	no	no	no	yes	no	no
Highlands	--	--	--	--	--	--	--
Hillsborough	yes	no	yes	yes	yes	no	yes
Holmes	no	no	no	no	yes	no	no
Indian River	no	no	no	yes	no	yes	no
Jackson	no	no	no	no	yes	no	no
Jefferson	yes	no	no	yes	yes	no	no
Lafayette	yes	yes	no	no	yes	no	no
Lake	no	no	no	yes	yes	no	no
Lee	yes	no	no	no	no	no	no

FLORIDA COUNTY JAILS - 1987
CONTRACTS/PROGRAMS

<u>COUNTY</u>	<u>HEALTH SERVICE CONTRACT</u>	<u>FOOD SERVICE CONTRACT</u>	<u>EDUCATION PROGRAM</u>	<u>PRE-TRIAL RELEASE PROGRAM</u>	<u>WORK RELEASE PROGRAM</u>	<u>COURT/TV MONITOR</u>	<u>IN-HOUSE ARREST</u>
Leon	no	no	yes	yes	yes	no	no
Levy	no	no	no	no	no	no	no
Liberty	no	no	yes	no	yes	no	no
Madison	no	yes	no	no	yes	no	no
Manatee	no	no	yes	yes	no	no	no
Marion	no	no	yes	no	yes	no	no
Martin	no	no	yes	yes	yes	yes	no
Monroe	no	yes	no	no	no	no	no
Nassau	no	no	yes	yes	no	no	no
Okaloosa	no	no	yes	no	yes	no	no
Okeechobee	no	no	yes	yes	yes	no	no
Orange	no	no	yes	yes	yes	yes	no
Osceola	no	no	yes	yes	no	no	no
Palm Beach	yes	yes	no	no	no	no	no
Pasco	no	no	yes	yes	no	no	no
Pinellas	yes	no	yes	yes	yes	no	no
Polk	yes	no	yes	yes	no	no	no
Putnam	no	no	no	yes	yes	no	no

FLORIDA COUNTY JAILS - 1987
CONTRACTS/PROGRAMS

<u>COUNTY</u>	<u>HEALTH SERVICE CONTRACT</u>	<u>FOOD SERVICE CONTRACT</u>	<u>EDUCATION PROGRAM</u>	<u>PRE-TRIAL RELEASE PROGRAM</u>	<u>WORK RELEASE PROGRAM</u>	<u>COURT/TV MONITOR</u>	<u>IN-HOUSE ARREST</u>
St. Johns	no	no	yes	no	yes	no	no
St. Lucie	no	no	no	yes	yes	yes	no
Santa Rosa	no	no	no	no	yes	no	no
Sarasota	no	no	yes	no	no	no	no
Seminole	no	no	yes	yes	yes	no	no
Sumter	yes	no	no	yes	yes	no	no
Suwannee	no	yes	no	yes	yes	no	no
Taylor	yes	yes	yes	no	yes	no	no
Union	no	no	no	no	no	no	no
Volusia	no	yes	yes	yes	yes	no	no
Wakulla	no	no	no	yes	yes	no	no
Walton	no	no	no	no	yes	no	no
Washington	no	no	yes	yes	yes	no	no

COST OF CONSTRUCTION IN THE 1980'S
BALL PARK FIGURES ONLY

<u>COUNTY</u>	<u>BASIC DESCRIPTION</u>	<u>COST PER BED</u>	<u>COST OF CONSTRUCTION</u>
Alachua	Modular Unit, 30 Beds	\$ 6,406.00	\$ 192,180.00
	72 Bed Addition	\$28,750.00	\$ 2,070,000.00
	Modular Unit Addition, 64 Beds		
Baker	23 Bed Addition		
Bay	County Work Camp, 171 Beds	\$28,790.00	\$ 3,500,000.00
	Double-Bunking, 29 Beds		
Brevard	New Detention Facility, 384 Beds	\$31,771.00	\$12,200,000.00
	Double-Bunking, 288 Beds		
Broward	Juvenile Detention, 88 Beds	\$18,750.00	\$ 1,650,000.00
	Annex #4, 80 Beds	\$16,250.00	\$ 1,300,000.00
	New County Jail, 840 Beds	\$44,782.00	\$37,616,880.00
	Relocatable Max. Security, 296 beds	\$20,000.00	\$ 5,920,000.00
	Stockade Work Release, 18 Beds		
	Relocatable Max. Security Add., 96 Beds		
	406 Bed Addition	\$22,413.00	\$ 9,099,678.00
	Double-Bunking (Main), 506 Beds		
Citrus	County Jail Addition, 51 Beds	\$23,529.00	\$ 1,199,979.00

