



**Flagler County Board of County Commissioners
Workshop**

(Followed by a Special Meeting of the Flagler County Board of County Commissioners for Any Action)

**Emergency Operations Center, Building 3
1769 E. Moody Blvd., Bunnell, FL 32110**

**Monday, July 2, 2012 Immediately
Following Regular Board Meeting**

AGENDA

1. **Call to Order**
2. **Pledge to the Flag and Moment of Silence**
3. **Welcome:** Flagler County Board Chair
4. **Discussion of Jail Expansion**
5. **Discussion of Half Cent Sales Tax**
6. **Adjournment**

While this is a workshop only and no decisions are expected to be made by any of the governmental bodies, if a person decides to appeal any matter that may be discussed for a future proceeding, a record of the workshop may be needed and, for such purposes, the person may need to ensure that a verbatim record of the workshop is made.



**Flagler County Board of County Commissioners
Special Meeting**

**Emergency Operations Center, Building 3
1769 E. Moody Blvd., Bunnell, FL 32110**

Monday, July 2, 2012

AGENDA

1. Call to Order.
2. Pledge to the Flag and Moment of Silence.
3. Request the Board take actions as deemed necessary regarding issues discussed at the Workshop on this date.
4. Adjournment



1990 Flagler County Jail



TODAY WORKSHOP DISCUSSIONS

- Overview of Jail Issues
- Potential Options For Upgrading
- Potential Capital Costs
- Potential Operating Costs
- Potential Funding Needs

OVERVIEW OF JAIL ISSUES

- **Jail Administrator Becky Quintieri**
At 1 PM
- **Circuit Court Judge Raul Zambrano**
(Judicial Challenges)
- **Circuit Court Administrator Mark Weinberg**
(Other Circuit Correction Facilities)
(Jail Diversion Programs)

OVERVIEW OF CURRENT JAIL ISSUES

CURRENT FACILITY

- Built in 1990 – Opened in 1991
Design /Build Contractor \$3.3 Million
- Based on 1980's data/Death
- 132 Beds - 4 Pods 21,265 s.f.
- Pod A - 24 beds Pod B- 32 beds
- Pod C – 64 beds Pod D - 14 beds
- New Inprocessing Facility Completed in
2008 -3,370 s.f. 900K

ISOLATION CELLS

- 10% is recommended (13)
- 3% is what we have (4)
- Management is more difficult
- Officer Safety is a concern

MEDICAL FACILITIES

- Medical Facilities inadequate in size and equipment.
 - Manage better with proper facilities
 - More on site care/less off site
- Limited Medical Isolation
- Detox and Special Care

SUPPORT FACILITIES

- Laundry Facilities – Undersized
- Maintenance Work Area
- Staff Areas – Office, Break, Tng
- 2nd Departure Point for Inmates
- Separate Visitor/Staff Entrances
- Separate Visitor/Staff Parking Area

STORAGE FACILITIES

- Inmate Personal Property
- Inmate Clothing Facility
- Dry Good Storage
- Tray and Serving Container Storage
- Consumable Storage (TP/Other)
- Conflict with expansion

VISITORS ISSUES

- Family Visitation Poor/Staffing
- Lawyer Visitation Difficult
- First Appearance Issues
- Lack of Space for Outside Assistance – GED, Counseling, Etc.

SEPARATION ISSUES

- Larger amounts of females
- Many Juvenile as adults
- Changing Standards for Separation
- Mix of Violent /Non-violent
- Mix Sentenced/Non-Sentenced
- More medical(drug) and mental

NUMBER OF CELLS

- Diversion Programs
- Judicial Cooperation
- Cost of Overcrowding
- Safety of Overcrowding
- Increase in Separation/Specialty Issues
- Stress on inadequate Facilities

Historic Reported Crime

Crime	1990	1998	1999	2000	2001	2002	2003	2004	2005
County Population	26,500	44,300	47,000	49,800	53,300	56,800	59,200	69,700	75,800
Total Index Offenses - Flagler County	1,188	1,395	1,172	1,394	1,388	1,357	1,550	1,629	1,984
<i>Crime Rate per 1,000</i>	45	31	25	28	26	24	26	23	26

