

# PUBLIC SAFETY COORDINATING COUNCIL

## AGENDA

### FOR

Meeting on Tuesday, May 16, 2023

**3:00 P.M. – 5:00 P.M.**

*\*Note earlier start time*

- I. Approval of April 18, 2023 Meeting Minutes – Chairman Proctor
- II. LCDF Population Updates and Discussion – Chief Norman Mack, Leon County Sheriff's Office
- III. Leon County Detention Facility Tour – Chief Norman Mack, Leon County Sheriff's Office
- IV. Update on Criminal Justice Consultant Contract – Teresa Broxton, OIDA Director
- V. Other Business

Next Meeting: *June 27, 2023*

*4:00 PM*

*Commission Chambers, 5<sup>th</sup> Floor, Leon County Courthouse*

Public Safety Coordinating Council

April 18, 2023 Meeting Minutes

**Council Members (or designee) in Attendance:**

|                       |   |
|-----------------------|---|
| Bill Proctor          | County Commission                                 |
| Judge Augustus Aikens | Judiciary   |
| Brylan Jacobs         | Florida Department of Corrections                 |
| Owen McCaul           | State Attorney's Office                           |
| Chief Norman Mack     | Leon County Sheriff's Office                      |
| Jessica Yeary         | Public Defender                                   |
| Rebecca Kelly-Manders | REfire Culinary Program                           |
| Anne Meisenzahl       | Big Bend AFTER Reentry Coalition                  |
| Nancy O'Farrell       | National Alliance on Mental Illness - Tallahassee |
| Teresa Broxton        | Intervention and Detention Alternatives           |

**Also, in attendance:**

|                   |                               |
|-------------------|-------------------------------|
| Wanda Hunter      | County Administration         |
| Jason Laursen     | Tallahassee Police Department |
| Kendra Brown      | Court Administration          |
| Jasmine McQueen   | Apalachee Center, Inc.        |
| Michael MacNamara | Public Defender's Office      |

The meeting was called to order at 4:00 PM

Issues Discussed

I. Approval of the March 28, 2023 Meeting Minutes

Owen McCaul motioned and was seconded by Rebecca Kelly-Manders to approve the March 28, 2023 meeting minutes. The Council voted unanimously in support.

II. Askew School of Capstone Presentation: Legislative and Judicial Implications on Leon County's Incarcerated Population – Dr. Linda Schrader, Professor, Askew School of Public Administration and Policy

Dr. Schrader shared that the Askew School of Public Administration met with the County Administrator and his leadership team and eight potential research topics were identified for the students' Capstone Projects. The master's level student teams selected four of the topic areas to investigate over the past two semesters. Dr. Schrader introduced the student team consisting of Andrew Baxter, Wendy Diaz, and Madisen Maring.

Legislative and Judicial Implications on Leon County's Incarcerated Population - Capstone Project and Presentation Materials

PowerPoint Presentation – Attachment #1

Capstone Paper – Attachment #2

Data and Analysis – Distributed via E-mail due to volume

Commissioner Proctor thanked and commended Andrew, Wendy, and Madisen on a high quality report and presentation. He stated that the in-depth research would certainly be a precursor to the consultant study the County will begin to evaluate the issue researched by them and others impacting the local criminal system and detention facility population.

III. Court Administration Reports – Ina Hawkins, Criminal Court Manager  
*Tabled until June 27, 2023 Meeting*

IV. Electronic Monitoring Reports – Teresa Broxton, IDA Director  
*The March 2023 electronic monitoring reports is included in the minutes as Attachment #3.*

V. Other Business

Ms. Broxton confirmed the Council's interest in proceeding with a tour of the Leon County Detention Facility for the May 16, 2023 meeting.

Next Meeting: *Tuesday, June 27, 2023*  
*4:00 PM*  
*Commission Chambers, 5<sup>th</sup> Floor, Leon County Courthouse*

# **Legislative and Judicial Implications on Leon County's Incarcerated Population**

**Presentation to:  
Leon County  
Public Safety Coordinating Council**

Andrew Baxter  
Wendy Diaz  
Madisen Maring

April 18, 2023





# Agenda

- Problem Statement
- Literature Review
  - Judicial Processes Introduction
  - COVID Impact on Judicial Processes
  - Weighted Caseload Request Process
- Research Methodology
  - Data Analysis Examples
- Policy Options and Strategies
- Policy Prioritization



# Problem Statement

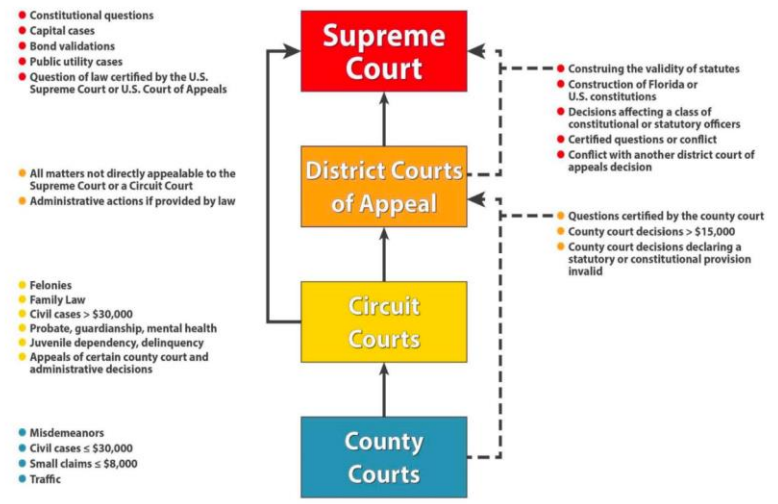
*Identify best practices and policies within Florida's Circuit Courts that will enable Leon County to work with the 2nd Circuit to streamline court operations with the goal of reducing the inmate population within the County Jail.*



# Interdependence of Court Systems Focus on 2nd Circuit and Leon County

- Florida Circuit and District Court System
  - Leon county is under the 2nd Judicial Court along with five other counties.
- County Correctional Facilities and Detention Centers
  - County detention centers are at the core of the overcrowding issue throughout Florida.
  - They house inmates under the county jurisdiction, pre-trial offenders, and post-trial offenders pending transfer.

## Florida Courts Jurisdiction

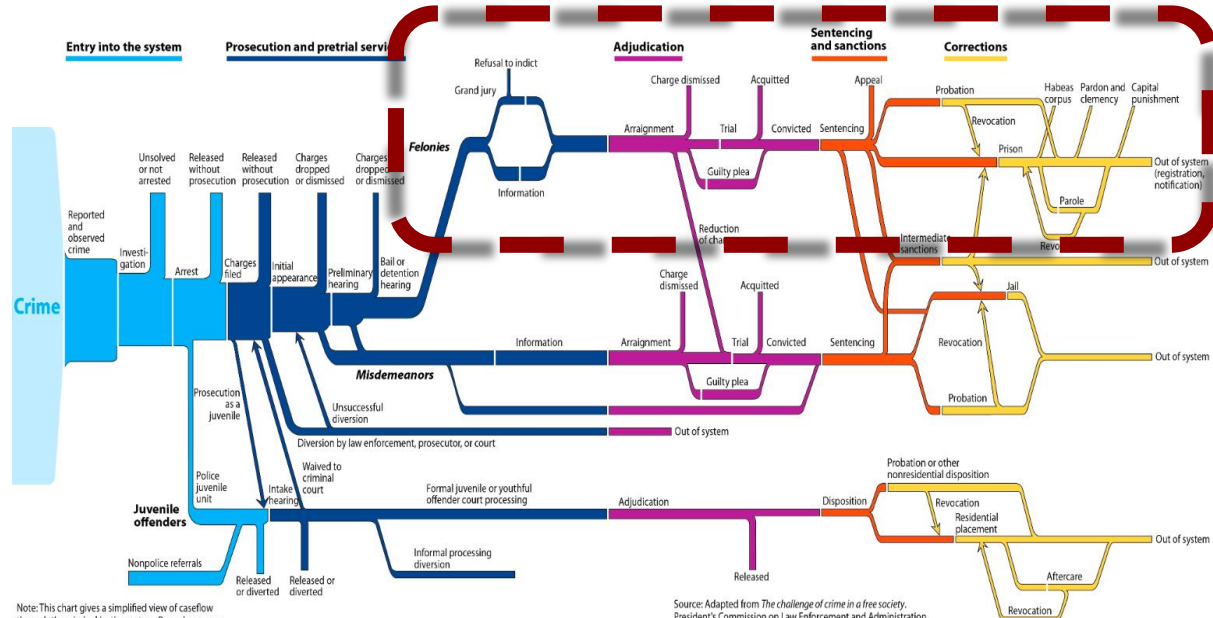


This chart is a general guide to the jurisdiction of the courts in Florida. It is not intended to be comprehensive; many exceptions exist.

# Disruptions have an impact on Court Processing Time and Program Opportunities.



What is the sequence of events in the criminal justice system?



Note: This chart gives a simplified view of caseload through the criminal justice system. Procedures vary among jurisdictions. The weights of the lines are not intended to show actual size of caseloads.

Source: Adapted from *The challenge of crime in a free society*. President's Commission on Law Enforcement and Administration of Justice, 1967. This revision, a result of the Symposium on the 30th Anniversary of the President's Commission, was prepared by the Bureau of Justice Statistics in 1997.

- Offender Processing
  - This system can be quite extensive, and until the final sentencing and scheduled transfer these classified inmates are housed in county detention facilities.
  - Many alternative to incarceration programs do not apply to inmates that are found within county detention facilities.



# COVID Impact on Judicial Processes

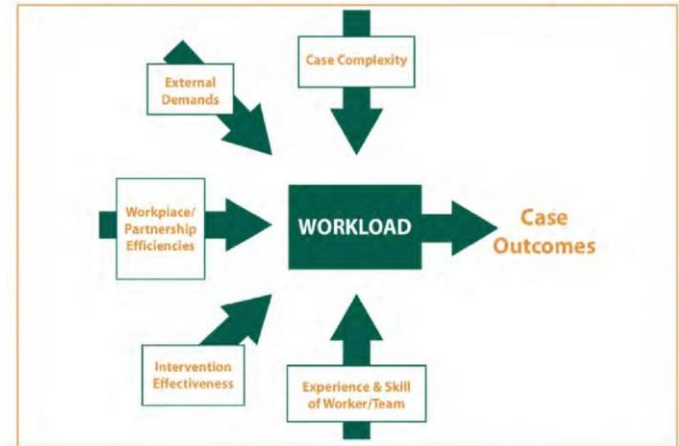


- Jury trials suspended for 10 months, depositions were postponed due to court closures.
- Leon County lowered its inmate population to an average of 964.
- The solution was short-term, and the average inmate population increased back to 1,150.
- The court started dealing with the backlog which resulted in longer stays.
- 2020 UCR shows a 19.64% decrease in criminal offenses and an 18% decrease in total adult arrests
- Number of violent offenses increased by 6.2%.
- Since 2019, an average of 97% of incarcerated individuals are serving for violent offenses at Leon County Detention Center.
- It would be beneficial to examine the nature of the offense an inmate is serving correlates to the time served as well as examine trends in the increase of violent offenses may aid in helping to form policies around all of the factors that contribute to the inmate population, and the caseload of judges in the second circuit.



# Weighted Caseload Request Process

- Step One: Annual review of the need for new judges for each circuit court, approval needed by by the District Court of Appeal Budget Commission.
- Step Two: If approved, a request is sent to the Supreme Court for the certification of additional judges.
- Step Three: If certified, a request is sent to the State Legislature where they either approve or deny an additional judge.
- The 2nd circuit has requested one judge each year. In the past 4 years, the supreme court or state legislature has not approved additional judges.
- The last time the second circuit requested and was approved and certified for a new judge was in 2005, when they were granted one additional judge.



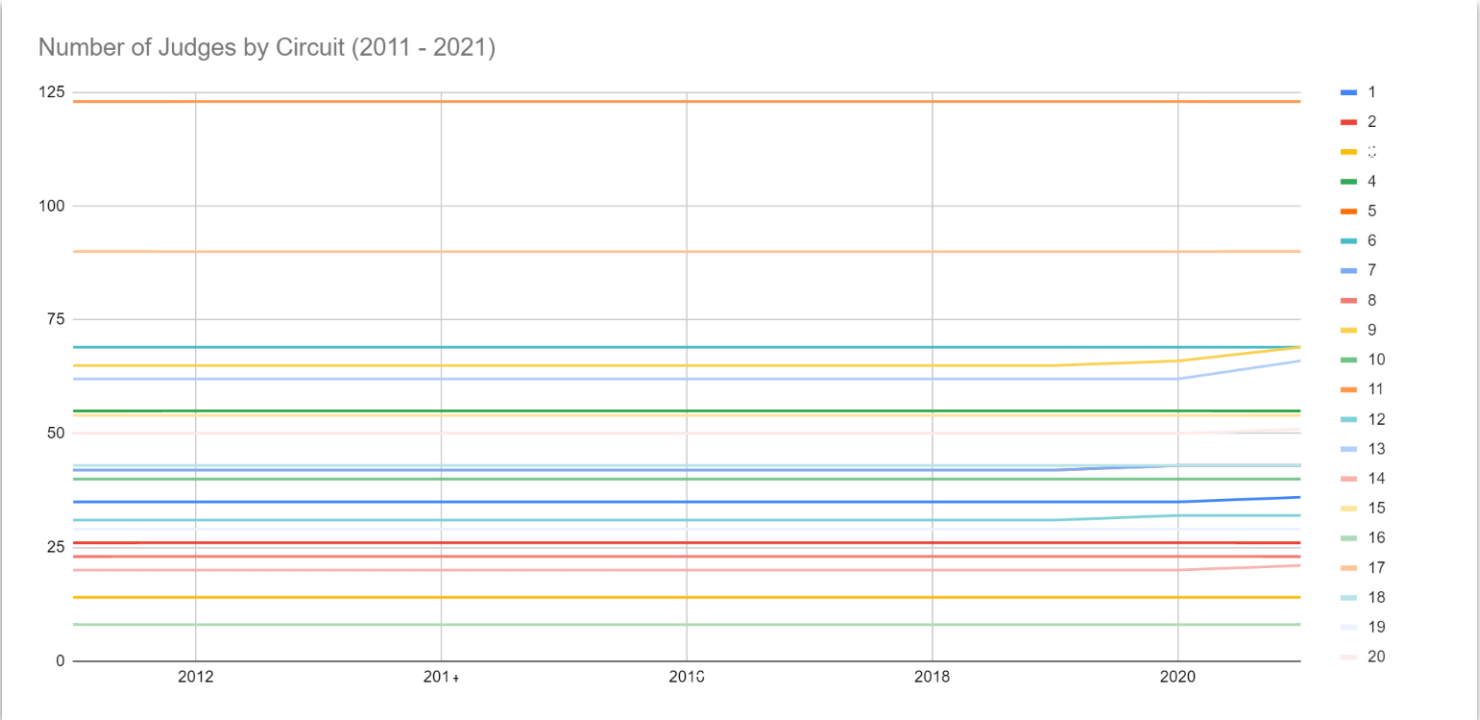
# Research Methodology - Overview



- Benchmarking data, Over Time, On Multiple Variables
  - (*Over 12,318 Data Points*)
  - 11 Years of Data (2011 - 2021)
    - Population by County and by Circuit
    - Number of Judges Per County and Circuit
    - Number of Criminal Filings Per Circuit
    - Criminal Disposition Quantities Per Circuit
    - Criminal Case Clearance Rates Per Circuit
  - 5-6 Years of Data (2017 - 2021 or 2022)
    - Average Daily Population by County and by Circuit
    - % of Pre-Trial Inmates within Leon County compared to the State Average

