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MASTER PLAN: JACKSONVILLE ADULT CORRECTIONS SYSTEM

This Master Plan for the Adult Correctional System in Jacksonville was developed by the Office of Criminal Justice Planning of the City of Jacksonville. The following Criminal Justice Planning staff made direct inputs into this final product:

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FOREWORD

No study of this kind could ever be realized without the cooperation and assistance of all who are involved with the Criminal Justice System in Jacksonville. Special mention must be given to the Sheriff's Office for their invaluable assistance. Special recognition must be extended to Sheriff Carson, Director Murray, Chief McMillan, and Chief Montgomery, without whose aid the study would have been impossible.

Our special gratitude is also extended to Honorable Major B. Harding, Chief Judge of the Fourth Judicial Circuit; Honorable T. Edward Austin, State Attorney for the Fourth Judicial Circuit; Honorable John Goode, City Councilman; Lex A. Hester, Chief Administrative Aide to the Mayor; Donald R. McClure, Director of the Department of Human Resources, Roy Smith, District Supervisor V of the Florida Parole and Probation Commission, and the Jacksonville Council on Citizen Involvement, Inc. We also wish to thank our design consultants, Drs. Chiricos and Waldo of the School of Criminology at Florida State University.

The collection and presentation of the many ideas offered in this study, we feel, offer the Jacksonville community a reasonable approach to solving the adult corrections problem. The two major considerations given to the development of the Master Plan were the safety of society and the financial cost to the community.

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SUMMARY OF
RECOMMENDATIONS

SUMMARY OF RECOMMENDATIONS

No other social problem area in the United States is in more urgent need of coordinated and uniform planning than that of adult corrections.

The purpose of this study is to define the various short-term and long range needs of the adult correctional system in Jacksonville and to suggest structural and pragmatic remedies to meet these needs. Underlying this entire process is the goal of developing an effective correctional system which would require limited appropriation of financial resources.

This study presents various alternatives to the response of institutional incarceration to criminal behavior in such a manner as to reflect the public's need for protection from anti-social behavior, and the public's responsibility of providing the offender with an opportunity to adjust and become a productive member of the community.

The following is a list of recommendations resulting from the findings of this study:

RECOMMENDATIONS:

1. Administration of correctional services for adults should, in the long-term, become a responsibility of the State Department of Offender Rehabilitation; in the short-term, a Department of Corrections, under the executive branch of the City of Jacksonville, should be created. Correctional facilities for adults, presently under the structure of the Office of the Sheriff and Department of Human Resources, should be transferred to the proposed Department of Corrections.
2. The Chief Judge of the Fourth Judicial Circuit should consider implementing a 10% Bail Plan to eliminate the discriminatory effects of the current bail system.

3. A new community-based work-release center (in addition to the Fairfield facility) is needed to house approximately seventy (70) offenders. Efforts should be made to obtain an existing structure (motel, apartment building, warehouse, etc.), which could be renovated to avoid costly new construction.

4. Residential space is needed to house approximately 10-20 pre-trial defendants released conditionally. Staff are needed to provide residential care and supervision of approximately 20-30 non-residential pre-trial defendants. Consideration should be given to contracting with an existing community service agency to implement this program.

5. The Jacksonville Correctional Institution should be utilized as a "last-stop" facility for those inmates who are evaluated to be in need of a secure institutional setting, or who are unable to adjust to a community-based program. Non-dangerous offenders (misdemeanants, alcohol and drug related offenders, and passive mentally ill offenders) should be placed in specialized community-based treatment programs to maximize their chances of successful rehabilitation.

6. Work release as a rehabilitative tool, should be expanded to enable participation of a larger portion of the incarcerated offender population in Jacksonville. Fixed policies eliminating certain categories of offenders should be revised to enable selection of work release participants on an individualized basis. Streamlining of the screen-

ing process should be considered to permit client referrals from J.C.I. and the proposed diagnostic and classification unit.

7. The R.O.R. program should be continued and expanded to include persons accused of third degree felony violations. Such accused individuals should be screened and evaluated to determine the appropriateness for Release on Recognizance. Screening reports should be provided the judge at the time of First Appearance (Bond Hearing) by the staff of the Pre-trial Release program.

8. The misdemeanor citation should be continued and expanded to the maximum extent possible.

9. The Chief Judge of the Fourth Judicial Circuit should consider implementing a Community Bail Program to provide an alternative to the traditional bail system and to increase citizens in the Criminal Justice System.

10. An effective misdemeanor probation program is needed in Duval County. Responsibility for supervision of misdemeanants should be returned to the Parole and Probation Commission either through a repeal of HB 1806 by the Florida legislature or through a contractual agreement between the City of Jacksonville and the Commission.

11. The Fairfield Work Furlough facility should be utilized solely for handling work furlough inmates. Trustees housed at Fairfield should be evaluated and placed on work-release status to the maximum extent possible.

12. Serious consideration should be given to discontinuing the farm operation at J.C.I. Farm Equipment, cattle, swine, food processing buildings and equipment should be sold by the City of Jacksonville through a public auction.

Functional and philosophical changes should be implemented to develop a variety of training and rehabilitative programs at J.C.I. to the maximum extent possible.

13. To provide adequate medical services, it would require an additional physician (for the Prison Farm), or two (2) physician assistants (one located at the jail; one located at the Prison Farm), under the supervision of the existing doctor.

14. The job development/placement functions at Walnut House should be consolidated with the job development and placement services available at Fairfield. All such services should be centrally administered and used to provide needed services to all inmates in the Jacksonville Correctional System.

15. The Duval County Jail, as presently designed, can house a maximum of 321 defendants and remain in accordance with State minimum standards.
16. A moratorium should be placed on future construction at the Jacksonville Correctional Institution. J.C.I. will be able to house offenders requiring secure incarceration through the year 2000. Future facilities for local offenders should reflect the community-base correctional center concept.
17. An aftercare capability is needed in Duval County to prepare local incarcerated offenders for release and to assist in their reintegration into the community.

INTRODUCTION

INTRODUCTION

A total-system methodology has been utilized in the development of a "MASTER PLAN" for the Adult Correctional System in Jacksonville. This approach enables a thorough assessment of the existing correctional resources as well as a variety of alternative services and programs which, through linkages with the correctional system, could be used to provide differential services for the adult offender.

This planning approach has been advanced by the National Clearinghouse of Criminal Justice Planning and Architecture (NCCJPA) through their Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults. This planning effort used several of the instruments developed by the NCCJPA as well as specific architecture consultations during the latter stages of this study. Overall consultation was obtained during the planning and analysis stages of the study from Dr. Theodore Chiricos and Dr. Gordon Waldo of Florida State University's School of Criminology.

The following principles coincide with the principles enunciated in the corrections' Task Force Report of the National Advisory Commission of Criminal Justice Standards and Goals. Planning for the detentions/correctional needs of Duval County must take these principles into account in determining the most efficient and effective way to utilize monetary resources in the years to come:

THE MAIN PRIORITY OF OUR CRIMINAL JUSTICE SYSTEM SHOULD BE THE PROTECTION OF SOCIETY.

FOR THE MAJORITY OF OFFENDERS, NON-INSTITUTIONAL DISPOSITIONS ARE THE MOST EFFECTIVE MEANS TO ACCOMPLISH THIS END.

SOME INDIVIDUALS WILL REQUIRE INCARCERATION FOR THE SAFETY AND WELL-BEING OF THE PUBLIC. THIS GROUP REPRESENTS ONLY A SMALL PERCENTAGE OF THE TOTAL OFFENDER POPULATION.

THE TRADITIONAL FUNCTIONING OF THE CJS OFFERS LITTLE OPTION, AT BOTH PRE- AND POST-TRIAL LEVELS, TO THE MANAGERS OF THAT SYSTEM. CURRENTLY, INSTITUTIONAL STAFF ARE FORCED TO COPE WITH LARGE NUMBERS OF INDIVIDUALS WHOSE BEHAVIOR EXHIBITS SOCIAL OR MEDICAL PROBLEMS WHICH THE INSTITUTIONS ARE ORGANIZATIONALLY AND FISCALLY UNABLE TO MEET.

INSTITUTIONS REPRESENT TREMENDOUS FINANCIAL INVESTMENTS: THEY ARE EXPENSIVE IN CONSTRUCTION, MAINTENANCE AND OPERATION. THE EXPENDITURE OF LIMITED CORRECTIONAL FUNDS IN THIS DIRECTION HINDERS THE DEVELOPMENT OF OTHER SERVICES OR RESOURCES MORE ATTUNED TO MOST OFFENDERS' NEEDS.

This planning process took place in several distinct phases:

Phase I. Analysis of the existing Criminal Justice System

During this stage the structure functions and resources were defined and analyzed. Profiles of the incarcerated populations of the Duval County Jail and the Jacksonville Correctional Institution were developed and analyzed.

Phase II. Survey of Community Resources

During this phase a survey of a sample of the various community service agencies was undertaken to determine the extent to which such services were being utilized for clients of the Criminal Justice System. This survey also provided input in predicting the degree to which such services could be utilized in the future.

Phase III. Projections

During this phase projections of arrests, jail admissions, and average daily populations in the various correctional/detention facilities were made, based on trends which took place from 1970 through 1974. Alternative projections were developed to estimate future facility populations based on an increased utilization of non-incarceration alternatives.

Phase IV. Master Plan

During this phase a thorough analysis of the existing system took place. A comparison was then made between the existing system and available national standards, model programs, and recent literature in the field. Where a discrepancy was found between the existing system and the "ideal", specific alternatives were prepared to bring Jacksonville's correctional system up to standards.

Phase V Facility Usage

This phase will discuss how existing facilities should be utilized to maximize the impact of proposed programs. The type of facilities needed in future years will also be discussed.

Phase VI Cost Analysis Phase

A comparative cost analysis was made between maintaining the current direction in corrections as opposed to development of feasible alternatives to the current trends. Corresponding estimates were made to show the costs that would be incurred by implementing recommended alternatives.

EXISTING SYSTEM

HISTORICAL BACKGROUND

During the years prior to consolidation in 1968, the governments of Duval County and the City of Jacksonville maintained separate law enforcement agencies and correctional facilities, including prison farms, jails, and courts.

Prior to 1956, the Duval County Jail was located at Liberty and Beaver Streets behind the old Municipal Courthouse. It was re-located in 1956 to its present facility at 400 East Bay Street. The old City Jail was located at 711 Liberty Street.

Also in 1956, the City Prison Farm (today known as Jacksonville Correctional Institution) was moved from its site near Imeson Airport to its current location on Lannie Road in Jacksonville. The old County Prison Farm was located on Commonwealth Avenue.

In 1968, the governments of the City of Jacksonville and Duval County were consolidated. At this time the Sheriff, an elected official, became the Chief Law Enforcement Officer throughout the county. Law enforcement agencies and correctional facilities were placed under his direction and underwent re-organization.

In March of 1969, a grand jury report was published regarding the status of jails and correctional facilities in Jacksonville. The Grand Jury wrote:

"The County Jail Facility, located at 400 East Bay Street, was found to be overcrowded, and the number of individuals which said institution is required to accommodate, as a rule, far exceeds said facility's originally intended maximum capacity... We recommend that no additional jail facility in the downtown area be constructed until a complete study has been made, projecting our needs well into the future."

In relation to other correctional facilities which were then in

operation, the Grand Jury stated:

"Utilization of the facility located at 711 Liberty Street as a jail should be terminated at the earliest possible time... Existing plans to close the old County Prison Farm located on Commonwealth Avenue as a permanent prison facility should be carried out... We recommend the continued expansion of the City Prison Farm located on Lannie Road; however such planning should be coupled with an over-all long-range plan to meet the needs of the community for years to come."

To date, no such long-range plan has been developed. Later during 1969, the City Jail at 711 Liberty Street was converted into a police precinct and the County Prison Farm on Commonwealth Avenue was closed. (This resulted in a great reduction in bed space.) The County Prison Farm was re-opened and closed several times due to the large number of local offenders. It was closed for the last time in 1972. The City Prison Farm on Lannie Road has recently undergone a substantial expansion.

Several recommendations were made by the Grand Jury in an effort to relieve overcrowding within the existing system. Some of these recommendations were: The establishment of detoxification services for alcohol offenders, the establishment of treatment for drug abusers, and the implementation of an effective work release program for offenders in Duval County.

In 1971, a work release program was begun at the Duval County Jail. In 1972, this program expanded and moved to the facilities previously used by the old Fairfield School. This work furlough program currently handles approximately 45 offenders on work release status at any one time.

In August of 1972, the Jacksonville Sheriff's Office implemented a version of the "Myer's Act" on a voluntary basis. Public intoxicants were picked up, detoxified at the jail, and released to a family member or halfway house. In February of 1974, the Jacksonville Alcoholic Rehabilitation Program began detoxification services at its Primary Care Center. The number of persons arrested for drunkenness violations decreased from 890 in January, 1974 to 271 in December of 1974.

From the time of the Grand Jury report until 1974, the City used various non-profit drug abuse treatment programs to provide services to drug offenders. In April of 1974, the City took over the existing North East Florida Comprehensive Drug Control Program, Inc. and it became the Jacksonville Drug Abuse Program. This program is currently providing services to local drug abusers.

Another recommendation made by the Grand Jury in an effort to reduce overcrowding at the Jail was that the City expand its "indigent bail bond program." In 1971, signature release was implemented at the Duval County Jail. This procedure allows a number of those who are arrested to maintain in the community until their case is scheduled for trial.

In 1974, a class action suit was filed by jail inmates against Dale Carson, Sheriff, et al, etc., alleging over-crowding and inhumane conditions at the Duval County Jail.

In January of 1974, the federal judge's order was issued, requiring the City to correct inefficiencies and remedy current unacceptable

conditions which were found to exist in the Duval County Jail. Among the specific orders was the mandating of a maximum jail capacity of 410 and an emergency capacity of 430 incarcerates.

Illustrated below are some of the major events relating to the local correctional system during the last 25 years.

-
- 1956 - Duval County Jail re-located to 400 East Bay Street
 - City Prison Farm re-located to Lannie Road
-
- 1968 - Consolidation
 - Sheriff became Chief Law Enforcement official in Duval Co.
 - Law enforcement and corrections placed under Sheriff
-
- 1969 - Grand Jury Report
 - City Jail at 711 Liberty Street converted into police precinct
 - County Prison Farm on Commonwealth Avenue closed - 1st time
-
- 1971 - Work Release instituted at Duval County Jail
 - Signature Release instituted at the Duval County Jail
-
- 1972 - Work Release Program expanded and moved to current location at old Fairfield School facility
 - Jacksonville Sheriff's Office implemented version of Myer's Act
 - County Prison Farm permanently closed
-
- 1974 - Jacksonville Alcoholic Rehabilitation Program began providing detoxification services at Primary Care Center
 - City administers Drug Abuse Program
 - Class Action Suit brought by inmates against Duval County Jail
-
- 1975 - Federal Court Judges rule that conditions at the Duval County Jail violate constitutional rights of persons incarcerated at that facility.
 - Expansion completed at City Prison Farm on Lannie Road
-

GENERAL INFORMATION:

The City of Jacksonville is comprised of some 840 square miles of land and waterways. Within the Jacksonville area there are five (5) separate cities: Atlantic Beach, Neptune Beach, Jacksonville Beach, Jacksonville and Baldwin. Each of these cities has a government to include a police department. The Jacksonville Sheriff's Office has overall and ultimate responsibility for providing police services for Duval County.

The Jacksonville Sheriff's Office has a total of approximately 1,500 personnel of which 958 are sworn officers covering 765.8 square miles of land area. The department is currently operating on an annual budget of \$26 million to provide services to the 570,412 residents of Jacksonville.

Currently the Sheriff's Office has an authorized strength of 1,514 of which 1,490 positions are filled. This includes a total of 958 sworn officers of which 885 are white males, 18 are white female, and 55 minority males. In recent years the Sheriff has supported a minority recruitment program funded through L.E.A.A. to assist in increasing the number of blacks that become police officers.

The City of Jacksonville's reported crimes have been increasing at an alarming rate, and calls for police services have grown astronomically high with 295,000 in 1972 to 406,192 in 1973; to approximately 600,000 during 1974.

The incarceration rate* of Duval County is above the nation's average but in line with the State of Florida's. Duval County's average incarceration rate for the last five years is 83.1 which represents a low of 73.0 in 1973 and a high of 92.7 in 1974.

* Incarceration Rates = $\frac{\text{Jail Population}}{\text{County Population}}$ per 100,000 inhabitants

TABLE 1

INCARCERATION RATES

	<u>Duval County</u>	<u>Florida Counties 1974</u>		<u>National***</u>	
1970	89.6	Dade	101.8**	Northeast	55.0
1971	81.8	Broward	81.6	North Central	40.9
1972	78.3	Escambia	110.6	South	85.5
1973	73.0	Hillsborough	60.5	West	97.7
1974	<u>92.7</u>	Pinellas	62.8	National	68.0
Total Average	<u>83.1</u>				

* County population from Florida Statistical Abstract 1974

** Based on Week of 10/1/74 through 10/7/74

*** From Survey of Inmates of Local Jails Advance Report (Mid year, 1972), LEAA

JACKSONVILLE CRIMINAL JUSTICE SYSTEM

Federal

The Jacksonville Probation & Parole Office provides investigative and supervisory duties for the U.S. Courts, Bureau of Prisons and the U.S. Board of Parole. It is a federal agency operating with federal funds.

The U. S. Federal District Court adjudicates on federal offenses here in Jacksonville. The staff consists of two District Judges, one Magistrate and nine U. S. Attorneys. The Duval County Jail will hold up to ten (10) federal prisoners for a \$12.00 per diem rate from the federal government.

State

The Department of Offender Rehabilitation is a newly created department under the governor's office. It encompasses the Division of Corrections (formerly in the Department of Health & Rehabilitative Services). The Division of Corrections is responsible for the administration of all state correctional institutions and also for community-based institutions (Jacksonville Community Correctional Center).

The Probation and Parole Commission provides supervisory duties for the courts and state prisons. As of June 1975, the Commission is not able to operate misdemeanor probation programs. (Florida legislative action amending Section 944.025 F.S.). Counties are given the option to contract with the Probation and Parole Commission for services out of funds collected from those being supervised.

The Department of Health and Rehabilitative Services, Division of Youth Services is responsible for comprehensive youth services here in

Jacksonville. Functions include probation, aftercare (parole), detention, group homes and state training schools.

Local

The Human Resources Department, under the Mayor's Office, supervises the Jacksonville Area Development Center Project. The J.A.D.C.P. is a group of four residential community centers serving the courts, probation and parole, and the Division of Corrections.

In addition to the major functions of patrol and traffic, the Sheriff's Office administers the Jails & Prisons Division. This division is responsible for the Duval County Jail, Jacksonville Correctional Institute, and Fairfield, a work furlough program.

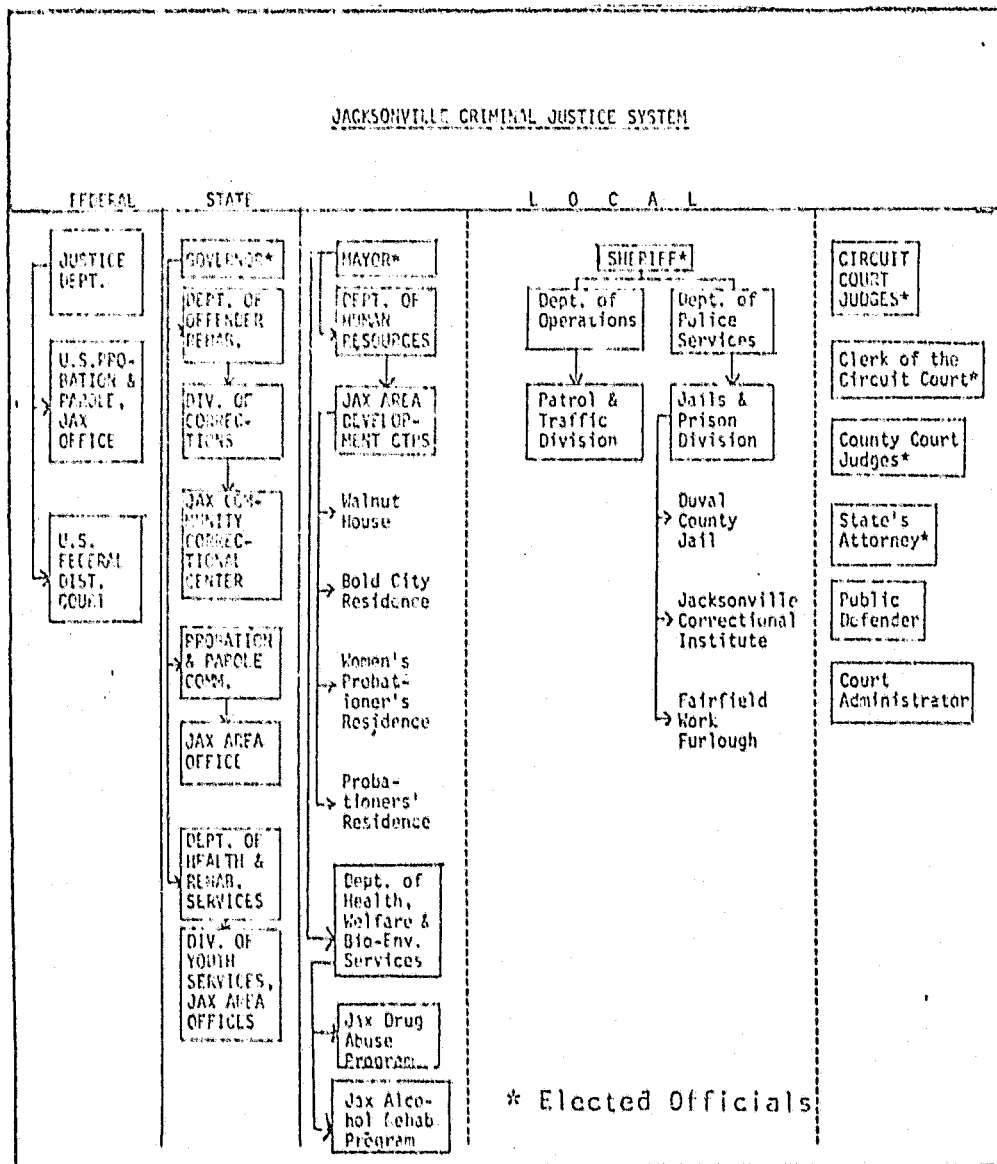
As in the case throughout the State of Florida, Duval County has a two-tiered court system. The Fourth Judicial Circuit's county courts are trial courts of limited jurisdiction in all criminal misdemeanor cases not cognizable by the Circuit Court and of all violations of municipal and county ordinances.

Circuit Courts are courts of general jurisdiction and have exclusive original jurisdiction of all felonies and of any misdemeanors arising out of the same circumstances as a felony; of all proceedings related to probate, guardianship, incompetency, equity, and juvenile proceedings.

For those people unable to afford legal services, the court appoints an attorney from the Public Defender's Office.

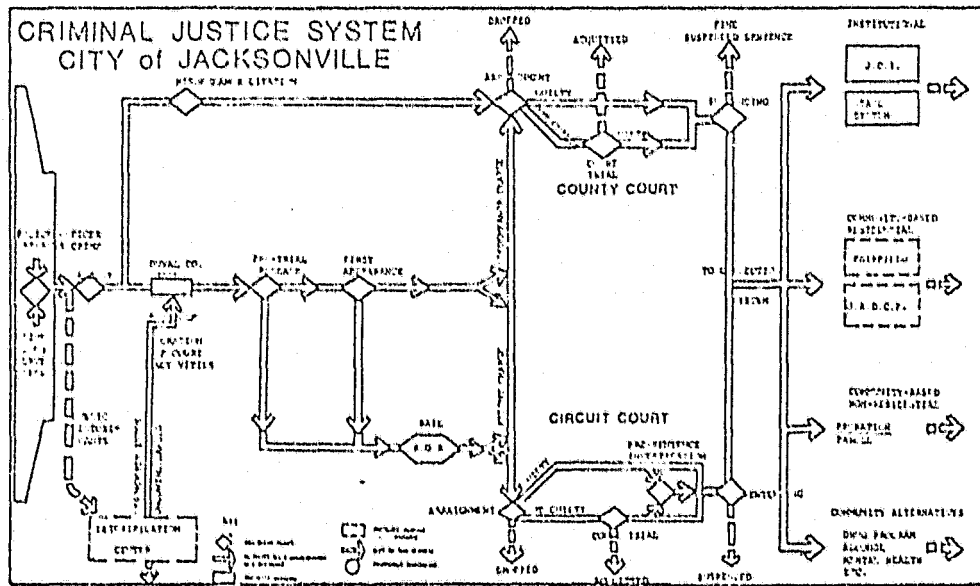
About 6,500 persons were represented in County Court by the Public Defender's Office and 3,600 cases were handled in Circuit Court during FY 73-74.

The State Attorney's Office provides the personnel or procedure for criminal intake in the judicial system. All cases initiated by private citizens or by arrests that have probable cause and probability of prosecution are filed by the State Attorney's Office.



The Criminal Justice System of Jacksonville is comprised of three (3) separate, but inter-related areas; law enforcement, courts, and corrections. A suspect enters the system at the point of arrest. The suspect is then processed through the Duval County Jail. It is at this point that the suspect can be released to await further court appearances or can continue to be held at the Duval County Jail. After the suspect's first court appearance, he can be charged with a felony or a misdemeanor which will determine what court will have jurisdiction over the case, county or circuit court. The judge either acquits the person or convicts him of the crime.

Following conviction of the offender, the judge then sentences the offender to either local facilities or programs, or state facilities. There are many alternatives that a suspect may take at each point in the system; these alternatives are discussed in the body of this report.



DUVAL COUNTY JAIL

The Duval County Jail, administered by the Office of the Sheriff, is a detention center for defendants awaiting adjudication and/or sentencing. It also holds sentenced inmates awaiting transfers to state or federal correctional agencies.

The jail building is attached to the Courthouse by an overhead passageway. It is a five floor maximum security facility that was constructed in 1956. The jail has a stated capacity of 452 beds, but is legally mandated by federal court to hold 410 inmates.

Approximately 33,000 people a year are processed through the jail of which approximately 10% become inmates of the jail.

Since Judge Scott's court order mandating numerous changes in the jail operations, female inmates are housed at the prison farm and transported to the jail for court proceedings. Women are only held at the jail for brief periods of time awaiting this transfer.

At this time, the jail does not have a policy or procedural manual. The one that had been written early in 1975 was not current after Judge Scott's order and is not being used. New correctional officers are given 21 statements to read and adhere to. These requirements include (among other things): (1) The officer must complete the U.S. Bureau of Prisons Jail Operations course within 90 days of employment; must not use undue force in handling unruly prisoners; must not use narcotics or associate with those who are; must not use profane or abusive language in handling inmates; cannot associate with ex-inmates and must not fraternize, trade or barter with inmates. On October 6, 1975, a basic training course was started for correctional officers. It is a four (4) week (160 hour) train-

ing course utilizing professionals in the medical, dental, educational and correctional fields as instructors. The course includes the following areas of training:

- 1) Introduction and orientation to corrections;
- 2) Overview of the Criminal Justice System;
- 3) Legal aspects of corrections;
- 4) Operational procedures;
- 5) Principles of supervision;
- 6) Understanding and responding to inmate behavior;
- 7) Technical training skills (first aid, fire-fighting, firearms, etc.).

PERSONNEL

As of October 1975, 238 people staffed the Duval County Jail. This is an increase of 115 positions from October 1974. The positions are broken down as follows:

Chief	1
Correctional Officer V	0
Correctional Officer IV	5
Correctional Officer III	18
Correctional Officer II	21
Correctional Officer I	164
Correctional Officer-Cook	7
Secretary II	1
Clerk Typist II	3
Steward	1
Account Clerk III	1
Nurse	11
Police Recruits	0
Court Clerk	1
P.E.P. Correctional Officers	<u>4</u> (not on payroll)
Total	<u>238</u>

These staff members rotate duties in three shifts daily. Retaining qualified personnel has been complicated as a result of a high turnover rate for correctional officers and medical staff. The total turnover rate

for correctional officers has been approximately 40%; however, this percentage has been decreasing recently.

Inmate Services

Presently, inmates are allowed two hours per week of outdoor recreation. This recreation is conducted on the parking lot adjacent to the jail. The court has required an expansion of recreation to a three-day a week program within 180 days of the court's permanent injunction. Florida Junior College provides the jail with a coach to supervise the outside activities.

Visitation rights have been limited due to the security risks caused by the jail's structural limitations. Jail officials have been given a year to establish a program of contact visitation by the court.

Religious instruction is offered to inmates and ministers of any denomination can be requested through the chaplain's office. Inmates can request to visit the law library or order books from a list provided to each cell.