Crime	2006	2007	2008	2009	2010	2011	% Change 1990-2010
County Population	78,600	93,600	95,500	94,900	94,900	94,900	258.11%
Total Index Offenses - Flagler County	2,296	2,724	2,458	2,588	2,480	2,376	108.75%
<i>Crime Rate per 1,000</i>	29	29	26	27	26	25 ¹	-44.23%

Source: Flagler County Sheriff's Office, Florida Department of Law Enforcement UCR Reports, and U.S. Census Bureau - American Fact Finder

¹ Crime rate per 1,000 for 2011 calculated using 2010 population

- The number of offenses have more than doubled
- The population has more than tripled

Historic Arrest Data

Arrests	1990	1998	1999	2000	2001	2002	2003	2004	2005
Total Arrests	1,223	1,737	1,788	1,718	1,993	2,145	2,452	2,183	3,403
Adult	1,107	1,419	1,530	1,423	1,698	1,769	2,008	1,811	2,895
Juvenile	116	318	258	295	295	349	444	372	508
Male	1055	N/A ¹	N/A	N/A	N/A	N/A	N/A	1720	2661
Female	168	N/A	N/A	N/A	N/A	N/A	N/A	463	742

Arrests	2006	2007	2008	2009	2010	2011	% Change 1990-2011
Total Arrests	3,629	3,067	3,239	3,182	3,451	3,381	176.45%
Adult	3,126	2,749	2,926	2,910	3,229	3,117	181.57%
Juvenile	503	321	313	272	222	264	127.59%
Male	2847	2445	2584	2409	2661	2557	142.37%
Female	782	622	655	773	790	824	390.48%

Source: Flagler County Sheriff's Office and Florida Department of Law Enforcement UCR Reports

¹ Male/female arrest data not reported prior to 2004

- **The total number of arrests has more than tripled**
- **Substantial increase in the number female arrestee**
- **Juvenile is for more serious crimes**

Historic and Comparison of Incarceration Rate

(Ratio of Jail's Average Daily Population to Total Population per 1,000)

Area	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Flagler County	1.4	1.7	1.6	1.8	2.0	1.6	1.1	1.3	1.6	1.9
Indian River	2.8	3.0	3.1	3.9	4.2	4.0	3.6	3.7	3.8	4.0
Sumter	3.1	2.7	3.2	3.4	2.8	3.0	2.5	2.6	0.0	2.5
Nassau	1.9	2.2	2.6	2.5	2.1	1.9	2.8	2.7	3.0	3.8
Putnam	2.4	2.7	2.7	2.9	3.0	2.8	2.8	2.4	2.7	3.0
Average	2.3	2.5	2.9	3.2	3.0	2.9	2.9	2.9	3.2	3.3
State of Florida	2.7	3.1	3.1	3.0	3.3	3.5	3.4	3.3	3.1	3.3

Area	2004	2005	2006	2007	2008	2009	2010	2011	% Change 1994-2001
Flagler County	1.9	2.1	2.0	1.3	1.3	1.4	1.6	1.6	14.29%
Indian River	4.4	4.6	4.3	3.9	3.8	3.6	3.7	3.4	21.43%
Sumter	2.5	0.0	3.5	2.6	2.3	2.6	3.2	3.0	-3.23%
Nassau	4.3	4.8	3.9	3.5	3.5	3.4	3.4	3.4	78.95%
Putnam	3.9	3.1	3.1	3.3	3.8	4.2	4.3	4.5	87.50%
Average	3.8	4.2	3.7	3.3	3.4	3.5	3.7	3.6	56.52%
State of Florida	3.3	3.4	3.4	3.5	3.5	3.2	3.1	3.0	11.11%

Source: County Detention Facilities Annual Reports, FL Department of Corrections, 1996-2011

Appears to be an artificially low incarceration rate

SUMMARY OF JAIL SPACE CONCERNS

- Increased Liability
- Staff Safety Issues
- Financial Cost
- Lost Court Time
- Difficult Management
- Less treatment

WHAT IS THE PROPER ADDITION???
HOW MANY CELLS???
SUPPORT SQUARE FOOTAGE???