**Total Circuit Court Judges in All Circuits: 921 in 2011 to 935 in 2021.  
1.52% Increase**

**Total 2nd Circuit Court Judges: 26 in 2011 to 26 in 2021.  
0% Increase**

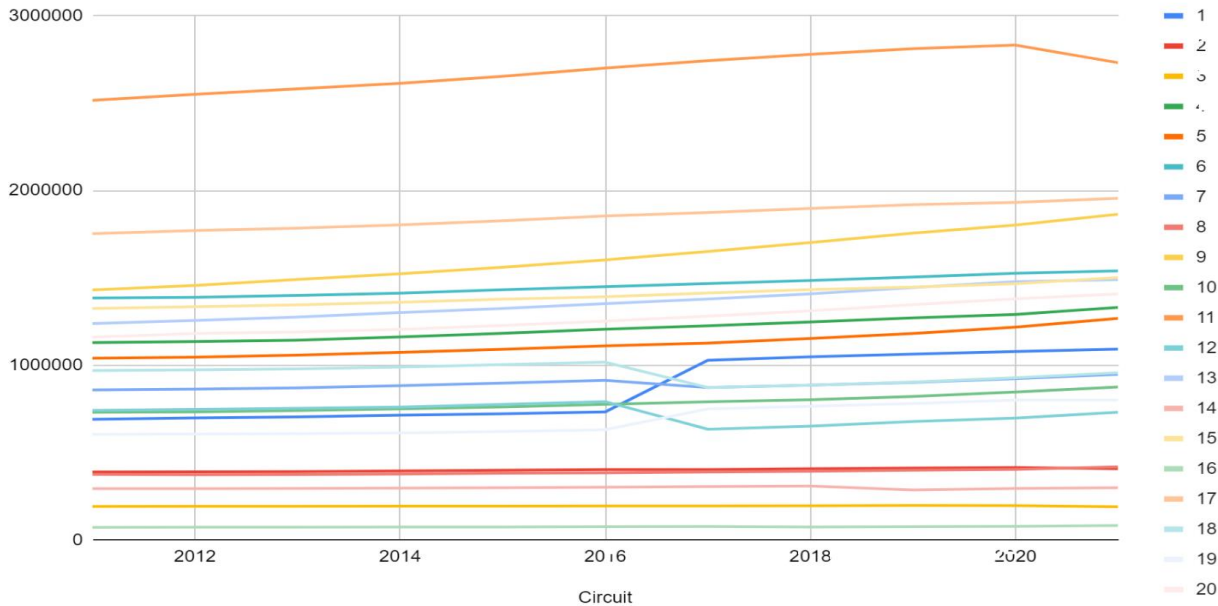


**Overall State Population: 18,905,070 in 2011 to 21,898,945 in 2021  
15.84% Increase**

**2nd Circuit Population 389,918 in 2011 to 408,463 in 2021  
4.76% Increase**



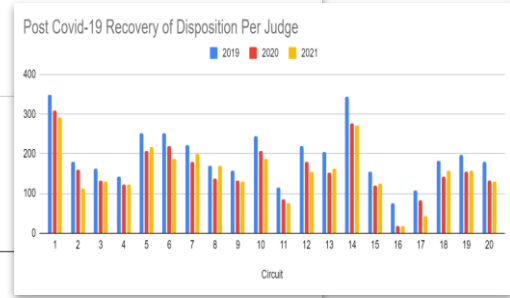
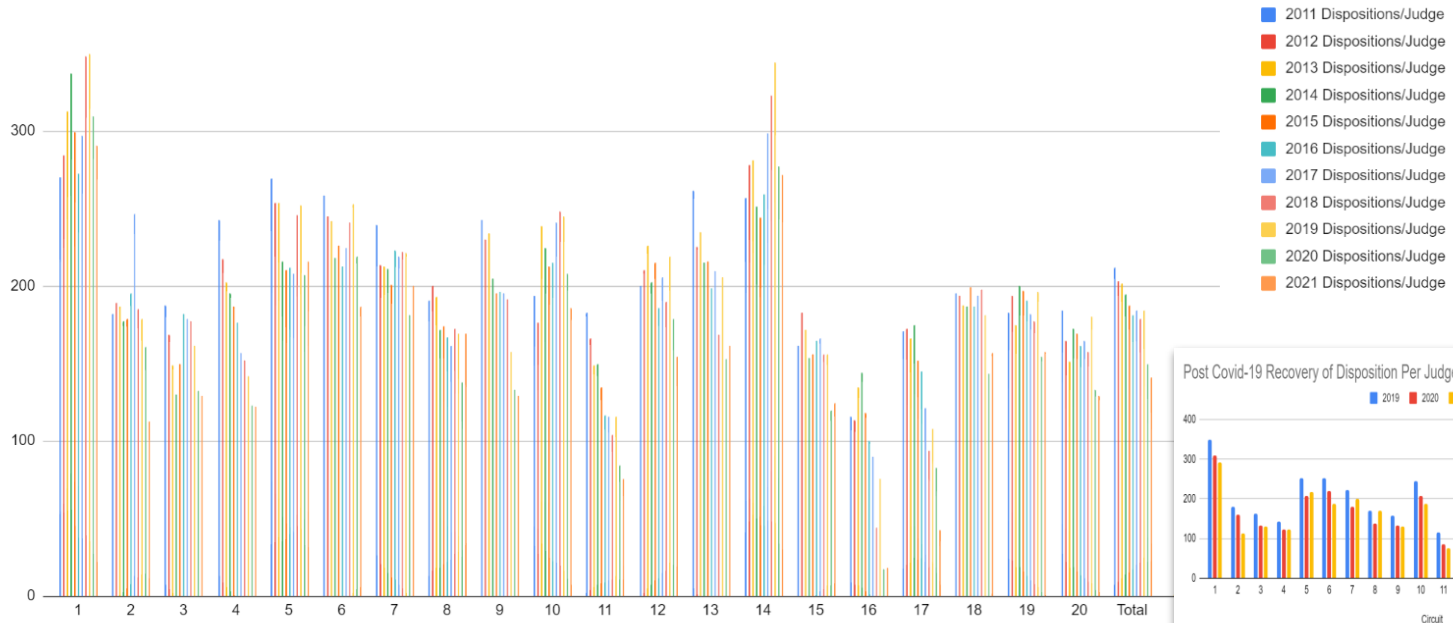
Florida Judicial Circuit Population Trends by Circuit 2011 - 2021



**Disposition Rates have stagnated or declined for most circuits.**  
**Circuits have not returned to pre-Covid-19 disposition rates.**  
**7 Circuits have improved disposition rates from 2020 to 2021**



Avg. Dispositions/Judge by Circuit (2011 - 2021)



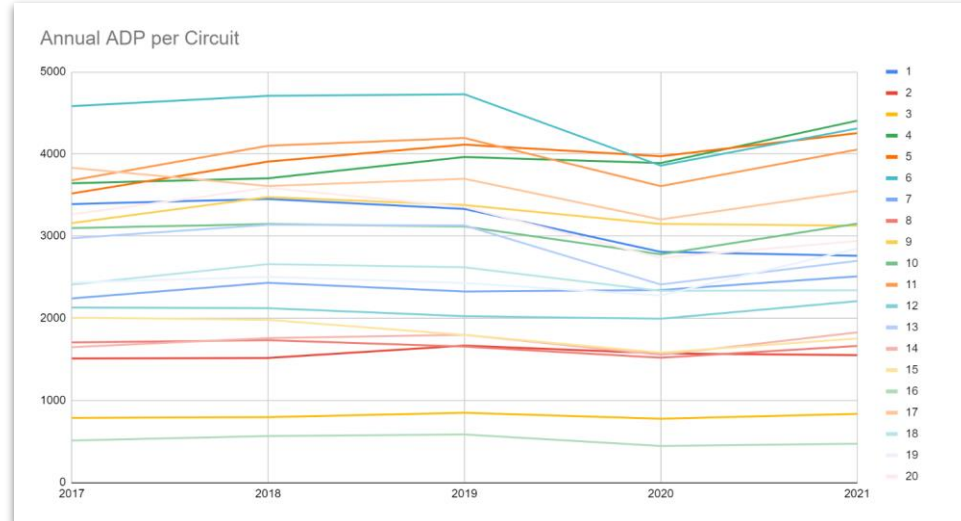


**2nd Circuit Average Annual ADP rates: 1510 in 2017 to 1550 in 2021.  
2.64% Increase.**

**Leon County Avg. Annual ADP: 1033 in 2017 to 1114 in 2021  
7.84% Increase**



| Annual ADP by Circuit |      |      |      |      |      |
|-----------------------|------|------|------|------|------|
| Circuit               | 2017 | 2018 | 2019 | 2020 | 2021 |
| 1                     | 3389 | 3451 | 3330 | 2807 | 2760 |
| 2                     | 1510 | 1516 | 1665 | 1572 | 1550 |
| 3                     | 785  | 794  | 848  | 775  | 835  |
| 4                     | 3642 | 3703 | 3962 | 3888 | 4404 |
| 5                     | 3518 | 3907 | 4112 | 3971 | 4253 |
| 6                     | 4581 | 4706 | 4726 | 3857 | 4310 |
| 7                     | 2241 | 2430 | 2325 | 2342 | 2509 |
| 8                     | 1704 | 1731 | 1653 | 1518 | 1662 |
| 9                     | 3157 | 3474 | 3378 | 3147 | 3127 |
| 10                    | 3098 | 3146 | 3116 | 2777 | 3150 |
| 11                    | 3678 | 4099 | 4194 | 3607 | 4053 |
| 12                    | 2128 | 2121 | 2024 | 1993 | 2206 |
| 13                    | 2974 | 3137 | 3129 | 2410 | 2698 |
| 14                    | 1647 | 1757 | 1796 | 1554 | 1826 |
| 15                    | 2007 | 1980 | 1796 | 1580 | 1753 |
| 16                    | 511  | 565  | 584  | 443  | 472  |
| 17                    | 3831 | 3609 | 3697 | 3202 | 3548 |
| 18                    | 2409 | 2658 | 2620 | 2332 | 2339 |
| 19                    | 2433 | 2503 | 2427 | 2276 | 2846 |
| 20                    | 3264 | 3588 | 3354 | 2734 | 2939 |



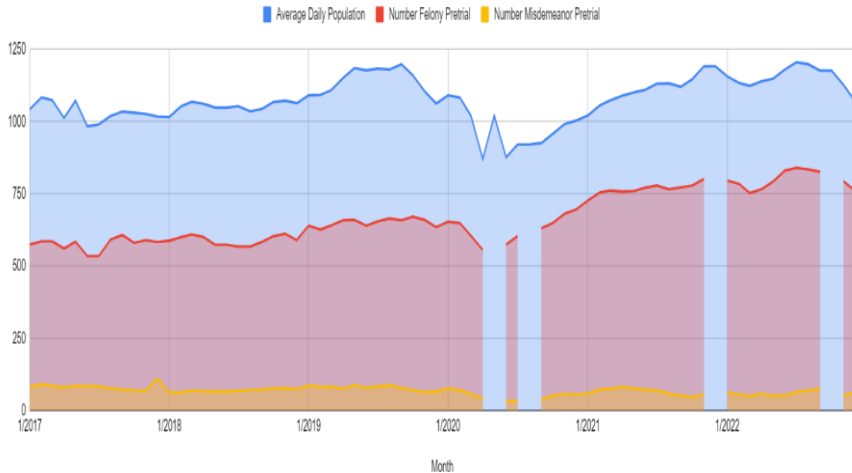


**From 2017 to 2020 the gap between pre-trial felony and ADP was wider than it is from 2020 to 2022.**

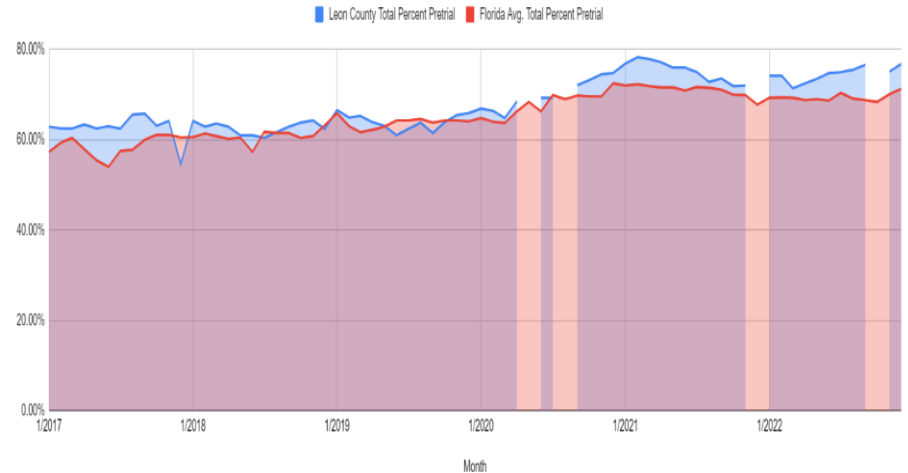
**Leon County's inmate population is on average above the Florida Average for the percentage of pre-trial inmates.**



Leon County - Average Daily Population, Number of Pre-Trial Felony and Misdemeanor



Leon County Total Percent Pretrial and Florida Avg. Total Percent Pretrial





# Summary of Policy Options

It is important to recognize that the 2nd Judicial Circuit is still recovering from the delays caused by COVID-19, but those delays are exacerbated by the increased workload associated with increased populations within the County and as a result, the increased caseloads affecting the Judicial process and those in the County Jail.

1. Improve the Judicial Request Process for Additional Judges.
2. Streamline inmate housing options across the 2nd Circuit.
3. Increase Judicial Resources to Accommodate the Counties' Growth.

# Policy Option 1 - Improve the Judicial Request Process for Additional Judges



It is recommended that the County work with the 2nd Circuit and its Legislative Delegation to improve the Judicial Request Process and/or work with 2nd Circuit and the Legislature to ensure that Judicial Requests are Funded.

## **Policy Option 2 - Streamline inmate housing options across the 2nd Circuit**



It is recommended to seek opportunities for shared jail space utilization among the Counties that make up the 2nd Circuit. The overall inmate population among the Counties that make up the entire 2nd Circuit have remained relatively flat for the past few years.

## Policy Option 3 - Increase Judicial Resources to Accommodate the Counties Growth



It is recommended that the County determine if it wants to invest in Jail Space or Court Space.