Alcohol rehabilitation services are obtained through the use of a counselor from the University Hospital. The Jacksonville Drug Abuse Program provides a counselor to the jail and a mental health team from University Hospital visits once a week.

Various civic organizations volunteer time (about 300 hours a month) to the jail.

There is a need at the jail for a staff psychologist, social workers, a vocational rehabilitation counselor and an overall volunteer coordinator.

CURRENT DEVELOPMENTS/COURT ORDER

After the preliminary injunction issued by federal court on January 31, 1975, on February 13, 1975 the court ordered the appointment of an ombudsman

to assist the court in resolving issues that arose with the jail.

The first ombudsman's report, filed on March 4, 1975, found that there were numerous violations of the court's preliminary injunction order. The Second Ombudsman's Report stated that "if additional people are hired and trained, there is every reason to believe the Duval County Jail will shortly be housing inmates in a manner required by the Constitution of the United States of America."

The current status of the jail, as substantiated by Ombudsman's Report No. 3, is such that the court in its permanent injunction stated "90% of the former findings of fact entered with respect to the preliminary injunction are no longer applicable." The ombudsman's report noted that improvements had been made in many areas (inmate welfare, housing, food, medical care and recreation).

Daily cleaning programs and fire evacuation plans are now in existence. Inmates are provided with sheets, pillows, towels, blankets and grooming items. Plumbing and other maintenance problems are being attended to more efficiently. Procedures have been developed and posted for due process in jail discipline. New heated food carts have been purchased in order to keep meals at the right temperature.

Although improvements have been made in medical services (more space, equipment and staff) there is a frequent turnover of nurses, leaving vacancies and periodic decreases in services. A full-time doctor has been hired; dental services are still part-time.

In order to comply with the court's order on guard control and supervision, the city has funded 104 additional correctional officer positions.

The jail has also started a four week training program for these correctional officers.

Inmate classification is done by the officer responsible for the control board. Felons are separated from misdemeanants and presentence accused are kept separate from sentenced inmates. More sophisticated classification of drug and alcohol and mental cases seems impossible at this time due to the space limitations.

In Ellis MacDougall's study on the Duval County Jail, he stated that "the jail is frequently overcrowded with inmates who probably could be successfully handled by citation or other diversionary strategies." An inmate profile of jail inmates showed the above statement to be true. The largest category eligible for possible release are individuals accused of third degree felonies against property.

INMATE PROFILE-JAIL

On October 1, 1975, a sample was taken on all persons in custody at the Duval County Jail. The sample included 367 inmates and 29 trustees who live and work at the jail as part of their sentence. The profile will cover the 367 inmates and exclude the 29 trustees.

The following sections will give detailed information concerning pre-sentence and sentenced inmates.

Demographic

The entire sample was male. The court order set a 24-hour time limit for detention of females, therefore, pre-sentence females are held overnight at the prison farm and transported daily to the jail for court proceedings.

Approximately 52% of the inmates were black, 46% white. There were no inmates at the jail under 18 years of age. Over one-half (55%) were in the 18-25 age group. 25% were from 26-33 years old and the other 20% were 34 years or older.

Prior Arrests

Most of the inmates (78%) had a prior arrest record, 85% of the inmates charged with felonies were prior offenders. A comparison of demographic data compiled in 1973 and 1975 (Table 2) shows the influence of the Myers Act in reducing the incarceration of alcoholics.

TABLE 2

Comparative Demographic Statistics - 1974 & 1975

<u>1973 Jail Statistics</u>	<u>1975 Jail Statistics</u>
63% White	45% White
37% Black	55% Black
64% Non-violent Charges	12% Non-violent Charges
36% Violent Charges	88% Violent Charges
52% Over 30 Years Old	23% Over 30 Years Old
85% of all serious crimes committed by prior offenders	77% of all serious crimes committed by prior offenders

Criminal Justice Status

The breakdown of inmates by system status shows that most are pre-sentence state (64%) and sentenced state (18%) inmates.

TABLE 3

	<u>Number</u>	<u>Percentage</u>
Pre-sentence Federal	5	1.4%
Pre-sentence State	236	64.3%
Pre-sentence Local	<u>41</u>	<u>11.2%</u>
Sub-total	<u>282</u>	<u>76.9%</u>
Sentenced Federal	3	.8%
Sentenced State	68	18.5%
Sentenced Local	<u>14</u>	<u>3.8%</u>
Sub-total	<u>85</u>	<u>23.1%</u>
TOTAL	<u>367</u>	<u>100.0%</u>

Occupations of inmates were graded on an "occupational status scale." The scale demonstrated that 36% of the inmates were unemployed at the time of

arrest; 29% were in low status occupations, 27% were in medium level status occupations and only 7% were in high status occupations.

Education

Close to 46% of the inmates had completed some high school, 34% had attended 12 years or had received their high school diploma, 9% had over 12 years of school, and 5% of the inmates had less than 7 years of school. The educational status of 6% of the sample was unknown or unrecorded.

Length of Stay

Length of stay for each inmate was tabulated from his date of entry into the jail. This is not the true length of stay, but rather the length of stay to date. The actual length of stay would be higher than the average stay to date.

TABLE 4

Length of Stay - Jail

	<u>PRE-SENTENCE</u>		<u>SENTENCED*</u>	
	<u>No.</u>	<u>Percentage</u>	<u>No.</u>	<u>Percentage</u>
0- 1 days	13	4.6%	2	2.3%
1- 2 days	9	3.2	4	4.8
2.1 - 3-days	7	2.5	2	2.3
3.1 - 7-days	62	22.0	9	10.6
8-15 days	46	16.2	6	7.0
16-30 days	56	19.9	10	11.9
1-month - 2-months	47	16.7	21	24.8
2-months - 6-months	39	13.8	27	31.7
Over 6-months	1	.4	2	2.3
Unk/not recorded	2	.7	2	2.3
Total	<u>282</u>	<u>100.0%</u>	<u>85</u>	<u>100.0%</u>

* Computed from time of arrest to date of survey 10/1/75.

Time in Jacksonville

The majority of the inmates (51%) were lifetime residents of Jacksonville, while only 11% were transients. Approximately 27% were in Jacksonville one year or more, 6% were in Jacksonville 1-12 months.

Offense Data

The breakdown of offenses is based on data derived from inmate files. The most serious charge was the charge recorded. Of the total number of offenses committed 88% were felonies, and only 8% were misdemeanors; 34% were felonies against a person and 39% were felonies against property.

TABLE 5

Offense Category

	<u>Number</u>	<u>Percentage</u>
1st Degree Felony	71	19.4%
2nd Degree Felony	110	30.1
3rd Degree Felony	115	31.4
Capital Felony	26	7.1
1st Degree Misdemeanor	18	5.0
2nd Degree Misdemeanor	10	3.0
Unknown/Not recorded	2	1.0
Traffic	9	1.0
Probation/Parole Violation	6	1.0
Total	<u>367</u>	<u>99.0%</u>

TABLE 6

<u>Type of Offense</u>	<u>Number</u>	<u>Percentage</u>
Felony against Person	126	34.2%
Felony against Property	144	39.2
Drug Sale	10	2.7
Drug Possession	18	5.0
Misdemeanor against Property	5	1.3
Misdemeanor against Person	10	2.7
Misdemeanor against Self	7	2.0
Alcohol Related Offense	10	2.7
Federal Offense	1	.3
Violation of Probation/Parole	7	2.0
Escape, fugitive, order to return	26	7.1
Miscellaneous	3	.8
Total	<u>367</u>	<u>100.0%</u>

Table 7 shows the types of inmates held at the Duval County Jail.*

TABLE 7

	<u>Number</u> <u>(Avg. Totals</u> <u>3/11 - 9/16)</u>	<u>Percentage</u>
Raiford Inmates Awaiting Transfer	52	13%
Sentenced County Inmates	<u>38</u>	<u>10</u>
Total Sentenced Inmates	<u>90</u>	<u>23%</u>
Fugitives	8	2%
Homicides	15	4
Robberies	53	14
Violent Felonies	40	10
Property Felonies	83	21
Felony Narcotic	18	5
Misdemeanor	34	8
Federal	6	2
Miscellaneous	35	9
Violation of Probation	<u>6</u>	<u>2</u>
Total Pre-trial	<u>281</u>	<u>100%</u>
Total Population	<u>383</u>	

*Data compiled by Jail personnel at the request of the State Attorney's Office.

Reason for R.O.R. Disapproval

Most inmates (60%) were denied R.O.R. release because their offense was a felony. An additional 15% committed a felony and were charged with violation of their probation or parole. The remaining 25% were refused R.O.R. for a wide variety of reasons, as Table 8 illustrates.

TABLE 8

Reason for R.O.R. Disapproval

	<u>Number</u>	<u>Percentage</u>
Felony	220	60.0%
1st Degree Misdemeanor	3	.8
Not long enough in Jacksonville	9	2.4
Mental	1	.3
Past Record	1	.3
Escape	27	7.3
Contempt of Court	10	2.7
Probation/Parole/Undersentence	15	4.0
Not honest in interview	1	.3
Other	5	1.4
Not refused	5	1.4
Not reported/Unknown	3	.8
Felony & violation of Probation/Parole	55	15.0
Felony + Escape	7	1.9
Felony + Contempt of Court	1	.3
Felony + Not long enough in Jacksonville	3	.8
Mental + Past Record	1	.3
Total	<u>367</u>	<u>100.0%</u>

Reason for Disapproval of R.O.R. (Alcoholics, Misdemeanants)

An in-depth look was taken at R.O.R. disapproval for misdemeanor and alcohol cases. The majority were refused for being charged with violation of their probation or parole, contempt of court or for being a transient. The following Table 9 shows the various other reasons inmates were turned down for R.O.R.

TABLE 9

Reason for Disapproval of R.O.R.

Misdemeanors: (Percentage of total inmate population)

1st Degree Misdemeanor	2	9.0%
Not long enough in Jacksonville	5	22.7
Mental	1	4.5
Contempt of Court	5	22.7
Parole/Probation/Undersentence	6	27.2
Not honest during Interview	1	4.5
Judge requested it	1	4.5
Not Refused	<u>1</u>	<u>4.5</u>
Total	<u>22</u>	<u>100.0%</u>

Alcohol Related: (Percentage of total inmate population: 3%)

Not long enough in Jacksonville	2
Probation/Parole/Undersentence	2
Suspected Armed Robbery	1
1st Degree Misdemeanor	1
Failure to appear	1
Sent to hospital	1
Unknown/not recorded	<u>2</u>
Total	<u>10</u>

Criminal Justice Status by Age:

Most offenses (55%) were committed by those inmates in the 18-25 age group. The majority of the felonies (58%) were also committed by this group.

TABLE 10

C.J.S. Status:

	<u>A G E</u>					
	<u>18-25</u>	<u>26-33</u>	<u>34-41</u>	<u>42 +</u>	<u>Unk.</u>	<u>Total</u>
Pre-sentence Felon	144	63	21	21	1	250
Pre-sentence Misdemeanor	10	7	6	3	-	26
Sentenced Felony	36	22	6	7	-	71
Sentenced Misdemeanor	5	1	2	3	1	12
Other	<u>7</u>	<u>-</u>	<u>1</u>	<u>-</u>	<u>-</u>	<u>8</u>
Sub-total	202	93	36	34	2	367
	<u>(55%)</u>	<u>(25%)</u>	<u>(10%)</u>	<u>(9%)</u>	<u>(.5%)</u>	<u>(100%)</u>
Total						<u>367</u>

Pre-sentence Inmate Profile:

Of the 367 inmates at the jail, 76.8% were pre-sentenced, of which 89% were charged with committing a felony; 6% charged with misdemeanor offenses, 3% were violations of probation, and 2% were traffic violations. The majority (80%) of the pre-sentenced inmates had lived in Jacksonville over one year; 51% had lived in Jacksonville for life; only 11% were transients. Of these pre-sentenced inmates in for felony charges, 42% were offenses committed against property and 34% were offenses against persons. From the total pre-sentenced population, 80% had previous arrest records.

Pre-sentence, Third Degree Felonies - Profile;

As Table 11 indicates, 70% of the 3rd degree felonies are property crimes. Of those inmates turned down for R.O.R., 66% were turned down because it was a felony offense.

TABLE 11

Third Degree Felons (Pre-sentence):

Total number of Pre-sentence 3rd Degree Felons = 89
(24% of total inmate population of 367)

	<u>Number</u>	<u>Prior Arrest</u>	Reason for R.O.R. Disapproval*							
			1	2	3	4	5	6		
Against Person	12 (13%)	Yes - 12	11	1						
Against Property	62 (70%)	Yes-49; No-13	41	11	3	4	1	2		
Drug Sale	2 (2%)	Yes-1; No-1	1	1						
Drug Possession	13 (15%)	Yes-9; No-4	10	3						

- * 1. Felony
- 2. Felony + Violation of Probation/Parole
- 3. Felony/Transient
- 4. Contempt of Court
- 5. Escape
- 6. Not disapproved (waiting for release)

Jacksonville's overcrowded jail and increase in crime rates prompted the initiation of a misdemeanor citation program near the end of 1974.

The number of citations has increased from 22 in January 1975 to 240 during September of 1975. Close to 82% of the defendants have appeared for their court hearings.

The following chart represents a breakdown of misdemeanor citation offenses; almost half of the misdemeanor offenses are alcohol related offenses.

TABLE 12

MISDEMEANOR CITATION OFFENSES*

Alcohol or alcohol related offenses	338	47.16%
Drugs (marijuana & narcotic paraphanaelia)	47	5.78%
Gambling	40	4.93%
Violation of city animal ordinances	39	4.80%
Violation of regulations governing display of titles, tags, etc. (mobile home/vehicles incl)	27	3.32%
Illegal hunting & fishing procedures	25	3.07%
Trespassing	23	2.83%
Violation of Motor boat vehicle regulations	22	2.70%
Miscellaneous	21	2.58%
Soliciting without permits	19	2.34%
Fighting	18	2.22%
Contributing to the delinquency of a minor	17	2.09%
Petit larceny (shoplifting)	16	1.97%
Loitering	16	1.97%
Other	<u>144</u>	17.73%
	<u>812</u>	

*Based on data from May to September 1975.

JUDICIAL

A. ARTICLE V:

In January, 1973, the Judicial System in Florida was reformed by constitutional amendment. The amendment of Article V resulted in a consolidated Court System. All trial level jurisdiction was vested in the Circuit and County Courts. Jurisdiction for the two courts was defined uniformly throughout the State with the Circuit Courts having general jurisdiction and the County Courts having limited jurisdiction. "All Justice of the Peace, County Judges' Courts, County Courts, Magistrates' Courts, Civil, Criminal and Felony Courts of Record, Small Claims' Courts and Juvenile Courts were abolished and replaced by a two-tier court structure."¹ The Metropolitan and Municipal Courts are required to be abolished by January 3, 1977, or sooner if the local area so chooses.

B. JUDICIAL PROCESS:

Florida Rules of Criminal Procedure (Rule 3.191) mandate the right to a speedy trial: "Except as otherwise provided by this rule, every person shall without demand be brought to trial within 90 days if the crime charged be a felony, capital or noncapital, and if not brought to trial within such time shall, upon motion timely filed within the court having jurisdiction and served upon the prosecuting attorney, be forever discharged from the crime; provided the court, before granting such motion, shall ascertain that such person has been continuously available for trial during such period of time for trial."² The Rules further stipulate that, "...upon demand filed with the court having jurisdiction...be brought to trial within 60 days, unless the State is granted a continuance because of exceptional circumstances as defined in this Rule..."²

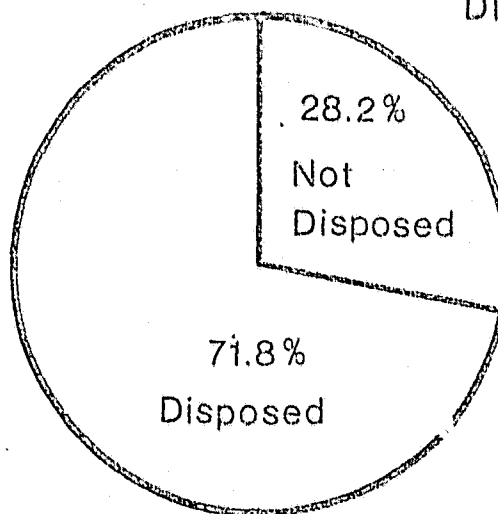
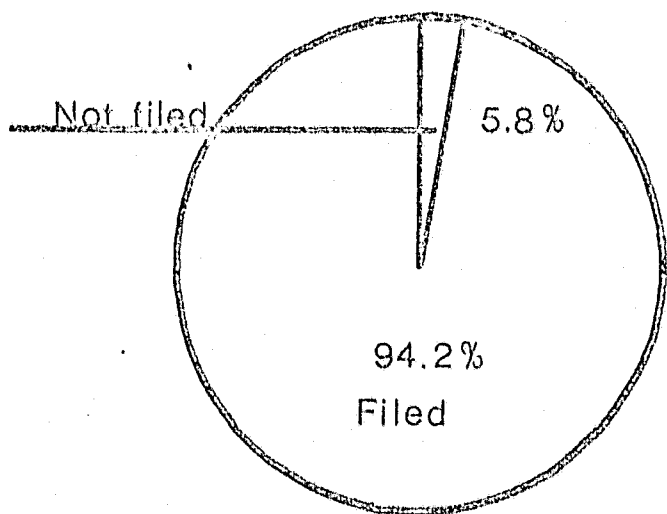
Processing of accused offenders in the Fourth Judicial Circuit (Clay, Duval, and Nassau Counties) was found to be more efficient than required by the Speedy Trial Rule. Misdemeanor cases are disposed of within 28 days; felony cases within 69 days, based on a random sample of fifty (50) felony cases, and fifty (50) misdemeanor cases.

The following table illustrates the judicial caseload for 1973:

JUDICIAL PROCESSING 1973

% OF TOTAL ARRESTS FILED UPON

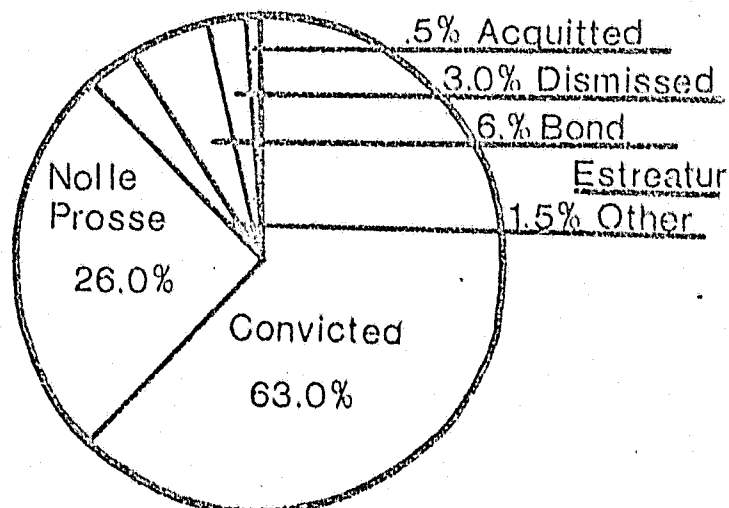
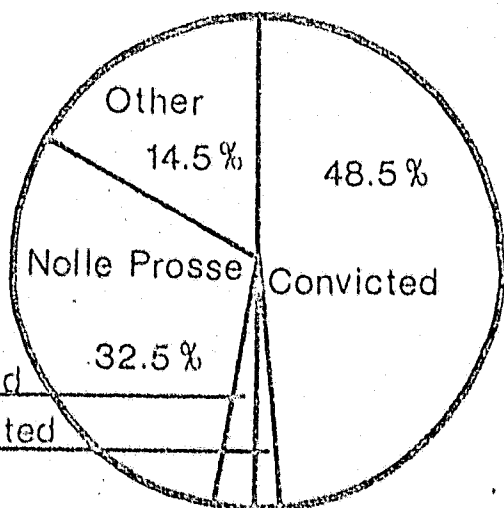
% OF TOTAL ADULT ARRESTS
DISPOSED



ANALYSIS OF DISPOSITION BY TYPE

CIRCUIT COURT

COUNTY COURT



We find that of a total of 29,297 adult arrests in 1973, there were 12,458 cases (42.5%) that were disposed by conviction. Of the cases not yet disposed (N = 6,570), it is likely that a majority would be disposed by conviction. If the conviction rate remained constant for these cases not yet disposed, the percentage of the total adult arrest disposed by conviction would increase to 56.3%.

C. JUDICIAL INTAKE:

Under the judicial structure of the State of Florida the State Attorney performs the intake function. The State Attorney screens cases to determine if the evidence is sufficient for a particular charge, if the charge is appropriate and whether or not there is justification for criminal prosecution. The State Attorney is also responsible for determining whether a particular case should be diverted to non-judicial alternatives.

The following table illustrates that felony (circuit court) filings have increased approximately 39% from 1968 to 1974 while misdemeanor (county court) filings have an estimated increase of 110% from 1973 to 1975 alone.

TABLE 13

CIRCUIT & COUNTY COURT FILINGS*

	<u>Circuit Court</u>		<u>County Court</u>	
	<u>No.</u>	<u>Percent Change</u>	<u>No.</u>	<u>Percent Change</u>
1968	3,674	-	N/A	
1969	3,002	-18.3	N/A	
1970	3,897	+29.8	N/A	
1971	4,620	+18.5	N/A	
1972	4,619	-	N/A	
1973	5,120	+10.8	23,587	
1974	5,118	-	35,320	+49.7
1975	3,373	-34.1	49,238(est)	+40.1

* Source: Clerk of the County & Circuit Courts (9/12/75 & 11/5/75)

The majority of felony cases were filed in Criminal Court between 1971 and Article V (Court Reorganization) 1972. All felony cases were filed in the Circuit Court in 1973-74 as the Criminal Court was abolished when Article V was implemented. Misdemeanor case data (County Court) unavailable prior to 1973 due to Court Reorganization.

D. JUDICIAL DIVERSION

At present, judicial diversion focuses on crime-specific offenses. The two primary categories of divertable offenses are: (1) Citizen dispute complaints and (2) worthless check offenses.

The State Attorney's Office implemented the Citizen's Dispute Settlement Program on September 1975, in an attempt to resolve interpersonal disputes without having to resort to criminal prosecution. Many worthless check charges are diverted from criminal prosecution in a less structured manner. There is no formal diversion program with the exception of the Citizen's Dispute Settlement Program in existence in the State Attorney's Office in Jacksonville. Expansion of the Pre-trial Intervention Concept appears possible in the Fourth Judicial Circuit, provided the structure of such a program assures that the State Attorney maintains authority to determine divertable cases and to develop standards/procedures for quality control.

JACKSONVILLE CORRECTIONAL INSTITUTION

Jacksonville Correctional Institution (J.C.I.) is under the administration of the Office of the Sheriff. It is the city's facility for the confinement of sentenced adult prisoners, both male and female. J.C.I. was built by the city in 1958 and has gradually been upgraded and expanded, mainly during the period after consolidation in 1968. J.C.I. is located twenty miles north of downtown Jacksonville on a site of over 1,000 acres. The facility has a bed capacity of 378. The average daily headcount during 1975 was 283. Of the total inmate population, 95% are serving sentences and the other 5% are awaiting trial.

At any given time there is one Correctional Officer for every forty inmates. There are 76 correctional officers and 28 civilians at the Prison Farm, of these there are 85 males and 19 females; 24 blacks and 80 whites. The minimum training, education and experience requirements of a beginning correctional officer is a High School diploma and passing the Civil Service Examination.

J.C.I. is currently having a class action suit brought against it similar to the one brought against the jail.

The operating budget for 1974-75 was \$974,048.

The agricultural unit provides for the food needs of the prison and several other residence facilities in Jacksonville. During 1972-73 an additional fifty-seven acres were purchased, bringing the total to 1,007. Usable pasture is being expanded by 377 acres to meet the needs of the ever-expanding cattle herd. All aspects of the agricultural program are carried out with the assistance of the University of Florida, the County Agricultural Agent and the State Department of Soil Conservation.

Recently, we have seen a number of significant developments in agriculture including the moving of the city nursery to the institution, the addi-

tion of a forty-acre tract of seepage pasture (wherein moisture is controlled) and the possible entry into the poultry field.

Inmate Resocialization Programs; Only in the last few years has local corrections anywhere in the United States had either the inclination or the resources to become involved in programs beneficial to the inmates. Jacksonville has shown some progress in this area, due largely to the assistance of community-based agencies such as Florida Junior College, the YWCA and Alcoholics Anonymous, that are willing to commit themselves to working with inmates.

Florida Junior College provides the institution with a fulltime instructor for an ongoing high school equivalency program wherein inmates can earn a GED diploma. This is available to both men and women. The junior college also provides organized athletic programs for both men and women on a daily basis during the warmer months and on weekends during the winter. Also available on a daily basis is a junior college based sewing instructor for the female prisoners. The YWCA has a weekly crafts program for the women and a six weeks slimnastics course. AA meetings are conducted at J.C.I. periodically. Perhaps far more significant than any of the tangible benefits resulting from the efforts of the maintenance units at the institution are the training opportunities open to the inmates. A course in mechanics is offered to many inmates, the vast majority of them having no skill whatever on arrival. It is regrettable that none of these programs are formally structured so that the inmate could leave the institution with a certificate to verify his training. Institutional staff members are working very closely at this time with the city's Manpower Division to create formal classes which will meet the needs of the inmates and the institution.

TABLE 14

JACKSONVILLE CORRECTIONAL INSTITUTE - MENWORK DETAIL on 10/14/75No. of InmatesCustodyI. AGRICULTURAL

Meat House	10	Medium
Farm	11	Medium
Farm/Slaughter	20	Medium
Farm	12	Medium
Swine	<u>3</u>	Medium
Total Agriculture:	56	
MAINTENANCE	12	Minimum
GROUNDS	10	Medium
ROAD	9	Maximum
HOUSE CREW	13	Maximum
KITCHEN	19	Medium
AUTO MECHANIC SCHOOL	8	Medium
SCHOOL - GED	12	Medium
LAUNDRY & CLOTHING ROOM	10	Medium
NURSERY	11	Medium
COUNTY JAIL TRUSTEES	26	Minimum
LAY-IN	27	
UNACCOUNTED FOR	<u>25</u>	N/A
TOTAL WORKING	186	
TOTAL NOT WORKING	52	

INMATE PROFILE
Jacksonville Correctional Institute

The day the inmate sample was taken at the Jacksonville Correctional Institute, the population included 216 men and 23 women who were serving sentences at Jacksonville Correctional Institute and 21 pre-sentence women.

Demographic Data

Nearly one-half of the population is in the 18-25 age group (47% men, 52% women). In the 26-33 age bracket, the sample showed 25% men and 22% women. There was a sharp decline in the number of inmates aged 34 or older.

The sample showed an equal racial balance among the men (50% white, 50% black) but an unequal balance in the sample of women inmates (74% black, 26% white).

The majority of the inmates are men (83%). Close to 90% of the men had prior arrests, while approximately 80% of the women had a prior arrest record.

Educational Level

Only 7% of the men and 4% of the women had less than a sixth grade education. Approximately one-half of the inmates sampled had completed some high school (49% men, 39% women). There were more women (48%) who had completed high school than the men in the sample (30% had completed high school). A small percentage (9% men, 9% women) had completed more than 12 years of education.

Time in Jacksonville

Most of the inmates were lifetime residents of Jacksonville (54% men, 57% women). Only 7% of the men and 9% of the women were transients. Approximately 90% of the sample have lived in Jacksonville for more than 1 year.

Occupation

A large percentage (38%) of the men were reported to be skilled workers before being incarcerated. Most of the women (74%) were unemployed (housewives are also in this category). TABLE 15 has a breakdown of inmate occupations.

TABLE 15

Inmate Occupations-Prison Farm

	MEN		WOMEN	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Professional	14	7%	-	-
Clerical/Sales/Service	23	11	5	22%
Skilled	83	38	-	-
Unskilled	44	20	1	4
Unemployed	<u>52</u>	<u>24</u>	<u>17</u>	<u>74</u>
Total	<u>216</u>	<u>100%</u>	<u>23</u>	<u>100%</u>

Length of Sentence

The average length of sentences between men and women vary slightly (men - 6.99 months; women 7.69 months); women having the higher sentences. Average sentences for alcohol-related offenses are also slightly higher for women (men - 2.79 months; women 3.3 months). The average sentence for traffic offenses was 1.05 months.

Most of the sentences (41%) were for less than than 3 months; 26% were from 3 - 6 months and 32% were over 10 months.

Offense Profile

Most of the offenses committed by inmates at Jacksonville Correctional Institute were third degree felonies. (See TABLE 16).