ANSWER

- Not Right /Wrong Answer
- Too Small/Too Large Inefficient
- Disjointed if too many additions
- Starting with a deficiency
- Must plan for some growth
- Information from 2005 Study
- Information 2007 RFP

Projected Average Daily Population

Projected Average Daily Population	2010	2015	2020
Model 1 - ARIMA	205	257	310
Model 2 - Exponential Smoothing	189	227	264
Model 3 - Historical Percent Increase	257	362	467
Model 4 - Ratio to Population Growth	516	300	398
Model 5 - Projected ADM and ALOS	198	253	310
Average of All Models:	213	280	350

Source: Carter Goble Lee; May 2005

Bed Space Projection

Bed Space Projection	2010	2015	2020
Projected Avg. Daily Population	213	280	350
Peaking = 12.2%	26	34	43
Classification = 6%	13	17	21
Total Projected Beds	252	331	413

Source: Carter Goble Lee; May 2005

Estimated New Square Footage	54,280	79,768	106,318
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Regional Jail Capacity Comparison

Facility	Number of Beds	Total County Population (2010)	Ratio of Beds per 1,000 Population
Flagler County Jail	132	95,696	1.38
St. Johns County Jail	733	190,039	3.86
Nassau County Jail	315	73,314	4.30
Clay County Jail	471	190,865	2.47
Putnam County Jail	231	74,364	3.11
Volusia County ¹	1,494	494,593	3.02
Average	376	124,856	3.02

Source: Flagler County Sheriff's Office; U.S. Census, American Fact Finder; University of Florida Bureau of Economic and Business Research

¹ Combined capacity of Volusia County Correctional Facility and Volusia County Branch Jail

Jail Capacity by Classification

Facility	# Beds	Male Beds	Female Beds
Flagler County Jail	132	118	14
St. Johns County Jail	733	632	101
Nassau County Jail	315	235	80
Clay County Jail	471	372	99
Putnam County Jail	231	196	35
Volusia County ¹	1,494	1,110	384
Average	563	444	119

Source: Flagler County Sheriff's Office; U.S. Census, American Fact Finder; University of Florida Bureau of Economic and Business Research

¹ Combined capacity of Volusia County Correctional Facility and Volusia County Branch Jail

2007 FLAGLER COUNTY RFP SENT OUT

- Phase I
 - Reduce 132 beds to 118 beds
 - 252 new Beds total
 - 60 Isolation Beds/30 cells
 - 192 beds/48 cells
 - 48 Direct Supervision
 - Total 370 beds
- * Note: Does not include inprocessing cells

2007 FLAGLER COUNTY RFP SENT OUT

All Direct Supervision

- Phase II – 96 beds/48 cells/466 Total
- Phase III – 96 beds/48 cells/562 Total
- Phase III – 96 beds/48 cells/658 Total

- Master Programmed Support Services

STAFF RECOMMENDING

- Hybrid of Indirect Supervision with some direct supervision
- 130 to 240 cells at logical phase line with isolation/segregation/retrofit
- Does not include support services.
- Master Plan future phases
- Master Programmed Support Services

WHAT COULD DESIGN COST?

ARCHITECTURAL COST ESTIMATES

Project Name:	Flagler County Correctional Facility Addition/Rehab						
✕ CONSTRUCTION COST FOR BUILDING (Sitework Not Included) COMPLEXITY GROUP - PERCENTAGE	A	B	C	D	E	F	G
	\$ 20,000,000	6.92%	6.55%	7.41%	6.17%	5.82%	5.46%
CALCULATED FEE	\$1,383,926	\$1,310,001	\$1,482,837	\$1,234,900	\$1,163,950	\$1,091,860	\$1,244,476

Instructions: Fill in probable construction cost at left and push enter key.