- Both options have high infrastructure investment costs, however the personnel and O&M costs for a courthouse are likely lower than those of a jail.
- An Increase in Judges and the associated personnel to increase clearance rates will likely have a positive effect by reducing the rise in the County's inmate population levels.
- Consider the advantages and disadvantages of the enhancement of court system facilities vs. a detention facility

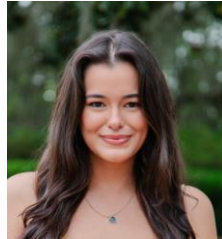


# Policy Prioritization

- Although there may be a desire to create a phased deployment for the proposed policies, it is proposed that Leon County approach these recommendations with an **“All In” approach** for the near and medium term policy options.
  - Near Term (Policy Option 2) : Use a collaborative approach to the immediate inmate housing needs.
  - Medium Term (Policy Options 1 & 3): Work with the Legislature to fund the necessary Judges and fund a courthouse expansion.
- Next Steps:
  - The **“All In” approach** will allow Leon County time to improve their near to medium term court clearance & ADP rates.
  - In the long term, the County will still need to expand the Detention Center as the population continues to grow.



# Contact Information



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|---|---|--|
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Project Mentor: Linda Schrader, Ph.D. - Clinical Professor, Askew School of Public Administration and Policy  
[Lschrader@fsu.edu](mailto:Lschrader@fsu.edu), 850-404-2904

**Capstone Paper**  
**Legislative and Judicial Implications on Leon County's Incarcerated Population**

Andrew W. Baxter, Wendy Diaz, & Madisen Maring

Askew School of Public Administration and Policy, Florida State University

PAD 6908: Capstone Project

Dr. Linda Schrader

April 21, 2023



## Letter of Transmittal

4/20/2023

Linda Schrader, Ph. D.  
Askew School of Public Administration and Policy  
P.O Box 3062160  
113 Collegiate Loop  
Tallahassee, Florida 32306-2160

Dear Dr. Schrader:

We are writing to submit our paper titled "Legislative and Judicial Implications on Leon County's Incarcerated Population" for consideration for the Capstone of the Masters of Public Administration program. This paper is a revised and expanded version of our master's theses, which we completed in 2023 at Florida State University.

Our paper examines the benchmarks and judicial process implications that affect the inmate population within Leon County. We argue that there are significant policy considerations that Leon County can take in coordination with the 2nd Judicial Circuit that may help to reduce inmate population rates. Our paper is based on a review of the literature, as well as analysis of data that we collected.

We are grateful for the opportunity to present this paper and have enjoyed researching and presenting on this topic.

Sincerely,  
Andrew Baxter  
Wendy Diaz  
Madisen Maring

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## **Executive Summary**

The intent of this capstone project explores how legal and judicial processes are impacting the incarceration rate at the Leon County Detention Center. The research team has examined and compared the processing of court cases through the Second Judicial Circuit as well as the other nineteen judicial circuits across the state of Florida. By identifying the efficiencies of the Florida Judicial Circuits and examining the policies and procedures they utilize, it will enable Leon County to identify opportunities to work alongside the Second Judicial Circuit to make improvements, which may have the secondary impact of reducing the incarcerated population within the Leon County Jail to its lowest most practicable levels.

In addition, the Covid-19 pandemic created additional delays in the judicial process across all twenty of Florida's Circuit Courts. For example, in 2019, the average length of stay for an incarcerated individual in the Leon County Detention Center was 137 days, and by 2022, the average length of stay has increased to 263 days. These delays have created an opportunity to look at the data associated with the Judicial process from both a court and jail perspective and identify best practices.

Benchmarking data, over an eleven-year period from 2011 to 2021, on multiple variables have been conducted for all twenty Circuit Courts serving the State of Florida. Data was pulled from a variety of sources, normalized to align with the twenty Judicial Circuits, and then cross-data analysis was conducted to extract multi-factorial benchmarking data. Over 12,318 individual data points were captured and analyzed across the multiple data sets reviewed.

Based on the data analysis, three major policy recommendations emerged:

First, the system for requesting additional Judicial Judges has not enabled any additional judges to be added to the 2nd Circuit in many years. Leon County should consider working with its Judicial Circuit and its Legislative Delegation to aid in the streamlining of this process as well as to secure funding and support for the circuit judicial judge's request.

Second, there may be opportunities for Leon County to work with other counties within the 2nd Circuit to reduce the overcrowding within the Leon County Jail by transferring those inmates to nearby facilities as the overall inmate population across all jails within the 2nd Circuit

has remained relatively flat over the past 10 years.

Third, consider the construction of court related facilities and appropriate staffing instead of expanding the bed space within the jail. By focusing resources on the court system the clearance rate should improve and then the total pretrial inmate population within the County Jail will decrease. In time, the County population will require additional bed space, but based on the data, the more pressing need currently is for additional processing capability within the Criminal Court system.

## Introduction

The United States incarceration rate stands at an unprecedented level compared to not only its history but other current developed nations. Lengthy incarceration sentences and increased imprisonment have aided in the reduction of crime rates by taking offenders outside of society and deterring new criminal behavior (Gendrau, 1999). However, this also poses new issues for governments, specifically local governments, who are faced with increased expenditures, overcrowding in the prisons, and waning criminal justice resources. Research on alternatives to incarceration that are cost-effective and maintain the reduction of crime rates is critical for county governments, like Leon County, whose prison population remains at near capacity for the past decade despite reduction efforts. From 2010-2018, the average daily inmate population at the Leon County Detention Center was about 1027 inmates. From 2019-2022, the average daily inmate population was 1093 inmates. This includes data from 2020, where policies implemented in the detention center contributed to a temporary decrease of an average of 964 inmates. The most prominent problem the county faces with its mission can be examined through the legislative and judicial proceedings involving the incarcerated population.

This capstone project will intend to explore how the legal and judicial processes are impacting the incarceration procedures at the Leon County Detention Center. This is an important problem related to public administration because an expeditious legal process will help reduce the waiting time that a charged individual is incarcerated for, therefore putting that individual back into society in hopes of them not being a contributor to recidivism. Examining what may be contributing to delayed processing and pre-trial hearings may also provide useful insight into examining the population rates at the Leon County Detention Center and how they can recover post-covid or implement new policies to move the sentencing process along. During the covid-19 pandemic, many incarcerated individuals awaiting trial contributed to a rather large share of the Florida 2020 jail inmate population quota (Nadel, 2022). These said individuals should have been the first to be released to make room for newly incarcerated people, yet with a lack of policies in place to alleviate the pandemic's delays in inmate sentencing and the court systems not acting on decisions, their sentences laid dormant and contributed to high jail population rates (Nadel, 2022).

Leon County practiced strategies in efforts to reduce the inmate population such as transferring inmates to neighboring counties and implementing diversion programs for inmates charged with non-violent offenses or misdemeanors. By 2020, the average daily inmate population has dropped to 964. While this was the lowest population Leon County had seen in nine years, these stopgap measures

have now led to baStates'ing with the courts and an inmate population that has and continues to rise. In 2020, hearings and depositions were postponed and suspended for 10 months, contributing to a halt in cases moving along within the detention center and court system. Therefore, this is a very relevant issue to public administration as we must examine different policies that other counties have used in order to decrease their inmate population rates within their County jails both during and post-pandemic lockdowns. This is important not only in order to better the public but also to decrease the amount of money spent on the jail systems and the cost to keep inmates held in county jail systems. Though incarceration rates are returning to normal, the population rates were so high due to unintentional court slowdowns rather than purposeful judicial actions. So, exploring ways in which a county can most effectively and efficiently operate judicial and jail systems to function without relying solely on incarceration can help contribute to decreasing jail populations and other alternatives to legal analysis. If the growing rate continues, many jails will have to expand onto their current buildings which are not only costly but could possibly be avoided if there are policies put in place on how to avoid inmates awaiting trial for non-needed, extended periods of time.

#### *Purpose of the Study and Relevance*

The purpose of this study is to identify best practices and policies within Florida's Circuit Courts that will enable Leon County to work with the 2nd Circuit to streamline court operations with the goal of reducing the inmate population within the County Jail. This will be done by examining and comparing the processing of court cases through the Second Judicial Circuit as compared to the nineteen other judicial circuits across the state; it will highlight the legal processes, procedures, and legislation that ensure the utmost efficiency for adjudicating cases within a Florida Judicial Circuit. By identifying efficiently operated Florida Judicial Circuits and examining the policies and procedures they utilize, it will enable Leon County to identify opportunities within the Second Judicial Circuit to make improvements, which will have the secondary impact of reducing the incarceration population rate to its lowest most practicable levels within Leon County.

This assessment will provide research and data through a descriptive study of external and internal legal implications that have affected the incarcerated population in Leon County. There are a multitude of different legal procedures that offenders undergo during their time residing within county detention facilities that could elongate their process. However, by comparing and contrasting the speed at which all other Florida Judicial Circuits process criminal court cases, it will enable a focused opportunity to examine those policies and

procedures that have enabled the most efficient Circuit Courts to clear cases. Alongside assessing the Circuit Courts Moreover, this study will examine the implications the COVID-19 Pandemic has had in impairing the efficient flow of the judicial process offenders undergo while awaiting their sentencing, during their sentencing, and after receiving their official judgment.

The study hopes to identify strategies to potentially reduce inmate population within the county by performing extensive comparisons of the legislative and judicial procedures of comparable county circuit courts that have had improved efficiency in the process of the sentencing of their inmate populations. The goal is to pose recommendations for consideration and inclusion into a strategic plan to combat potential hindrances to the system and implement a process that will provide optimal operations to avoid an overflow within County detention centers. This could provide greater advantages to Leon County such as cost reduction and standardization of efficient procedures aimed at aiding the situational concerns of near-capacity facilities in the present while mitigating or extending potential future capital expenditures.

### **Background**

Leon County is facing challenges due to its detention center reaching maximum capacity, thus, the implications of the judicial and legislative systems within the court system of the Second Judicial Circuit need to be understood so that potential solutions to address overcrowding can be assessed. The processing procedures for offenders can vary depending on factors including criminal evidence, current conviction, prior criminal records, and judicial schedules and processing time frames. The Sixth Amendment guarantees the rights of criminal defendants, including the right to a speedy trial; however, this is not always the case as many inmates, primarily low-income individuals, are incarcerated for years before they are convicted (Lewis, 2021). Though the sentencing process time frame may vary depending on the aforementioned factors, the judicial process should take place within a reasonable time. When this does not occur, there is congestion within the judicial system and in correction centers that are tasked with housing the pending offenders.

Understanding the factors that affect the processing of offenders by the courts and seeing if there are any opportunities for improvement in this arena could enable Leon County to focus on those lower-cost improvement opportunities within the court system. These opportunities could be more cost- and time-efficient compared to pursuing a high-cost capital

outlay associated with a jail expansion to address the growing needs of a maximum-capacity detention center. In other words, Leon County must assess how congestion within the legislative and judicial systems, such as the Second Circuit Court, enable the challenges that the county is experiencing with the overcrowding of its corrections facilities. This analysis will provide a set of information that compares the Second Circuit and other state Circuits on factors related to the lengthy detention of convicted felons.

### *Important Organizational Entities Involved*

The primary organization that the project will coordinate with and provide research for will be the Leon County Office of Intervention and Detention Alternatives. The Leon County Office of Intervention and Detention was created to allocate all county jail activities under one office including Probation, Supervised Pretrial Release, and Drug and Alcohol Testing programs. The Office of Intervention and Detention Alternative's mission is to gather and provide information to the judicial system (e.g., courts) to support judicial custody release processes and decisions, as well as provide alternatives to incarceration recommendations to better aid the community and offenders (Leon County, 2022). The office also serves as a liaison with the State Attorney, Public Defender, law enforcement, and the Courts.

## **Literature Review**

This section will provide insight into literature, data, and recommendations on the challenges the county is encountering as well as uncover underlying internal and external factors and provide suggestions that have helped other counties to attain similar goals. The topics discussed include the procedures of offender processing/sentencing, Florida's circuit court systems and the district court systems, COVID-19 implications on the court systems, as well as, an assessment of other impactful systems such as the weighted caseload system and circuit judge request processes. The goal is to attain an improved perspective on promising practices implemented to address the consequences of judicial and legislative procedures on the sentencing and processing of offenders.

### **Offender Processing**

#### *Florida Circuit and District Court System*

The judicial system in Florida plays a critical role in the procedures of offender processing. As demonstrated in Figure 1. Florida's court system consists of the Supreme Court,



six district courts of appeals, twenty judicial circuits, and sixty-seven county courts (Florida Courts, 2023). Each layer within Florida's court system has a distinct role in executing its duties to provide for its constituents, nonetheless, these judicial bodies intertwine in responsibilities. Florida's constitution establishes one county court per county throughout the state. The county courts primarily reside over civil disputes and less serious criminal and monetary offenses; they are courts of limited jurisdiction (Florida Courts, 2023). Meanwhile, circuit courts, often referred to as courts of general jurisdiction, oversee the majority of jury trials, as well as all, matters not within the jurisdiction of county courts. As provided in Figure 1, there is a hierarchical distribution of responsibilities and oversight through Florida's court system; this emphasizes the dependency of the county courts on the higher courts for a variety of cases that may have originated within the county or in which the county is holding the inmates in their detention facilities (The Florida Bar, n.d.). Consequently, inefficiencies and disruptions within circuit court systems may be having an effect on the issues the county is experiencing with overcrowding and delayed court proceedings.

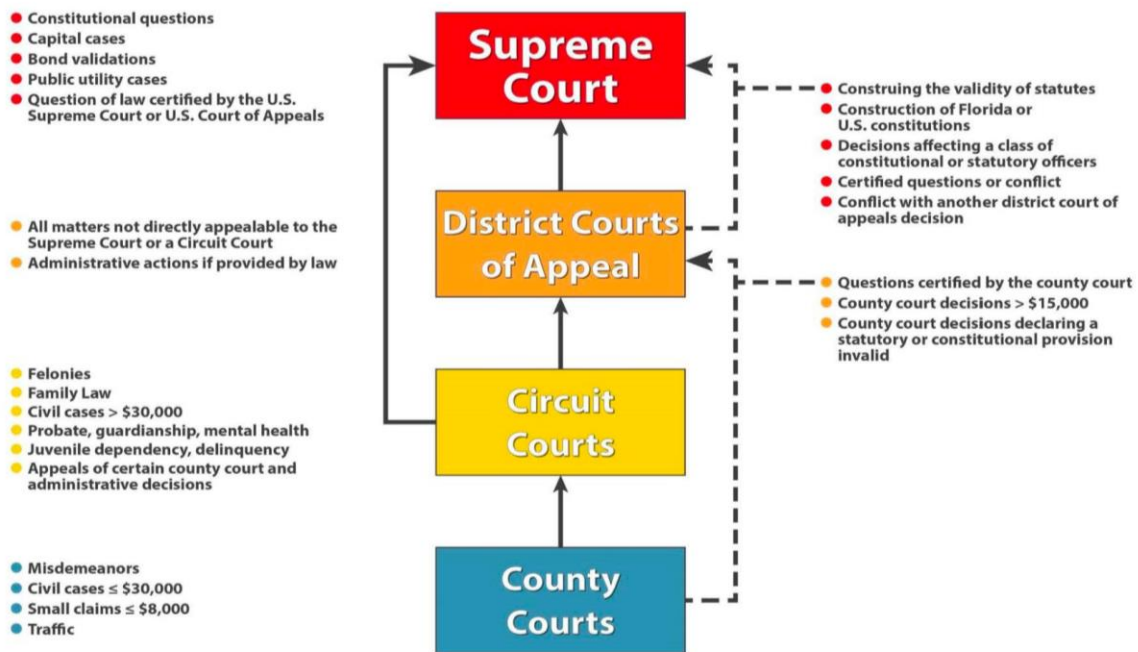
#### *County Correctional Facilities and Detention Centers*

The bottom levels of the court system are a critical component of the overarching overcrowding issue within the Leon County Detention Center this thesis attempts to analyze. The county court system is equipped to only handle minor felony and misdemeanor caseloads along with civil disputes, while the circuit court that oversees the county is responsible for the more severe cases. While the offender processes and sentencing occurs the majority of offenders are held within county detention centers. The offenders will be held within these local county facilities until the processing and sentencing is concluded, however, even after a conviction the process of transferring inmates to another Florida correctional facility may take months or in the case of COVID over a year to be successfully transported to another facility (Merrefield, 2020).