TABLE 16

Type of Offense

	MEN		WOMEN	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Felony - 1st Degree	1	.5%	-	-
Felony - 2nd Degree	29	13.0	-	-
Felony - 3rd Degree	88	41.0	14	61.0%
Misdemeanor - 1st Degree	69	32.0	6	26.0
Misdemeanor - 2nd Degree	21	10.0	3	13.0
Violation of Probation	1	.5	-	-
Escape	7	3.0	-	-
Total	<u>216</u>	<u>100.0%</u>	<u>23</u>	<u>100.0%</u>

TABLE 17 shows more women incarcerated for drug possession and misdemeanors against property than men. Both men and women showed a high rate of alcohol related offenses.

TABLE 17

	MEN		WOMEN	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Felony against person.	36	16.6%	3	13.0%
Felony against property	55	26.0%	5	22.0%
Felony-other	6	3.0%	1	4.3%
Drug Sale	9	4.0%	-	-
Drug Possession	18	8.0%	5	22.0%
Misdemeanor against property	20	9.0%	4	17.4%
Misdemeanor against person	10	5.0%	1	4.3%
Misdemeanor against self	3	1.0%	-	-
Alcohol Related	49	23.0%	4	17.0%
Violation of Probation	1	.5%	-	-
Escape	7	3.0%	-	-
Traffic	2	.9%	-	-
Total	<u>216</u>	<u>100.0%</u>	<u>23</u>	<u>100.0%</u>

Of the 53 inmates whose offense was alcohol related, only five were on probation at the time of arrest.

Pre-sentence Women (Jacksonville Correctional Institute)

Because of the overcrowded conditions at the Jail, females were removed and sent to the prison farm. The majority of the women (71%) were accused of felonies. A lesser number (24%) had been accused of misdemeanors and 5% had violated their probation. Most of the women (71%) were turned down for R.O.R. because they were accused of a felony. Approximately one-half of the women had prior arrests and 71% of them had lifetime residency in Jacksonville.

FAIRFIELD -- WORK FURLOUGH

The Work Furlough Program is operated by the Jails and Prisons Division of the Office of the Sheriff in Duval County. It is a comprehensive re-entry program for selected prisoners. It serves both men and women and allows them to work at regular gainful employment or to attend school while becoming re-established in society and supporting themselves and their families.

The facility was formerly an elementary school and is leased from the School Board. It is located in the east side section of Jacksonville, adjacent to the Gator Bowl. The building is only a short distance from the downtown area and public transportation.

Work Furlough participants are carefully selected prisoners serving out the last portion of their sentences, usually four (4) months or less.

Any person, male or female, who has been sentenced to the custody of the Sheriff may apply for Work Furlough. In addition, any other person who is scheduled to be sentenced to the custody of the Sheriff may apply prior to sentencing. Such applicants cannot be accepted until their sentence begins. Inmates of federal correctional institutions who plan to reside in Duval County following release may also be accepted for transfer to the Work Furlough Program. Those inmates with an extensive arrest record, narcotic violations, sex offenses, or crimes of violence are generally not eligible for the program. One of the most important considerations for selection is the family need.

Work Furlough participants come from all walks of life. They have included auto mechanics, business managers and owners, students, secretaries, electricians, insurance brokers, general laborers, a physician, a teacher, salesmen, truck drivers, and many others.

Program applicants are considered during a weekly board hearing held at Jacksonville Correctional Institution. The board chooses those applicants who seem deserving of the opportunity to participate in the program, using 11 standards which include nature of offense, previous record, work history, inmate attitude, family need, special needs (education and therapeutic) and risk to the community. The board accepts, temporarily rejects, or completely rejects each applicant. Some cases are "pre-screened" and rejected prior to board hearings. Others who are high risk but deserving of placement due to some special circumstances are referred to as "pre-releasees."

The program is presently maintaining a Work Release population of 45 inmates, with occasional surges to above 55. It is expected that the flow of inmates will allow 400 different men and women to be served during a program year.

At the present time four release methods are being used at the program. Work Releases and student releases are given to clients on a day-to-day basis; while release for services and furloughs are given under special circumstances, i.e., treatment programs, special occasions, and job interviews. The latter two methods must be pre-arranged through counselors and are of relatively short durations.

Currently, Fairfield has 26 trustees living at the facility; 20 are working at Fairfield, one trustee is working at the jail and five other trustees work on various police service programs. Prior to the completion of the new wing at the Prison Farm and due to the overcrowded conditions at the Duval County Jail, Fairfield was housing up to 70 trustees.

Work Furlough has 24 full time staff members; 4 part-time staff members, and

13 volunteers. Counselors on the staff attend conferences to keep abreast of developments in the field, and correctional officers are required to complete 40 hours of training pertaining to their specific duties.

Funds for the program are provided by LEAA and local cost matches in addition to the appropriations from the Sheriff's budget.

The following tables represent the demographic data of 250 participants of the program during the first six months of 1974:

DEMOGRAPHIC DATA:

<u>Sex</u>			<u>Race</u>		
Male	248	- 99.2%	White	150	- 60%
Female	2	- .08%	Black	100	- 40%

RESIDENCE

<u>Core</u>			<u>Urban</u>		
Total	104	- 41.6%	146	- 58.4%	
White	38	36.5%	109	74.7%	
Black	66	- 63.5%	37	- 25.3%	

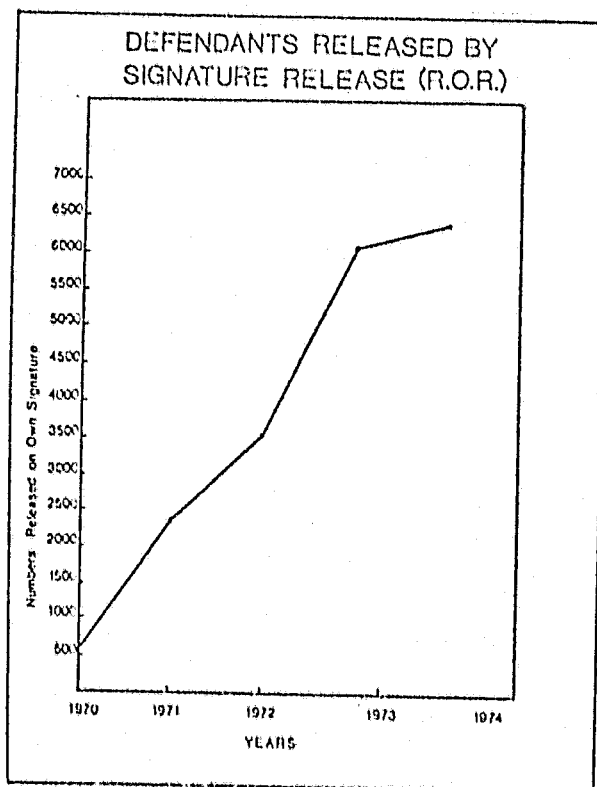
CATEGORICAL CHARGES

Traffic	7	Carrying a Concealed Weapon	7
DWI	102	Narcotics Vio (all)	6
NDL	7	Violation/Probation	10
Lv. Scene	0	Pos/Rec Stolen Property	8
Assault (all)	19	Robbery (all types)	5
Auto theft	5	Public Intox.	3
B & E	-24	Contempt Court	3
Larceny (Gr/petty)	24	Child Abuse	1
Forgery (all types)	9	Kidnapping	1
Resisting Arrest(all types)	7	Escape	2

Out of the 250 work release participants, 51% were married. 21% were single and 28% were divorced. The average age of the participant was 33.3 years. The employment status of the participants demonstrated that 48% of the total 250 participants were employed with 60% of the white and 39% of the black participants employed at the time of arrest. The categories of employment were: 77% were employed as laborers, 20% as skilled laborers, 2% as professionals and 1% were students. The percentage of the participants having previous arrest records came to 92% with 12 prior arrests being the average per participant. The participants in the work release program were sentenced in a variety of different court systems. There were 54% sentenced from County Court, 43% from Circuit Court, 1.6% from Federal Court and 1% from Criminal Court. Out of the 250 participants surveyed, 80% completed the program.

In 1970 the number of people released from the jail on signature release bonds was 566. Space limitations at the jail became more pronounced and in 1971 the amount of signature release bonds increased by four times to 2,319. By 1974 the number had jumped to 6,419 (11 times the number in 1970). It can be expected that if jail admissions continue to rise and available bedspace at the jail remains constant, that the number of signature release bonds will continue to increase.

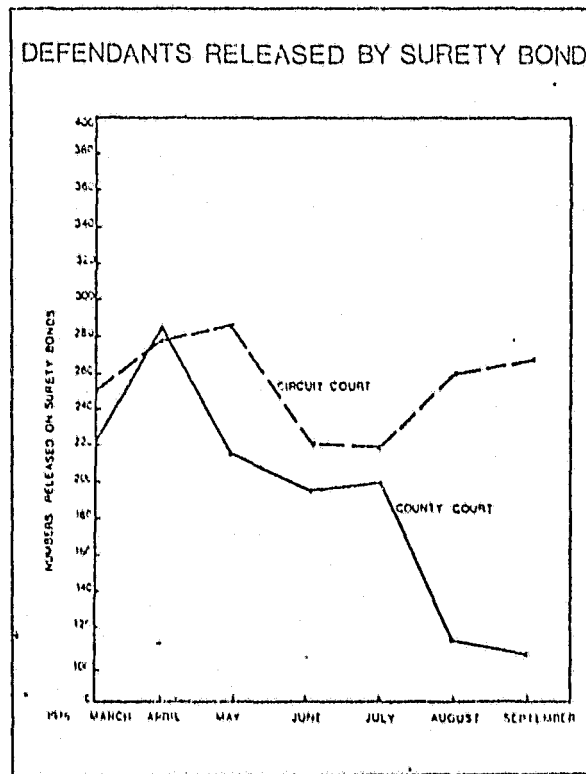
The following graph represented the yearly total of signature releases for the years 1970-1974:



SURETY BOND

In April of 1975, there were 286 releases on surety bonds in Circuit Court plus 280 in County Court. From April to September, the numbers of people released on surety bonds in Circuit Court did not markedly vary (the numbers ranged from 223 to 288). However, the number of surety bond releases in County Court had decreased from 286 in April to 114 in September. This was partly the result of an increased use of misdemeanor citations.

The following graph illustrates the monthly totals of release on surety bonds from March 1975 to September 1975:



FLORIDA PROBATION AND PAROLE COMMISSION

The State Probation and Parole Commission is responsible for supervising people under probation, parole, mandatory condition release, work release and pre-trial supervision; as well as writing pre-sentence reports on each client. Approximately 5,000 clients are supervised each month. Prison commitments have been reduced considerably through the extensive use of probation services. The Probation Officer workload is 84 units, this includes both client supervision and PSI reports.

The average number of felons placed on probation per month in Duval County is 121. The legislature has recently eliminated funds for the supervision of misdemeanor offenders, thus taking away a viable alternative to incarceration.

DEMOGRAPHICS & DESCRIPTIVE DATA

The data on clients and staff is as follows: the clients supervised tend to be white males under the age of 35. Of the total clients served in Jacksonville last year, 65% were white and 35% black; 80% were men and 20% were women; 18% were 19 years of age. The staff in Jacksonville consists of one District Supervisor, 1 Assistant District Supervisor, four Supervisors, eighty-two Probation and Parole Officers, and twenty-eight Clerical Personnel. The salary range of the Probation Officer begins at \$708 per month and ranges up to \$1,052 per month for a Probation Officer II. The minimum training, education and experience for an entering Probation Officer I is a college degree. For Officer II, one year's experience as an Officer I is required.

THE JACKSONVILLE ADULT DEVELOPMENT CENTERS PROJECT (JADCP)

The Jacksonville Adult Development Centers Project (JADCP), is funded through an LEAA grant with an "umbrella" type administrative arrangement, administered by a Central Administration Office, with four (4) adult correctional programs. These programs were consolidated to facilitate the limited amount of resources that were available. Bold City Residence is a moderately-structured, short-term residential resource center that provides group and individual counseling, job placement, and coordination of community services for both probationers and parolees. Probationers' Residence Program provides the same services as BCR but concentrates on younger clients who have not been incarcerated. Walnut House is a broad program of direct residential-based services, indirect services, provides all of the services as the above programs, but also gives both long and short-term residential support. Women Probationers' Residence provides intense residential and group counseling to women offenders who are introduced to the program.

The Jacksonville Adult Development Center Project is a therapeutic community project, under the direction of the Department of Human Resources. Because the basic thrust of resocialization is attitudinal and behavior modification of the client in preparation for re-entry into the community, counseling services are essential. JADCP is made up of four centers all of which offer some form of individual, group, or vocational counseling, although intensity and focus varies according to treatment methodology, program design, and types of clients served. The four centers consist of: Walnut House - a men's house for Probationers and Parolees, with a capacity of 15, housed in a nice residential home approximately 7 years old; Bold City - a men's halfway house with a capacity of 22, housed in an old home whose age is unknown; PRP - is a halfway house for 30 young adult felons on probation. The age ranges from 17 to 22. The residence is located downtown in an old dilapidated building,

whose age is approximately 30 years; WPRP - is a halfway house for young women, adult repeat offenders, who are on probation. The residence is located in the YWCA in the downtown area. The program rents seven rooms, which includes one for the resident counselor. The capacity of the program is twelve.

There is currently a plan to re-structure the JADCP. The plan involves closing down both the Bold City and PRP facilities and replacing them with one new facility with a capacity of 35 clients. The WPRP will have a capacity of 12 women while the Walnut House could house up to 10 individuals.

CITY OF JACKSONVILLE ALCOHOL REHABILITATION PROGRAM

The City of Jacksonville has contracted with the Northeast Florida District Mental Health Board Number Six, Inc. for the delivery of alcoholism services within our area. Through this funding mechanism, the city has been able to implement an evolving, comprehensive treatment and rehabilitative system for the alcohol abuser.

It is estimated by state officials that there are 43,000 alcohol abusers in the City of Jacksonville. During the period of July 1, 1974 through June 30, 1975; approximately 7,000 of these alcohol abusers were served by the city's system. Most of this group was served by the City's Primary Care Center, which is the major induction point of clients into this treatment and rehabilitative system. From this Primary Care Center, alcohol abusers are sent to a variety of different agencies and program components. Other components which may receive referrals from the Primary Care Center or other sources are:

- University Hospital Day Care Program
- St. Vincent's Medical Center Day Care Program
- Mental Health Clinic of Jacksonville Outpatient Program
- City of Jacksonville Outpatient Program
- City Ionia Street Quarterway House Program
- Riverside Tradition House
- Alco-Help Halfway House
- Salvation Army Men's Service Center
- Port of Call Halfway House
- Church Street II Halfway House

The city directly operates the Primary Care Center, the Ionia Street facility and an outpatient counseling component. The city also contracts with the above agencies for the provision of day care, outpatient counseling and halfway house services.

As the program progresses, more areas of need are identified and existing components are evaluated in terms of their effectiveness. One problem area has been the lack of an appropriate treatment resource for the chronic "revolving-

door" type of alcohol abuser. The program hopes to implement, in the near future, the operation of community oriented outpatient/outreach centers. To adequately serve those persons needing help with alcohol-related problems, more innovations and expanded or new components will be needed in the future.

With the local implementation of the State's Comprehensive Alcoholism Prevention, Control and Treatment Act (Myer's Act), the city's Primary Care Center, located at 1245 Jessie Street, became the designated receiving and treatment center for all public intoxicants. This center, open 24 hours a day, seven days a week, began operation on February 21, 1974. The center serves a number of functions:

- to provide medically supervised "sobering up" of the intoxicated alcohol abuser undergoing withdrawal from alcohol;
- to provide for medical screening, antabuse physical examinations, and transportation of clients to the hospital for emergency room and inpatient detoxification services;
- to provide psychosocial and physical examinations for commitment cases under Myer's Act proceedings;
- to provide an alternative to the city's correctional and judicial system for treatment rather than punishment of the alcohol abuser;
- to provide preliminary psychosocial evaluations, motivational counseling, individual and group counseling, alcoholism films, Alcoholics Anonymous orientation, and referral or placement services for clients continuing in aftercare treatment.

The following is an accumulation of statistics regarding the operation of the city's Primary Care Center for the center's program year of July 1, 1974 to June 30, 1975:

	<u>Annual Total</u>	
Total admissions to facility	13,052	(100.00%)
Total admissions referred by police	11,036	(84.55%)
Total admissions referred by others	2,016	(15.45%)
Total number of repeat admissions	5,870	
Total number of clients returned to police	570	

The average daily client admission rate at this center for the past year was 35.76 admissions per day, or approximately 1,087 clients admitted per month. Only 1.25 percent of the total admissions were inappropriate referrals (not intoxicated upon admission). This center is still serving a tremendous volume of persons needing Primary Care Center services and the volume of admissions increased during the second half of the subject year, as did the volume and percentage of police referred admissions.

Some important demographic statistics regarding the client population of this center are as follows:

<u>RACE</u>			<u>SEX</u>	
<u>White</u>	<u>Black</u>	<u>Other</u>	<u>Male</u>	<u>Female</u>
10,251 (78.54%)	2,791 (21.38%)	10 (.08%)	11,492 (88%)	1,560 (12%)

<u>AGE</u>			<u>AGE</u>	
<u>17-25</u>	<u>26-35</u>	<u>36-45</u>	<u>46-55</u>	<u>56 +</u>
436(3.34%)	1,625(12.44%)	3,479(26.65%)	4,808(36.84%)	2,704(20.72%)

The client population still remains predominantly male, white and within the age group of 35 to 55. There has also been an increase in the number of female admissions during this period.

The admission statistics of the city's Primary Care Center show that a large number of alcoholic offenders are being transported by the police to this facility. These alcohol abusers are being diverted from the court and correctional system into a treatment system at an appreciable savings in terms of the policemen's involvement and cost to the public system.

During the six months prior to the opening of the Primary Care Center (August 1973 - January 1974), the average monthly rate of jail admissions of persons charged with drunkenness offenses was 812.33 arrests per month. This represents a 73% decrease in the number of drunkenness arrests during this period. Further, in the last six month period (January - June 1975), there was an 88% decrease in the volume of drunkenness arrests.

The Primary Care Center is therefore having a positive effect on the city's correctional and judicial system.

JACKSONVILLE DRUG ABUSE PROGRAM

The Jacksonville Drug Abuse Program represents a comprehensive program that includes Outpatient, Residential, and Methadone Maintenance Care. The program is under the direction of the Department of Health, Welfare and Bio-Environmental Services.

Green Acres is the adult residential halfway house of the Jacksonville Drug Abuse Program (JDAP). The facility is located in an old motel, which is approximately 30 years old. The clients stay four to a room with bath. The capacity of the house at any given time is 40. Of all referrals an average of 25% are placed there by the courts as a stipulation of their probation, and the remaining 75% are voluntary clients.

The center offers intensive individual, group, and vocational counseling over the clients' average stay of five months. The aim of the program being to prepare the client for re-entry into society, alleviating by doing so, his initiative to revert to deviant behavior.

The workload of the program is eight clients to one counselor. The program consists of a Director, seven counselors and a secretary. The salary of the facility Supervisor ranges from \$11,700 to \$12,600, depending on education and experience. The minimum training, education and experience requirements are as follows: Facility Supervisor requires a Masters degree and three years' experience in a related area; Counselor Principal requires a Masters degree; Counselor Senior requires a BA degree; Counselor requires an AA degree. The total budget for Green Acres in 1974-75 was \$176,655.

The J.D.A.P. in cooperation with the administration of the Duval County Jail offers a Drug Abuse Program within the confines of the jail facility. The jail provides one 8-man cell for the program and J.D.A.P. provides a counselor

who remains at the jail between 35 and 40 hours a week. Referrals for the program are screened by J.D.A.P. and the jail administrator. The referrals are accepted from the jail physician, nurse, chaplain, and the street. Inmates in the program live in the 8-man cell and individuals may enter the program as space is available.

PROJECTIONS

ARREST PROJECTIONS

1. Methodology

Estimating the rates of future arrests is a highly risky business at best. There are numerous variables that have been identified that influence the frequency of arrest: law enforcement practices, changes in the population characteristics of the target area, changes in the size of the population, changes in the socio-economic mobility of the populous, changes in economy, changes in the political structure of the target area, etc. There are also numerous factors whose effect on crime and the frequency of arrest are not known. For those reasons these projections of future arrests should be viewed with an awareness of the limitations built-in to the methodology of predicting future arrests.

A ratio method was used to predict future arrests on the basis of arrest statistics from the years 1970-74. These statistics were weighed against general population estimates to obtain a ratio increase or decrease during the future projection years. Change in the general population of Duval County over time is believed to be an appropriate variable to predict future arrests since there is generally a positive relationship between increased in crime and increases in population size. The methodology used in these projections has been recommended by the National Clearinghouse of Criminal Justice Planning and Architecture. The ratio approach has also been found to be as accurate as more sophisticated statistical techniques such as least square, quadratic least-square, spline-fitting, etc.

Arrest projections were based on Duval County adult arrest statistics for 1970 through 1974. These statistics were obtained from the Uniform Crime Reports. Specific arrests according to offense, sex, and age were found by

taking the percentage of that category to the total adult arrests for the City of Jacksonville (as reported in the Annual Sheriff's Report) and applying that percentage to the total adult arrests for Duval County. Due to incomplete data from the Beaches and Baldwin communities, arrest data for these areas was estimated on the basis of a ratio of their general population to the total county population. A percent ratio was obtained by comparing each arrest category to the reported county population. A low, high, and average ratio increase/decrease was obtained and applied to future population estimates. The three (low, medium, and high) data forecasts for each year were then averaged to obtain a single figure arrest estimate.

All population projections were obtained from the Jacksonville Area Planning Board. These projections were based on the "General Cohort Survival Model" which includes mortality, fertility, and migration patterns. Population totals for 1971 through 1974 were based on the actual average change in population between 1970 and 1975. Demographic breakdowns of age and sex were based on changes in that particular cohort projected percentage of the total estimated population.

2. Analysis

The data generated indicates that arrests will continue to increase at approximately the same rate through the year 2000. Arrests within the 18-24 and 25-34 year old age categories will increase at a slower rate as a result of a decrease in their percentage of those age groups to the general population. However, the rate of increase in the 35-65+ age group category are projected to increase significantly and offset any perceived advantage in rate decreases in the younger age categories.

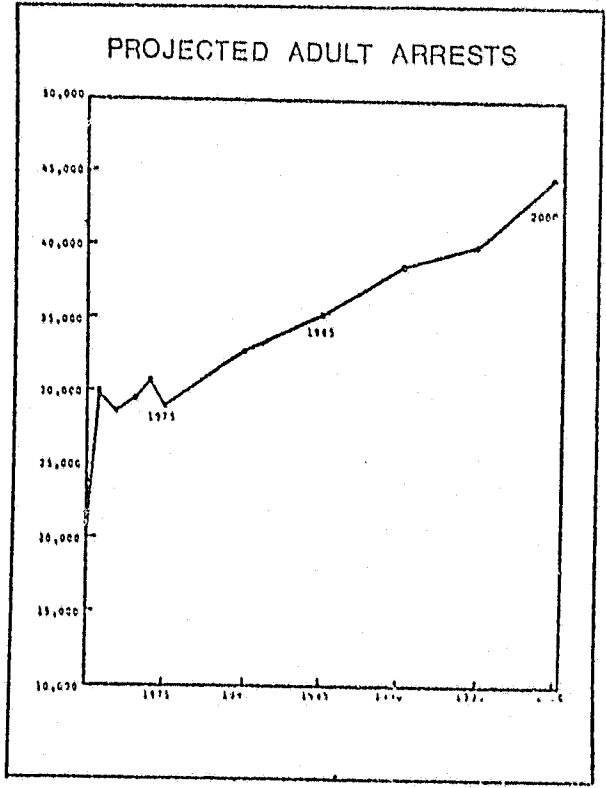
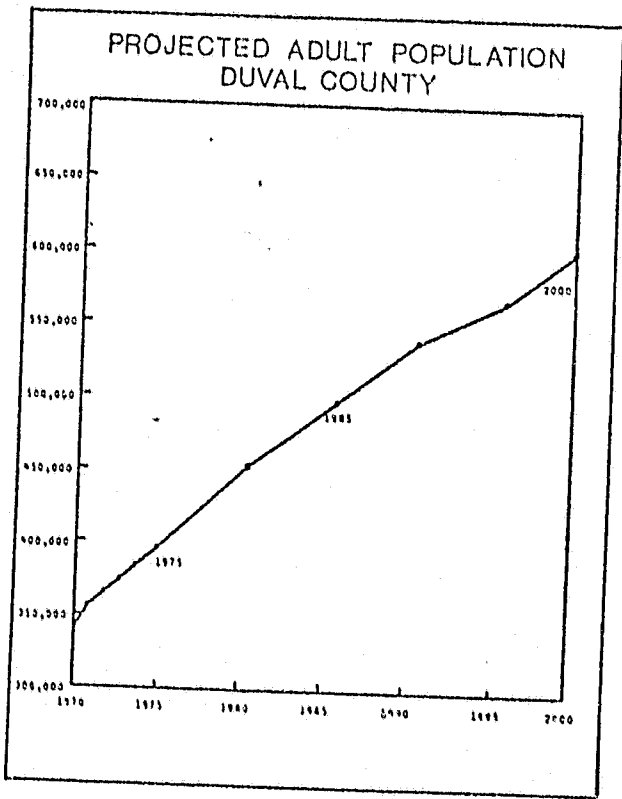
Those 18-24 years of age were 21.7% of the adult population (1970-1974), but contributed 33.1% of all adult arrests. The age group 25-34 made up 20.7% of the adult population and accounted for 22.9% of the arrests and those 35 years and above were 57.6% of the adult population, but only were responsible for 44% of those adults arrested.

Total female arrests were projected to experience a decrease in the rate of increase when compared to the increase of females in the total adult population. Increases in female arrests during years 1970-74 have occurred primarily in the 18-24 year age group with the 35-65+ age group of female arrests showing a decrease as a percentage of total adult arrest. Males accounted for 85.8% of all adult arrests since 1970, while comprising only 48.8% of the adult population for time period.

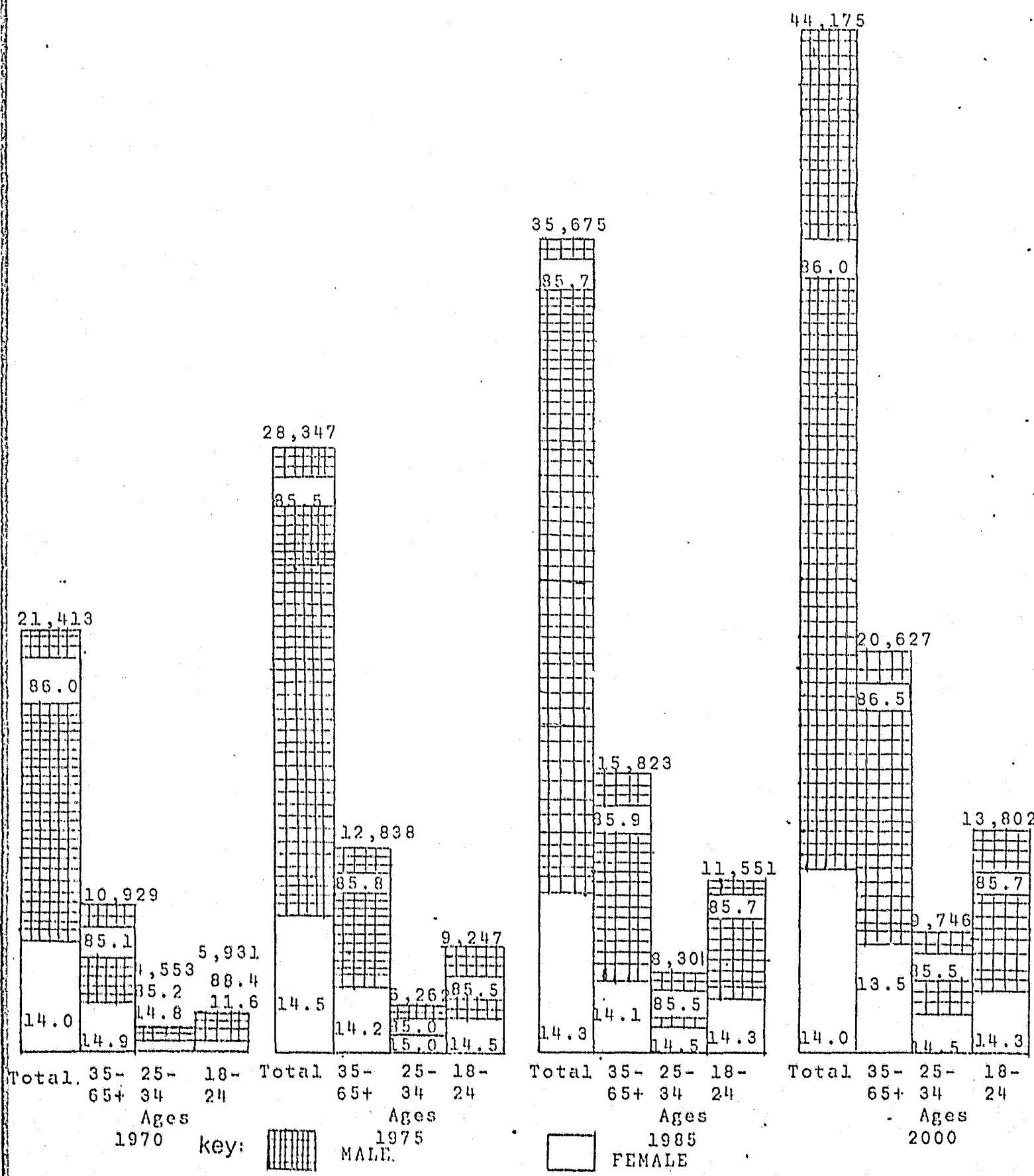
All offense categories examined showed a trend of increasing arrest except for drunkenness, which has shown a constant decrease since 1971. This is due to both the Alcohol Detoxification program initiated in 1972 by the Sheriff's Department and the Myers Act, enacted in 1973, both of which divert those formerly charged with Public Intoxication from the criminal justice system. For this reason, the offense of public intoxication was excluded from the base years and only disorderly intoxication was projected.