GROUP DEFINITIONS:

"A" - **CONSIDERABLY MORE THAN AVERAGE COMPLEXITY:** Complex Laboratories, Medical Hospitals, Emergency Management Centers

"B" - **MORE THAN AVERAGE COMPLEXITY:** Average Laboratories, Mental Hospitals, Simple Medical Hospitals, Clinics, Court Houses, Theatres, Complex University Buildings, Special Purpose Classrooms, Laboratory Classrooms, Libraries, Auditoriums, Museums, Air Terminals, Food Service Facilities, Specialized Detention Areas, Detention-Treatment Areas, Residences

"C" - **REPAIRS AND RENOVATIONS:** Miscellaneous Repairs and Renovations, Alterations to Office Space or Dormitory Space, Fire Code Corrective Work

"D" - **AVERAGE COMPLEXITY:** General Office Space, General Teaching Space, Gymnasiums, General Detention Living Facilities, Factory Buildings

"E" - **LESS THAN AVERAGE COMPLEXITY:** Apartment Buildings, Dormitory Buildings, Service Garages, Stadiums, Repetitive Design Facilities, Office Buildings With Undefined Interior Space (open for later partitioning), Specialized Parking Structures

"F" - **CONSIDERABLY LESS THAN AVERAGE COMPLEXITY:** Warehouses, Parking Garages, Storage Facilities

"G" - **BUILDING ENGINEERING SERVICES:** Mechanical, Electrical and Structural not exceeding \$1,000,000 in construction (Not including Site Civil

EXAMPLES OF RECENT PROJECTS DESIGN COSTS

➤ Courthouse - CM

- Design Fees \$1,800,000 5.6%
- Based on \$32 Million Dollar Project

➤ Government Services Building

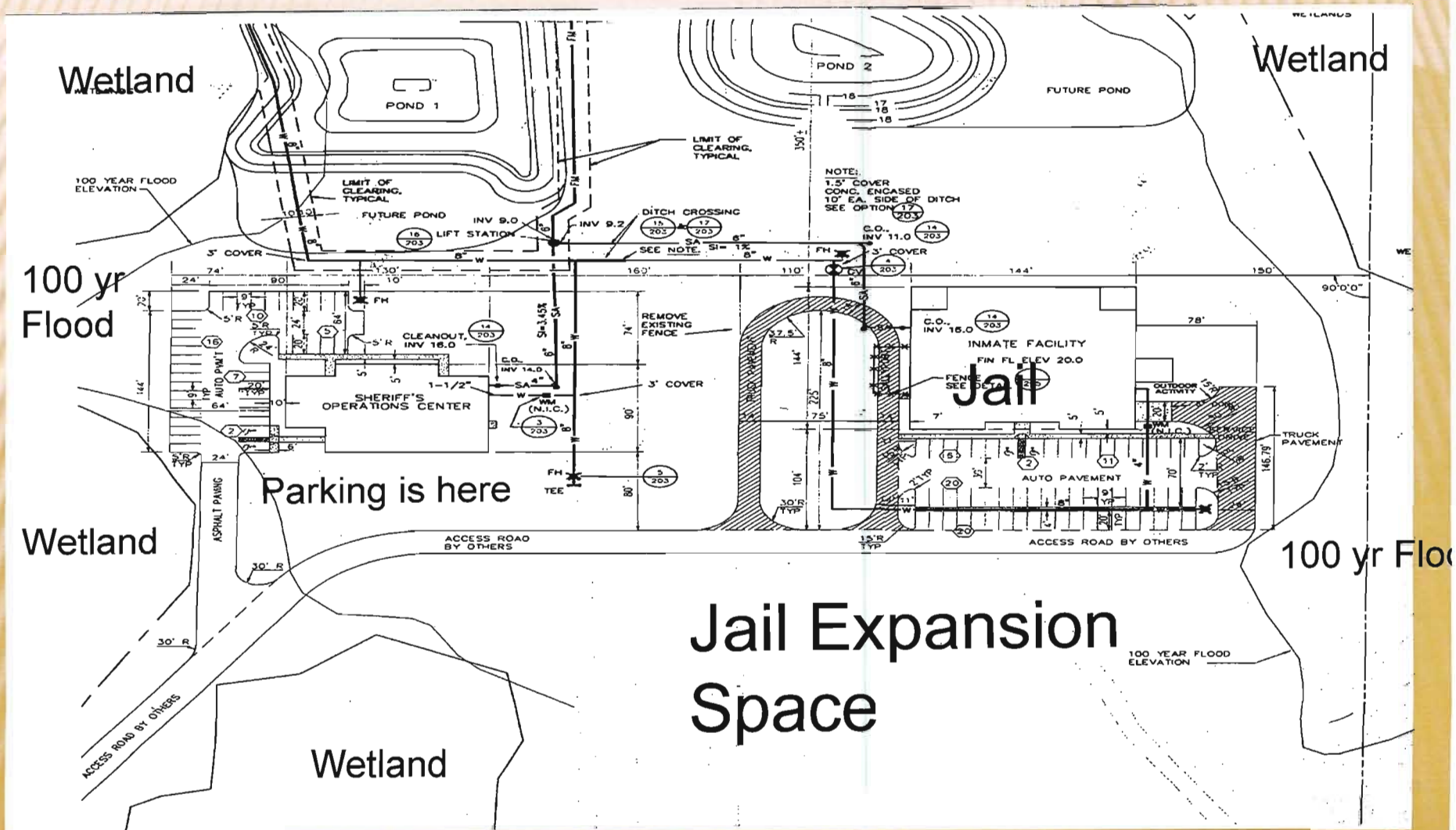
- Design Fees \$850,000 4.7%
- Based on \$18 Million Dollar Project