After the conviction and sentencing process occurs, the transferring process for inmates begins as they are entered into the system and in which generally it will take a couple of weeks for the Department of Corrections to process the inmate, establish a classification for the inmate based on the conviction and sentencing, and commence the designation and transportation process (Bureau of Justice Statistics, n.d.). Figure 2 provides an extensive overview of the caseload flow through the criminal justice system, this demonstrates the processes and timelines inmates undergo during the criminal proceedings. Throughout this

process until the final sentencing and the aforementioned transfer processes, inmates remain within county detention facilities. However, county jails are not equipped appropriately to maintain a full capacity facility for extended timelines. Accordingly, this is why some counties, like Leon County, have been experiencing a variety of issues deriving from overcrowding in county detention facilities.

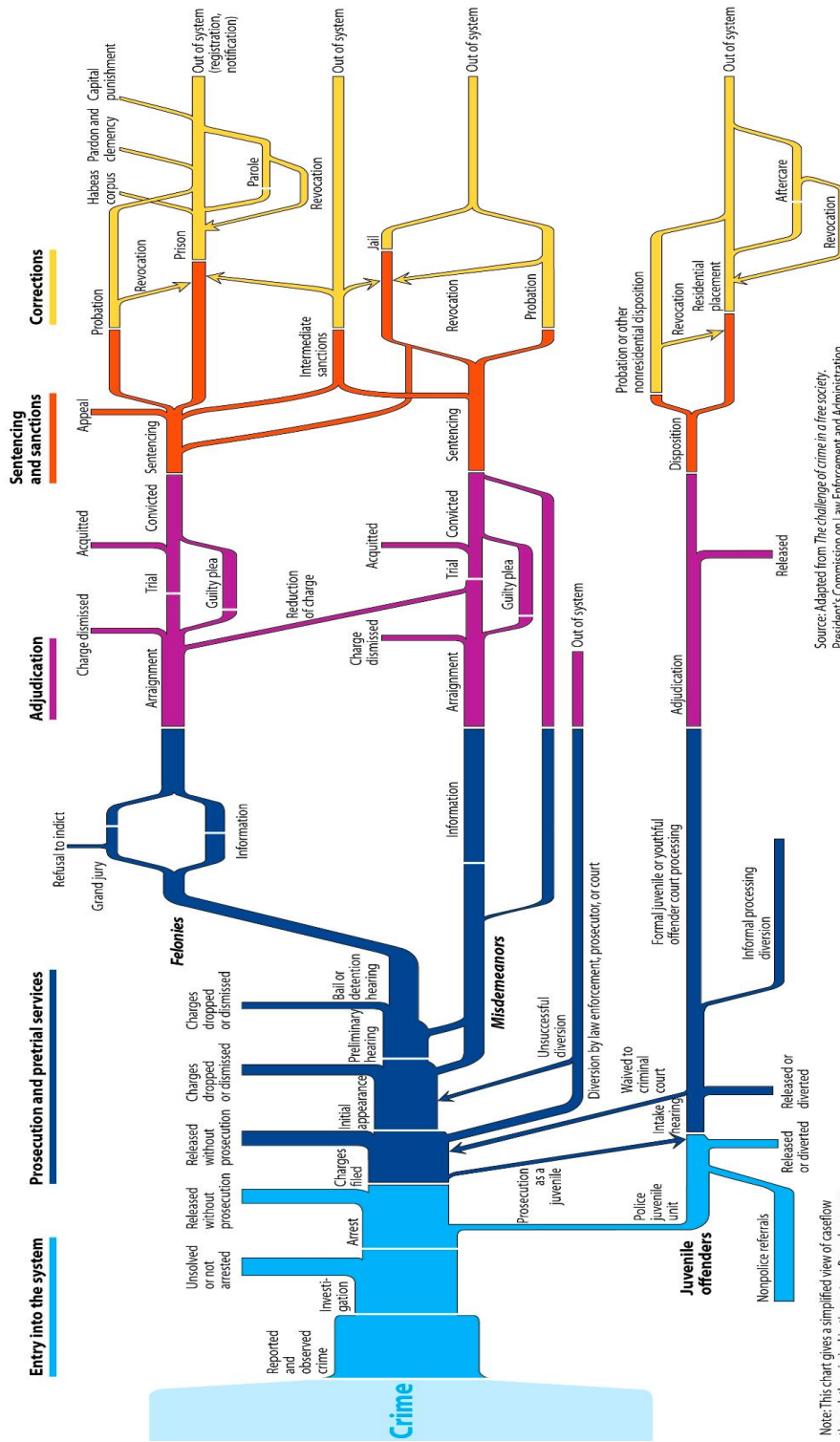
## Florida Courts Jurisdiction



*This chart is a general guide to the jurisdiction of the courts in Florida. It is not intended to be comprehensive; many exceptions exist.*

Figure 1. Florida State Courts System Hierarchical Structure Responsibility Breakdown (Florida Courts, 2023)

### What is the sequence of events in the criminal justice system?



Note: This chart gives a simplified view of caseload through the criminal justice system. Procedures vary among jurisdictions. The weights of the lines are not intended to show actual size of caseloads.

Source: Adapted from *The Challenge of Crime in a Free Society*. President's Commission on Law Enforcement and Administration of Justice, 1967. This revision, a result of the Symposium on the 30th Anniversary of the President's Commission, was prepared by the Bureau of Justice Statistics in 1997.

Figure 2. Criminal Justice System Flowchart (Bureau of Justice Statistics, n.d.)

### Legal Processing of Offender in the Second Circuit Court

Though there are a plethora of statutes in state and federal constitutions that guarantee charged defendants with a speedy trial within their criminal procedures, in general practice these rights are often not easily instituted. Criminal cases at both judicial and legislative procedures can be tied up and pending for years. This not only impacts those directly involved in the case, but has a critical impact on the prison systems in the country especially at the local county level. The article, *Justice Delayed: The Complex System of Delays in Criminal Court* by Kat Albrecht et al. (2022), provides an in-depth case study on Cook County in Illinois. Cook County stands as one of the largest criminal courts nationwide, therefore understanding the basis of the stagnation and implications of their procedural delays would provide a quality perspective on the ongoing issues in Leon County. This article provides overall data and an assessment of path dependency theories that can be associated with the processing delays as well as strategies that should be implemented to eliminate specific mitigable types of delays. With this in mind, delay in the processing of criminal cases is a prominent problem on the national scale that has continuously gotten attention, however many resulting investigations produced inconclusive results (Ostrom et al., 2018). Therefore, if it is difficult to generate specific results on implications and issues that are undermining the processing delays in the criminal justice system it may be prudent to assess patterns and probable outcomes based on certain variables. Ostrom et al. articulates in his article, *Improving the pace of criminal case processing in state trial courts* (2018), the benefits that derive from having awareness of the predictable variations in the timeliness of case processing, and how this knowledge could support efforts towards case expedition. Though addressing specific issues within the judicial and legislative process may prove difficult, understanding and developing strategies for an overall pattern that tends to occur within the case procedural system may prove successful in uncovering underlying issues that Leon County needs to acknowledge.

In efforts to develop potential alternatives and solutions for issues in the legislative and judicial procedures that are congesting the case processing for the incarcerated population, it is imperative to learn about different theories and perspectives that have been circulating issues similar to the ones being experienced in Leon County. Guetzkow and Schoon (2015) discussed the consequences of overcrowding litigation in the United States prison systems. Primarily the article focuses on the effects prison overcrowding litigation has on five outcomes including, “prison admissions, prison releases, spending on prison capacity, prison crowding, and incarceration rates” (Guetzkow & Schoon, 2015). The examinations of these outcomes provides in-depth insight into current proceedings in which state governments have responded

to overcrowding litigation and how this has impacted ongoing judicial processes and legislative reforms.

## **Leon County Detention Center**

### *COVID-19 Implications on the Sentencing Process*

The onset of COVID-19 resulted in court closures and staffing shortages as the justice system worked to mitigate the impacts of the virus on the courts and jails. Nationally, the coronavirus pandemic had a severe impact on the number of people being held in jail as well as the amount of time an incarcerated individual awaited their pre-trial and other court proceedings. While in a pandemic, the courts had to find a balance between ensuring the constitutional rights of criminal defendants (e.g., the right to a speedy trial before an impartial jury) as well as ensuring the health and safety of judges and court staff. Many circuit courts, including the second circuit court, adopted remote hearings conducted via zoom or telephonically. A deeper issue was created for criminal cases because every step in the criminal process is guided by a strict set of rules and procedures. If one step in the criminal process was delayed, as it was during the pandemic, then the entire process was delayed. Because the pandemic halted in-person court proceedings, many individuals remained in jail due to delays with no set trial date. Exploring how the pandemic may have contributed to the decrease may provide insight into potential strategies for ensuring efficiency and reducing the incarcerated population in Leon County.

In order to establish potential alternatives and solutions in recovery efforts post-pandemic outbreak, it is critical to examine how court systems similar to that of the second judicial circuit experienced high incarceration rates, what those causes were, and how they have been addressed. Since the outbreak of the pandemic, many courts have opened up their courtrooms either partially or fully, which has helped reduce the number of inmates waiting for their cases to be processed. Still, many local courts are now facing the challenge of backlog following the pandemic outbreak. The article, *Criminal Justice Leaders Hail Progress in Reducing Case Backlog, Cite Need for More City Funding by Philadelphia's District Attorney's Office (2022)*, provides information on how Philadelphia's courts have been able to reduce case backlog from COVID-19 by integrating remote and in-person court hearings, using a type of hybrid method. By conducting certain hearings remotely, it allowed for judges to move through the docket more efficiently. On a national scale, backlogs are growing in spite of other efforts to reduce the flow into the system (Jackson, 2022). Despite COVID-19 being the

primary cause in an increase of the inmate population and decrease in case clearances, the technology courts adopted in response to the pandemic may prove to be successful in increasing efficiency post-pandemic. The pandemic affected all courts and jails alike, and Leon County and the Second Judicial Circuit were no different. The pandemic disrupted normal criminal justice judicial activities (Long, 2022), putting a halt to many criminal trials therefore increasing the inmate population. Jury trials were suspended for 10 months in 2020 as a result of COVID-19 and depositions were postponed. In 2020, the average daily inmate population decreased to 964 which is the lowest the Leon County Detention Facility had seen in nine years. This was due to diversion and pretrial release with supervision methods. These stopgap methods eventually led to a decrease in case closure rates, increasing case backlogs and longer stays for inmates awaiting trial and sentencing.

#### *COVID-19 and Leon County Detention Facility's Inmate Population*

In 2019, the average length of stay for an incarcerated individual in the Leon County Detention Center was 137 days. In 2022, the average length of stay has increased to 263 days. In the *Leon County Detention Facility Population Management Workshop* by Vincent Long (2022), it states that the Leon County Detention Facility has experienced an increase in the number of individuals detained on felony charges, and at the same time the Leon County Circuit Court's clearance rate has not been consistent in keeping the pace with the incoming caseload. Jury trials were suspended for 10 months in 2020 as a result of COVID-19 and depositions were postponed.

The Uniform Crime Report (UCR) for the state of Florida from 2020 shows Leon County experiencing a 19.64% decrease in criminal offenses along with an 18% decrease in total adult arrests over the previous year. Although the data shows criminal offenses decreasing, the number of violent offenses increased by 6.2%. Along with an increase in violent crimes in 2020, jury trials were suspended for 10 months and depositions were postponed. Because of this, Leon County Detention Facility attempted to mitigate the COVID-19 effects by sending inmates to neighboring counties such as Walton County, and more people were diverted from incarceration and ordered pretrial release supervision and monitoring for compliance with court order conditions according to Long (2022). This proved to be effective for some time, and in 2020 the average jail population fell to its lowest in 9 years at 964 inmates. Although these efforts decreased the inmate population, by February 2022 the inmate population increased to a daily average of 1,150 people. The composition of Leon County Detention Facility shows that since 2019, on average 97% of incarcerated individuals are being charged with a felony, violent

offenses such as rape, murder, robbery, sexual assault, and burglary. When assessing how to decrease the inmate population and attempting to propose policies for the Leon County Detention Center, it could be useful to examine how the nature of the offense an inmate is serving correlates to the time served. Along with this, examining trends in the increase of violent offenses may aid in helping to form policies around all of the factors that contribute to the inmate population.

Looking into the relationship between jail and courts as well as COVID-19-related lingering factors may provide useful insight into how the inmate population can be addressed through more efficient judicial processing methods.

### *The Process of Requesting Circuit Judges*

According to the 2017 Judicial Certification Table, the need for additional judgeships remains high due to an absence of funding for previously certified judgeships, overall increases in judicial workload, and fewer support staff. If judicial workload continues to exceed capacity and the judicial need deficit is not addressed, likely consequences may be case processing delays, less time devoted to dispositions, and potentially diminished access to the courts. The process for requesting new judges begins with an annual review of the need for new judges by each district court of appeal and approval by the District Court of Appeal Budget Commission. Once the request is approved, it is then sent to the Supreme Court for the certification of a need for additional judges. From reports, it can be seen that the Supreme Court has been approving the review and therefore agrees with the review that circuit courts could use more judges. In determining the need for additional judges, district courts should consider not only the quantitative aspect of relative case weights and the weighted case disposition threshold but also the qualitative factors such as workload factors, efficiency factors, and effectiveness factors, Salter (2015). Once this first process is complete, the second process starts which is a review. Every four years a review is placed on the workload trends of the district courts of appeal and consideration of adjustments to the relative case weights by the commission. To determine the need for more judges for district and trial courts, a complex calculation of caseloads under a statistical system and evaluation is performed. This calculation determines caseloads that consider different amounts of time needed for different types of cases due to complex cases needing a greater amount of time than simpler ones. This is because the weighted caseload system is designed to analyze caseload statistics according to their complexity. A complex case, such as capital murder, receives higher weight as opposed to traffic violations which in

turn receive lower weight. These weights are applied to case filings statistics to determine the amount, if any, of judges needed. This evaluation is called the “weighted caseload system”. Therefore, this evaluation is not just a statement, but rather a statistical evaluation and analysis based on complex factors. The approval by the supreme court is determined by what is statistically needed by circuit courts as determined by the weighted caseload system. At this point, the supreme court sends its recommendation on the findings of the weighted caseload system to the Florida State Legislature, where they will authorize or deny the need for new judges based on factors such as funding for that fiscal year.