Arrests for the sale and possession of narcotics accounted for 5.4% of all arrests during the five-year base period and marijuana arrests were 53.0% of the total narcotics arrests. Narcotics arrests showed a marked increase since 1972, increasing to 7.1% of all arrests from 1972 to 1974. Marijuana arrests also increased during this time to an average of 62.0% of all narcotics arrests. Total narcotics arrests increased from a low of 568 in 1970 to a high of 2,371 in 1974.

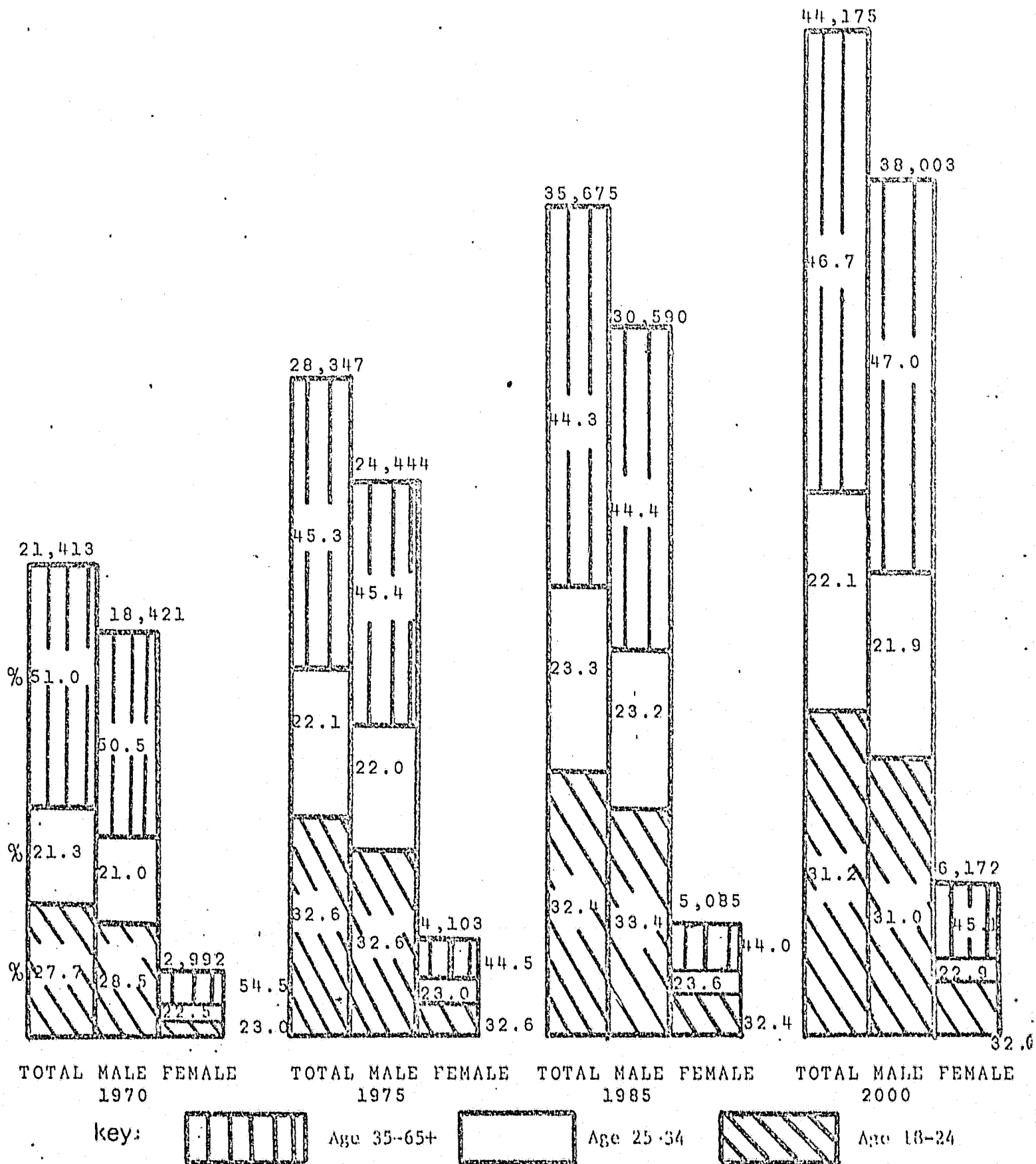
Violent crimes include homicide (murder and manslaughter), rape, robbery, and aggravated assault. These crimes accounted for an average of 5.1% of all arrests over the last five years. Arrests for violent crimes increased from a low of 822 in 1970 to a high of 1,835 in 1974. Total adult arrests are projected to increase 55.8% from 1975 to the year 2000 while the total adult population is only projected to increase 11.5% for that time period.

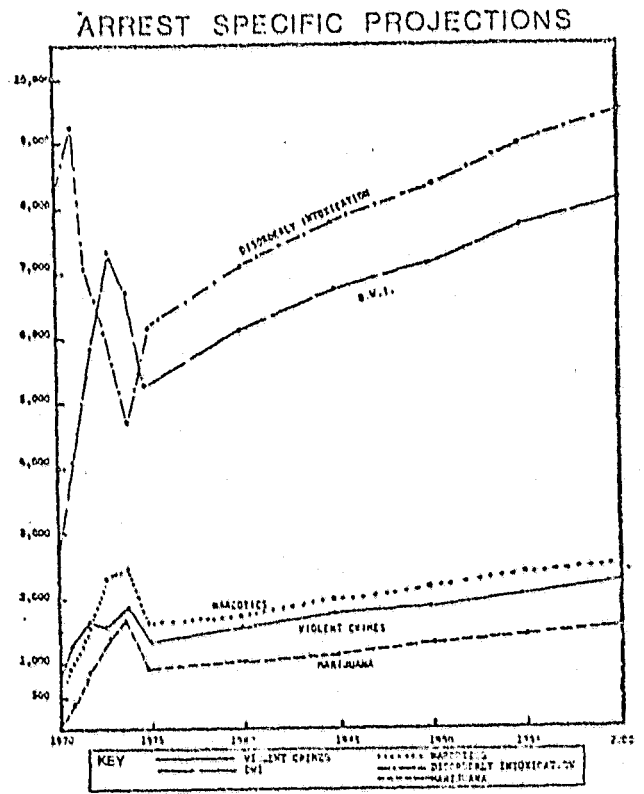
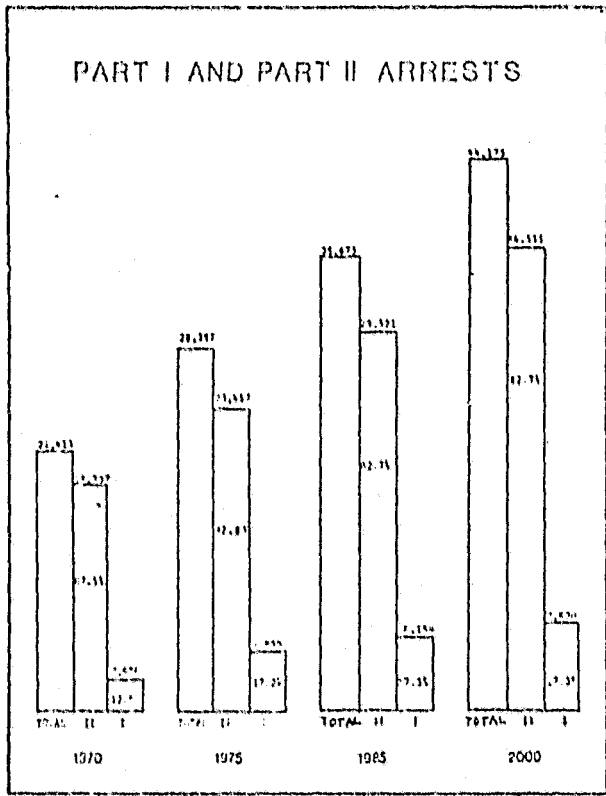


SEX BREAKDOWN OF ARRESTS ACCORDING TO AGE



AGE BREAKDOWN OF ARRESTS ACCORDING TO SEX





JAIL POPULATION PROJECTIONS

1. Methodology

The projections of the Duval County adult detention population to the year 2000 should provide the basis for planning future facility requirements. The purpose of these projections was to produce estimates of future loads so that the proper type and number of facilities can be provided at the appropriate time.

The key to the projections' process was the analysis of the following:

1. Projections of Duval County population by sex and age groupings.
2. Projections of adult arrests by age, sex and offense category.
3. Identification and analysis of various factors which may modify projections of the detention population.
4. For calendar years 1970, 1971, 1972, 1973 and 1974:
 - (a) Annual number of admissions to the Duval County Jail
 - (b) Annual number of detention days* (inmate days) served in the Duval County Jail including pre- and post-trial.
 - (c) Annual average daily headcount taken at 2400 hours.
 - (d) Annual average length of stay in days per admission.

The ratio method was used to project the average daily headcount of the Duval County Jail through the year 2000. This method used annual admissions, annual detention days, annual average daily headcount and annual average length of stay over the past five years as a base, and county population projections to arrive at future jail population estimates. This method has been recommended by the National Clearinghouse for Criminal Justice Planning and Architecture. The methodology has

* Detention days = the total number of days served in detention by all the offenders detained during the year. The number of days served by any offender during the calendar year is equal to the number of days which elapse between his date of admission and his date of release.

been used by the States of Hawaii; Massachusetts; Oklahoma; and by Harris County, Texas; Ocean County, New Jersey; and other areas to compile projection data to develop a "Master Plan" for each jurisdiction's correctional system. The Florida Division of Corrections has found this method to be as accurate as the more sophisticated linear regression method in projecting correctional population.

The ratio method used in developing projections for Jacksonville have been adjusted to separate alcoholics out of the base years to help control for the effect of the Myers Act. The offense of disorderly intoxication was included in our data base, only the offense of public intoxication was excluded.

The procedure for projections of Jail Admissions is one of examining historic jail admissions data for an estimate of the lowest rate, the average rate, the highest rate of admissions per unit population which occur during the data years. After estimating the range in the rate of jail admissions per unit population, the number of future admissions can be estimated by multiplying those ratios (low, average, and high) by the projected population of Duval County.

For a comparative analysis, we computed projections using a second procedure which considers ratio forecasting methods as applied to offender data which exhibit decisive trends in relation to population. This procedure involves analysis of the ratios of jail admissions to county population, and detention days to county population. The changes from one year to the next in these ratios determine the projections. From the five data years (1970 to 1974) we can determine the average rate of change in the two sets of ratios.

We then proceeded to increase the ratios for both jail admissions to population and detention days to population by the average rate of change for their respective categories.

To find the projected number of jail admissions and detention days, the series of ratios extended to the year 2000 are multiplied by the projected population of Duval County during the same year.

The following graph illustrates a projection of the effect of various alternative strategies upon the population in the Duval County Jail. Along the vertical axis is the average daily population, while along the horizontal axis are the years from 1975-2000.

Line 1 represents the continuation of current pre-trial release and court practices while controlling for drunkenness. Line 2 represents the immediate and long-range effects of implementing only those recommendations concerning sentenced state and county prisoners. Line 3 represents the diversion of misdemeanants and third degree felons (against property) that are not on probation or parole, are not being held in contempt of court, are not escapees and are not transients, in addition to the alternatives for sentenced State and County prisoners. These people will be participants in various pre-trial diversionary programs that are outlined in this study.

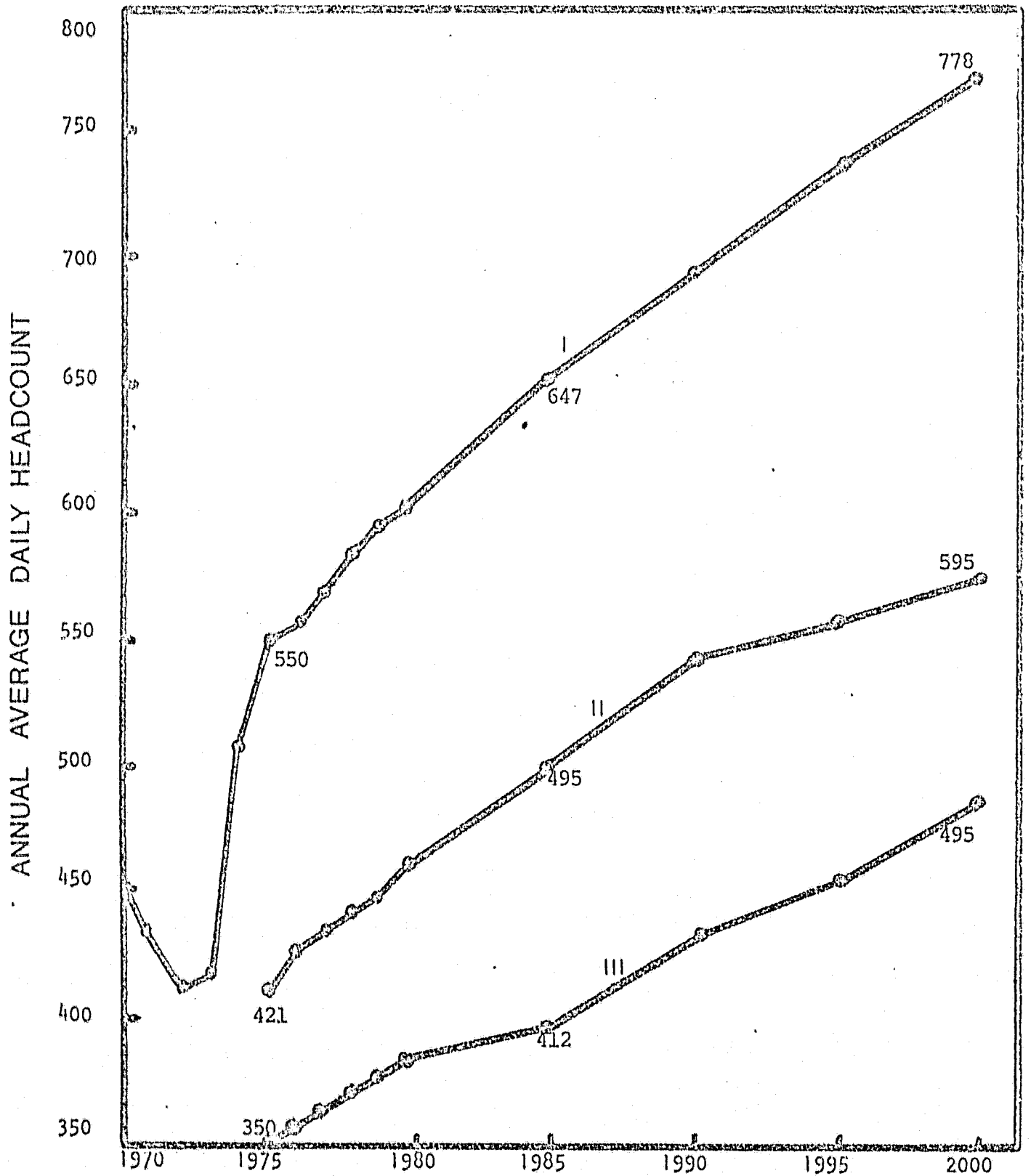
SUMMARY:

The population of the Duval County Jail is expected to increase 41% from 1975 to the year 2000. Adult arrests are expected to increase by 56% during the same time period. This difference appears due to a lower rate of increase in the jail population during the years 1970-1974. While the rate of increase in the jail population did not change significantly, the composition of the jail population has changed toward a decrease in the number of persons incarcerated for misdemeanor and non-violent charges.

If the policies and procedures in use during the years 1970-1974 remain the same, the average daily headcount in the Duval County Jail could be expected to increase from 558 in 1976 to 778 in the year 2000.

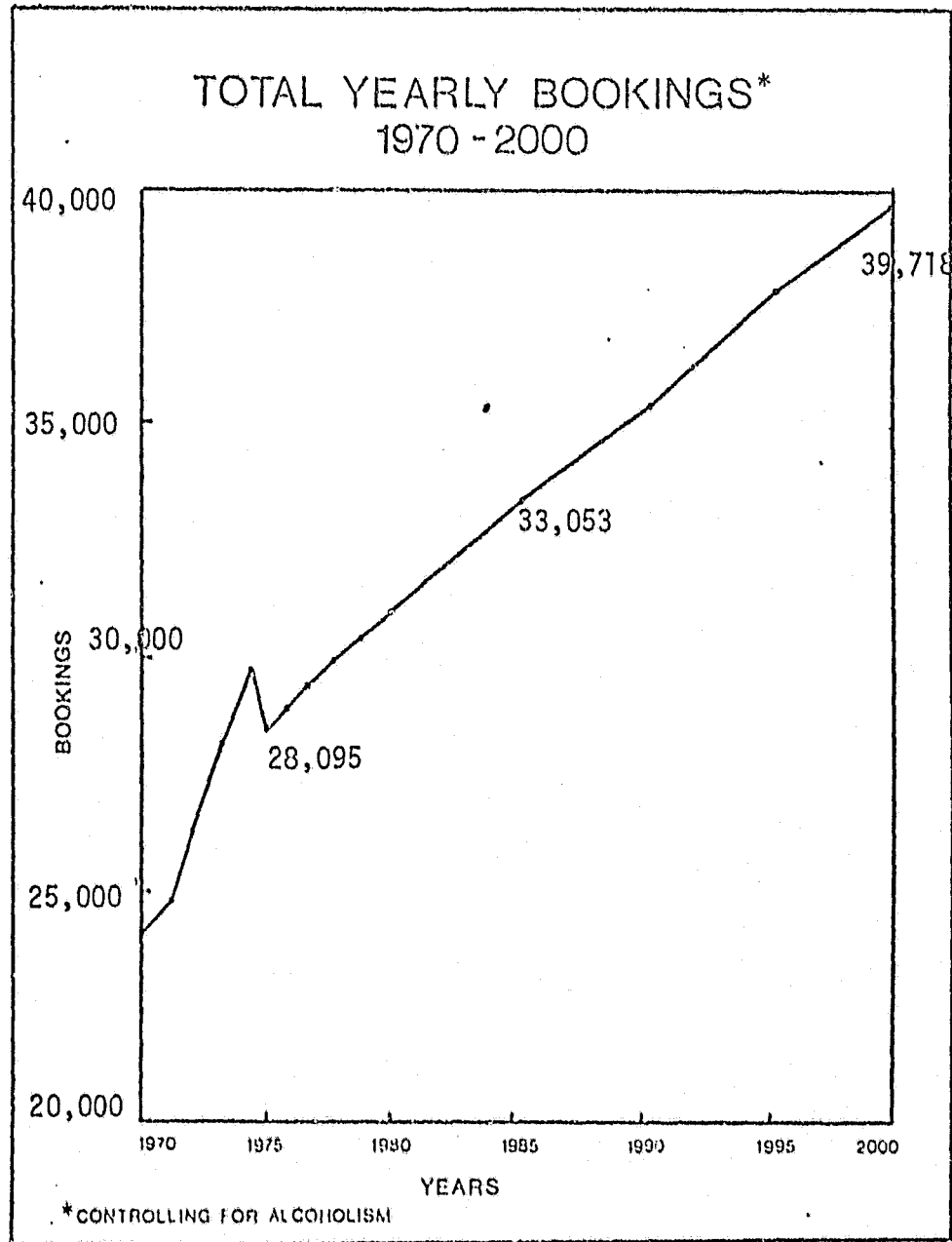
By eliminating sentenced offenders from the population of the Duval County Jail and by increased use of pre-trial release alternatives, the Average Daily Headcount is expected to increase from 355 in 1976 to 495 in the year 2000.

JAIL ANNUAL AVERAGE DAILY HEADCOUNT



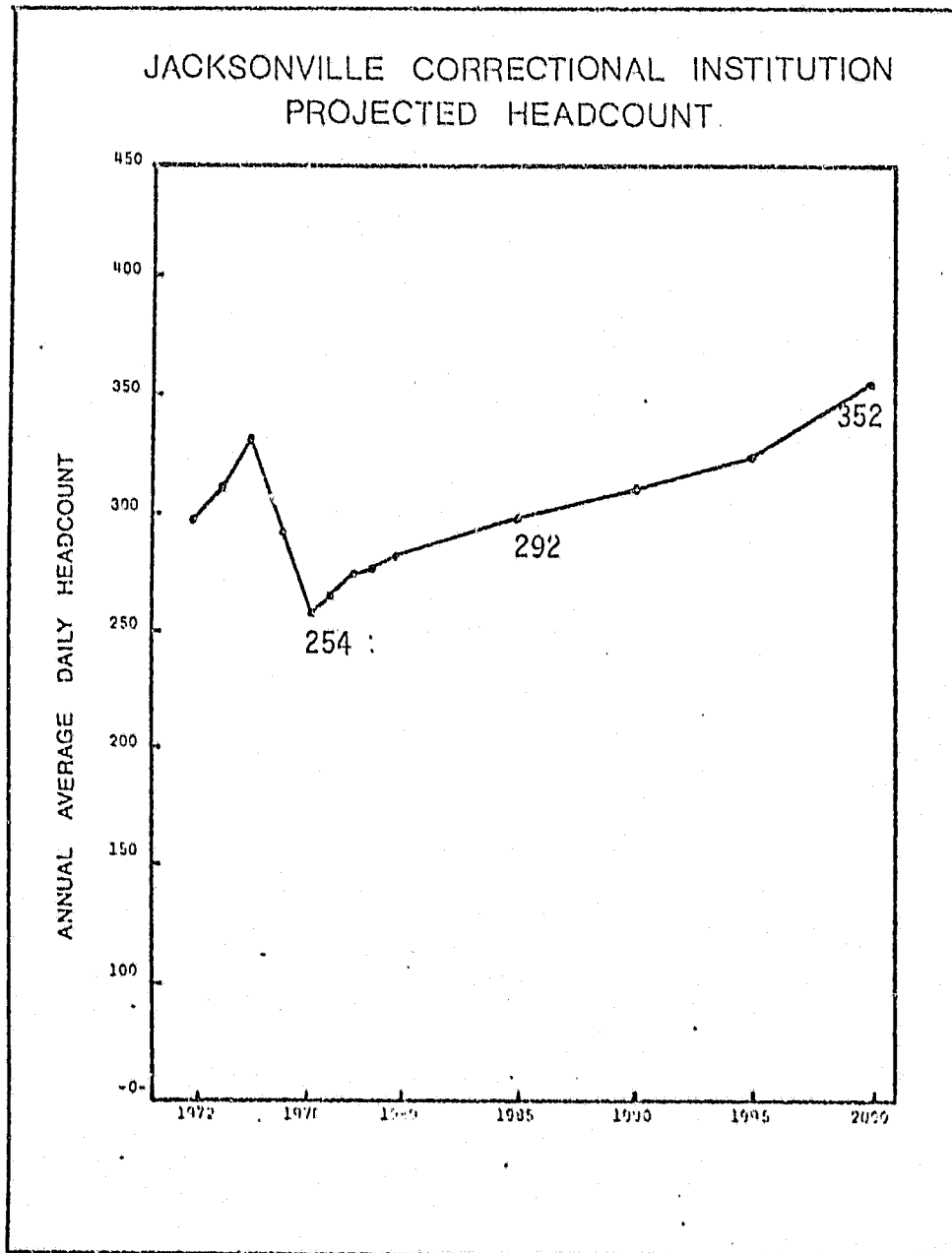
- KEY:
- I Controlling for drunkenness
 - II Controlling for sentenced State and County prisoners
 - III Controlling for pre-trial alternatives and sentenced State and County prisoners

The following graph illustrates the total yearly bookings for the Duval County Jail for the years 1970, 1971, 1972, 1973 and 1974 and the projected total bookings for the years 1975 through the year 2000.

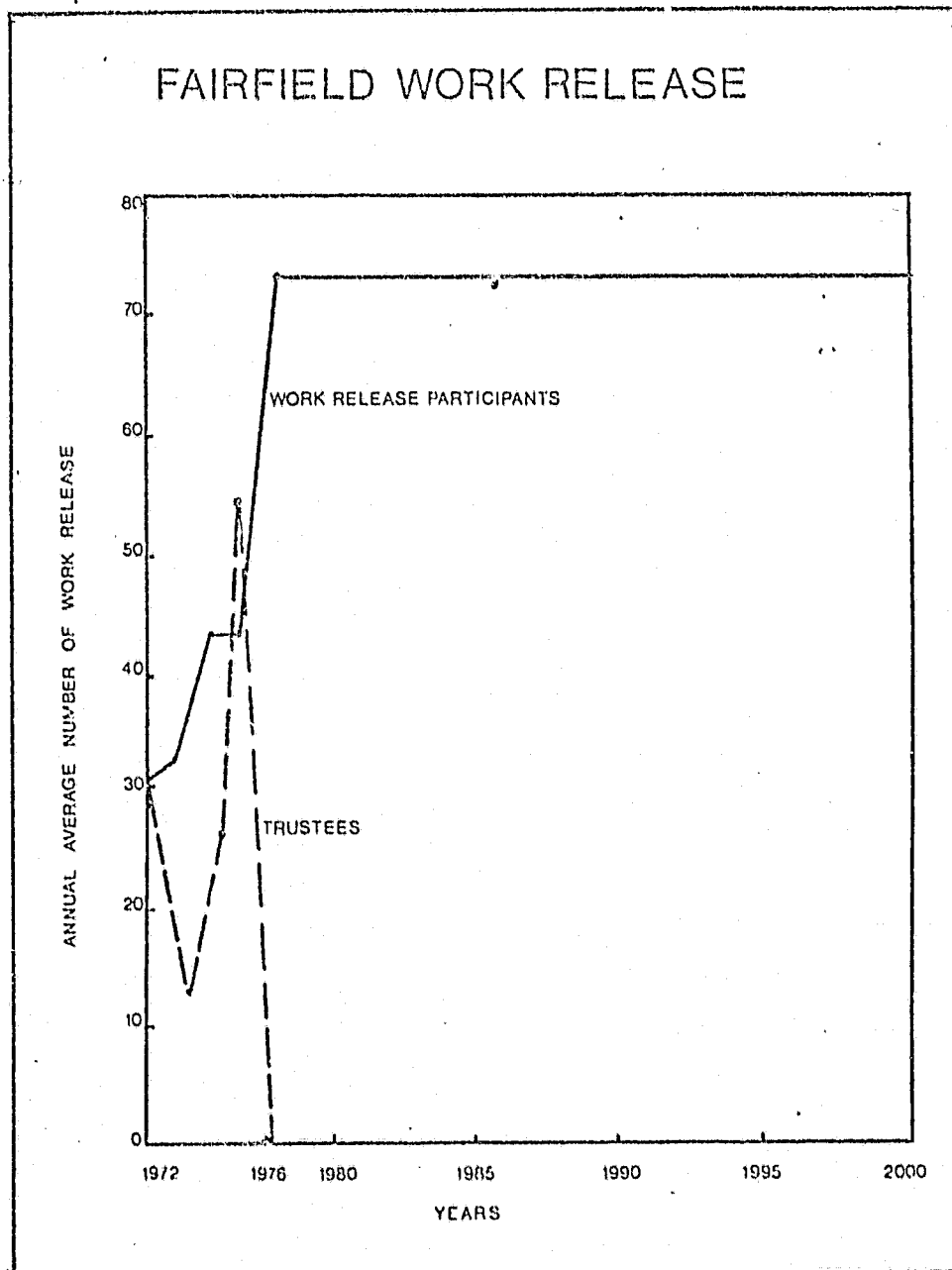


The following graph represents the annual average daily headcount at J.C.I. for the years 1972, 1973, 1974, 1975 and the projected annual average daily headcount to the year 2000 following recommended procedures as outlined in this study.

These recommendations include housing sentenced state prisoners at J.C.I. and diverting a percentage of the drug, alcohol and traffic offenders to other viable alternatives as discussed in this study.