Estimate 5%-7% or \$1 - \$1.5 million

WHAT COULD A PROJECT LOOK LIKE?

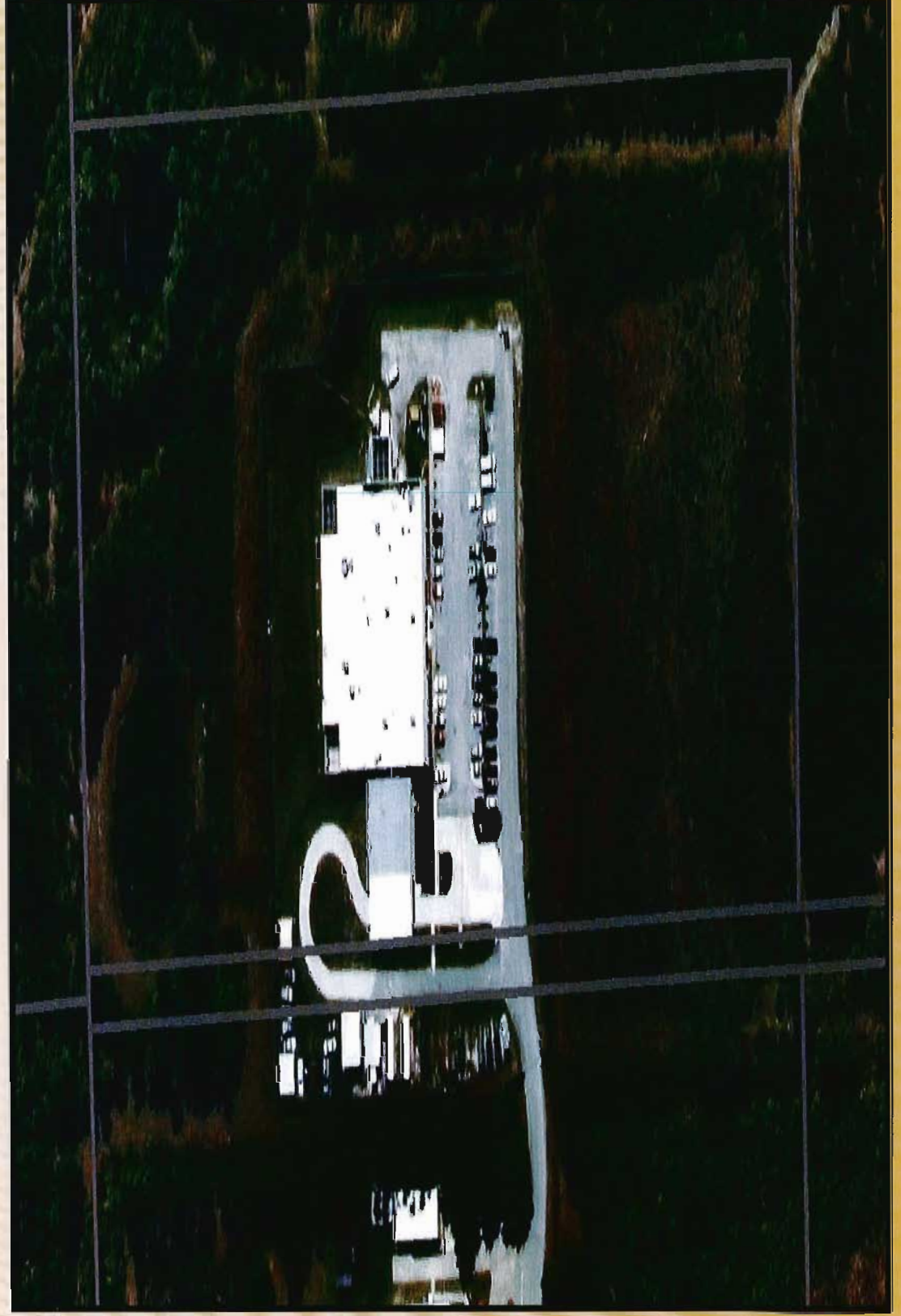


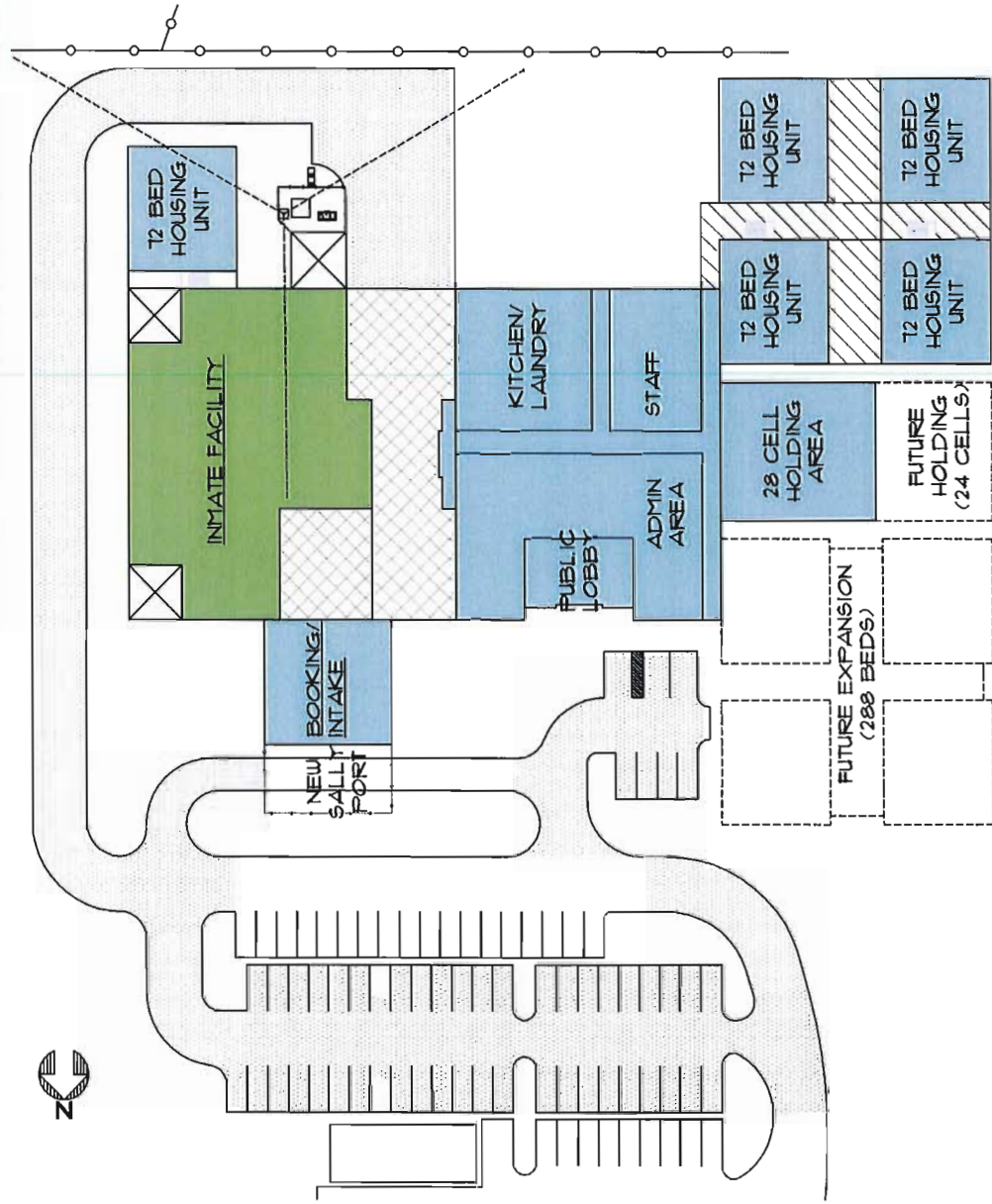
**FLAGLER
COUNTY**
FLORIDA



Jail Expansion Space

Flagler County Jail – Aerial Photo





FUTURE EXPANSION

WHAT COULD CONSTRUCTION COST?

Preliminary Project Cost Estimates Summary

Item	Projected		
	2010	2015	2020
New Construction			
New Jail Annex SF	54,280	79,768	106,318
Project Cost New Jail Annex @ \$350/SF	\$18,998,000	\$27,918,800	\$37,211,300
Renovation			
Existing Jail SF	22,700	22,700	22,700
Existing Jail Renovation @ \$195/SF	\$4,426,500	\$4,426,500	\$4,426,500
Parking Spaces			
Existing Jail	76	76	76
New Jail Annex	153	225	300

2010- \$23 Million+

2015 - \$32 Million+

2020 - \$41 Million+

STAFF RECOMMENDED