Data pulled from the historical judicial certification tables shows that as of 2019 to 2022, the second circuit has requested one additional judge each year. From these four years, the second circuit being granted an additional judge has not been certified or authorized by the supreme court or state legislature. The last time the second circuit requested and was approved and certified for a new judge was in 2005 when they were granted one additional judge.

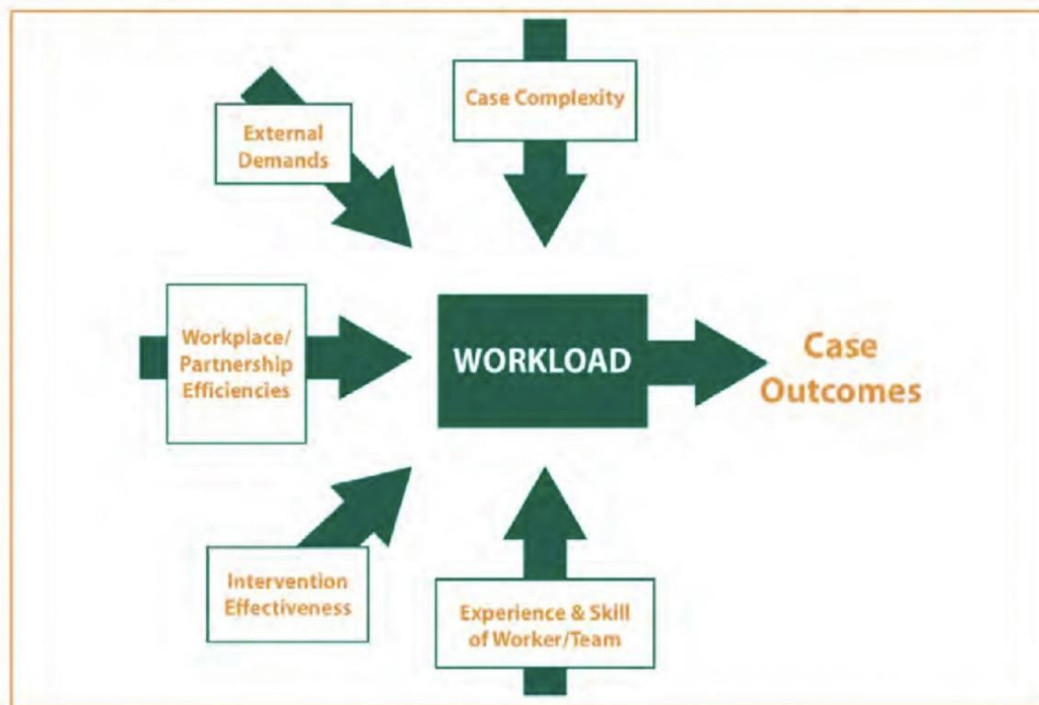


Figure 3. Weighted Caseload System Factors



**Research Methodology and Evaluative Criteria**

The Capstone Project has primarily utilized qualitative data and benchmarking analysis regarding the dynamics of the legislative and judicial procedures and their hindrances and opportunities for Leon County in pursuit of cost reduction strategies and reduction within the incarcerated population. The research is projected to address the research question through a multifactorial comparison model. To identify benchmark Judicial Circuits; the number of justices, clearance rates, and population data were reviewed to find the Judicial Circuits with trends that indicate approaches to clearance rates and dispositions that exceed those of their peer Judicial Circuits.

By examining the number of filings as compared to the number of dispositions within each Judicial Circuit, a dependent variable called the “clearance rate” was produced. “The clearance rate is a useful measure of the responsiveness of a court to the demand for services and is nationally recognized as a measure of court performance. The rate is determined by dividing the total number of cases disposed of by the total number of cases filed during a specific time period. If a court received 1,000 new cases a month and disposed of 900 cases within the same month, the clearance rate for that month would be 90%. A 100% clearance rate means that a court is disposing of at least as many cases as have been filed during the reporting period. Thus, where clearance rates exceed 100%, those circuits are actually disposing of cases more quickly than cases are being filed for the period in question.” (Florida Office of State Courts Administrator, n.d.)

Additionally, a second benchmarking variable has been considered through trending and graphing the total population of the counties that fall within the border of the twenty Judicial Circuits. Due to there being sixty-seven Counties and only twenty Judicial Circuits; some Judicial Circuits combine multiple counties into one Judicial Circuit. The combined populations per year for all counties within a Judicial Circuit will be used for the “population” benchmarking variables. The chart below elaborates on what counties are assigned to each Judicial Circuit.

| Judicial Circuit | Counties Served                           |
|------------------|---|
| First Circuit    | Escambia, Okaloosa, Santa Rosa and Walton |

|                     |  |
|---------------------|--|
| Second Circuit      | Franklin, Gadsden, Jefferson, Leon, Liberty, and Wakulla           |
| Third Circuit       | Columbia, Dixie, Hamilton, Lafayette, Madison, Suwannee and Taylor |
| Fourth Circuit      | Clay, Duval and Nassau   |
| Fifth Circuit       | Citrus, Hernando, Lake, Marion and Sumter                          |
| Sixth Circuit       | Pasco and Pinellas   |
| Seventh Circuit     | Flagler, Putnam, St. Johns and Volusia                             |
| Eighth Circuit      | Alachua, Baker, Bradford, Gilchrist, Levy, and Union               |
| Ninth Circuit       | Orange and Osceola   |
| Tenth Circuit       | Hardee, Highlands, and Polk  |
| Eleventh Circuit    | Miami-Dade   |
| Twelfth Circuit     | DeSoto, Manatee, and Sarasota                                      |
| Thirteenth Circuit  | Hillsborough   |
| Fourteenth Circuit  | Bay, Calhoun, Gulf, Holmes, Jackson and Washington                 |
| Fifteenth Circuit   | Palm Beach   |
| Sixteenth Circuit   | Monroe   |
| Seventeenth Circuit | Broward  |
| Eighteenth Circuit  | Brevard and Seminole   |
| Nineteenth Circuit  | Indian River, Martin, Okeechobee and St. Lucie                     |
| Twentieth Circuit   | Charlotte, Collier, Glades, Hendry and Lee                         |

Table 4. Circuit Courts and County Alignment

By utilizing the two benchmarking variables (Clearance rate and Circuit population) and comparing those to the number of judges within each Judicial Circuit, it will enable a comparison of all twenty Judicial Circuits and highlight the circuits that have the highest level of performance per capita. This will assist in identifying the circuits where efficiencies have been gained and where there may be “lessons learned”. By identifying these “best practice” circuits, it will guide the researchers to investigate those circuits more closely and bring forward the best practices that are being used to increase the throughput of the judicial process. This will enable Leon County to have conversations with the Second Circuit to potentially utilize those best practices and thereby make improvements within the 2nd Circuit. By maximizing the clearance rate or making other enhancements within the 2nd Circuit, it will enable the county jail inmate population to be processed through the judicial system in the most efficient manner possible, thereby reducing the County jail population to its most practicable levels.

While the primary focus will be on the court system, the study will take into account external factors within the county that could provide further insight into how different counties’ strategies and failures could be applied to Leon County. We will draw a sample from this population by studying a ten-year trend (2011 - 2021) and establishing a comparison between all twenty Judicial Circuits. No test will be necessary as the data is already factual. However, detailed comparison charts and graphs will be used to highlight other Judicial Circuits that may have streamlined processing and have higher case clearance rates, which in turn leads to less burden on the Detention Systems within the representative Counties within those Judicial Circuits.

### **Evaluative Criteria**

The evaluative criteria provide the ability to analyze prominent components of developing successful and reliable policy recommendations. When assessing the policy options, and developing a sound recommendation for the overcrowding issue that Leon County is currently experiencing, the evaluative criteria will focus on the political viability, feasibility, expected results in the reduction of the overcrowding population, and the longevity of the solution implementation. Based on the circumstances of the issue, these four evaluative criteria are the most appropriate for assessing the parameters of the most ideal recommendation for the problem at hand.

The criteria of political viability are conceptualized in this thesis as how well a policy

option will be accepted by a set of decision-makers and the general public. This will be rated as high, medium, or low; with a high rating as the most politically viable option (indicating high acceptance), a medium rating as a moderate politically viable option (not the most ideal, however, may still be accepted), and low rating as the most difficult political viability (may be problematic or difficult to gain acceptance and passage).

The feasibility criteria can be conceptualized as how easy the policy option will be to implement and maintain operationally, and whether the option is possible to accomplish. These evaluative criteria will be rated as high, medium, and low; with a high rating as the most ideal and easily established option, a medium rating as a moderate option with some weaknesses as well as some advantages (a possible option that has both pros and cons on whether it should be done), and a low rating indicating major obstacles or difficulties in implementing the option (critical implications that may hinder its development or probable future issues that make the option less probable).

Another evaluative criteria will be the quantitative results on reducing overcrowding population issues in Leon County. This criteria is accounting for probable effects holistically, in terms of short-term and long-term effects on the population. These benchmarking criteria will be evaluated on high, medium, and low ratings; with high ratings indicating a high reduction rates in overcrowding population (less overcrowding in inmate populations in the Leon County Detention facility), medium rating indicating a reduction in overcrowding population but effects may not be as significant, and low rating indicating that overcrowding population may not be decreasing or overcrowding may be worsening.

Finally, the solution length evaluative criteria is regarding the longevity and timeline of how long the solution can yield significant results in reduction. The rating for this criteria will be as short-term or long-term; a short-term rating indicates that the policy option will yield immediate results in the reduction of inmate overcrowding but may not be feasible as an independent solution for an extended amount of time (the overpopulation issue will decrease as soon as the policy option is in operation but lacks longevity in yielding significant results), and the long-term rating indicates that the results of the policy option may take longer or have a more stable timeline to yield results in reduction of the population (indicating the results will have a steady decrease and can be continued for an extended time, but will not be instantaneous/immediate).

## Data Analysis

Benchmarking data, over an eleven-year period from 2011 to 2021, on multiple variables have been conducted for all twenty Circuit Courts serving the State of Florida. Data was pulled from a variety of sources, normalized to align with the twenty Judicial Circuits, and then cross-data analysis was conducted to extract multi-factorial benchmarking data. Over 12,318 individual data points were captured and analyzed across the multiple data sets reviewed.

The Judicial Circuit court-related data has been sourced from the annual court reporting statistics provided by the Florida Office of the State Courts Administrator. Data has come from the Trial Court Statistical Reference Guide published by the Florida Office of the State Courts Administrator. (<https://www.flcourts.org/PublicationsStatistics/Statistics/Trial-Court-Statistical-Reference-Guide>)

The two primary reports published by the Florida Office of the State Courts Administrator that have been used to create the over time benchmarking data are:

1. Overall Statistics (2011 - 2021) - This report covers a broad range of information related to the twenty circuit courts, but for this research project, it was primarily utilized to gain an understanding of the quantity of Circuit Court Judges within each Circuit over the study period.
2. Circuit Criminal Statistics (2011 - 2021). The primary benchmarking data that has been gleaned from these annual reports has been the number of filings per Judicial Circuit, the number of dispositions per Judicial Circuit, and the clearance rates for each Judicial Circuit annually over the study period.

The population data for the sixty-seven counties over the study period (2011- 2021) has been sourced from the data published by the Florida Legislature and the Office of Economic and Demographic Research. (<http://www.edr.state.fl.us/Content/population-demographics/index.cfm>) This County level data was then re-sorted and summed to align it to the twenty circuit courts, so benchmarking correlation could be completed.

Additionally, the research team gathered the monthly Average Daily Population (ADP) for each County jail over the study period (2011 - 2021) as published by the Florida Department of Corrections. (<http://www.dc.state.fl.us/pub/jails/index.html>) This data for each jail's population was averaged per year to create an Annual ADP. The County level Annual ADP data was then aligned to the twenty circuit courts and the County Data within each Circuit was summed to create an Annual ADP by Circuit calculation.

By aligning these multiple data sets to the twenty Circuit Courts, it has allowed the research team to conduct multifactorial analysis and benchmarking of the twenty Judicial Circuits and highlight the districts where processes may be streamlined. This long-term approach to data analysis over eleven years combined with the multifactorial benchmarking has allowed for the research team to trend data over many years and use that trend data to highlight Circuits where high-performance opportunities may be occurring and it will also allow follow on research to explore the specific practices and procedures that are being implemented within these higher performing Circuits to enable opportunities for improvement to be gleaned and shared amongst all Circuit Courts across the State of Florida.

The first data set reviewed was the number of Circuit Court Judges. This data was sourced and graphed over the study period (2011 - 2021). Of note is the relatively small increase in the total number of Circuit Court Judges from a low of 921 Judges in 2011 to a high of 935 Judges in 2021. This equals a growth rate of 1.52% over the 11-year study period. Additionally, over this time period, the number of Circuit Court Judges within the 2nd Circuit has remained flat at 26 Judges for the past eleven years.

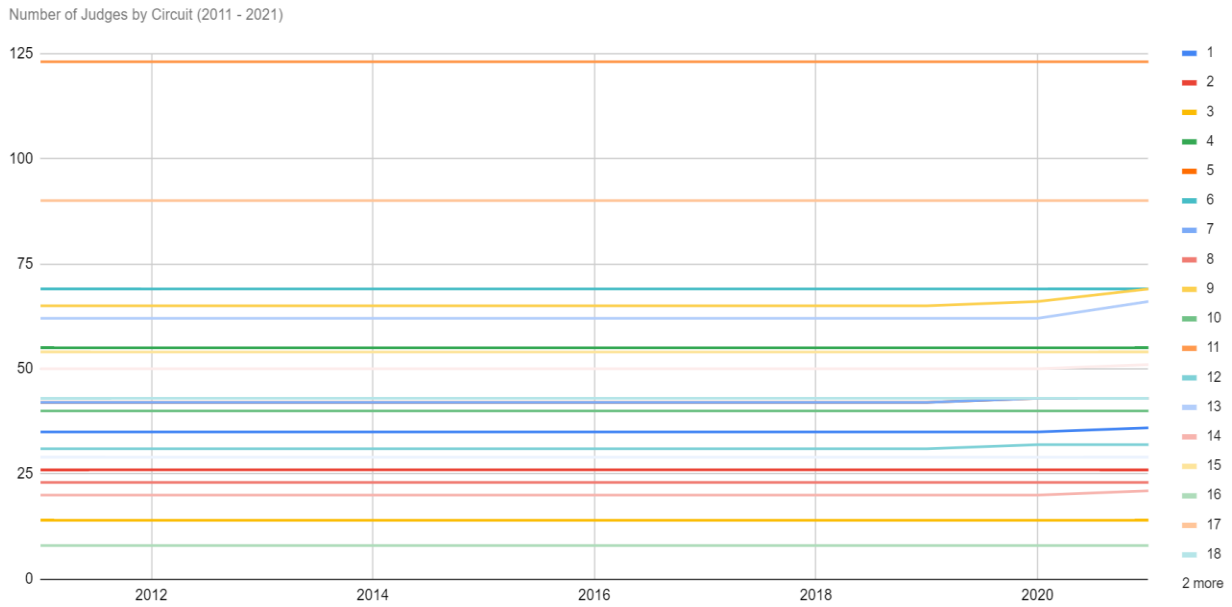


Figure 5. Number of Circuit Court Judges from 2011 - 2021 (Florida Office of the State Courts Administrator, n.d.)