The following graph represents the total yearly average of offenders participating in the Fairfield Work Furlough Program. The sharp rise from 1975 to 1976 demonstrates the change of status for all trustees living and working at Fairfield to work release participants. The capacity of 73 is keeping within standards set down by national and state authorities.



COMMUNITY ALTERNATIVES

COMMUNITY ALTERNATIVES SURVEY ANALYSIS

Pursuant to its commission to develop a long-range plan to determine future needs for detention and corrections in Jacksonville, Florida, one component of the study by the Criminal Justice Planning included an analysis of the services of existing community resources. To do this, a sample instrument called "Inventory of Community Agencies and Services" was mailed on October 3, 1975, to 47 local social service agencies. The cutoff date for returned responses was October 24, 1975. Within three weeks 77 percent of those surveyed responded. (See Appendix A.)

The comprehensive sample inventory sought answers to questions about agency structure, function, resources and miscellaneous service to clients. Specifically, the questions of most concern to Criminal Justice Planning were questions 14 through 17. The services of most concern are those on alcohol rehabilitation, drugs, mental health and volunteer services.

Only direct question response analysis was made here. No attempt was made to cross tabulate such variables as large vs. small agencies; or private vs. public; or public vs. sectarian. However, the particular service(s) rendered by the respective agencies reporting is recognized in TABLE 18, where a single agency may render one or more services to clients.

TABLE 18 : Number of Agencies & Category of Services

<u>Type of Service</u>	<u>No. Agency Services</u>	<u>Percentage</u>
Legal Services	3	4
Family Problems	9	13
Aid to Jobless	12	18
Physical Education	4	6
Aid to Alcoholics	5	8
Health Assistance	11	16
Community Education	10	16
Special Counseling	5	8
Financial Assistance	3	4
Other	5	8
		<u>100 %</u>

RESULTS:

Question 14: "At present, does your agency receive clients on referral from other community and service agencies?"

	<u>Number</u>	<u>Percentage</u>
YES	23	64%
NO	13	36%

Question 15: "Do you offer services to clients on referral from the:

	<u>YES</u>		<u>NO</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Police?	15	42%	21	58%
Courts?	15	42%	21	58%
Correctional Facilities?	17	47%	47	53%

Question 16: "Would you take additional cases on referral from the police, or courts, or correctional facilities if additional facilities and/or funds were made available?"

	<u>Number</u>	<u>Percentage</u>
YES	18	50%
NO	18	50%

Question 17: "With increase in size of your facilities and/or funding, would you consider offering services to clients on referral from the:

	<u>YES</u>		<u>NO</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Police?	17	47%	19	53%
Courts?	17	47%	19	53%
Correctional Facilities?	17	47%	19	53%

In the major areas of alcohol rehabilitation, drug rehabilitation, mental health service and volunteer service, a total of 17 out of the sample of 36 were heavily involved with servicing them.

TABLE 19 - Major Social Problem Areas and Agency Service

<u>Type of Service</u>	<u>No. Agencies Offering Specified Service</u>
Alcohol Rehabilitation	7
Drug Rehabilitation	8
Mental Health Service	9
Volunteer Services	5

Among the seventeen (17) agencies who specified service to one or more of the areas shown in TABLE 19, twelve (12) indicated that they would take additional cases if referred by the police. Twelve (12) would take more cases referred by the courts and twelve (12) would take additional cases referred by correctional facilities.

Other aspects bearing on the social service agencies and their ability to provide referral service are: budget, resident capacity, and number of full-time staff.

TABLE 20 illustrates the status of the agencies who were surveyed in respect to these measures:

TABLE 20- - Functional Ability to Serve on Referrals 1975 - 1976
(Number of agencies in parentheses)

Annual Budget	0 - \$25M (4)	\$26M - \$75M (10)	\$75M + (22)
Resident Capacity	0 - 50 (32)	51 - 100 (2)	101+ (2)
No. Full Time Staff	0 - 10 (17)	11 - 21 (6)	22+ (13)

TABLE 20 is intended to show what is presented but no hidden interpretation because of the respective operational policies. For example, some members on a full time staff may be one-hundred percent volunteers while others may be on salary. The reported annual budgets are figures returned by the respondents which may, or may not, be recently audited. The table does

show that most local social service agencies have a budget in excess of \$75,000. Few of these agencies can give residential accommodation up to fifty (50) persons. The majority of the local social service agencies have a full time staff of fewer than ten (10) people.

CONCLUSIONS :

Using the sample returns (36 out of 49 surveyed), several facts were revealed by the Community Alternatives Survey.

The agencies involved made a 77% response to the survey. This indicated strong interest in the problems and expressed willingness to cooperate with the Office of Criminal Justice Planning.

Many of the organizations that render social services in the community are yet to be inventoried. These are in government, the legal system, the health services, educational services, welfare services, religious groups, recreation areas, public safety services, private and national concerns, the special agencies set up for minorities, and the community support facilities. A further and more exhaustive inventory of the social services in the community may be of benefit in the future. Still another aspect of possible value to Criminal Justice Planning may be to survey certain agencies that are known to concentrate on specific problems such as alcohol rehabilitation, drug rehabilitation, mental health and volunteer service. A large number of alternatives remain to be considered.

More than two-thirds of the social service agencies surveyed presently accept clients on referral. Approximately one-half of the community services would take referrals from either or all components of police, courts and corrections. Almost two-thirds of the social services who responded agree to increased services provided their facilities and funds are increased. When required to respond to questions on willingness to cooperate with a specific branch of the Criminal Justice System, i.e., police, courts or corrections, the number of positive responses declined from 64% to 54%. Therefore, when

all factors are considered, such as number of clients to be served, number of full time-staff, agency policy and the details involved, the number of service agencies may be further reduced another ten percent.

In the major areas of alcohol rehabilitation, drug rehabilitation, mental health service and volunteer service, less than half of those surveyed (47 percent) indicated concerted involvement in one or more of these problem areas. Seven are heavily involved with alcohol rehabilitation, eight with drug rehabilitation, nine with mental health services and five with volunteer services. However, seventy percent (70%) of the seventeen would accept additional cases if referred by units in the Criminal Justice System.

MASTER PLAN CONCEPT

MASTER PLAN CONCEPT

INTRODUCTION

This Master Plan represents an effort to transform the current arrangement of institutions and agencies that constitute the Criminal Justice System into a more effective system that offers systematic response to identified needs in the Criminal Justice System. Utilization of a Master Plan Concept enables decision-makers to foresee long-range needs and develop a coordinated plan of action that can be implemented on a step-by-step basis to meet existing and future system needs.

Community corrections, in general, and the Jacksonville Master Plan in particular, reflect the objective of the development of a range of resources within the community to meet the public's needs for protection from anti-social behavior. It also provides the means to meet the public's responsibility of providing the offender with an opportunity to adjust and become a productive member of the community.

The purpose of this Master Plan is to define the various short-term and long-range needs of the adult correctional system in Jacksonville and to suggest structural and programmatic remedies to meet those needs. Underlying this entire process is the goal of building an effective correctional system with limited resources.

The development of a Master Plan follows several distinct stages:

The initial stage involves an assessment of community needs via an extensive survey. The survey should assess the needs of an area as well as the resources for servicing these needs.

Stage II: The second stage of the planning process concerns the approaches for dealing with identified problems. Many of the

approaches may be found in new types of programs that occur as a result of an extensive assessment of community needs; and/or may involve the design of new types of facilities.

Stage III: The third phase of a correctional Master Plan involves Resource Development. Existing resources are identified and combined with other community resources. An analysis of this formulation may indicate that more specialized services are needed or that there is more of a particular service/facility available than needed. In this manner, a locality can plan the development of criminal justice resources to meet its needs.

The existing Criminal Justice System in Jacksonville overemphasizes institutionalization as the response to criminal behavior. The system also lacks the range and diversity of programmatic responses to the various categories and types of criminal behavior. The correctional system is structurally fragmented and too closely aligned with the law enforcement subsystem. This fragmentation impedes effective coordination within the correctional system and between the correctional agencies and ancillary community resource agencies.

The remainder of this section will focus on suggested structural and organizational alternatives to the existing system to provide the City of Jacksonville with a more systematic approach to protecting the community. The following section will focus on a diversity of proposed programs which, when combined, would provide a differential-treatment approach to meeting the needs of the individual offender.

CONTINUED

1 OF 2

SYSTEM STRUCTURE

A review of existing standards and previous studies has pointed to a need for structural reorganization of the administration of the correctional system in Jacksonville.

"Administration of the existing correctional system of Jacksonville is the responsibility of various governmental agencies. Supervision of probationers/parolees is the responsibility of the Parole and Probation Commission of the State of Florida and the U.S. Probation Office. Operation of four local detention facilities is the responsibility of the local law enforcement agencies: the Atlantic Beach, Neptune Beach, and Jacksonville Beach police departments and the Duval County Sheriff's Office."³

"The Jacksonville office of the Sheriff maintains responsibility for the Duval County Jail, the Jacksonville Correctional Institution, and the Work Furlough Program. The Human Resources Department is accountable for four residential treatment programs for adults and two for juveniles. The Health and Welfare Department encompasses residential programs for drugs and alcohol offenders. Although each of these programs and others like them are directed toward correctional efforts for adults and juvenile offenders, there is no central direction of purpose, which has produced gaps, duplication of effort and ineffective correctional services."⁴

"The operation of the Jacksonville Correctional System under the fragmented input of various governmental agencies has produced overall ineffectiveness and has contributed to the present dilemma concerning the Duval County Jail. The City of Jacksonville then, should give consideration to the establishment of a single, centrally administered system for adult and juvenile corrections."⁵

The Division of Jails and Prisons, part of the Jacksonville Correctional System, fall under the jurisdiction of the Sheriff's Office, a law enforcement agency. The Commission on Goals and Priorities for Human Services stated in April, 1974, that "...Separation of corrections from law enforcement administration will provide corrections with the status advantage of the other departments of government and the other sub-systems of the Criminal Justice System."⁶

Recommendations of the Commission on Goals and Priorities for Human Services include:

- "1. A Department of Corrections be created within the Executive Branch of City government.
2. The Department of Corrections should have the responsibility to develop a system which will operate all correctional programs.
3. The Department of Corrections should develop inter-communication and inter-relationships with the Law Enforcement System (Office of the Sheriff) and the Judicial Involvement System (courts), so that the system operates to protect the citizens of Jacksonville from crime and criminals.
4. The Department of Corrections should develop inter-agency agreements with all human service agencies as a means of establishing a network of alternatives to meet the individual needs of offenders."

Therefore, to provide an effective structure for the provision of correctional services to adults in Jacksonville:

RECOMMENDATION

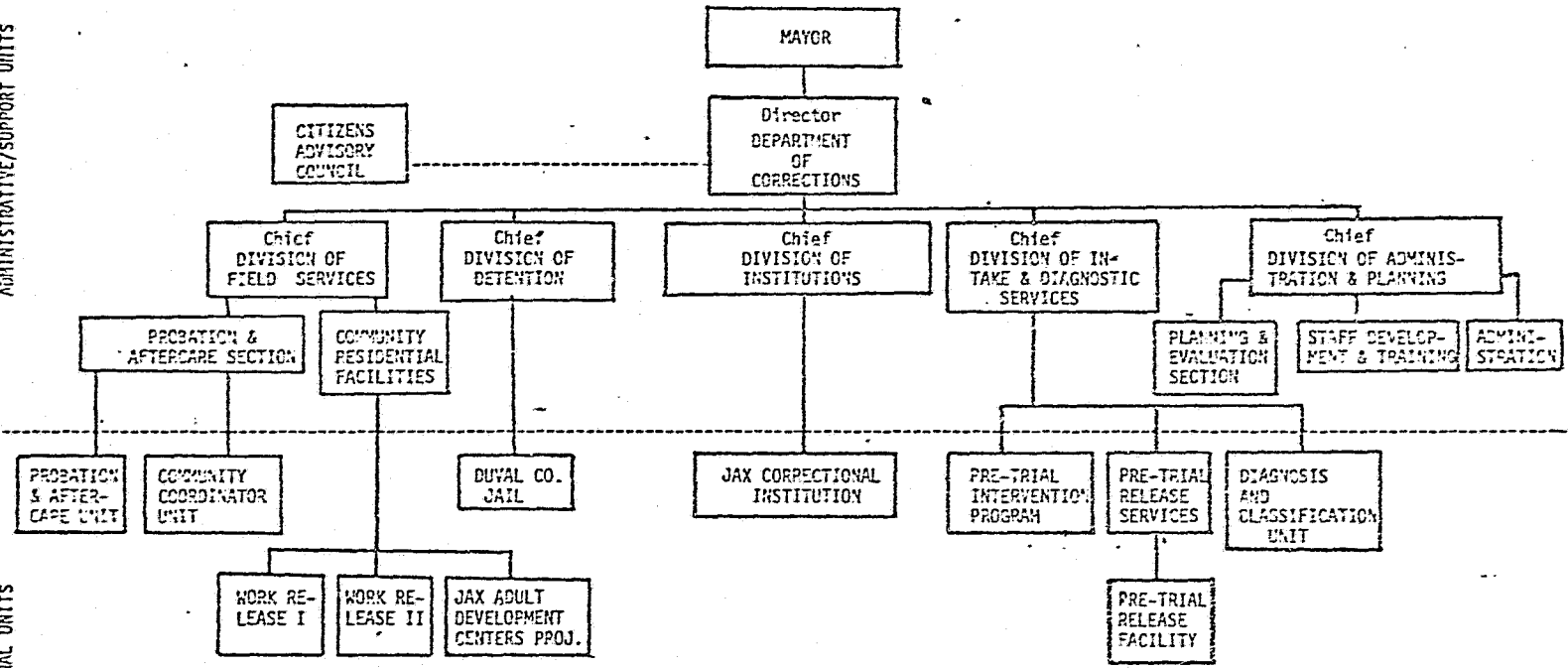
Administration of correctional services for adults should, in the long-term, become a responsibility of the State Department of Offender Rehabilitation; in the short-term, a Department of Corrections, under the executive branch of the City of Jacksonville, should be created. Correctional facilities for adults, presently under the structure of the Office of the Sheriff and Department of Human Resources, should be transferred to the proposed Department of Corrections.

The organizational chart below represents a proposed structure which would enable a more coordinated response to the adult offender:

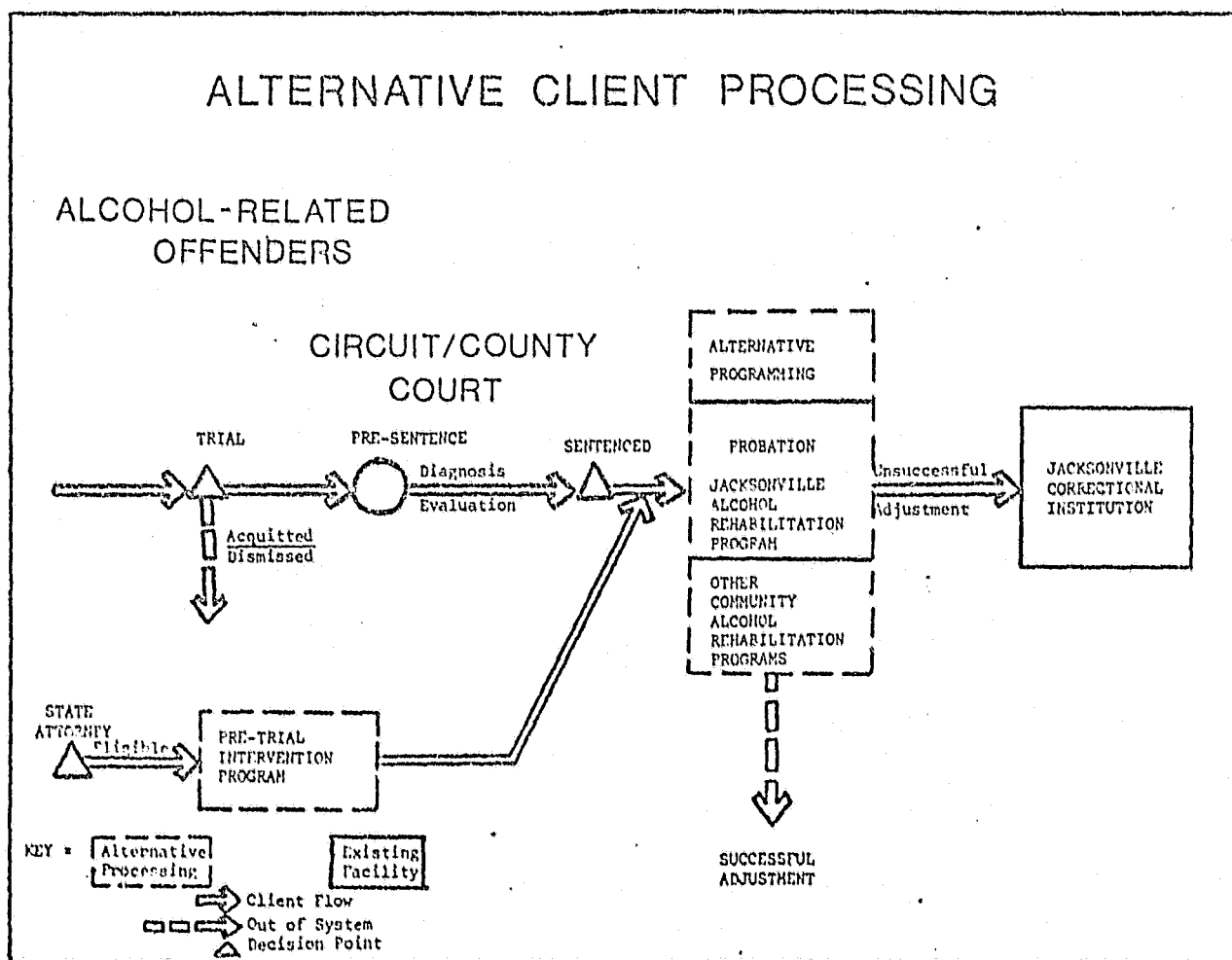
ADMINISTRATIVE/SUPPORT UNITS

OPERATIONAL UNITS

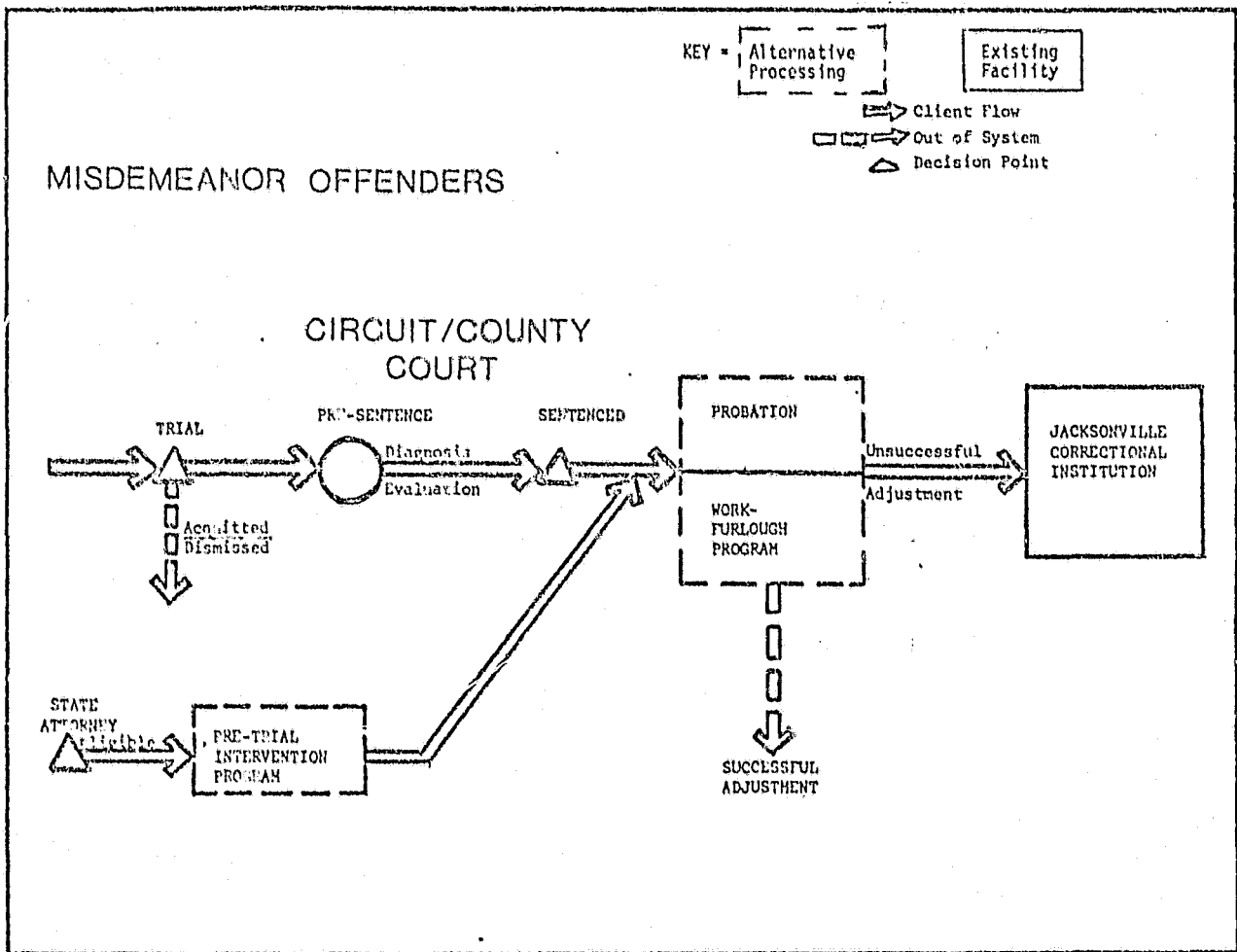
PROPOSED
DEPARTMENT OF CORRECTIONS
CITY OF JACKSONVILLE



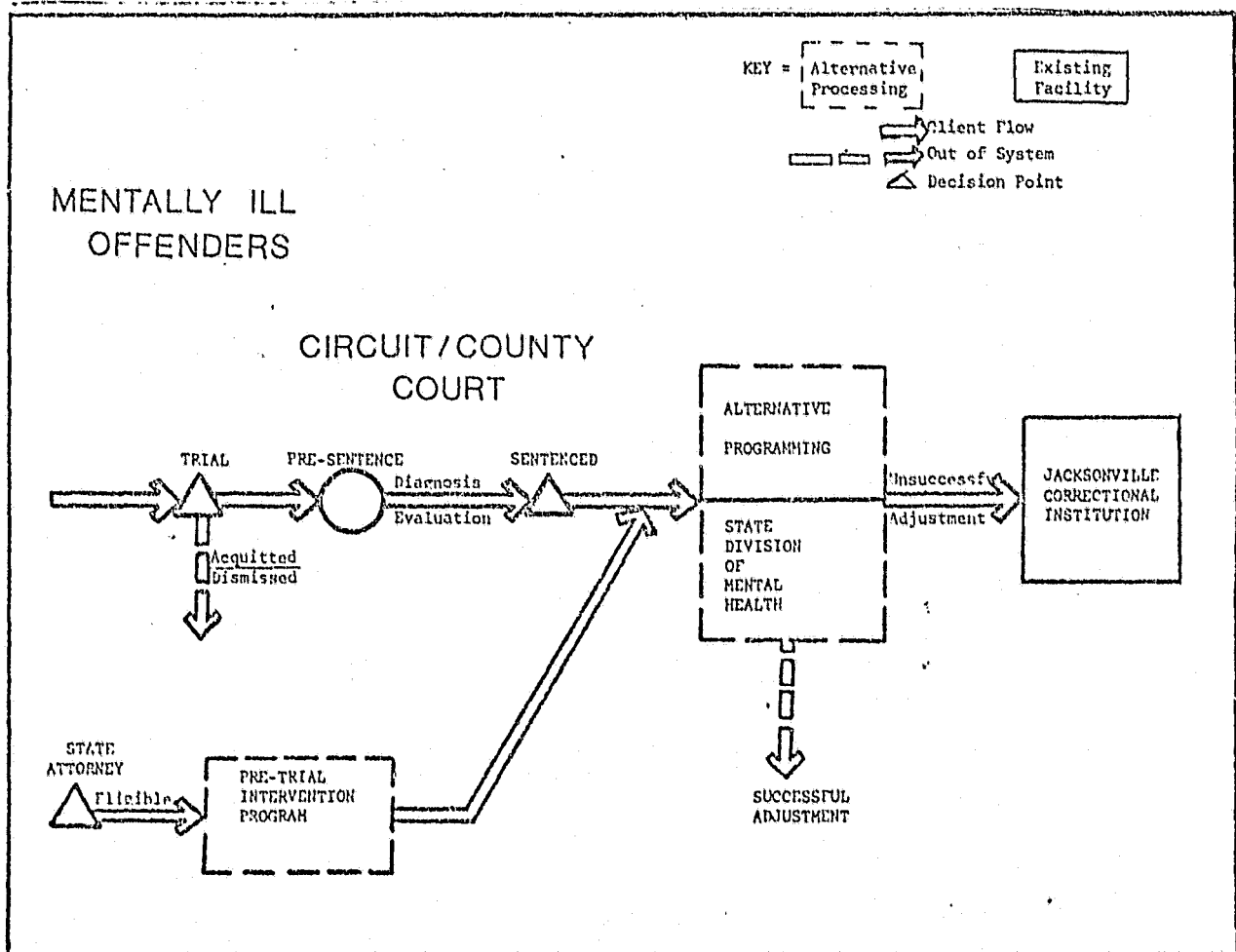
The following flow chart illustrates the various alternatives that are available for alcohol-related offenders. The chart shows the two stages for possible diversion, the first being a pre-trial intervention program, the second coming after the judicial process. The second stage includes a pre-sentence diagnosis and evaluation step as well as expanded alternatives for the alcohol-related offender. Following this client flow chart, J.C.I. can still be utilized as a last resort for those offenders who cannot function within the other alternative programs.



The following chart illustrates the possible diversion procedures for misdemeanor offenders. The first stage for possible diversion occurs at pre-trial with the second stage for diversion occurring after the judicial process. The availability of programs for the misdemeanor offenders can be an extremely successful means for limiting the number of institutional incarcerations, keeping in mind J.C.I.'s still available as a last resort.

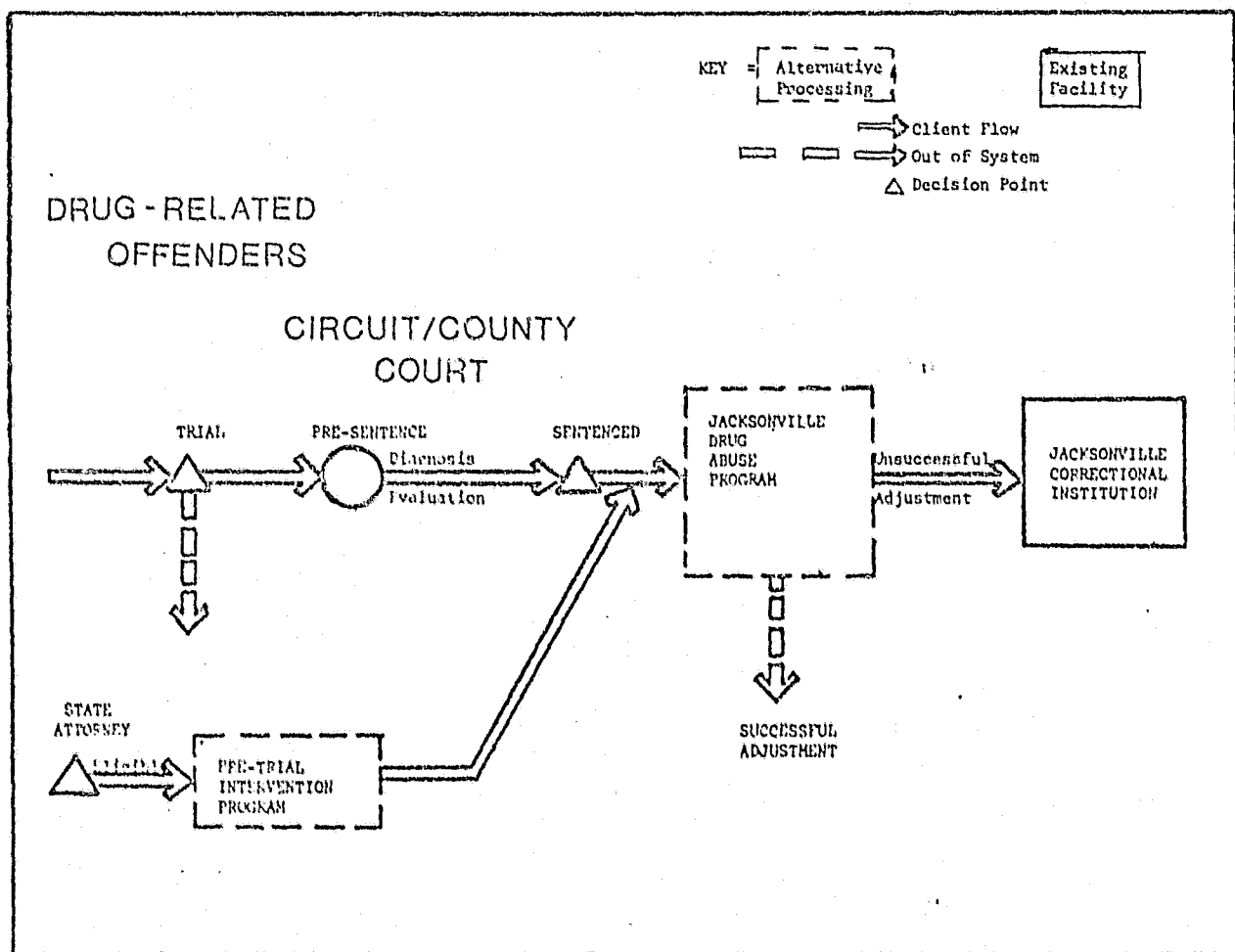


Similar to the two previous diversion procedures, the mentally ill offender should also be diverted from institutional incarceration whenever possible. The stages for possible diversion are again at pre-trial and following the judicial process. In addition to Florida's Division of Mental Health, there are also community Mental Health Resources and the University Hospital, all of which can be potential options for the Criminal Justice System to utilize in lieu of institutional incarceration.