- 16,000 s.f. Support \$ 4,000,000
(\$250s.f)
 - 200 cells \$10,000,000
(\$50,000 cell)
 - 12,500 s.f. Retrofit \$ 2,000,000
(\$160s.f.)
- Total \$16,000,000

WHAT COULD EXPANDED OPERATIONS COST?

CURRENT SHERIFF INMATE FACILITY BUDGET

2011/12 Budget

➤ Personnel	\$4,232,293
➤ Operations	<u>\$ 878,933</u>
Total	\$5,111,226

Note: 132 bed facility

FUTURE OPERATION COSTS

- Unable to accurately predict until design is complete
- Indirect/Direct Model blend is more affordable than Direct
- Higher Capital/Lower Operating
- Rough Estimate 3-4 Million More (based on at least double size)

WHAT ARE ALL THE COSTS?

SUMMARY OF PROJECT ESTIMATES

➤ Design	\$1 -1.5 Million
➤ Permitting	\$1 Million
➤ Site Work	\$1-1.5 Million
➤ Bldg Construction	<u>\$16 Million</u>
Total	\$19-20,000,000
➤ Operation Costs	\$3-4 Million Annually

FINANCING

- Unknown depending on financing date and amount
- Study used 4.5% for 30 years
- Shorter term recommended
- Example 4.5% 15 years \$19 Million
\$1,760,000 in annual costs

HYPOTHETICAL TIMELINE

- August 2012 RFP
- August-Dec 2012 Select/Contract
- Jan-Dec 2013 Design/Permit 6 Mo
- Jan 2014 –Dec 2015 Construction
(18-24 months)
- Occupancy 2016 (3 Year Process)

RECOMMENDATIONS

- **Accept Staff preliminary suggestions for jail expansion.**
- **To avoid losing 12-18 months time - Issue an RFP for Design of the Facility in Two Phases**
- **Phase I will be 30% or 60% with available funds and will include all site design/permitting. 500K**
- **Phase II will be for the final building permitting and construction bid specification.**

Questions Discussion Direction