The next data set reviewed was related to the population trends within each County, Judicial Circuit, and the State as a whole. The population trends indicated that although the number of Judges across the state had grown at a rate of 1.52% over the 11-year study period, the State population had grown by 15.84% over the same time period. However, the population increase in the 2nd Judicial Circuit has only grown by 4.76% from 2011 - 2021, but in Leon County, the population has grown by 7.11% from 2011 to 2021.

Florida Judicial Circuit Population Trends by Circuit 2011 - 2021

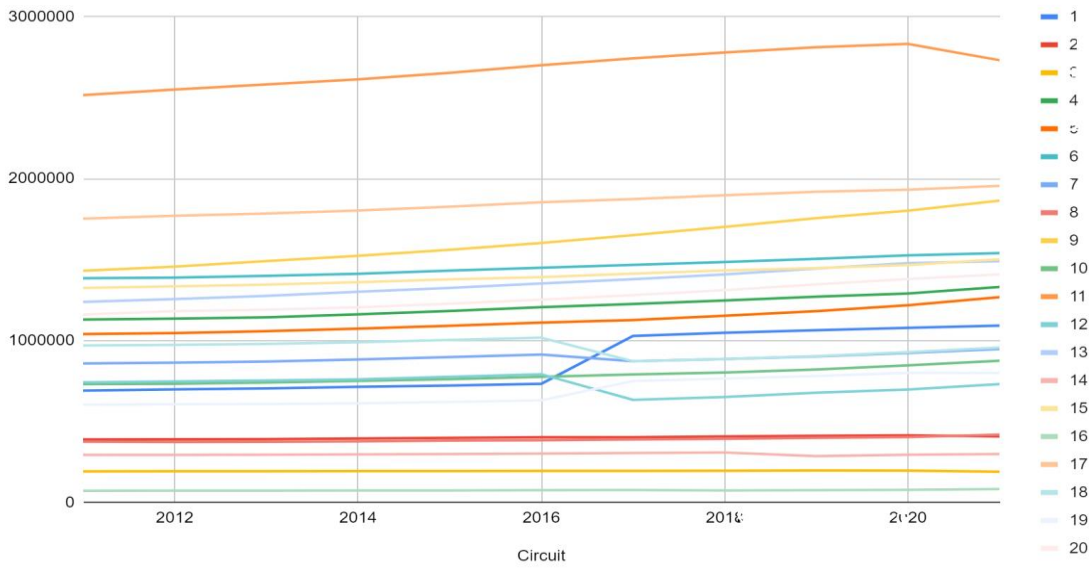


Figure 6. Population within Circuit Courts from 2011 - 2021 (Bureau of Economic and Business Research, n.d.)

Leon County and 2nd Judicial Circuit Population Growth

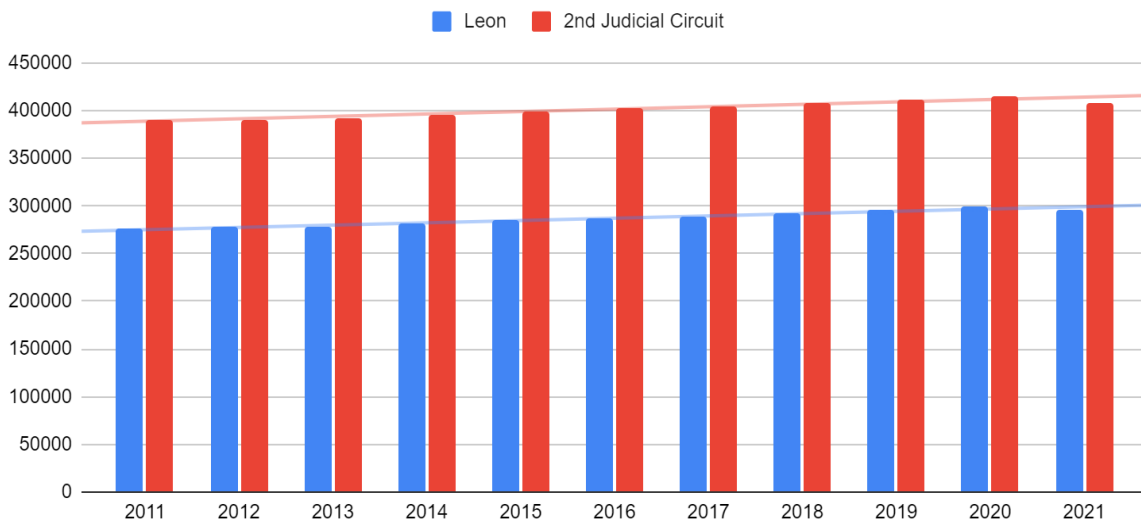


Figure 7. Population within Leon County and 2nd Circuit from 2011 - 2021 (Bureau of Economic and Business Research, n.d.)



Further data analysis was conducted to compare the Clearance Rates across the twenty Districts from 2011 to 2021. A Clearance Rate is determined by taking the total number of cases disposed divided by the total number of cases filed during the same time period. When this calculation was performed over the 11 years of data for the 20 Judicial Circuits across Florida, an overall declining trend was noted. This is indicative that the judicial processes are not proceeding through the system as quickly as they once were. The analysis indicated a declining trend of case clearance rates universally among the twenty Judicial Circuits.

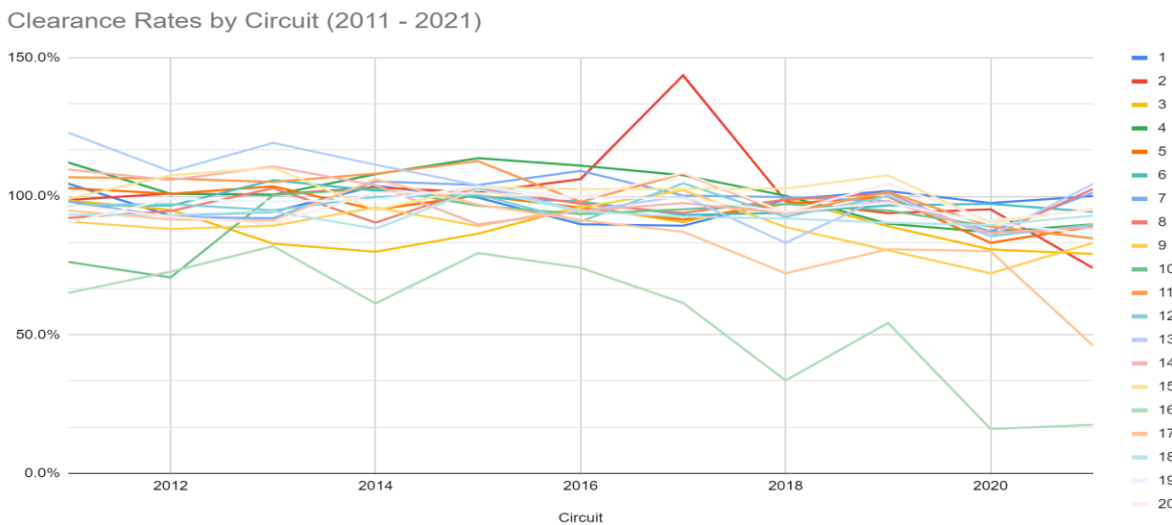


Figure 8. Clearance Rate by Circuit Court from 2011 - 2021 (Florida Office of the State Courts Administrator, n.d.)

Additionally, when the clearance rates are aggregated, the average decline in clearance rates across the State of Florida ranges from 99.4% in 2011 to 88.0% in 2021. With a high of a 101.2% clearance rate Statewide in 2014 and a low of 87.4% Statewide in 2020. This indicates that cases being processed by the judicial system are taking longer to come to final adjudication. The dark blue line below represents the actual aggregate data and the light blue line indicates the trend line for the data set from 2011 to 2021.

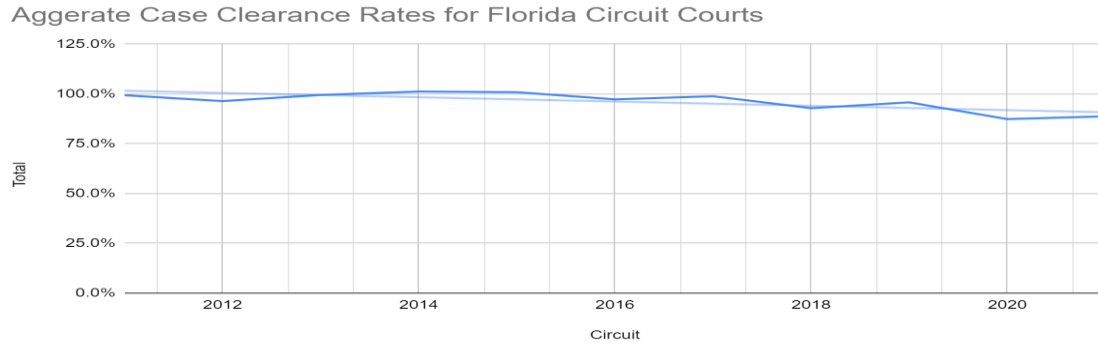


Figure 9. Aggregate Clearance Rate for All Circuit Courts from 2011 - 2021 (Florida Office of the State Courts Administrator, n.d.)

Another aspect of comparison benchmarking between the Circuits was to look at the number of judges in each Judicial Circuit compared to the overall population within those circuits over the study period from 2011 - 2021. This table calculates the population number per Circuit Court Judge and highlights which Circuits have more judges than others per capita. A lower population count per judge (Green) would indicate that that Circuit is better staffed than a Circuit with a higher population count per judge (Red).

| Circuit | 2011      | 2012      | 2013      | 2014      | 2015      | 2016      | 2017      | 2018      | 2019      | 2020      | 2021      |
|---------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| 1       | 19,751.17 | 19,975.60 | 20,130.43 | 20,404.31 | 20,641.54 | 20,938.94 | 29,397.91 | 29,940.80 | 30,412.97 | 30,831.89 | 30,362.72 |
| 2       | 14,996.85 | 15,018.23 | 15,055.12 | 15,220.46 | 15,349.92 | 15,496.38 | 15,521.62 | 15,683.08 | 15,829.73 | 15,943.23 | 15,710.12 |
| 3       | 13,744.43 | 13,817.64 | 13,797.36 | 13,830.86 | 13,885.79 | 13,906.43 | 13,940.93 | 13,997.64 | 14,116.79 | 14,099.50 | 13,609.36 |
| 4       | 20,535.05 | 20,646.27 | 20,792.35 | 21,141.64 | 21,516.13 | 21,941.98 | 22,287.56 | 22,684.42 | 23,108.87 | 23,471.15 | 24,204.75 |
| 5       | 24,777.60 | 24,922.12 | 25,184.67 | 25,573.07 | 25,994.07 | 26,449.24 | 26,842.24 | 27,454.17 | 28,152.45 | 28,322.51 | 29,489.91 |
| 6       | 20,072.88 | 20,129.61 | 20,292.41 | 20,472.43 | 20,761.72 | 21,020.83 | 21,271.19 | 21,530.57 | 21,814.01 | 22,125.97 | 22,324.36 |
| 7       | 20,441.55 | 20,560.33 | 20,737.31 | 21,022.33 | 21,384.98 | 21,755.60 | 20,775.55 | 21,105.74 | 21,469.52 | 21,491.56 | 22,060.56 |
| 8       | 16,354.30 | 16,249.65 | 16,294.22 | 16,435.52 | 16,627.17 | 16,728.48 | 16,914.00 | 17,101.96 | 17,340.78 | 17,574.91 | 18,206.78 |
| 9       | 22,018.60 | 22,412.42 | 22,943.68 | 23,439.20 | 24,011.12 | 24,665.37 | 25,407.60 | 26,186.05 | 27,025.11 | 27,307.80 | 27,020.29 |
| 10      | 18,278.93 | 18,340.13 | 18,518.10 | 18,767.60 | 19,036.13 | 19,403.93 | 19,780.23 | 20,071.23 | 20,535.63 | 21,184.18 | 21,892.48 |
| 11      | 20,459.65 | 20,742.20 | 20,994.92 | 21,249.53 | 21,576.70 | 21,957.67 | 22,301.59 | 22,596.11 | 22,862.85 | 23,030.85 | 22,210.89 |
| 12      | 23,933.29 | 24,141.10 | 24,307.71 | 24,551.97 | 25,038.74 | 25,557.10 | 20,455.42 | 21,035.10 | 21,867.45 | 21,796.41 | 22,836.66 |
| 13      | 19,983.08 | 20,259.97 | 20,587.26 | 20,998.18 | 21,380.05 | 21,819.31 | 22,246.81 | 22,723.61 | 23,304.35 | 23,850.95 | 22,581.42 |
| 14      | 14,712.75 | 14,734.65 | 14,778.70 | 14,856.55 | 14,977.00 | 15,123.00 | 15,286.55 | 15,424.40 | 14,341.85 | 14,777.25 | 14,221.29 |
| 15      | 24,551.07 | 24,729.91 | 24,919.48 | 25,189.59 | 25,526.24 | 25,772.98 | 26,187.85 | 26,544.76 | 26,812.17 | 27,157.30 | 27,823.98 |

|    |           |           |           |           |           |           |           |           |           |           |           |
|----|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| 16 | 9,083.75  | 9,112.13  | 9,195.00  | 9,255.50  | 9,275.75  | 9,505.88  | 9,611.13  | 9,242.50  | 9,526.50  | 9,727.88  | 10,426.38 |
| 17 | 19,479.58 | 19,678.88 | 19,830.17 | 20,043.37 | 20,304.08 | 20,605.70 | 20,821.89 | 21,088.62 | 21,329.38 | 21,469.02 | 21,726.39 |
| 18 | 22,552.81 | 22,644.86 | 22,779.02 | 23,011.93 | 23,363.19 | 23,675.42 | 20,298.72 | 20,604.53 | 21,019.26 | 21,603.16 | 22,251.21 |
| 19 | 20,860.31 | 20,924.45 | 20,985.38 | 21,109.97 | 21,420.31 | 21,755.59 | 25,875.31 | 26,411.83 | 26,952.41 | 27,622.86 | 27,634.86 |
| 20 | 23,225.56 | 23,640.76 | 23,823.50 | 24,109.64 | 24,554.74 | 25,052.16 | 25,616.04 | 26,236.50 | 26,937.30 | 27,608.18 | 27,617.63 |

Figure 10. Population per Circuit Court Judge from 2011 - 2021 (Florida Office of the State Courts Administrator, n.d.)

The next data element that was considered for benchmarking was to understand the number of dispositions that occurred within each Judicial Circuit. After this data was gathered, the number of dispositions was divided by the number of judges within that Circuit to create a Dispositions per Judge trend for each Judicial Circuit over the 11 year study period. By examining this data in this way, it highlights Judicial Circuits where the Dispositions per Judge are trending upward (indicating greater efficiency) versus those that are trending downward (indicating opportunities for improvement). It must be noted that all Judicial Circuits have had a downward trend in data from 2019 to 2021. This is due to the decrease in dispositions and clearance rates during the COVID-19 pandemic.