The following chart illustrates the process for diverting drug-related offenders from institutional incarceration. Diversion can take place at either pre-trial or following the judicial process. The Jacksonville Drug Abuse Program will be expanded and improved to enable the community to use their services as a viable alternative to institutional incarceration.

Recently, the Jacksonville Drug Abuse Program has received strong criticism from the judiciary concerning its administration and methods of treatment. If the diversionary procedures outlined here are to succeed, positive changes must be made in the J.D.A.P. The judiciary will not be able to utilize these diversionary options until they feel certain positive changes have been implemented.



INTAKE AND DIAGNOSTIC SERVICES

A. INTRODUCTION

The development of a professionally staffed intake and screening unit is a prerequisite to effective processing of accused pre-trial and sentenced individuals.

Standard 9.7 of the National Advisory Commission on Criminal Justice Standards and Goals' CORRECTIONS report states that:8

Every jurisdiction operating locally based corrections institutions and programs for adults should immediately adopt these internal policies:

1. A system of classification should be used to provide the basis for residential assignment and program planning for individuals. Segregation of diverse categories of incarcerated persons, as well as identification of special supervision and treatment requirements, should be observed.
 - (a) The mentally ill should not be housed in a detention facility.
 - (b) Since local correctional facilities are not equipped to treat addicts, they should be diverted to narcotic treatment centers. When drug users are admitted to the facility because of criminal charges not related to their drug use, immediate medical attention and treatment should be administered by a physician.
 - (c) Since local correctional facilities are not proper locations for treatment of alcoholics, all such offenders should be diverted to detoxification centers and given a medical examination. Alcoholics with delirium tremens should be transferred immediately to a hospital for proper treatment.
 - (d) Prisoners who suffer from various disabilities should have separate housing and close supervision to prevent mistreatment by other inmates. Any potential suicide risk should be under careful supervision. Epileptics, diabetics, and persons with other special problems should be treated as recommended by the staff physician.
 - (e) Beyond segregating these groups, serious and multiple offenders should be kept separate from those whose charge or conviction is for a first or minor offense. In particular, persons charged with non-criminal offenses (For example, traffic cases) should not be detained before trial. The State government should insist on the separation of pretrial and post-trial inmates, except where it can be demonstrated conclusively that separation is not possible and every alternative is being used to reduce pretrial detention.

The President's Commission on Law Enforcement and Criminal Justice, in a response to the lack of pre-sentence reports for misdemeanants, suggested that, "information gaps in misdemeanor sentencing be filled by gathering, verifying and presenting certain objective data which appear to be important to sentencing."⁹

The Bronx Sentencing Project, conducted by the Vera Institute of Justice, found that Pre-Sentence reports on misdemeanants could be compiled and verified in a short amount of time (less than one hour). One page reports were presented to the sentencing judge prior to imposing sentence. Among the final conclusions of the Bronx Sentencing Project:

- "1. The presence of social history information and the availability of community based alternatives to prison apparently results in a higher rate of non-prison dispositions...
- "2. Any increase in the non-prison disposition rate does not seem to result in any significant increase in the rate of recidivism."¹⁰

B. PROGRAM

Intake and Diagnostic services are differentiated into four (4) major phases, according to the pre- or post-trial status of the defendant:

1. Pre-Trial Release Services

At this point, the alleged offender is interviewed and an offender inventory (Appendix B) is administered to determine the individual's potential for release, type of security required, etc.

Low-risk individuals who are evaluated to pose little threat to the community and a reasonable assurance of showing for trial, should be released via signature release. Individuals not released via signature release should be evaluated to determine possible placement in alternative release programs. (Description of pre-trial alternatives can be reviewed in the following section.) Results of this evaluation with accompanying recommendations would accompany the individual to the Bond Hearing held within 24 hours after arrest. The judge will then decide whether the individual warrants release or requires incarceration pending trial.

The Pre-Trial Release Services Unit will also be responsible for supervision of pre-trial defendants released by conditional release and supervised community release.

2. Pre-Trial Intervention Services

The purpose at this stage would be to provide pre-trial intervention services to selected defendants on a voluntary basis. This Unit will receive referrals from the Pre-Trial Screening Unit as well as from other sources. (See detailed discussion in following Programs Section.)

3. Pre-Sentence

After the defendant has been found guilty, this phase would involve diagnostic services to determine the type of services and facilities that would best meet the treatment needs of the offender. This diagnostic assessment would be forwarded to the sentencing judge.

4. On-going Diagnostic Services

This phase would involve on-going evaluation of those offenders placed in local correctional programs. In-depth psychological and psychiatric services would be available on a request basis to provide professional assessment when required.

C. STAFFING

1. Pre-Trial Release Unit - The Florida Statutes define the State Department of Offender Rehabilitation as being responsible for the provision of pre-trial release services:

Adult Intake and Evaluation - The state system of adult intake and evaluation shall include:

- (1) The performance of pretrial investigation when applicable.
- (2) Assistance in the evaluation of offenders for diversion from the criminal justice system or referral to residential or nonresidential programs.
- (3) The provision of secure detention services for pretrial detainees who are unable to comply with the conditions of release established by the court or who represent a serious threat to the community.
- (4) The provision of diagnostic, evaluation, and classification services at the presentence stage to assist the court, the commission, and the department in planning programs for rehabilitation of convicted offenders.
- (5) The performance of postsentence intake by the department. Any physical facility established by the department for the intake and evaluation process prior to the offender's entry into the correctional system shall provide for specific office and work areas for the staff of the commission. The purpose of such a physical center shall be to combine in one place as many of the rehabilitation-related functions as possible, including pretrial and posttrial evaluation, parole and probation services, vocational rehabilitation services, family assistance services of the Division of Family Services, and all other rehabilitative and correctional services dealing with the offender."11

This responsibility could be an additional function of the Pre-Trial Intervention Program staff. This would be a logical course of action since the pre-trial intervention staff would be actually involved in

screening and evaluation of defendants for the intervention process.

However, the likelihood of funding this expanded function of the Parole and Probation Commission seems poor.

Alternative Staffing: An alternative to State funding of this unit, would be for the City of Jacksonville to assume financial responsibility for this function.

2. Pre-Trial Intervention Program - Florida Statutes state that the Parole and Probation Commission shall be responsible for Pre-trial Intervention Programs:

"(1) The commission shall supervise pretrial intervention programs. Such programs shall provide appropriate counseling, education, supervision, and medical and psychological treatment as available and when appropriate for the persons released to such programs.

(2) Any first offender who is charged with any misdemeanor or felony of the third degree is eligible for release to the pre-trial intervention program on the approval of the administrator of the program and the consent of the victim, the state attorney, and the judge who presided at the initial appearance hearing of the offender. In no case, however, shall any individual be so released unless, after consultation with his attorney or one made available to him if he is indigent, he has voluntarily agreed to such program and has knowingly and intelligently waived his right to a speedy trial for the period of his diversion. In no case shall the defendant or his immediate family personally contact the victim or his immediate family to acquire the victim's consent under the provisions of this act.

(3) The criminal charges against an individual admitted to the program shall be continued without final disposition for a period of 90 days from the date the individual was released to the program, if the offender's participation in the program is satisfactory, and for an additional 90 days upon the request of the program administrator and consent of the state attorney, if the offender's participation in the program is satisfactory.

(4) Resumption of pending criminal proceedings shall be undertaken at any time if the program administrator or state attorney finds such individual is not fulfilling his obligations under this plan or if the public interest so requires.

(5) At the end of the intervention period, the administrator shall recommend:

- (a) That the case revert to normal channels for prosecution in instances in which the offender's participation in the program has been unsatisfactory;
- (b) (The Offender) is in need of further supervision; or
- (c) That dismissal of charges without prejudice shall be entered in instances in which prosecution is not deemed necessary.

The state attorney shall make the final determination as to whether the prosecution shall continue.

(6) The chief judge in each circuit may appoint an advisory committee for the pretrial intervention program. Said committee shall be composed of the chief judge or his designate, who shall serve as chairman; the state attorney, public defender, and program administrator, or their representatives; and such other persons as the chairman shall deem appropriate. The committee may also include persons representing any other agencies to which persons released to the pretrial intervention program may be referred.

(7) the commission may contract for the services and facilities necessary to operate pretrial intervention programs." 12

Funding of the proposed Pre-Trial Intervention would be the responsibility of the Florida Parole and Probation Commission. Feasibility of such an action appears good.

3. Pre-Sentence Diagnosis - Staffing of this unit would logically be the responsibility of the Florida Parole and Probation Commission. The Commission is presently responsible for conducting Pre-Sentence Investigations (P.S.I.) for first felony offenders and for other offenders as requested by the trial judge. Until recently, the commission was also responsible for conducting P.S.I.'s as requested by the judge for misdemeanor offenders. However, this function has been deleted as a Commission responsibility by the Florida Legislature.¹³

Alternative: Florida Parole and Probation Commission would be responsible for Pre-Sentence Investigations for Circuit Court offenders. City of Jacksonville would furnish staff to provide County Court Judges with Pre-Sentence Investigations for misdemeanor offenders.

4. Post-Sentence Diagnosis and Classification - Staffing of this unit would be the responsibility of the City of Jacksonville as part of a permanent capability of the proposed Department of Corrections.

CITIZENS ADVISORY COUNCIL

The Citizens' Advisory Council will function as an advisory board to the Department of Corrections. The board will be comprised of various community leaders from all facets of the community. Community involvement in the correctional system is vital if the correctional system is to be successful at placing the offender back into the community.

The Citizens' Advisory Council will act as a buffer between the correctional system and the community. The community has the resources that are necessary for programs such as jail placement during or following confinement, and educational programs, both of which are important programs for the correctional system.

Councils, such as Jacksonville Council on Citizen Involvement have begun to see the role the community needs to take if Jacksonville is to be a leader in civic improvements. The Citizens' Advisory Council for corrections will assist and guide the joining of the community with its correctional system.

COMMUNITY COORDINATOR

The community coordinator will be responsible for developing and supervising a volunteer program to provide support for all units of the proposed Department of Corrections. The coordinator will be responsible for marshalling the needed community resources to support existing and proposed correctional facilities. The community coordinator will work closely with the Citizens Advisory Council to educate the community to the goals and objectives of the Department of Corrections. The coordinator will also develop contractual and voluntary agreements with ancillary community agencies.

SPECIFIC
PROGRAM PROPOSALS

PRE-TRIAL RELEASE

I. INTRODUCTION:

*To no one will we sell, to no one will we
refuse, or delay, right or justice...
No free man shall be taken or imprisoned, or
disseized, or outlawed, or exiled, or anywise
destroyed; nor shall we go upon him nor send upon
him, but by the lawful judgment of his peers or by
the law of the land. (Magna Charta; 1215)*

*Give us, in mercy, better homes when we're a-lying
in our cradles; give us better food when we're a-working
for our lives; give us kinder laws to bring us
back when we're a-going wrong; and don't set Jail,
Jail, Jail afore us; everywhere we turn.
(Dickens, The Chimes, 3rd Qtr. 1894)*

The question of whether to expand or decrease alternatives to pre-trial detention of individuals accused of law violations is not a philosophical argument. Rather, pre-trial release is a legal right for all but a small percentage of accused offenders: Rule 3.130 for the Florida Rules of Criminal Procedure specifies that, "All persons in custody for the commission of an offense unless it is a capital offense or an offense punishable by life imprisonment and the proof of guilt is evident or the presumption is great, shall be entitled as of right to be admitted to bail before conviction. After conviction, bail may be granted in the discretion of either the trial or appellate court."¹⁴ Amendment 8 to the United States Constitution states that "Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishment inflicted."

The American Bar Association (A.B.A.), commenting on Standards Relating to Fair Trial and Free Press, indicates a policy favoring release of defendants pending determination of guilt or innocence. ABA stated that, "Deprivation of liberty pending trial is harsh and oppressive in

that it subjects persons whose guilt has not yet been judicially established, to economic and psychological hardship, interferes with their ability to defend themselves and, in many cases, deprives their families of support. Moreover, the maintenance of jailed defendants and their families represents major public expense."¹⁵ Both the ABA and the National Advisory Council on Criminal Justice Standards & Goals have established standards in support of P.T.R. Both standards allow for establishment of eligibility criteria such as those tested above.

The American Bar Association sets three conditions for release from Pre-trial Detention. These are:

1. Release on order to appear or on his own recognizance.
2. Non-monetary conditions as constitutionally may be imposed should be employed to assure the defendant's appearance at court and to prevent the commission of criminal violations while the defendant is at liberty pending adjudication.
3. Money bail should be reduced to minimal proportions. It should be required only in cases in which no other condition will reasonably ensure the defendant's appearance.¹⁶

Three mechanisms are in operation in Jacksonville to provide for release of incarcerated pre-trial individuals: (1) cash bond; (2) surety bond; and (3) signature release.

In most instances an accused felony offender is ineligible for release via the R.O.R. program due to his assumed threat to the community and likelihood that he will not appear for trial.

Excluding felons from pre-trial release programs is not warranted solely on the basis that the person is accused of a felony offense. The experiences of pre-trial release programs throughout the country proves that carefully screened felony offenders can be released under a variety of non-detention alternatives.

TABLE 22

NATIONAL PRE-TRIAL SUCCESS RATES*

<u>Site</u>	<u>Pre-trial Felony Releasees</u>	<u>No. Pre- trial Re-arrests</u>	<u>Percentage Re-arrested</u>
Atlanta	278	7	3%
Baltimore	326	36	11%
Boston	265	47	18%
<u>California:</u>			
San Jose	230	12	5%
Santa Rosa	119	8	7%
Hayward	138	13	9%
Cleveland	595	36	6%
Minneapolis	444	94	21%
San Antonio	289	12	4%
Total	<u>2,648</u>	<u>265</u>	<u>9.9%</u>

The Des Moines, Iowa Pre-trial Release Project, acclaimed as an Exemplary Project by the LEAA, found that, "Less than 2% of the entire project group failed to appear for trial. A total of six percent of all project clients were charged with new offenses during the pre-trial period, significantly fewer than any other released group." This program was also able to release over one-half of the individuals accused of felony offenses:

PRE-TRIAL RELEASES IN DES MOINES PROJECT (1964-1970)

<u>Charge Classification</u>	<u>Total Charges</u>	<u>Recommended and Released</u>
Felony	2,587	1,328 (51%)
Indictable Misdemeanor	977	818 (84%)
Simple Misdemeanor	2,763	2,196 (79%)
Traffic Offense	1,929	1,390 (72%)

From: P.T.L Program of Manpower Administration, U.S. Department of Labor, ABT Associates, Cambridge, Massachusetts, March 1973.

Further justification for including persons accused of felony violations lies in the discriminatory nature of pre-trial incarceration. Pre-trial detention discriminates against the indigent. The person unable to post bail is required to await trial in an incarcerated setting and risks a greater chance of being convicted than an individual who is not incarcerated while awaiting trial.

A study of New York City defendants, reported in the New York University Law Review, concluded that:

- "1. Under current bail practices, a greater percentage of accused persons for whom bail is set are imprisoned before trial or sentence (49%) than after conviction and sentencing (40%).
2. The longer the period of detention before disposition of the case, the greater the likelihood of a prison sentence.
3. Detained persons are more likely to receive prison sentences than bailed persons, regardless of whether they have previously been arrested or convicted."

Pre-trial release programs have a dramatic financial impact on the Criminal Justice Systems by reducing the costs of incarceration. The Des Moines Pre-trial Release Project found that it cost \$52 per released defendant. A random sample of fifty local Circuit Court cases that had a disposition entered during 1975, found the average time from arrest to disposition to be 68.9 days. Estimating conservatively that a defendant would spend 30 days in the Duval County Jail awaiting trial at a cost of \$20.00 per day (actual cost/day in the jail is \$22.24), the cost per defendant per pre-trial stay would be \$600.00. This compared to an estimated cost of \$52.00 per released defendant would yield the following comparison.

COMPARATIVE COST ANALYSIS:

	<u>Incarcerated</u>	<u>Pre-trial Release Program</u>
300 Defendants/year	\$180,000	\$16,800

This would result in a savings to the system of \$163,200 per year; the savings would be considerably greater if the increased number of incarcerated defendants required the construction of additional detention facilities.

Standard Cr. 4.04 Alternatives to Pre-trial Detention of the Minimum Standards and Goals for Florida's Criminal Justice Systems provides judicial officers guidelines for an alternative to pre-trial detention. The Standard holds that:

"Judicial officers on the basis of information available to them should select from the list of the following alternatives; first one that will reasonably assure the appearance of the accused for trial or, if no single condition gives that assurance, a combination of the following:

- (a) Release on recognizance without further conditions.
- (b) Release on the execution of an unsecured appearance bond in an amount specified.
- (c) Release to the care of a qualified person or organization reasonably capable of assisting the accused to appear at trial.
- (d) Release to the supervision of a probation officer or some other public official.
- (e) Release with imposition of restrictions on activities, associations, movements, and residence reasonably related to securing the appearance of the accused.
- (f) Release on the basis of financial security to be provided by the accused.
- (g) Imposition of any other restrictions other than detention reasonably relating to securing the appearance of the accused.
- (h) Detention, with release during certain hours for specified purposes.
- (i) Detention of the accused."

II. PROGRAMS:

The following is a description of recommended alternatives to pre-trial incarceration. Some, such as the R.O.R. and the Misdemeanor Citation program, are already in existence. The Intake Unit of the proposed Department of Corrections will be responsible for providing the screening and follow-up services necessary to implement these programs.

A. CITATION IN LIEU OF ARREST

Standard Cr. 4.03 Alternatives to Arrest, Minimum Standards and Goals for Florida encourages the development of enabling legislation so that citations in lieu of arrest and detention can be employed.

This policy should provide:

1. "Enumeration of minor offenses, for which a police officer should be required to issue a citation in lieu of making an arrest or detaining the accused in specific cases.
2. Discretionary authority for police officers to issue a citation in lieu of arrest in all cases where the officer has reason to believe that the accused will respond to the citation and does not represent a clear threat to himself and others.
3. A requirement that a police officer making an arrest rather than issuing a citation specify the reason for doing so in writing. Superior officers should be authorized to re-evaluate a decision to arrest and to issue a citation at the police station in lieu of detention.
4. Criminal penalties for willful failure to respond to a citation.
5. Authority to make lawful search incident to an arrest where a citation is issued in lieu of arrest."

A.B.A. Standard 2.1 Policy Favoring Issuance of Citations supports the use of citations. The standard states that: "It should be the policy of every law enforcement agency to issue citations in lieu of arrest or continued custody to the maximum extent consistent with the effect-

ive enforcement of the law. A law enforcement officer having grounds for making an arrest should take the accused into custody or already having done so, detain him further only when such action is required by need to carry out legitimate investigative functions, to protect the accused or others where his continued liberty would constitute a risk of immediate harm or when there are reasonable grounds to believe that the accused will refuse to respond to a citation."

The Duval County Sheriff's Office began issuing misdemeanor citations in January 1975. Issued citations increased from 22 in January to 240 in September 1975. Of a cumulative total of 1,116 citations issued, 925 (82.9%) appeared for trial.

RECOMMENDATION:

The misdemeanor citation should be continued and expanded to the maximum extent possible.

B. RELEASE ON RECOGNIZANCE (ROR)

The American Bar Association Standard 1.2, relating to pre-trial release provides for release on recognizance. It states that: "Each jurisdiction should adopt procedures designed to increase the number of defendants released on an order to appear on their own recognizance. Additional conditions should be imposed on release only where the need is demonstrated by the facts of the individual case."

Individuals released by the R.O.R. program in Duval County have increased considerably:

DEFENDANTS RELEASED ON R.O.R.

	<u>Total Adult Arrests</u>	<u>Total Re-leased on R.O.R.</u>	<u>Percentage of Total Adult Arrests Re-leased on R.O.R.</u>
1971	30,006	2,319	7.7 %
1972	28,045	3,534	12.6 %
1973	29,297	6,129	20.9 %
1974	31,301	6,419	20.5 %

RECOMMENDATION:

The R.O.R. program should be continued and expanded to include persons accused of third degree felony violations. Such accused individuals should be screened and evaluated to determine the appropriateness for Release on Recognizance. Screening reports should be provided the judge at the time of First Appearance (Bond Hearing) by the staff of the Pre-trial Release program.

C. BAIL REFORM:

A bond schedule has been recommended by the Chief Judge of the Fourth Judicial Circuit. The severity of the accused offense determines the amount of bond:

<u>Offense</u>	<u>Recommended Bond</u>
1st Degree Felony	\$ 2,501
2nd Degree Felony	1,501
3rd Degree Felony	751
1st Degree Misdemeanor	501
2nd Degree Misdemeanor	251

An individual unable to post the cash bond may obtain the services of a private bonding agency. The agency may, by law, charge the accused up to 15% of the amount of the bond for this service.

The Correctional Master Plan for the State of Hawaii recognized Money Bail as an alternative to pre-trial detention as unsatisfactory. It discriminates against the poor; defendants stand to lose their jobs during long periods of pre-trial incarceration; bail places hardship on families of defendants and places hardship on the public when tax dollars are used to defray detention and welfare expenses.

1. 10% BAIL PROGRAM: The Federal Court System and the State of Illinois have implemented an alternative to cash bail whereby a defendant deposits directly with the court 10% of the required bail in lieu of executing an ordinary bail bond. Once he has made his appearance before the court, the deposit is returned with the exception of a small service charge used to defray court expenses. The cash bail system eliminates the bondsman and helps reduce the financial loss to the defendant who lives up to his obligations. Also, if cash bail may be posted at police stations, immediate release is facilitated. Lastly, the deterrent value of this system is believed to be greater since the money deposited belongs to the defendant or to his friends or relatives, thereby providing greater incentives to strive for its return.

The American Bar Association recommends the 10% Bail Plan, "Compensated sureties should be abolished, and in those cases in which money bail is required the defendant should ordinarily be released upon the deposit of cash or securities equal to 10 percent of the amount of the bail."¹⁷

RECOMMENDATION:

The Chief Judge of the Fourth Judicial Circuit should consider implementing a 10% Bail Plan to eliminate the discriminatory effects of the current bail system.

2. COMMUNITY BAIL: Another concept is the Community Bail Program whereby citizen organizations, community service organizations and private citizens offer their real estate properties, professional sureties, or cash for use as bail for indigent alleged offenders. A cash reserve fund is established in the event a forfeiture of bail is ordered by the court.

Community bail alternatives are particularly oriented to assist the indigent who are too frequently jailed for inability to post a bond. It also provides a means of involving a larger base of citizen participation in the Criminal Justice System.¹⁸

RECOMMENDATION:

The Chief Judge of the Fourth Judicial Circuit should consider implementing a Community Bail Program to provide an alternative to the traditional bail system and to increase citizens in the Criminal Justice System.

D. CONDITIONAL RELEASE:

Conditional Release programs provide a viable alternative to the arrest, bail, summons, and release on recognizance process. It effectively reduces the law enforcement expenditures as well as pre-trial detention costs. These programs are particularly well suited when an alleged defendant does not qualify for R.O.R. and the defendant is indigent.

There are three types of Conditional Release programs: (1) by supervised release, (2) daytime work release, or (3) release in the custody of a third party.

Under Supervised Release the pre-trial release office receives notification whenever a defendant is taken into custody. If he cannot post bail and consents to background inventory he is asked to complete a personal in-

ventory and is then interviewed. Once supervised release is recommended the pre-trial release staff set the method and frequency of contacts for the client. At this point referral to other community service agencies may also be considered.

Daytime Release programs permit the alleged offender not eligible for complete pre-trial release programs to participate in part-time or day-time release programs while returning to a work release center for the remainder of the time and at night.

Release in custody of a third party assumes a willing third party who becomes responsible for an alleged defendant's appearance in court. Potential third party candidates include ministers, attorneys, business persons, employers, landlords, school administrators and union leaders.

Standard Cr. 4.07 of Minimum Standards and Goals for Florida's Criminal Justice System provides for a special kind of Conditional release.

"Persons awaiting trial for a criminal offense who have been adjudicated incompetent to stand trial, should be eligible for bail or alternative forms of release. Where the court orders treatment to return the person to competency, it should impose the least restrictive measures appropriate. Outpatient treatment should be given preference over inpatient treatment. In this type of release, each jurisdiction should require: (1) periodic review of persons adjudged incompetent not to exceed two years, (2) provide release when time limit expires or when restoration to competency is unlikely, and (3) where the person adjudicated incompetent is dangerous to himself or others and should be detained, civil commitment procedures should be instituted."¹⁹

Conditional release programs provide certain advantages. They include the maintenance of jobs and of family and social ties thereby reducing community welfare costs. Those programs result in considerable savings in bond fees for the persons involved. These programs reduce expenditures for pre-trial detention and provide judges with another alternative to pre-trial incarceration.

PRE-TRIAL INTERVENTION (DEFERRED PROSECUTION)

INTRODUCTION

Pre-trial intervention programs have been adopted by the states of Connecticut, Massachusetts, Washington and Florida among others. The National Pre-trial Intervention Service Center of the American Bar Association defines the concept as follows:

The pre-trial intervention concept typically calls for stopping the prosecution clock on less serious or first felony complaints before or after arrest and prior to the arraignment stage, although there is no indication that more serious alleged offenders could not be successfully diverted. Those selected for the program are offered counselling, career development, education, and supportive treatment services. If the participant responds for a measurable period either the court or prosecutor are asked to approve dismissal of the case prior to trial or adjudication.

Early programs such as "Operation De Novo" in Minneapolis, Minnesota, and "Project Detour" in San Antonio, Texas, were established by the U.S. Department of Labor early in 1971. Other P.T.I. programs established during the early 1970's were the "Boston Court Resources Project"; "Cleveland Offender Rehabilitation Project"; Hayward, California's "Hayward Project Intercept"; Santa Rosa, California's "Santa Rosa Project Intercept"; and San Jose, California's "San Jose Project Intercept."

In 1974, in Florida, a Pre-trial Intervention Project became a part of the Criminal Justice System in four judicial circuits while continuing service in one circuit that had previously established the program. Units involved in the Florida project called "Community Based Pre-trial Intervention Services" were in Clearwater, Gainesville, Pensacola, Tampa and West Palm Beach, Florida.

General Objectives:

1. Reduce congestion in the Criminal Justice System by diverting accused individuals during an early stage in the Criminal Justice System's

process.

2. Provide qualified offenders an opportunity to accept social orientation without the experience of criminal conviction, and
3. Assist individuals who elect to acquire and demonstrate socially accepted goals.

Program criteria may vary with communities depending upon the target population to be served. In Orlando, Florida, the pre-trial eligibility takes under consideration the objectives of the program which is "to offer selected youthful first offenders coordinated assistance in the areas of vocational counseling, job placement, educational assistance, personal counseling and physical and mental health services." The Orlando program defines its eligibility criteria for the Pre-trial Intervention Program as follows:

Eligibility Criteria

Defined

- | | |
|-----------------------------|---|
| 1. Prior Offenses | No prior convictions as an adult. |
| 2. Age | Primary emphasis is on ages 17-26. |
| 3. Charge | Client must be charged with a misdemeanor or third degree felony, i.e., possession of marijuana, auto theft, breaking and entering. |
| 4. Residence | Must be county resident or intend to stay. |
| 5. Need | Demonstrate a need or desire to cooperate with program counselors. |
| 6. Personal Disorganization | Alcoholics, drug addicts, persons with serious mental problems are not eligible except by special agreement with State Attorney's Office. |

The American Bar Association's National Pre-trial Intervention Service Center lists several of the benefits of the P.T.I. concept:

I. For the Alleged Criminal Offender:

1. Improve the economic condition of the unemployed and under-employed.
2. Increase the accessibility of employment.
3. Maintain employment of those tenuously employed.
4. Increase capacity to handle family and personal problems.
5. Avoid delinquent or criminal label and alleviate negative social and economic consequences.
6. Decrease recidivism and other anti-social behavior.
7. Learn to use leisure time productively.
8. Increase readiness to participate in adult work world in case of juveniles.