COST OF CONSTRUCTION IN THE 1980'S
BALL PARK FIGURES ONLY

<u>COUNTY</u>	<u>BASIC DESCRIPTION</u>	<u>COST PER BED</u>	<u>COST OF CONSTRUCTION</u>
Clay	County Jail Addition, 56 Beds	\$23,054.00	\$ 3,200,008.00
Collier	Justice Center, 310 Beds	\$45,241.00	\$14,024,710.00
Columbia	County Jail, 171 Beds	\$29,239.00	\$ 4,999,869.00
Dade	City Jail Annex Renovation, 210 Beds		
	Stockade Pretrial Detention, 994 Beds	\$39,245.00	\$39,009,530.00
	Temporary Housing - Stockade, 187 Beds		
	Stockade II Housing, 208 Beds		
	Main Jail, 10th Floor Dorm, 45 Beds		
Duval	JCI, Trusty Housing, 351 Beds		
	JCI, Women's Area "D" Wing, 48 Beds		
Escambia	New Jail Phase I, 240 Beds	\$37,226.00	\$ 8,934,240.00
	New Jail Phase II, 262 Beds	\$26,422.00	\$ 6,922,564.00
Glades	New Jail, 32 Beds		

COST OF CONSTRUCTION IN THE 1980'S
BALL PARK FIGURES ONLY

<u>COUNTY</u>	<u>BASIC DESCRIPTION</u>	<u>COST PER BED</u>	<u>COST OF CONSTRUCTION</u>
Hamilton	New Jail, 33 Beds Jail Addition, 64 Beds Double-Bunking, 16 Beds	\$31,200.00	\$ 1,029,600.00
Hardee	Jail Renovation/Fire Def., 16 Beds Trusty Dorm., 32 Beds		
Hendry	New Jail, 105 Beds		
Hernando	New Jail 314 Beds		
Highlands	Jail Addition, 120 Beds		
Hillsborough	Jail Addition/Alterations, 247 Beds	\$15,955.00	\$ 3,940,885.00
Indian River	Criminal Justice Facility, 143 Beds Phase II, Pod C, 120 Beds	\$15,883.00	\$ 1,905,960.00
Jackson	Jail Addition, 32 Beds Jail Alteration and Addition, 29 Beds		

COST OF CONSTRUCTION IN THE 1980'S
BALL PARK FIGURES ONLY

<u>COUNTY</u>	<u>BASIC DESCRIPTION</u>	<u>COST PER BED</u>	<u>COST OF CONSTRUCTION</u>
Lee	Stockade Addition, 64 Beds	\$ 6,990.00	\$ 447,360.00
	Justice Center, 361 Beds	\$31,000.00	\$11,191,000.00
	Double-Bunking, 38 Beds		
Leon	Jail Addition - Med./Min. Sec., 100 Beds		
Levy	New Jail, 84 Beds	\$33,000.00	\$ 2,772,000.00
Manatee	Publix Safety Complex, 220 Beds	\$54,234.00	\$11,931,480.00
	Work Release, 128 Beds	\$10,156.00	\$ 1,299,968.00
Marion	New Detention Center, 384 Beds	\$27,777.00	\$10,666,368.00
Martin	Med./min. Sec. Facility, 128 Beds	\$15,675.00	\$ 2,006,400.00
Monroe	Jail Addition, 48 Beds Stock Island Annex, 14 Beds		
Nassau	Detention Facility Addition, 15 Beds		
Okaloosa	Min./Med. Security Facility, 84 Beds Maximum Security Unit, 78 Beds	\$ 4,166.00	\$ 349,944.00