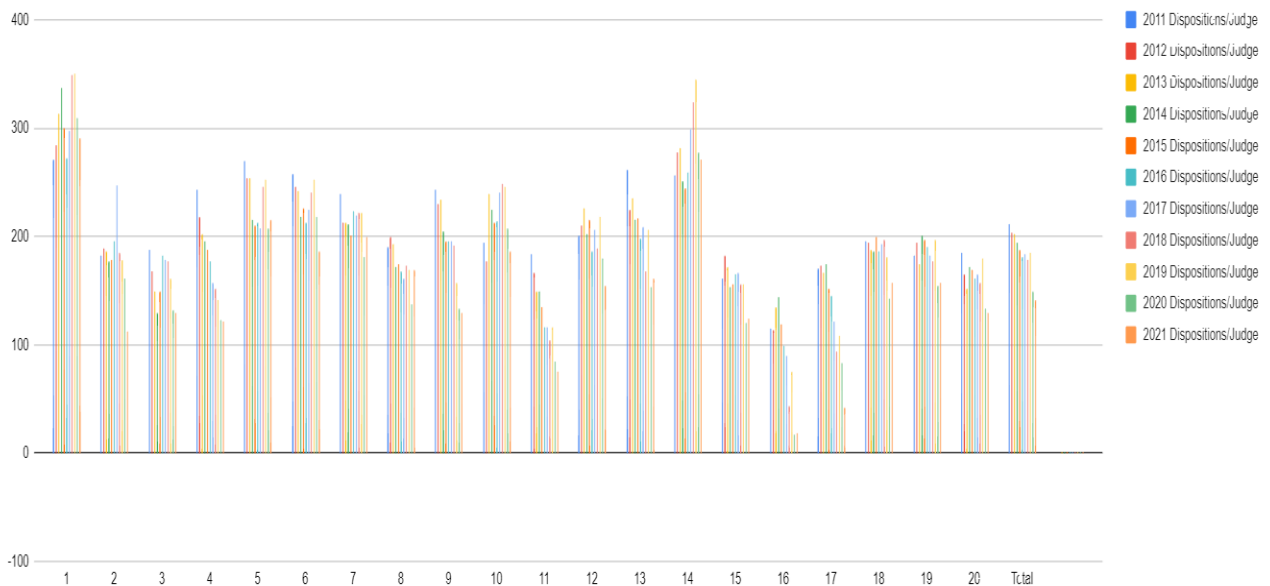


Figure 11. Dispositions Per Judge by Circuit Court from 2011 - 2021 (Florida Office of the State Courts Administrator, n.d.)

By utilizing the quantity of judges data and the dispositions data, it enabled an alternative comparative analysis approach to be utilized. By dividing the number of dispositions per Judicial Circuit each year by the quantity of Circuit Court Judges; the research team was

able to calculate the rate of Dispositions per Judge. This created an opportunity to look at the twenty Judicial Circuits from a balanced and leveled perspective. By applying conditional formatting to the table of comparison data, it highlighted the Circuits where there are the highest Dispositions per Judge (Dark Green) as compared to those with the lowest Dispositions per Judge (Red).

| Circuit | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 |
|---------|------|------|------|------|------|------|------|------|------|------|------|
| 1       | 270  | 284  | 313  | 337  | 299  | 273  | 297  | 348  | 350  | 309  | 291  |
| 2       | 182  | 189  | 186  | 177  | 179  | 196  | 247  | 185  | 179  | 161  | 113  |
| 3       | 188  | 168  | 149  | 130  | 150  | 182  | 179  | 177  | 162  | 132  | 129  |
| 4       | 243  | 218  | 202  | 196  | 187  | 176  | 157  | 152  | 142  | 123  | 122  |
| 5       | 270  | 253  | 254  | 216  | 211  | 212  | 208  | 246  | 252  | 207  | 216  |
| 6       | 258  | 245  | 242  | 218  | 226  | 213  | 225  | 241  | 253  | 219  | 187  |
| 7       | 239  | 213  | 213  | 211  | 201  | 223  | 219  | 222  | 221  | 181  | 200  |
| 8       | 191  | 200  | 193  | 172  | 174  | 167  | 162  | 173  | 169  | 138  | 169  |
| 9       | 243  | 230  | 234  | 205  | 195  | 196  | 196  | 192  | 157  | 133  | 129  |
| 10      | 194  | 177  | 239  | 225  | 213  | 215  | 241  | 248  | 245  | 208  | 186  |
| 11      | 183  | 166  | 149  | 149  | 135  | 117  | 116  | 104  | 116  | 85   | 76   |
| 12      | 200  | 210  | 226  | 203  | 215  | 186  | 206  | 190  | 219  | 179  | 155  |
| 13      | 262  | 225  | 235  | 215  | 216  | 199  | 209  | 168  | 206  | 153  | 162  |
| 14      | 257  | 278  | 281  | 252  | 245  | 259  | 298  | 323  | 345  | 278  | 272  |
| 15      | 161  | 183  | 172  | 154  | 156  | 165  | 166  | 156  | 156  | 120  | 124  |
| 16      | 116  | 113  | 135  | 144  | 119  | 100  | 90   | 44   | 76   | 18   | 18   |
| 17      | 171  | 173  | 166  | 175  | 152  | 145  | 121  | 94   | 108  | 83   | 43   |
| 18      | 195  | 194  | 187  | 186  | 200  | 187  | 193  | 197  | 182  | 143  | 157  |
| 19      | 183  | 194  | 175  | 200  | 197  | 190  | 182  | 177  | 196  | 154  | 157  |
| 20      | 185  | 165  | 151  | 172  | 169  | 162  | 165  | 157  | 180  | 133  | 130  |
| Total   | 212  | 203  | 202  | 194  | 188  | 181  | 184  | 179  | 185  | 149  | 141  |

Figure 12. Dispositions Rate Per Judge by Circuit Court from 2011 - 2021 (Florida Office of the State Courts Administrator, n.d.)

When analyzing the dispositions per judge, it was important to identify which Judicial Circuits have recovered to disposition levels seen prior to the COVID-19 global pandemic. Of note was that only eight Circuits (The 5th, 7th, 8th, 13th, 15th, 16th, 18th, and 19th Judicial Circuits) have an equal or higher disposition level in 2021 compared to 2020 and only one

Circuit (The 8th Judicial Circuit) has recovered in 2021 to a disposition level equal to that in 2019.

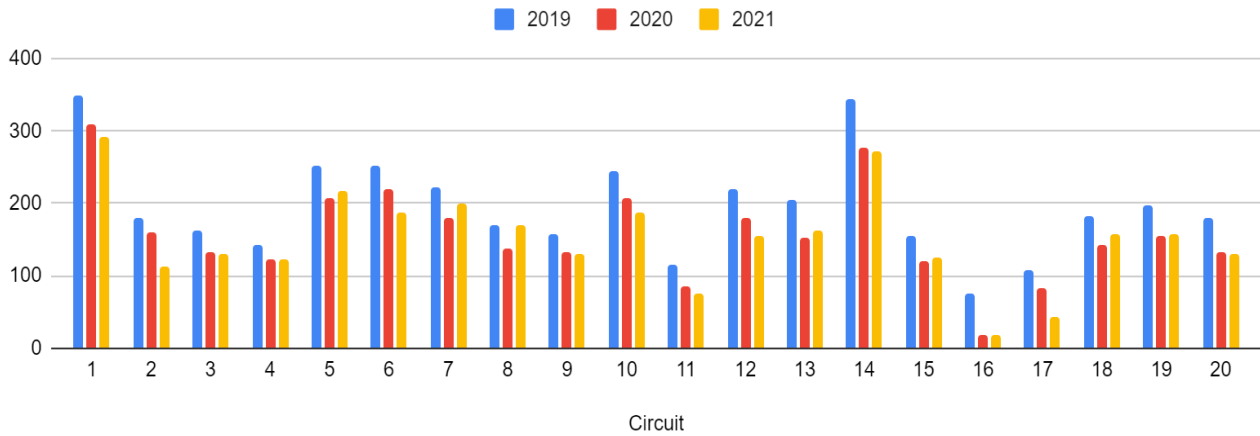


Figure 13. Post Covid-19 Dispositions Per Judge by Circuit from 2011 - 2021 (Florida Office of the State Courts Administrator, n.d.)

Another aspect of the multi-factorial benchmarking review was to compare the Average Daily Population (ADP) data within each of the 67 County Jails and then aggregate the County monthly ADP data and convert that data into a yearly average. That yearly ADP data was then correlated to align to the 20 Judicial Circuits. For this data set, only five years of data was able to be retrieved for analysis. First, the data was graphed to show the ADP trends. The data clearly shows a dip in population nearly universally across the Circuits in 2020 as inmate populations dropped during the response to COVID-19. However, it is noteworthy to point out that across the entire 2nd Circuit, the inmate population has remained relatively flat over the 5 years studied. This could indicate an opportunity to partner with other jails in the Circuit to relieve any overcrowding that may be occurring in Leon County.

Annual ADP per Circuit

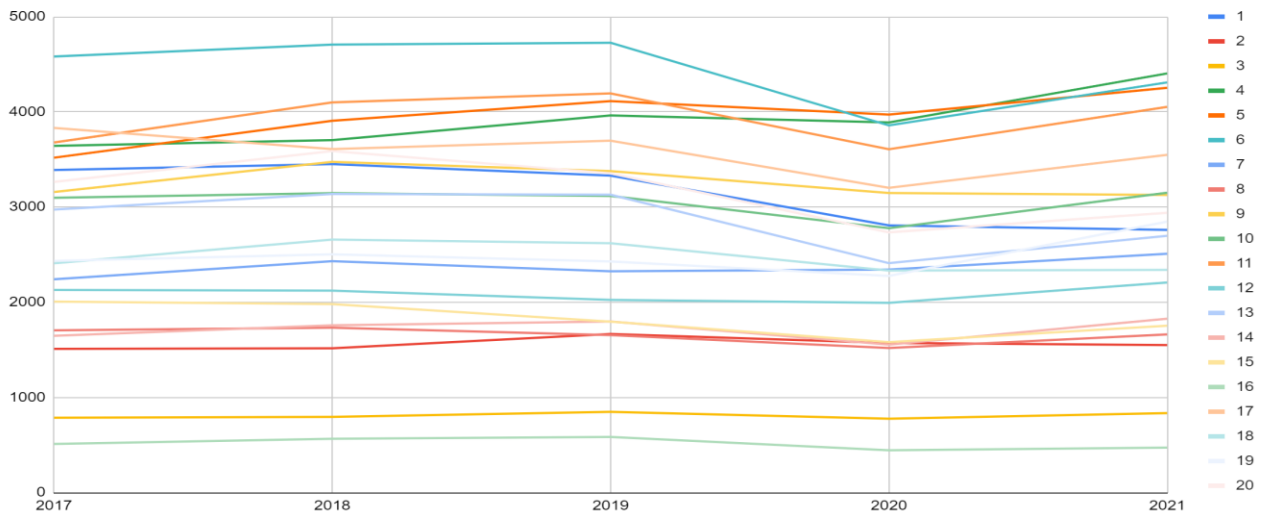


Figure 14. Annual Average Daily Population of Jails by Circuit Court from 2017 - 2021 (Florida Department of Corrections, n.d.)

Additionally, by utilizing conditional formatting to highlight the lowest ADP (Green) to the Circuits with the highest ADP (Red), an interesting correlation can be made between the inmate population and the number of judges per population. In both sets of data, the conditional formatting aligns consistently. This indicates that there is likely a correlation between the general population and the inmate population. However, when comparing the ADP data set to the Dispositions per Judge data set, there is an inverse alignment to the conditional formatting. This indicates that Judges play a crucial role in the judicial process and the quantity of judges may have a direct impact on the number dispositions that can be achieved within a particular Circuit over a particular period of time.

| Circuit | 2017 | 2018 | 2019 | 2020 | 2021 |
|---------|------|------|------|------|------|
| 1       | 3389 | 3451 | 3330 | 2807 | 2760 |
| 2       | 1510 | 1516 | 1665 | 1572 | 1550 |
| 3       | 785  | 794  | 848  | 775  | 835  |
| 4       | 3642 | 3703 | 3962 | 3888 | 4404 |
| 5       | 3518 | 3907 | 4112 | 3971 | 4253 |
| 6       | 4581 | 4706 | 4726 | 3857 | 4310 |
| 7       | 2241 | 2430 | 2325 | 2342 | 2509 |
| 8       | 1704 | 1731 | 1653 | 1518 | 1662 |

|    |      |      |      |      |      |
|----|------|------|------|------|------|
| 9  | 3157 | 3474 | 3378 | 3147 | 3127 |
| 10 | 3098 | 3146 | 3116 | 2777 | 3150 |
| 11 | 3678 | 4099 | 4194 | 3607 | 4053 |
| 12 | 2128 | 2121 | 2024 | 1993 | 2206 |
| 13 | 2974 | 3137 | 3129 | 2410 | 2698 |
| 14 | 1647 | 1757 | 1796 | 1554 | 1826 |
| 15 | 2007 | 1980 | 1796 | 1580 | 1753 |
| 16 | 511  | 565  | 584  | 443  | 472  |
| 17 | 3831 | 3609 | 3697 | 3202 | 3548 |
| 18 | 2409 | 2658 | 2620 | 2332 | 2339 |
| 19 | 2433 | 2503 | 2427 | 2276 | 2846 |
| 20 | 3264 | 3588 | 3354 | 2734 | 2939 |

Figure 15. Annual Average Daily Population of Jails by Circuit Court from 2017 - 2021 (Florida Department of Corrections, n.d.)

The prior data led to a detailed examination of Leon County’s ADP and what percentage of the ADP was classified as either Pre-Trial Felony or Pre-Trial Misdemeanor. For this data set, six years of data were studied (2017 - 2022). There were four instances where the monthly data was not reported to the Florida Department of Corrections and those will appear as gaps in the chart below. However, by examining these Pre-Trial ADP rates over time, it is clear that the Pre-Trial population has increased from a low of 57.3% in January of 2017 to a 71.3% in December of 2022 with a peak of 72.5% in December 2020.

Leon County - Average Daily Population, Number of Pre-Trial Felony and Misdemeanor

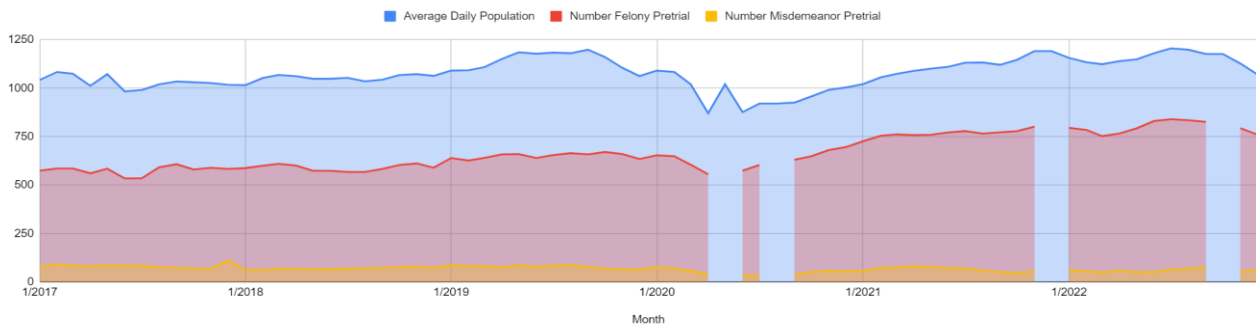


Figure 16. Leon County Average Daily Population vs. Number of Pre-Trial Felony vs. Number of Pre-Trial Misdemeanor Inmates from 2017 - 2022 (Florida Department of Corrections, n.d.)