II. For Criminal Justice System:

1. Increase alternatives available to the court for differential case processing.
2. Alleviate congested court calendars and increase flexibility in case processing.
3. Decrease use of institutional correctional facilities for non-sentenced individuals.
4. Increase quality and quantity of information base for decision making in court.
5. Reduce costs associated with case processing, prosecution, trial, incarceration, probation and parole through reduction in number of individuals involved.
6. Bring the concept of accountability into the criminal justice system.
7. Improve the public image of the criminal justice process through demonstrated concern for rehabilitation.

III. For the Community:

1. Reduce recidivism and anti-social behavior of those accused of criminal offenses.
2. Increase economic productivity through employment, skills, wages and motivation.
3. Create new careers and provide para-professional training for members in the community and ex-offenders who become staff members.
4. Decrease reliance of the accused on his family and costly supportive services.
5. Mobilize and coordinate work of various community supportive services and uncover needed unavailable services.
6. Develop a manpower market for persons facing substantial barriers to employment.
7. Increase the participation of the economic community in social service programs.

Data available from P.T.I. programs operating nationally indicate that the P.T.I. concept is more effective than many traditional approaches in reducing recidivism. Pre-trial Intervention also costs significantly less than residential responses to rehabilitating the accused offender:

COMPARATIVE PRE-TRIAL INTERVENTION PROGRAM:

TABLE 24

<u>Number Accepted Participants</u>	<u>Number Still in Project</u>	<u>Percentage Terminated</u>		<u>Cost/Participant</u>		
		<u>Successful</u>	<u>Unsuccessful</u>	<u>Pre-tr.</u>	<u>Probation</u>	<u>Jailed</u>
<u>Dade County Pre-trial Intervention Project - January 1972 - July 1974:</u>						
350	118	83.2%	16.8%	\$ 695.00 1.90	804.00 2.20	1,401.00 P/Yr 3.83 P/Day
<u>Minneapolis, Minn. Operation DeNova - September 1972 - August 1973:</u>						
1,019	262	64.3%	35.7%	650.00 1.78	620.00 1.70	N/A P/Yr P/Day
<u>Syracuse Court Rehabilitation Project - September 1972 - September 1973:</u>						
201	43	67.7%	32.3%	657.00 1.80	N/A	N/A P/Yr P/Day

Number Accepted Participants	Number Still in Project	Percentage Terminated		Cost/Participant			P/Yr P/Day
		Successful	Unsuccessful	Pre-tr.	Probation	Jailed	
<u>Atlanta Pre-trial Intervention Project - September 1971 - May 1973:</u>							
553	102	76.0%	24.0%	\$ 580.00 1.60	N/A	N/A	P/Yr P/Day
<u>The Manhattan Court Employment Project - November 1967 - December 1970:</u>							
1,300	N/A	48.2%	51.8%	860.00 2.35	1,800.00 4.93	5,000.00 13.70	P/Yr P/Day
<u>Tampa Pre-trial Intervention Project - February 1973 - March 1974:</u>							
370	370	78.9%	21.1%	246.00 .67	N/A	N/A	P/Yr P/Day

Comparative data indicate that P.T.I. programs in operation in Florida and New York City, have worked primarily with individuals accused of felony offences (Felony Accused = 68.6%):

Participation of Accused Felons in Pre-trial Intervention Programs:

<u>P.T.I. Project</u>	<u>Yrs. in Operation</u>	<u>Total in Project</u>	<u>No. Felons</u>	<u>% Total</u>
Manhattan Court Employment Project	3	1,300	387	29.7%
Clearwater, Fla. Intervention Project	1	275	275	100.0%
Miami Pre-trial Intervention Project	4	500	425	85.0%
Orlando Pre-trial Intervention Project	1-1/2	269	250	92.9%
Pensacola Pre-trial Intervention Project	1	765	765	100.0%
Tampa Pre-trial Intervention Project	2-1/2	900	650	72.2%
		<u>4,009</u>	<u>2,752</u>	<u>68.6%</u>

C. PROGRAM

- 1) Staff: Staffing of the P.T.I. program will be the responsibility of the Florida Parole and Probation Commission and the State Attorney's office of the Fourth Judicial Circuit.
- 2) Policy Development: The State Attorney's office should have input into the development of operating procedures, eligibility criteria, and policies regarding referral and decision-making processes. There should be mutual agreement between the Parole and Probation Commission and the State Attorney's Office on all policies/procedures.
- 3) Services: The Parole and Probation staff of the P.T.I. Unit will coordinate the services needed by program participants. Services will be obtained from existing community agencies on a cooperative and contractual basis. Services should include: vocational training, job placement, medical, mental health, financial assistance, legal, educational and general community supervision and follow-up.
- 4) Legal Safeguards: Legal safeguards should be built into the program's process to assure that participants are aware of their legal rights and participate in the P.T.I. program on a voluntary basis.
- 5) Site: The P.T.I. program will be routed in the Intake Unit of the proposed Department of Corrections. The City of Jacksonville will be responsible for provision of necessary space.

MEDICAL SERVICES

Good health care in an institutional setting contributes significantly to the rehabilitation of the inmates. An inmate should have available to him health care at a level at least comparable to that available to the general population.

A particular offender's need for medical care should be determined by a licensed physician or other appropriately trained person. Correctional personnel should not be authorized or allowed to inhibit an offender's access to medical personnel or to interfere with medical treatment.

The National Commission on Criminal Justice Standards and Goals recommends in Standard 2.6 that, "Each correctional agency should take immediate steps to fulfill the right of offenders to medical care. This should include services guaranteeing physical, mental, and social well-being as well as treatment for specific diseases or infirmities. Such medical care should be comparable in quality and availability to that obtainable by the general public and should include at least the following:

1. A prompt examination by a physician upon commitment to a correctional facility.
2. Medical services performed by persons with appropriate training under the supervision of a licensed physician.
3. Twenty-four (24) hour emergency medical treatment.
4. Access to an accredited hospital."

After the filing of the class action suit on September 17, 1974, two medical inspections were conducted at the jail: Dr. Kenneth Babcock was the medical expert on behalf of the plaintiffs and Dr. Samuel Rowley was brought in on behalf of the defendants. Their inspections were the basis of the court's findings and recommendations concerning the medical facilities of

the jail. At the time of the initial court order, it was found that there were no X-ray facilities, no clinical laboratory, no convalescent or holding beds, no immunization, no special cells for mental cases and that inmates were not given a physical examination at the time of booking. The court noted that there was a shortage of nursing staff and that a doctor was on duty one-half day a week. Only emergency dental care was provided by a part-time dentist. There were no provisions for separation of inmates with infectious diseases from the general population, thus creating epidemic possibilities. The court found that narcotic and alcohol addicts were receiving minimal care with respect to withdrawal caused by their addiction.

The court specifically found that the following rules adopted by the Department of Health & Rehabilitative Services had been violated:

1. Inmates should be furnished such food as is prescribed by the attending physician.
2. Arrangements shall be made with the nearest available hospital for the admission and treatment of inmates on both a routine and an emergency basis.

Compliance on the court's specific orders for improvements in medical services was discussed in the Third Ombudsman's Report. It was found that the following improvements had been made:

1. A written contract was signed with the University Hospital that provides for the admission and treatment of inmates on both a routine and emergency basis.
2. An efficient communication system had been instituted for the inmates to notify the medical staff of their need for assistance.
3. Enough nurses have been hired to have continuous coverage at the jail.

4. Special diets are now being provided to inmates when prescribed by the medical staff at the jail.
5. Inmates requiring medical isolation are housed at the University Hospital. There is also a convalescent area at the jail.
6. Only licensed persons are administering or handling medications.
7. Medically trained persons are conducting "screening type" physical examinations of all inmates entering the jail.
8. Medical supplies are now available in sufficient quantity.

There is now a full-time doctor at the jail and thirteen (13) nurse positions. There is a frequent turnover of nurses resulting in a decrease in services.

Fairfield Work Furlough does not accept chronically ill inmates to their program. If an inmate at the House does become sick, he is taken to the doctor of his choice or to the University Hospital.

The Prison Farm also has a problem in hiring nurses despite a 5% differential from nurses' salaries at the jail. Because of this situation, it has not been possible to provide nursing services around the clock. This problem could be eliminated with the employment of physician assistants in addition to nurse positions.

RECOMMENDATION: - To provide adequate medical services, it would require an additional physician (for the Prison Farm), or two (2) physician assistants (one located at the jail; one located at the Prison Farm), under the supervision of the existing doctor.

PLANNING AND EVALUATION

Creating a successful program for Jacksonville's correctional system will entail a careful assessment and utilization of available resources. A Planning & Evaluation Unit will be essential for this process. The maintenance of this unit will facilitate evaluation of program achievement, projection of future needs and recommendations for problem areas. The unit should continuously devise ways for the department to achieve its purpose and evaluate its progress in doing so. Staff for this area should include a planner and an evaluator and two (2) research assistants.

The individual responsible for staff development and training will coordinate all the available training programs for both the new staff members and the staff members already employed.

WORK RELEASE

The City of Jacksonville enacted legislation in 1970 to implement the work release function. This ordinance allows, "release for any compelling reason consistent with the public interest as determined by the Sheriff."²⁰ At present, only a small percentage (approximately 16%) of the incarcerated total offender population are involved in the Work Furlough Program. The most important factor limiting expansion of the work release function is the limited resources available to serve the work release participant. The present Work Furlough facility can house a total of approximately 70 offenders.

To enable maximum use of work release resources, all offenders evaluated to be appropriate candidates for the work release program should be deemed eligible. Present work furlough eligibility requirements focus primarily on offenders who are serving the last four (4) months of their sentence. Work release facilities should be used solely for housing work release participants. Due to a crisis situation in the Duval County Jail, the Work Furlough facility has been utilized to temporarily house trustees. Procedures to screen work release participants should be streamlined to permit direct referral from the Jacksonville Correctional Institution and from the proposed diagnostic and classification unit.

The advantages of expanding the work release function in Jacksonville are many. Work release is less costly than institutionalization. The cost per client per day in the Work Furlough Program is approximately \$8.61 as compared to approximately \$18.00 at the Jacksonville Correctional Institution. Placement of the Work Furlough release facility in the community eliminates the negative effects of institutionalization, increases the pro-

bability of successful reintegration of the offender upon the completion of his sentence and reduces the chances of the offender becoming a recidivist. Work release participants reduce the costs to the taxpayer by providing financial support to their families, thus eliminating the need for costly welfare payments.

A review of the literature on work release finds the concept to be increasingly used as a rehabilitative method. The Work Furlough Program has recently been evaluated by a team of outside evaluators.²¹ The general conclusion of this evaluation was that the program was effective and should be expanded.

RECOMMENDATION:

Work release as a rehabilitative tool, should be expanded to enable participation of a larger portion of the incarcerated offender population in Jacksonville. Fixed policies eliminating certain categories of offenders should be revised to enable selection of work release participants on an individualized basis. Streamlining of the screening process should be considered to permit client referrals from J.C.I. and the proposed diagnostic and classification unit.

Introduction

Probation may be defined as a sentence, as an organization or as a process. As an individual the probationer may be placed under supervision after he is convicted, but before he is confined.

Probation as an alternative to incarceration, has the potential to be one of the most effective and inexpensive methods of rehabilitating the offender.

The American Bar Association relating to probation, state that the legislature should authorize the sentencing court in every case to impose a sentence of probation. Exceptions to this principle are not favored and, if made, should be limited to the most serious offenses.²² Less serious offenses such as misdemeanors are favored for probation consideration by the ABA. Standard CR. 16.11, Probation Legislation for Florida states that provision should be made for probation as an alternative for all offenders. It also states that criteria should be established for the granting of probation.²³

The ABA standards speak of the desirability of probation. The standards say that probation is a desirable disposition in appropriate cases because 1) It minimizes the liberty of the individual, 2) It affirmatively promotes the rehabilitation of the offender by continuing normal contracts, 3) It avoids negative stultifying effects of confinement, 4) It greatly reduces the financial cost to the taxpayer and, 5) It minimized the impact of the conviction upon innocent dependants of the offender.²⁴

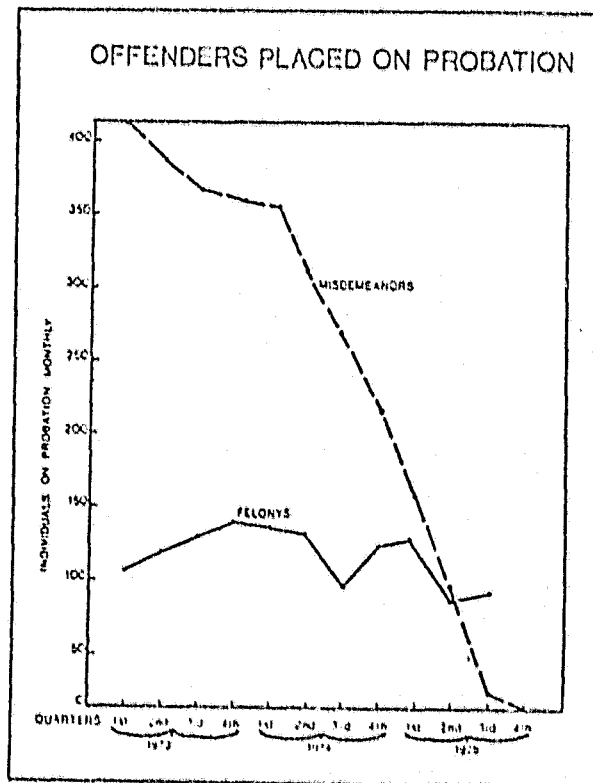
The Florida Correctional Reform Act of 1974, (Senate Bill 215), now Chapter 74-112, Florida Statutes, provides legislation for the rehabilitation of offenders. It specifically provides for:

- "1. Joint planning between the Department of Health and Rehabilitation and the Parole and Probation Commission.
2. The development of a mechanism to evaluate and diagnose adult offenders with the use of community based resources and the purchase of services in diagnostic programs, and
3. State-wide establishment of network of probationer residential facilities or multiphase diagnostic and treatment programs. These are intended to provide alternative programs for the court to imprisonment."²⁵

While legislation clearly specifies the responsibilities for such rehabilitative programs, adequate funding for such endeavors has been lacking. Funding to establish effective probation programs has been particularly lacking in Florida and on a national level as well: "As recent as 1967, there were eleven states with no probation services for misdemeanants in any county. In one-third of 250 counties in a National Survey no probation services existed for misdemeanants. In fact, then, probation services to misdemeanants are sparse and spotty."²⁶ This may mean that a program to serve the offender better, protect society and save taxpayers money has not been exploited to maximum potential. The report continues by pointing out that "either the absence of probation services or the inadequacy of those available, means that the judge frequently is faced with a choice between committing the offender to jail or returning him to the community without needed help or control."²⁷ In 1967 only 1,944 probation officers for misdemeanants were currently employed and 15,400 were needed. The estimate needed for 1975 is 22,000, to supervise only the rather modest proportion of the misdemeanant group that could be aided by community supervision.²⁸

The development of effective probation services for misdemeanants suffered a set-back during the past session of the Florida legislature. During this session House Bill 1806 was enacted limiting the authority of the Parole and Probation Commission to supervision of Circuit Court (felony) cases. This, in effect, eliminated the probation program for misdemeanants (County Court).²⁹

This Act specified that: "any board of county commissioners may provide in its annual budget for payment to the parole and probation commission out of funds collected from those being supervised, such amounts as are agreed upon by the board and commission to be reasonable and necessary. County judges are hereby authorized to levy \$10 per month upon those supervised for purposes of paying for supervision under this act." The effect of this legislation can be seen in the following table.



Supervision of misdemeanants by the Parole and Probation Commission has ceased. The Salvation Army has been commissioned to supervise offenders placed on misdemeanor probation. Supervision consists of one visit with the probationer per month. Ten dollars is assessed from the client per month to cover

the costs of supervision. Due to the limited financial support for this supervision, supervision of misdemeanor probationer is, at present, grossly inadequate.

A survey of local County Judges (N=5) was conducted to determine the judges' reaction to HB 1806. All judges questioned viewed the present situation regarding misdemeanor probation as a problem. Resolution of this problem was viewed as the responsibility of the Florida Legislature. Local judges favor a repeal of HB 1806.

RECOMMENDATION

An effective misdemeanor probation program is needed in Duval County. Responsibility for supervision of misdemeanants should be returned to the Parole and Probation Commission either through a repeal of HB 1806 by the Florida legislature or through a contractual agreement between the City of Jacksonville and the Commission.

COST/BENEFIT

The cost for supervising a misdemeanor on probation is \$.85 per day. The cost for housing a misdemeanor at the Jacksonville Correctional Institution is \$18.15 per day. During fiscal year 1974-75 there were 3,796 misdemeanor probationers. The table below illustrates the cost differences between probation and incarceration:

TABLE 25

Probation & Imprisonment Cost Comparison:

<u>Year</u>	<u>No. Misdemeanor Probationers</u>	<u>Cost/client on Probation</u>	<u>Cost/Imprisonment</u>	<u>Difference</u>
1974-75	3,796	\$3,226	\$68,897	\$65,670

A F T E R C A R E

The problems that an offender encounters in the process of re-integration into his community are in many ways similar to those he encountered before he was incarcerated.³⁰ Statistical data clearly demonstrates the critical problems of pre-release preparation. Violations during aftercare tend to occur relatively soon after release from an institution, nearly half of them within the first six months after offenders are released and over 60% within the first year.³¹ Aftercare should provide a defined plan of employment, suitable residential situation, guidance, personal counseling and other assistance during the critical period of "decompression", as integration into free society.³²

Features of an aftercare program may involve three main factors. (1) Delivery of pre-release services to increase the probability of effective reintegration of the offender into society; (2) Development of a network of supportative residential facilities to aid the offender with gradual reintegration into the community and (3) Supervision and counseling by professionals and volunteers.³³ In all cases the correctional system is encouraged to consider all appropriate strategies but should make clear overall commitment to reintegration into the community, that is helping the offenders to make a successful adjustment back into the community. At the same time the community is encouraged to create new services, programs, and opportunities to facilitate reintegration.³⁴

Humboldt County, California, has a counseling program for selected offenders where complete openness about their own histories is revealed by those persons who have experienced the criminal justice program. Reaction was positive for individuals involved.³⁵

People who re-enter society after incarceration or after experiencing the programs of the Criminal Justice System continue to face adjustment problems. Although inmate training can give the offender an employable skill, and with considerable effort effect job placement, there is no assurance that the ex-offender will continue to be hired or be able to maintain employment. This condition suggests a need for special after-care in order to reduce recidivism and simultaneously render complete, meaningful rehabilitative service to the client.

In summary, the problems of the ex-offender as he reintegrates into his community are large and elusive. Ways to bridge the gap from control by law officers to control by the acceptance of society requires time and assistance from empathetic and concerned people. This professional assistance should be available long after the ex-offender is assimilated into the community in order to provide support in time of need.

Aftercare services for released local offenders have been superficial at best. A small professional capability, coupled with volunteer assistance, is needed to prepare the incarcerated offender for release and to assist in the offender's re-entry into the community.

FACILITY USAGE

FACILITY USAGE

The National Clearinghouse on Criminal Justice Planning and Architecture recommends that all correctional facilities follow the following guidelines;

"Treatment programs involve interaction with community resources and volunteer workers. Facility construction should support this interaction and involvement rather than repel it.

" Facility design should indicate that security elements and detention provisions perform secondary roles; they should not be permitted to dominate facility identity. While the community needs to be protected from dangerous offenders, detention is not the major goal of a facility program. Detention identity is inappropriate to programming which seeks to remove the need for it.

" A receptive attitude towards correctional programs on the part of the offender can and should be supported by the facility's environmental setting.

" Facilities should fit into the external environment in which they are set, in order to reinforce the integration of the facility into the community.

" The facility should seek an identity, in any situation, which supports its particular program objectives and which employs the offender's strengths as the means toward rehabilitation. Effective facility design can ease communication and the development of interpersonal relationships." 35

Implementation of the proposed programs and changes will require modification in the structure and purpose of existing correctional facilities. Two new facilities will also have to be acquired to meet the physical need of the future correctional system.

EXISTING FACILITIES

Duval County Jail - The existing Duval County Jail should be utilized solely for housing pre-trial defendants. All sentenced County offenders (trustees) should be housed in facilities designed for correctional (post-sentence)

treatment. State post-sentence offenders who are awaiting transfer to the State Receiving and Medical Center should be housed at the Jacksonville Correctional Institution. This would increase needed space at the jail and eliminate the time-consuming and costly transportation of pre-sentence defendants to and from J.C.I. This would also provide jail administrators greater flexibility in classifying pre-sentence inmates, and would provide enough space to enable needed renovations to take place with a minimum of inconvenience.

While the Duval County Jail has many physical limitations, it is believed that most of these can be corrected through renovation. Space for programming of defendants, recreational programs, contact visitation, and offices cannot be made available in the Duval County Jail without sacrificing bed space that will be needed in the future. Therefore, alternative space will be needed to effectively process and house pre-sentence defendants.

JUVENILE DETENTION CENTER

This facility should be converted for use as an adjunct facility for processing and housing pre-trial adult defendants. This facility would provide the needed space for recreation, contact visitation, intake-screening, and diagnostic staff, Department of Corrections' administrative offices, as well as needed space for community resources, personnel and volunteers.

The location as well as the physical structure of this facility appear appropriate for use as an adult intake and detention facility. The location in near proximity to the jail and courthouse would enable client flow between the two facilities with minimal difficulty, assuming that security between these facilities was increased.

JACKSONVILLE CORRECTIONAL INSTITUTION (J.C.I.)

The location of Jacksonville Correctional Institution in the northern part of the county presents several disadvantages: the distance (approximately 20 miles) from the jail/courthouse facilities requires a great deal of costly transportation of inmates to and from the facility and to needed services in the community. It also has the negative effect of limiting contact between the inmate and family members. The isolated nature of the J.C.I. also makes it difficult to hire and retain specialized staff, such as nurses and doctors.

The J.C.I. is functionally unable to provide the diversity of services necessary to effectively deal with a heterogeneous inmate population. Inmates are primarily placed on work details according to the needs of the institution as opposed to the needs of the inmate. Formal vocational training programs are available to only a small percentage of the offender population. Formalized professional counseling services are virtually non-existent.

Offenders sentenced to J.C.I. are either misdemeanor offenders or felony offenders sentenced for one year or less. Correctional standards and literature recommend that misdemeanor offenders, to the maximum degree possible, be placed in community-based treatment programs in lieu of institutionalization. Standard CR. 5.02 of the Criminal Standards for Florida's Criminal Justice System, speaks to sentencing of the non-dangerous offender:

"Criteria should be established for sentencing offenders. Such criteria should include:

"1. A requirement that the least drastic sentencing alternative be imposed that is consistent with public safety. The court should impose the first of the following alternatives that will reasonably protect the public safety:

- "a. Unconditional release.
- b. Conditional release.

- c. A fine.
- d. Release under supervision in the community.
- e. Sentence to a halfway house or other residential facility located in the community.
- f. Sentence to partial confinement with liberty to work or participate in training or education during all but leisure time.
- g. Total confinement in a correctional facility.

"2. A provision against the use of confinement as an appropriate disposition unless affirmative justification is shown on the record. Factors that would justify confinement may include:

- a. There is undue risk that the offender will commit another crime if not confined.
- b. The offender is in need of correctional services that can be provided effectively only in an institutional setting, and such services are reasonably available.
- c. Any other alternative will depreciate the seriousness of the offense." 37

In light of the composition of the inmate population at J.C.I., the non-dangerous nature of a majority of the inmates, and the lack of meaningful rehabilitative programs at J.C.I., it is recommended that:

RECOMMENDATION

The Jacksonville Correctional Institution should be utilized as a "last-stop" facility for those inmates who are evaluated to be in need of a secure institutional setting, or who are unable to adjust to a community-based program. Non-dangerous offenders (misdemeanants, alcohol and drug related offenders, and passive mentally ill offenders) should be placed in specialized community-based treatment programs to maximize their chances of successful rehabilitation.

Development of a viable rehabilitation program at J.C.I. will require philosophical changes as well as major functional changes. It is doubtful that the development of such reforms can be accomplished when it is inherent that rehabilitation resources (personnel and funds) would have to compete with resources needed to operate the farm. The goals of operating a rehabilitation program and an efficient farm oper-

ation appear to be in conflict.

The farm operation at J.C.I. provides many City of Jacksonville agencies with food. Discontinuing the farm operation would increase the costs of these city agencies.

However, the cost/benefits of maintaining the farm operation must also consider the costs to the community and the City of Jacksonville through not developing a meaningful rehabilitation program. One offender who becomes a recidivist and returns to J.C.I. a second time will cost the City approximately \$3,780 (based on a second stay of 7 months at \$18/day). This "hidden cost" must be assessed when determining the priorities at the J.C.I.

RECOMMENDATION:

Serious consideration should be given to discontinuing the farm operation at J.C.I. Farm equipment, cattle, swine, food processing buildings and equipment should be sold by the City of Jacksonville through a public auction.

Functional and philosophical changes should be implemented to develop a variety of training and rehabilitative programs at J.C.I. to the maximum extent possible.

FAIRFIELD

The Fairfield Work Furlough facility has traditionally been used to house trustees and work release inmates. This Master Plan has found a need for an increase in the use of work release as an alternative to institutionalization.

A recently completed evaluation of the Fairfield program observed that:

"The presence of trustees at Fairfield House and the resultant overcrowding denies Work Furlough Program participants the space, privacy, and program opportunities which are necessary for receiving full benefits of their work furlough status." 38

Greater utilization of the Fairfield facility would be gained through eliminating trustees from the facility population and using the facility solely for the work release function. Trustees could be evaluated and those eligible could be placed on work furlough status.

RECOMMENDATION:

The Fairfield Work Furlough facility should be utilized solely for handling work furlough inmates. Trustees housed at Fairfield should be evaluated and placed on work-release status to the maximum extent possible.

JACKSONVILLE ADULT DEVELOPMENT CENTER PROJECT

The J.A.D.C.P. project is currently being reorganized by consolidating two facilities and seeking a new facility to be used to house residents in the two existing facilities. This will result in the operation of three (3) facilities instead of the existing four (4). The job development and job placement function is being expanded at Walnut House to enable a larger number of clients to be served. To eliminate duplication of effort:

RECOMMENDATION: The job development/placement functions at Walnut House should be consolidated with the job development and placement services available at Fairfield. All such services should be centrally administered and used to provide needed services to all inmates in the Jacksonville Correctional System.

PROPOSED FACILITIES

A new Work Release Center (in addition to the Fairfield facility) to service the increased number of offenders in need of community-based treatment will be needed to meet the needs of the system through the year 2000. This facility should have a maximum capacity of seventy (70) inmates.

Location - Several issues concerning location of a Community Corrections Center and community acceptance to such a facility have been discussed in the literature:

"Almost any director of corrections who has tried to locate a community-based program will readily affirm the difficulty of obtaining public acceptance when it comes to locating a facility in their community.