COST OF CONSTRUCTION IN THE 1980'S
BALL PARK FIGURES ONLY

<u>COUNTY</u>	<u>BASIC DESCRIPTION</u>	<u>COST PER BED</u>	<u>COST OF CONSTRUCTION</u>
Okeechobee	Jail Addition, 148 Beds	\$43,243.00	\$ 6,399,964.00
Orange	Work Release Facility, 120 Beds 33rd Street Temp. Trusty Housing, 100 Beds 33rs Street MOD 1, Modular Housing, 192 Beds 33rd Street Jail, Phase II, 192 Beds 33rd Street Jail, Central Booking, 0 Beds 33rd Street Jail Expansion, 228 Beds 33rd Street Jail Expansion, 160 Beds Annex Fire Code Renovations, 0 Beds Central Booking, Phase II, 59 Beds	\$15,000.00	\$ 1,800,000.00
Osceola	County Justice Facility, 154 Beds		
Palm Beach	Criminal JST - - Glades, 98 Beds Criminal JST - - Coastal, 600 Beds Stockade Dorm., 100 Beds Stockade Med./Min. Fac., 288 Beds Stockade Med. Sec. Dorm., 192 Beds Double-Bunking	\$30,170.00 \$30,416.00 \$ 3,300.00	\$ 2,956,660.00 \$18,249,600.00 \$ 330,000.00

COST OF CONSTRUCTION IN THE 1980'S
BALL PARK FIGURES ONLY

<u>COUNTY</u>	<u>BASIC DESCRIPTION</u>	<u>COST PER BED</u>	<u>COST OF CONSTRUCTION</u>
Pasco	New Jail, 107 Beds	\$31,420.00	\$ 3,361,940.00
	New Jail Addition, 56 Beds	\$30,416.00	\$ 1,703,296.00
	Stockade Dorm., 100 Beds	\$ 3,300.00	\$ 330,000.00
	Stockade Med./Min. Fac., 288 Beds		
	Stockade Med. Sec. Dorm., 192 Beds		
	Double-Bunking		
Pinellas	Min. Sec. Work Release Add., 144 Beds		
	Female Unit, 96 Beds	\$16,992.00	\$ 1,631,232.00
	Min. Sec. Work Release, 96 Beds		
	Med. Sec. Unit 2, 196 Beds		
	Double-Bunking, "A" & "B" Barracks, 172 Beds		
	Max. Sec. Phase I, 354 Beds	\$16,728.00	\$ 5,921,712.00
Polk	Max. Sec. Phase II, 196 Beds		
	Fire Code Renovation, 0 Beds		
	Stockade Phase II-A, 120 Beds		
Polk	Stockade Phase II-B, 480 Beds	\$32,291.00	\$15,499,680.00
	Putnam	New Correctional Facility, 180 Beds	\$22,654.00

COST OF CONSTRUCTION IN THE 1980'S
BALL PARK FIGURES ONLY

<u>COUNTY</u>	<u>BASIC DESCRIPTION</u>	<u>COST PER BED</u>	<u>COST OF CONSTRUCTION</u>
St. Johns	Min. Sec. Addition, 30 Beds New Crim. Just. Facility, 165 Beds Double-Bunking, 53 Beds		
St. Lucie	Correctional Ctr. Pod A-3, 96 Beds Correctional Ctr., 356 Beds	\$35,393.00	\$12,599,908.00
Santa Rosa	Jail Addition & Renovation, 112 Beds	\$31,973.00	\$ 3,580,976.00
Sarasota	4 Story Addition, 540 Beds	\$33,898.00	\$18,304,920.00
Seminole	County Detention Center, 212 Beds Detention Center Addition, 480 Beds	\$23,113.00 \$25,122.00	\$ 4,899,956.00 \$12,058,560.00
Sumter	New Jail, 120 Beds		
Union	Jail Renovation & Addition, 8 Beds	\$ 1,250.00	\$ 10,000.00
Volusia	New Branch Jail, 601 Beds Correctional Facility, 224 Beds	\$29,000.00	\$17,429,000.00
Walton	New Jail, 101 Beds	\$30,859.00	\$ 3,116,759.00