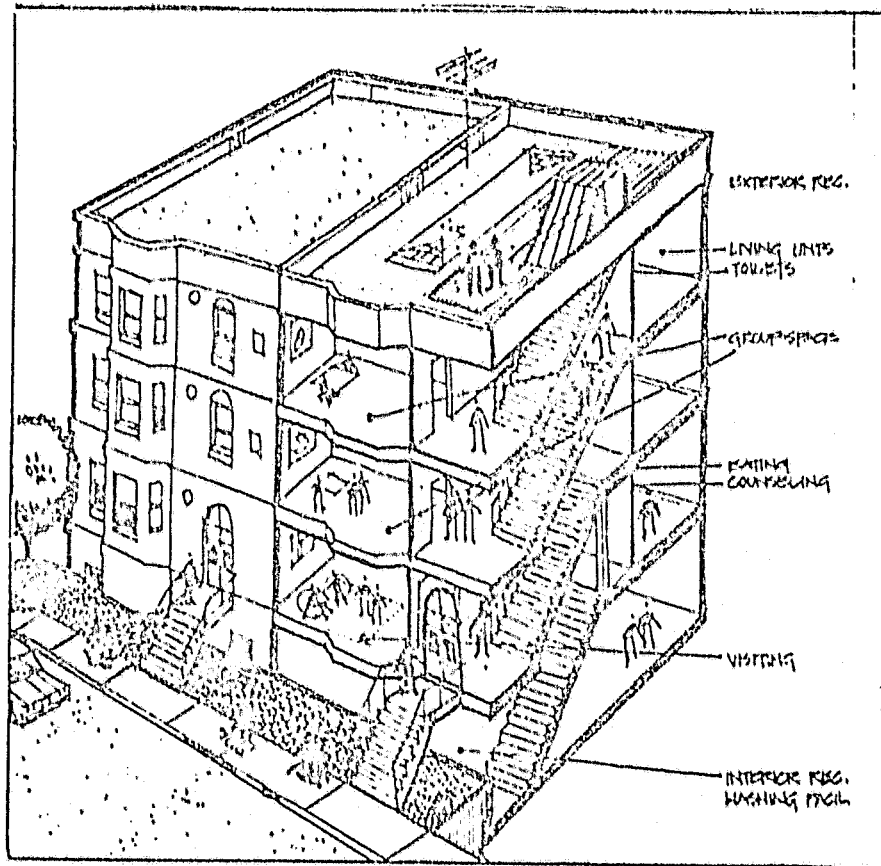
"In The Non-Prison, the authors make the following points about facility location and community acceptance: 39

- "1. locating community correctional centers "right where the problems are" will generally place offenders whom the community knows in their midst and avoid some of the resentment which strangers to that area would cause.
- "2. the Community Correctional Center will be an economic asset to the community by offering jobs and through the commodities and services it purchases.
- "3. the Center will act as a community center for neighborhood activities through shared-use space for meetings, recreation, talks and educational activities. As a community center the entire facility serves to educate the public about crime and its causes, through its presence, by encouraging "walk-in" traffic, and through its shared-use programs.

"To best increase the ability of the Community Correctional Center to perform in the above roles, it should be located near areas like commercial districts which attract pedestrian traffic, thus increasing its exposure.

"Silverstein and Jacobsen suggest that boundaries of existing residential communities be established to find out which ones are antagonistic to one another with facility location to be established on the boundary between such communities; never in the residential heart of any one community. This would be particularly pertinent in gang-dominated localities. 40

"Trying to locate in residential areas usually produces stiff resistance, often leading to the program's failure. What is most important is to have a community correctional program, even if its location is not ideal. Transportation, communication and an active program go far to overcome locational difficulties."⁴¹



"Two options should be considered for the implementation of an effective work-release facility. One, as shown above, involves the renovation of an existing structure such as an apartment building, warehouse, or motel. The second, involves new construction on (city)-owned land, for example."⁴² Renovation of an existing structure is much less costly than constructing a new facility.

RECOMMENDATION:

A new community-based work-release center (in addition to the Fairfield facility) is needed to house approximately seventy (70) offenders. Efforts should be made to obtain an existing structure (motel, apartment building, warehouse, etc.), which could be renovated to avoid costly new construction.

PRE-TRIAL CONDITIONAL RELEASE FACILITY:

Adequate residential space and staffing are needed to implement such pre-trial release mechanisms as a pre-trial work release, community supervision, weekend confinement and study release as alternatives to pre-trial incarceration in the Duval County Jail.

Residential space is needed to house approximately 10 - 20 pre-trial defendants. Staff are needed to provide residential supervision and non-residential supervision of defendants released conditionally. Consideration should be given to contracting with an existing community service agency to implement this function.

This function would ideally be the responsibility of the Florida Probation and Parole Commission. However, the likelihood of the commission having funds to implement this function in Duval County appears slight. Two potential sources of funds should be considered to implement this program: City of Jacksonville General Revenue Bonds or possible LEAA funding.

RECOMMENDATION:

Residential space is needed to house approximately 10-20 pre-trial defendants released conditionally. Staff are needed to provide residential care and supervision of approximately 20-30 non-residential pre-trial defendants. Consideration should be given to contracting with an existing community service agency to implement this program.

NEW JUVENILE DETENTION SHELTER

Use of the present Juvenile Shelter will require the construction of a new facility to house Juveniles. Choosing a location for this facility should take into consideration the proximity to community resources and Juvenile Court functions. Building design should provide adequate space for offices and programs; space to effectively segregate various categories of juveniles (male, female, sophisticated, non-sophisticated, etc.); and design which differentiates between juveniles requiring minimum, moderate and high security. Ideally, individual rooms should be provided to adequately segregate and protect the juveniles housed in this facility.

LONG-RANGE FACILITY NEEDS

Florida Statutes and legislators of the Department of Offender Rehabilitation specify minimum standards for correctional / detention facilities. The present minimum standards regarding inmate space are presently being increased. It is anticipated that a minimum of 55 square feet per inmate will be the future requirement. Based on this requirement, the Duval County Jail, as presently designed, will be able to house a maximum of 321 defendants and remain in accordance with state standards. Assuming that Master Plan recommendations are implemented and the Juvenile Detention Center used to house adult presentence defendants, additional space will be needed by 1985 to house pre-trial defendants.

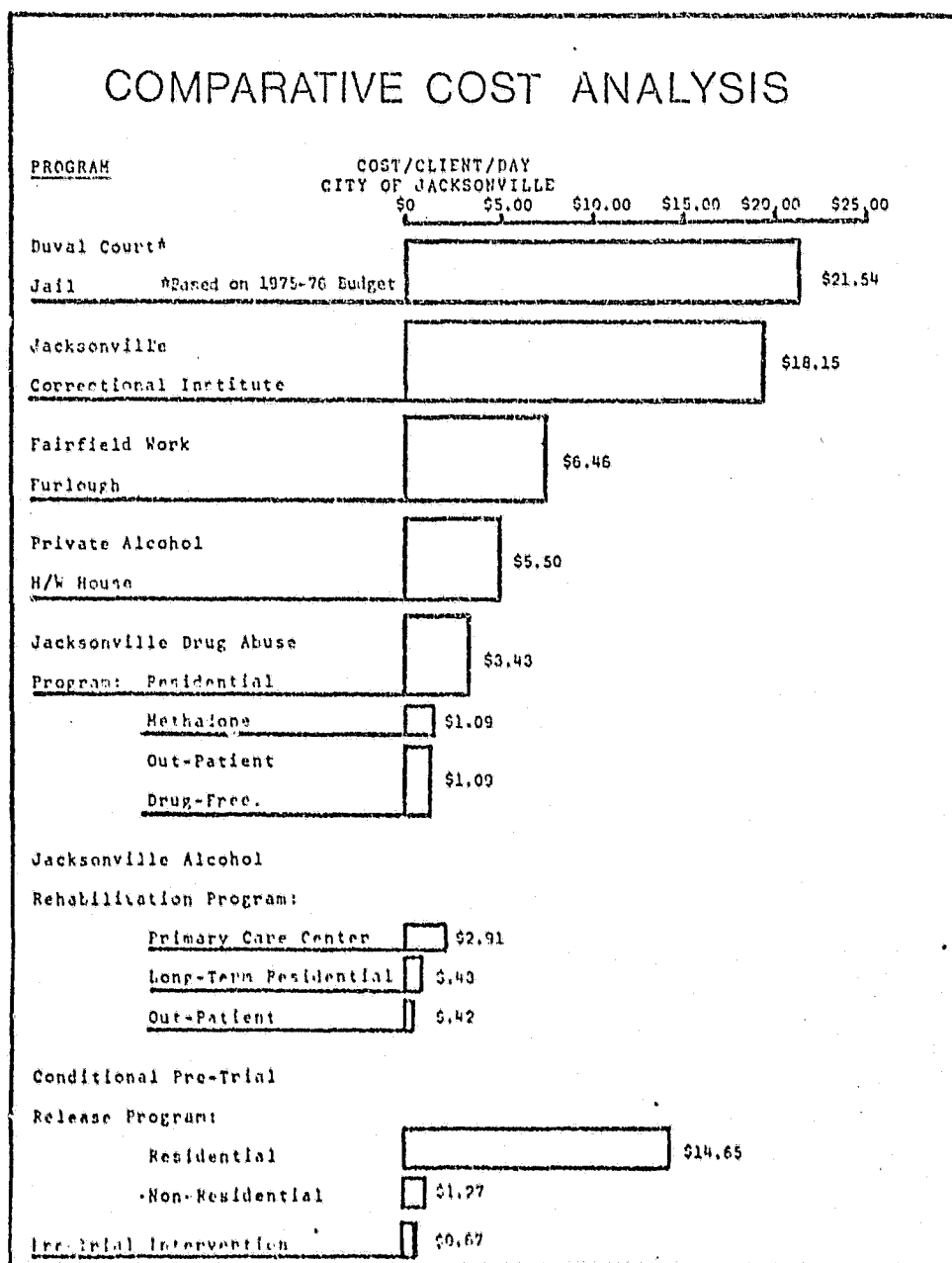
From a cost-effectiveness standpoint, any future construction should focus on either expanding existing detention facilities or building modular-type structures adjacent to the existing detention facility.

A moratorium should be placed on future construction at the Jacksonville Correctional Institution. J.C.I. will be able to house offenders requiring secure incarceration through the year 2000. Future facilities for local offenders should reflect the community-base correctional center concept.

BUDGET ANALYSIS

BUDGET ANALYSIS

A comparison of program costs illustrates the cost effectiveness of utilizing alternatives to the traditionally used Jacksonville correctional facilities. Due to federal and state funding for such programs as the Jacksonville Alcohol Rehabilitation Program, the Jacksonville Drug Abuse Program, the proposed Pre-Trial Intervention Program, etc., the City's financial responsibility is substantially reduced.



PROPOSED BUDGET

The budget analysis below represents an analysis of the estimated minimum costs involved in implementing the programs proposed in this Master Plan. The estimated costs for facility acquisition, renovation and proposed programs represent "ball-park" estimates which need more detailed analysis than was possible during the course of this Master Plan development.

PROGRAM: Duval County Jail

BUDGET:

Personnel services	\$ 147,765
Renovation	500,000
Other Operating Expenses	426,978
Central Services	85,574
Interdepartment services	11,740
Other services	<u>310,222</u>
 TOTAL	 <u>\$3,676,099</u>

REVENUE SOURCE:

Existing City(75/76 Budget)	\$3,161,099
New City	515,000

DISCUSSION:

In addition to funds requested in the 1975-76 Jail Budget an additional \$15,000 is requested to provide one Physician Assistant to enable the medical services program to conform to the Federal Court Order. A minimum of \$500,000 is needed to renovate the jail facility. Renovation should include: expansion of the kitchen area, provision of partitions in dormitory areas and creation of space for in-facility contact visitation.

PROGRAM: Jacksonville Correctional Institution

BUDGET:

Personnel	\$1,186,410
Employee Benefits	154,307
Other Operating Expenses	529,119
Central Services	93,970
Interdepartment Services	2,127
Other Services	117,157
Land and Buildings	<u>50,000</u>
TOTAL	<u>\$2,133,090</u>

REVENUE SOURCE

Existing City	\$2,101,090
New City	\$ 32,000

DISCUSSION:

Approximately \$150,000 should be deducted from this budget if the Farm operation at the Jacksonville Correctional Institution is discontinued. Additional funds are budgeted to provide one Physician Assistant at \$15,000/year and one Social Service Program Administrator at \$17,000/year. The Social Services Program Administrator will be responsible for developing and coordinating treatment resources/programs.

PROGRAM: Fairfield Work Furlough

BUDGET:

Salaries	\$ 195,429
Other Operating Expenses	78,403
Renovation	5,000
Operating Expenses	4,169
Central Services	4,495
Other	<u>16,430</u>
TOTAL	<u>\$ 303,926</u>

REVENUE SOURCE:

Existing City	\$ 223,292
New City	12,490
State	3,587
Federal	64,557

DISCUSSION:

An additional \$12,490 is requested to provide for facility cooling (\$5,000) and a full-time maintenance mechanic (\$7,490).

Fairfield is expected to generate \$39,512 in project income which will defray operating costs.

PROGRAM: Pre-Trial Release Services

BUDGET:

Staff	\$ 111,482
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REVENUE SOURCE:

Existing City	69,924
New City	41,558

SAVINGS:

Yearly Savings	233,235
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DISCUSSION:

The Initial Pre-Trial Release Program housed in the jail will function with a total budget of \$111,482.00. The program will handle approximately 1,250 clients a year at an average cost per client of \$.25 a day. The program will initiate the release of an average of 30 individuals who would have otherwise been incarcerated. The savings this program will generate will come to approximately \$233,235.00.

PROGRAM: Non-Residential Pre-Trial Supervision

BUDGET:

Staff	\$ 11,573
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REVENUE SOURCE:

New City \$ 11,573

SAVINGS:

Yearly Savings \$ 184,964
600 clients per year

DISCUSSION:

The Non-Residential Supervision Program will serve an average of 25 clients a day. The program's total budget will be approximately \$11,573.00. The daily cost per client is \$1.27 compared to the \$21.54 it would cost to house the same 25 people at the Duval County Jail.

PROGRAM: Pre-Trial Release Facility

BUDGET:

Staff	\$ 69,950
Facility Rental	10,000
Food	13,687
Utilities	<u>3,000</u>
Sub-Total	96,637
Project Income	<u>16,396</u>
TOTAL	<u>\$ 80,241</u>

REVENUE SOURCE:

New City \$ 80,241

SAVINGS:

Yearly Savings \$ 37,723
360 clients per year

DISCUSSION:

The Pre-Trial Release Facility with a proposed budget of \$80,241.00 would serve an average of 15 clients per day, at a cost per client of \$14.65 per day. Comparing the cost to Pre-trial Release Facility to housing the same 15 clients per day at the Duval County Jail we realize a yearly savings of \$37,723.00.

PROGRAM: New Work Release Facility

BUDGET:

Staff	\$ 200,000
Facility Rental	20,000
Renovations	5,000
Other Operating Expenses	69,000
Central Services	4,000
Other services	<u>10,000</u>
Sub-Total	<u>308,000</u>
Project Income	<u>-60,000</u>
TOTAL	<u>\$ 248,000</u>

REVENUE SOURCES:

Recommend the use of C.E.T.A. Funds \$248,000. If not available then the City should consider assuming financial responsibility.

SAVINGS:

Yearly savings: \$ 208,232

DISCUSSION:

The New Work Release Facility will function within a budget of approximately \$250,000.00. The facility will house an average of 70 convicted offenders a day, at a cost of \$10.00 per day. The savings this program will realize by diverting these same 70 people from being housed at J.C.I. at \$18.15 per day comes to a yearly total of \$208,232.00.

PROGRAM: Diagnosis & Classification Unit

BUDGET:

Staff	\$ 88,796
Other	<u>10,655</u>
TOTAL	<u>\$ 99,451</u>

REVENUE SOURCE:

New City	\$ 99,451
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DISCUSSION:

Budget requested to support six professional personnel and staff.

PROGRAM: Misdemeanor Probation Service

BUDGET:

Staff	\$ 112,919
Other	<u>7,236</u>
TOTAL	<u>\$ 120,155</u>

REVENUE SOURCE:

New City	\$ 120,155
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DISCUSSION:

To provide a professional staff of nine and assisting staff. State government support is anticipated in the future.

PROGRAM: Aftercare Service

BUDGET:

Staff	\$ 21,840
Other	<u>484</u>
TOTAL	<u>\$ 22,324</u>

REVENUE SOURCE:

New City	\$ 22,324
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DISCUSSION:

Budget requested to support a professional staff of two people and assisting staff.

PROGRAM: ADULT INTAKE FACILITY (Old Juvenile Shelter)

BUDGET:

Staff	\$ 262,302
Other	<u>635,000</u>
TOTAL	<u>\$ 897,302</u>

REVENUE SOURCE:

New City	\$ 897,302
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DISCUSSION:

Budget is requested to provide for 32 professional and support personnel.

PROGRAM: Administrative Staff - Department of Corrections

BUDGET:

Staff	\$ 367,327
Other Operating Expenses	7,500
Travel	<u>5,000</u>
TOTAL	<u>\$ 379,327</u>

REVENUE SOURCE:

Existing City	\$ 48,000
Sale of Farm Operation at JCI	<u>331,827</u>
TOTAL	\$ 379,827

City budget 1975-76 Funds for 1-Director
and 2-Division Heads

DISCUSSION:

Staff requirements for the administration of the new Department of Corrections include: 1-Director, 5-Division Chiefs, 1-planner, 1-evaluator, 2-research assistants, 1-administrative assistant, 1-head of staff development & training, 1-head of community residential facilities, 1-head of probation aftercare, and 11-secretaries.

PROGRAM: Jacksonville Drug Abuse Program

SUPPLEMENTAL FUNDING: \$ 149,905

REVENUE SOURCE:

New City	\$ 37,558
Federal	<u>112,347</u>
TOTAL	<u>\$ 149,905</u>

SAVINGS: Yearly Savings: \$ 161,000

DISCUSSION: If an estimated 30 inmates a day are housed and treated at the Drug Abuse Program as opposed to J.C.I. at \$18.15/day, it will save \$161,000 in City funds. Inmates can be housed at the Drug Abuse Program for \$13.69/day with federal monies funding 75% of the daily cost leaving the City's share \$3.00/day.

PROGRAM: Alcoholic Rehabilitation Program

SUPPLEMENTAL FUNDING: \$ 155,125

REVENUE SOURCE:

New City	\$ 7,756
State	7,757
Federal	<u>139,612</u>
TOTAL	<u>\$ 155,125</u>

SAVINGS: Yearly Savings: \$ 323,000

DISCUSSION: If inmates at J.C.I. show a pattern of D.W.I. or other alcohol related offenses, they should be referred to the Jacksonville Alcoholic Rehabilitation Program for treatment. (Cost per/client/day is \$8.50). If 50 clients a day are treated by the Alcoholic Rehabilitation Program in either their residential or out-patient program, the savings to the City would amount to \$323,000. The amount of the City's allocation of funds to the program would be reduced considerably if the inmates could contribute to the income of the program.

<u>PROGRAM:</u>	<u>Independent Alcohol Halfway Houses</u>	
<u>SUPPLEMENTAL FUNDING:</u>		\$ <u>36,500</u>
<u>REVENUE SOURCE:</u>		
	New City	\$ <u>36,500</u>
<u>SAVINGS:</u>	Yearly Savings:	\$ 95,995

DISCUSSION: In addition to the resources of the Jacksonville Drug Abuse Program, the services of independent alcohol halfway houses can be utilized. If 20 inmates from J.C.I. are being housed at independent halfway houses it would represent savings to the City of \$95,995. The cost of operating the halfway houses can be lowered considerably if the inmates/clients can add to the financial income of the house.

New Juvenile Facilities

If the juvenile detention facilities are converted to an adult detention center, it will necessitate the accumulation of new juvenile facilities. It is approximated that the cost of these facilities will run from \$2 to \$3 million dollars. The City already has \$750,000 in escrow funds in anticipation of this purchase.

The total cost for the Department of Corrections will be \$8,424,500. To achieve the desired amount, the City will have to appropriate \$1,913,908 to the Department of Corrections in addition to the \$5,481,894 already appropriated to the Sheriff's Office for correctional services. The above costs will enable the Department of Corrections to implement the diversionary procedures outlined in this study. These programs will realize savings of \$1,244,149 by placing individuals in various programs and facilities in lieu of more expensive institutional incarceration.

Following the recommendations outlined in this study, it is anticipated that Jacksonville will require additional jail facilities within the next ten (10) years excluding those previously addressed within this study.

NOTES SECTION

FOOTNOTES

1. Florida Judicial System Statistical Report, 197. Page 5.
2. Florida Rules of Criminal Procedure. Page 28
3. State of the Arts Study, January 1975; Page 4
4. Jacksonville Comprehensive Criminal Justice Plan, 1975; Page 111.
5. Ibid; Page 111.
6. Task Force III, Public Protection, Justice, Safety, Environment and Protection, Vol. 1, The Commission on Goals and Priorities for Human Services, Page 4
7. Ibid; Page 4
8. The National Advisory Commission on Criminal Justice Standards and Goals, CORRECTIONS, Washington, D.C.: U.S. Government Printing Office 1973, Pages 302-303
9. "Presentence Investigation and Diagnosis" President's Commission, Page 18
10. Bronx Sentencing Project of the Vera Institute of Justice, Page 3
11. Bail, Page 67.
12. Florida Statutes 944.024
13. Florida Statutes 944.025
14. Rule 3.130, Florida Rules of Criminal Procedure: Tallahassee, Florida 1973, p.10
15. ABA Standards Relating to Fair Trial and Free Press. ABA Comparative Analysis of Standards and Goals of the National Advisory Commission on Criminal Justice Standards and Goals with Standards for Criminal Justice: Washington D.C. 1974. p. 120
16. Standards and Goals Ibid pp 124 - 126
17. "Alternatives to Incarceration - Bail" c 4.6A. Guidelines for the planning and design of regional and community correctional centers for adults: University of Illinois, Urbana Illinois
18. Programs - Community Bail. Correctional Master Plan summary State of Hawaii. National Clearinghouse for Criminal Justice Planning and Architecture: University of Illinois, Urbana Illinois. 1972, p 41
19. Standards and Goals Ibid p 567

20. Volume 1, Ordinance 24.107, Jacksonville Municipal Codes for 1970, pages 12 - 13.
21. American Bar Association Commission on Correction Facilities and Services, Work Furlough in the Consolidated City of Jacksonville: An assessment (Washington, D.C. and Sacramento, California, May 1975) page 8.
22. American Bar Association: Comparative Analysis of Standards and Goals of the National Advisory Commission on Criminal Justice. (Washington, D.C., 1974) page 47.
23. Minimal Standards and Goals for Florida's Criminal Justice System. Preliminary Report Dept. Administration (Tallahassee, Sept. 1, 1974), p 765
24. American Bar Association. ibid p. 474
25. Florida Statutes 74-112 (Senate Bill 215)
26. The President's Commission on Law Enforcement and Administration, "Task Force Report", (Washington, D.C. 1971), p 75.
27. The President's Commission on Law Enforcement and Administration of Justice "Task Force Report: The Courts", Washington, D.C., U.S. Government Printing Office, 1967, p. 32.
28. Ibid
29. House Bill 1806, Florida House of Representatives, p. 7
30. National Clearinghouse for Criminal Justice Planning and Architecture, Correctional Master Plan (State of Hawaii 1975) p. 37.
31. The President's Commission on Law Enforcement and Administration of Justice Task Force Report: Corrections, (Washington D.C. 1967), p 68.
32. Florida Parole and Probation Commission, A New Look, Parole and Probation, (Tallahassee, Florida, 1974), P 15
33. National Clearinghouse, State of Hawaii, IBID, p 37
34. Board of Corrections State of California, Coordinated California Corrections, (Sacramento, Calif., July 1971), p. 19
35. IBID p 76
36. Guidelines NCCJPA D52d
37. Florida Standards, p. 582
38. Work Furlough in the Consolidated City of Jacksonville: An Assessment, Walter H. Busher, Billy L. Wayson.

Footnotes cont...

39. Bradley, Smith, Salstrom, et al. The Non-Prison - A New Approach to Treating Youthful Offenders, (Bruce Publishing Co: St. Paul, 1970), pages 52 - 53
40. See the Unpubl. paper (University of California, Davis, 1970) by Sommer, Jacobson, Silverstein, Part 1: "Research Priorities in Correctional Architecture" and Part 2: "Proposals for Physical and Social Organization of Prisons."
41. Guidelines, NCCJPA
42. Ocean County Correction Plan, Ocean County, N.J., p 43.

APPENDIX

COMMUNITY ALTERNATIVES

	14. Referral From Other Community Agencies			15. Referral From: Police Courts Corrections			16. Additional Cases If Supported			17. If Supported would Offer services to Additional Cases on Referral From: Police Courts Corrections		
	YES	NO	NO RESPONSE	YES	NO	NO RESPONSE	YES	NO	NO RESPONSE	YES	NO	NO RESPONSE
1. ALCO HELP INC.	YES			YES			YES			YES		
2. AMERICAN RED CROSS JACKSONVILLE CHAPTER	NO RESPONSE			NO RESPONSE			NO RESPONSE			NO RESPONSE		
3. CATHOLIC CHARITIES BUREAU, INC.	YES	NO		NO	YES		YES			YES	YES	YES
4. CENTRAL BRANCH YMCA	YES	NO		NO	NO		NO			NO	NO	NO
5. CENTRAL CRISIS CENTER	YES	YES		NO	YES		YES			YES	YES	YES
6. CITY OF JAX RECREATION & PARKS	NO RESPONSE			NO RESPONSE	NO RESPONSE		NO RESPONSE			NO RESPONSE	NO RESPONSE	NO RESPONSE
7. CITY RESCUE MISSION	YES	YES		YES	YES		YES			YES	YES	YES
8. CLARA WHITE MISSION	NO RESPONSE			NO RESPONSE	NO RESPONSE		NO RESPONSE			NO RESPONSE	NO RESPONSE	NO RESPONSE
9. CRIMINAL JUSTICE TRAINING CENTER	NO	YES		YES	YES		YES			YES	YES	YES
10. FAMILY CONSULTATION	YES	YES		YES	YES		YES			YES	YES	YES

COMMUNITY ALTERNATIVES

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15. Referral From: Police Courts Corrections

16. Additional Cases If Supported

17. If Supported would Offer services to Additional Cases on Referral From: Police Courts Corrections

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11. FLORIDA BAPTIST CONVENTION	NO RESPONSE	NO RESPONSE	NO RESPONSE	NO RESPONSE
12. FLORIDA JR. COLLEGE URBAN SKILLS CENTER	YES	NO	YES	YES
13. FLORIDA STATE EMPLOYMENT SERVICE	YES	YES	YES	YES
14. G.J.E.O.	YES	YES	NO	NO
15. HEALTH, WELFARE & BIO-ENVIRONMENTAL SERVICES	YES	YES	YES	YES
16. JACKSONVILLE ALCOHOL REHABILITATION PROGRAM	YES	YES	YES	YES
17. JACKSONVILLE BAPTIST ASSOCIATION	YES	NO	NO	NO
18. JACKSONVILLE DRUG ABUSE PROGRAM	YES	NO	YES	YES
19. JACKSONVILLE URBAN LEAGUE	NO RESPONSE	NO RESPONSE	NO RESPONSE	NO RESPONSE
20. J.A.D.C.P.	NO RESPONSE	NO RESPONSE	NO RESPONSE	NO RESPONSE

COMMUNITY ALTERNATIVES

14. Referral From Other Community Agencies

15. Referral From: Police Courts Corrections

16. Additional Cases If Supported

17. If Supported would Offer Services to Additional Cases on Referral From: Police Courts Corrections

	14. Referral From Other Community Agencies	15. Referral From: Police Courts Corrections	16. Additional Cases If Supported	17. If Supported would Offer Services to Additional Cases on Referral From: Police Courts Corrections
21. J.O.I.C.	NO RESPONSE	NO RESPONSE	NO RESPONSE	NO RESPONSE
22. LEARN TO READ	YES	YES	YES	YES
23. MENTAL HEALTH ASSOCIATION OF JACKSONVILLE	YES	NO	NO	NO
24. MENTAL HEALTH CLINIC OF JACKSONVILLE	YES	NO	NO	NO
25. N.A.B.	NO	NO RESPONSE	NO RESPONSE	NO
26. OFFICE OF SOCIAL & ECONOMIC SERVICES (DHS)	NO RESPONSE	NO RESPONSE	NO RESPONSE	NO RESPONSE
27. PASTORAL COUNSELING CTR	YES	YES	YES	YES
28. PUBLIC SERVICE EMPLOYMENT PROGRAM	NO	NO	NO	NO
29. SALVATION ARMY CORRECTIONS DIVISIONS	YES	YES	YES	YES
30. ST. VINCENT'S COM. MENTAL HEALTH CENTER	YES	YES	YES	YES

Manhattan Bail Project Interview

Point Scoring System Manhattan Bail Project

To be recommended, defendant needs:

1. A New York area address where he can be reached and
2. A total of five points from the following categories:

Prior Record

- 1 No convictions.
- 0 One misdemeanor conviction.
- 1 Two misdemeanor or one felony conviction.
- 2 Three or more misdemeanor or two or more felony convictions.

Family Ties (in New York area)

- 3 Lives in established family home AND visits other family members (immediate family only).
- 2 Lives in established family home (immediate family).
- 1 Visits others of immediate family.

Employment or School

- 3 Present job one year or more, steadily.
- 2 Present job 4 months OR present and prior 6 months
- 1 Has present job which is still available OR unemployed 3 months or less and 9 months or more steady prior job OR welfare.
- 3 Presently in school, attending regularly.
- 2 Out of school less than 6 months but employed, or in training.
- 1 Out of school 3 months or less, unemployed and not in training.

Residence (in New York area steadily)

- 3 One year at present residence.
- 2 One year at present or last prior residence OR 6 months at present residence.
- 1 Six months at present and last prior residence.

Discretion

- 1 Positive, over 65, attending hospital, appeared on some previous case.
- 0 Negative --- intoxicated --- intention to leave jurisdiction.

On this scale, if a defendant scores 5 or more points, he/she is recommended for ROR.

END

7 10 11 11000