It was also important to benchmark Leon County’s percent of pre-trial ADP to the overall State Average Pre-Trial ADP. This comparison indicates that over the 6 years reviewed, there

have only been seven months where Leon County has had a Pretrial Inmate population percentage lower than that of the State of Florida's average.

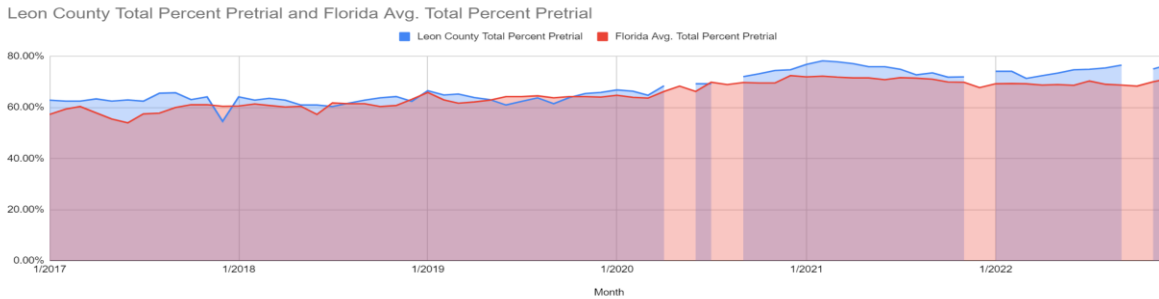


Figure 17. Leon County Total Percent Pre-Trial Population vs. Florida Average Total Percent Pre-Trial Population from 2017 - 2022 (Florida Department of Corrections, n.d.)

In summary, the major themes discovered through this data are the disproportionate lack of increases in the number of judges allocated to Circuit Courts in comparison to the rapid population growth within the state. Additionally, due to the slowdowns in processing cases along with the most recent population increases, it has had a compounding effect on the case clearance rates within the Circuit Court Systems, which in turn have increased the average daily population rates with the county detention centers.

### Survey Data

Based on the data acquired and analyzed regarding the benchmarking values, there were Circuit Courts that stood out in the results. Though information derived from the data analysis reveals critical variables and potential relationships, understanding the information from a different perspective has provided the study with a more applicable assessment to provide recommendations for Leon County. The purpose of this section is to provide interview data from interviews with major actors from the Circuit Courts that yielded critical results based on the data collection. Circuit Courts 1 and 14 yielded the most positive results in terms of efficiency and recovery post-COVID pandemic, while Circuit Courts 16 and 17 yielded the results with the greatest opportunities for improvement in terms of efficiency and recovery post-COVID pandemic.

During the survey, all twenty Judicial Circuits were approached to provide feedback on a variety of questions (see all questions asked in Appendix A) of the Court Administrators within



each Circuit Court. However, there was only a 25% response rate from the Judicial Circuits. The research team received responses to the survey from only 5 out of the 20 court administrators who provided feedback for the survey. Based on this response rate, these survey takeaways may not be statistically valid and are mentioned here with that understanding. Of immediate note was that 100% of the respondents answered “No” to the question “Do you believe your Circuit is staffed appropriately?”. Additionally, 605 of the respondents (3 out of 5) answered “Yes” to the question, “Is the quantity of criminal judges adequate?” This is an interesting response rate based on the data analysis that was conducted which would indicate that the need for additional Judges is great. However, the 2nd Judicial Circuit did respond to that same question by stating “No”, meaning that they do not believe they have an adequate number of criminal judges.

### **Data Summary and Findings**

The benchmarking analysis data indicates that in 2011 there were a total of 921 circuit judges and by 2021 the total number of circuit judges had increased only slightly to 935.

Through the analysis done to analyze the annual ADP per Circuit, overall ADP population counts of all the counties within the 2nd Circuit we conducted. When separately analyzing those data sets, a potential policy recommendation emerged, as there may be an opportunity for shared space utilization among the Counties that make up the 2nd Circuit. By mutually working together to help augment inmate housing needs, one county's population concerns can be managed if there is a spike in arrests or if there is a delay in processing cases through the judicial system.

Additionally, by gathering the population data for each of the 67 counties across the state and then correlating and merging that data with the twenty Judicial Circuits, the population trends for each of the twenty Judicial Circuits can be ascertained. The population trends by Judicial Circuit from 2011 to 2021 are presented in the graph below.

By utilizing these two data points, multi-factor analysis can be utilized to help to identify efficiencies and anomalies between the Judicial Circuits. For example, by dividing the Circuit Court Population by the number of Circuit Court judges over the course of the study period and applying conditional formatting to the table, a comparison between the Judicial Circuits can be

made. Once identified, efficiencies and anomalies can then be followed up upon by the researchers during interviews with the individual Judicial Circuits to understand the best practices or challenges that were faced.

### **Policy Options**

The primary purpose of this study is to identify best practices and policies within Florida's Circuit Courts that will enable Leon County to work with the 2nd Circuit to streamline court operations with the goal of reducing the inmate population within the County Jail. Considering the data yielded from research, the benchmarking analysis, and the qualitative interviews, there are some strategic policy recommendations that should be considered and assessed by potentially using a cost-benefit analysis approach or selected evaluative criteria.

#### ***Policy Option 1: Judicial Judge Request for the Second Circuit***

Research based on the weighted caseload system and the judicial judge requesting processes has yielded another potential option for Leon County. Given the data analyzed from the historical judicial certification table from between the timestamp of four years as of 2019-2022, The Second Judicial Circuit has requested an additional judge each year since the COVID-19 outbreak, however, this request has not been certified or authorized by the supreme court or state legislature. The process of requesting an additional judge is primarily based on the weighted caseload system as well as financial resources.

However, alterations and considerations should be made when accounting for the high delays in caseload flow, population growth, and unprecedented implications of events like COVID-19. These delays are reinforced by the data indicating increases in the disposition rates not only in Leon County but in most Circuit Courts across the State of Florida.

Leon County should also consider post-judgment activity in reporting their workload as this is a substantial component to a judge's workload and based on research is rarely ever recorded properly or at all. In order to accurately establish the time taken for a judge to finish their post-judgment workload, it may prove beneficial to work with the Judicial Circuit in calculating the time spent in order to report these numbers to the State Legislature. Leon County should consider working with its Judicial Circuit and its Legislative Delegation to aid in the streamlining of this process as well as to secure funding and support for the circuit judicial judge request.

Integrity in determining the case weights depends on the circuit courts maintaining a quality record keeping system. This includes generously appointing an estimate of time to premature cases and the manner of disposition of each case. If over-or-under counts or misclassifications occur in determining the time needed for ongoing cases, then the decision for the need of additional judges will be altered, and re-examining the caseload will be time-consuming. So, Leon County should consider continuous communication with the Second Judicial Circuit to make sure cases are filed properly and the inmates' crime type and classification is properly recorded.

### ***Policy Option 2: Streamlining Inmate Housing Options System Across the Circuit***

Moreover, another policy consideration would be the possibility of streamlining the process of transferring inmates within circuit districts that have more capacity within detention facilities to house inmates as they await their proceedings through the criminal justice system. This recommendation is based on the average daily population rates that were examined for all counties, including all counties within the Second Circuit, from 2017 to 2022. This was a strategy used during the pandemic that helped to alleviate overcrowding throughout the county detention centers given the health and safety priorities during the time. Data yielded that some counties have maintained overall flat population rates throughout the years and have not been implicated with an overcrowding issue. Creating an administrative system that allows the monitoring of housing capacities and resource allocation, could allow counties within the same circuit court to provide relief to the overcrowding issues other counties, like Leon County are experiencing. This method worked during COVID-19 when Leon County sent inmates to be housed in neighboring counties such as Walton County to mitigate the results of COVID-19 overcrowding. This mitigation measure was useful for some time in reducing the inmate population for Leon County, and In 2020, the population fell to 964, the lowest it has seen in nine years. These measures did not provide long-term relief, as our studies highlighted that the population soon rose back to an average daily population of 1,150 in 2022 when the inmates were returned to the Leon County Detention Center. Therefore, this policy is recommended as a short-term relief option while the county works in addressing other viable policy options to address the growing population increases. Though this method has been proven to provide immediate relief to overcrowding, it should be used in addition to a long-term policy recommendation.

***Policy Option 3: Increase Judicial Resources to Accommodate County's Growing Needs***

Given the situation and implications that resulted from the COVID-19 pandemic, judicial circuit courts throughout the state of Florida, including the 2nd Judicial Court, are still recovering from processing and administrative delays. Moreover, these implications have been exacerbated due to continuously increasing populations without the addition of supplemental resources to address the growth in caseloads. The data gathered reveals trends showing consistent growth within the population of the counties under the jurisdiction of the Second Circuit Court, as well as trends showing decreases with clearance rates of caseloads per judges. Consequently, while the ideal solution would be to avoid the construction of another facility or depend on supplemental programs to alleviate the overcrowding in Leon County's detention facility, the data and research analyzed in this study lean toward the possibility that given the requirements and classification of the inmate population, these supplemental programs have reached their capacity in providing relief to the overcrowding issue. When it comes to eligibility of programs that provide alternative processes to incarceration, those that fall within these requirements are not the issue, however, the majority of the inmate composition are offenders that do not meet the classification or are pending in the criminal justice caseload system to receive their verdicts. As indicated by the data collected, the majority of the average daily inmate population in Leon County is accounted for pre-trial felonies that do not fall under the jurisdiction of the county court system but rather the Second Circuit Court. Therefore, although these programs produce beneficial results in other areas they will not be able to individually address the overcrowding issue found within the county's facility. One of the policy recommendations yielded is that Leon County should consider the establishment of another facility to alleviate the issue of overcrowding.

Moreover, given the data assessed, the administrators should conduct a cost-benefit analysis as to whether the facilities construction is for another county detention center or for the establishment of another court system to aid with the administrative backlog from increased workload that has been causing delays in the judicial system. While the construction of a new detention facility would yield immediate results, it could be costly and could also provide another set of operating issues considering the situation Florida has been facing with correctional facilities state-wide. The construction of another detention facility would allow for immediate relief in terms of the overcrowding issue and may be a probable solution for future overcrowding situations, however, this option also yields its own issues that may outweigh its benefits. Florida is currently facing a contentious issue regarding correctional facilities

statewide. Many correctional facilities have been shut down due to shortage in staffing, inadequate resources, environmental health and sanitary issues, and a low demand for careers based on corrections.

Furthermore, whether to develop another court system within the county would yield its own obstacles in terms of funding, policy, and feasibility. However, while establishing another judicial facility may provide a delayed relief it is probable that this is the most cost effective option. A judicial establishment will create more career opportunities that are more in demand, along with more opportunities to stimulate the economy positively while addressing the increased backlog with the judicial proceedings. Additional administrative staff and judicial personnel will improve the efficiency of caseload processing and improve clearance rates. Nonetheless, the possibility of the creation of a new institution may be unavoidable given the circumstances the county is facing.

### **Recommendation**

The solutions to reduce overcrowding in the Leon County Detention Center are complex and all three policy recommendations presented are interdependent in nature. Policy Option 2 is a short term option that will help to immediately reduce overcrowding, but due to the financial costs associated with housing inmates in another county, there may be medium political viability. However, it must be stated that the housing costs are going to be similar whether they occur in another County or within Leon County. Policy option 2 has a high feasibility rating due to the consistent cost to implement relative to the costs it would take to fund the operations and maintenance cost per inmate whether they were within Leon County or another county detention center. From a reduction in overcrowding perspective, option 2 has a medium rating as this option will help to reduce overcrowding in the near term, but due to the increasing population, there will come a point where this is not the most cost effective solution and the operations and maintenance mark-up experienced by housing off site will become lessened by completing a jail expansion. The timing of a jail expansion will also need to take into account the inmate populations within the counties where Leon County inmates are housed, as their populations may necessitate an inability to house out of county inmates.

Policy Options 1 and 3 are inter connected and both are considered long-term solutions. More judges are necessary and the place where judges operate out of requires expanded courthouse facilities. From a political viability perspective, the construction of a new courthouse

is a high-cost capital investment, but within the control of the Board of County Commissioners. However, the funding for the increase in judges to serve within the 2nd Judicial Circuit will require close coordination with the State Legislature. From a feasibility perspective, policy options 1 and 3 both considered medium as the cost to implement is high, but the enhanced capabilities of the judicial system should help to reduce or at the very least stabilize the average daily population rates within the jail, which allows time for the county to plan for the jail expansion as a capital expenditure in the future. From an overcrowding perspective, both options 1 and 3 are considered high as their implementations will certainly help to keep the inmate population within acceptable parameters.

|  | Political Viability<br>(High, Medium, Low) | Feasibility<br>(High, Medium, Low) | Reduction in Overcrowding<br>(High, Medium, Low) | Solution Length<br>(Long Term or Short Term) |
|--|--|------------------------------------|--|--|
| Policy Option 1: Judicial Judge Request for the Second Circuit                     | Low  | Medium                             | High   | Long Term                                    |
| Policy Option 2: Streamlining Inmate Housing Options System Across the Circuit     | Medium                                     | High                               | Medium   | Short Term                                   |
| Policy Option 3: Increase Judicial Resources to Accommodate County's Growing Needs | Medium                                     | Medium                             | High   | Long Term                                    |

Figure 18. Evaluative Criteria Matrix

### **Concluding Statements**

Although there may be a desire to rank each of the policy recommendations individually and create a three-phase deployment for the proposed policies, it is proposed that the decision-making bodies within Leon County approach these recommendations with an “all in” approach. By implementing a collaborative approach to the immediate inmate housing concerns by coordinating with other Second Circuit counties to implement out of county housing, it will give Leon County leaders time to work with the State Legislature to fund the necessary Judges and also coordinate the funding for a courthouse expansion and bring on the necessary design and construction firms required to construct the expanded courthouse facilities. By taking an “all in” approach, Leon County will help to improve their near to medium-term court processing times, but in the long term, Leon County will still need to consider an expansion to the Detention Center as the population continues to grow.

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## Appendix A

### Survey Responses

3/23/23, 11:12 PM

FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

## FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

*This capstone project research is being conducted by Andrew Baxter, Wendy Diaz, & Madisen Maring in an effort to identify best practices within Florida's Circuit Courts that will enable Leon County and the 2nd Circuit to streamline court operations with the goal of reducing the inmate population within the County Jail.*

Respondents Name \*

Kelly Steele on behalf of Karen Levey

Respondents Email Address \*

ctadks1@ocnjcc.org

Respondents Phone Number \*

4078360501

### Circuit Staffing Questions

Do you believe your Circuit is staffed appropriately? \*

Yes

No

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

What position titles / job classifications do you believe you need more of or need to create? \*

Full Time Equivalent Case Managers

Is the quantity of criminal judges adequate? \*

Yes

No

Do you use pre-trial probation officers? \*

Yes

No

If you answered Yes to the question above please answer the next two questions. If not skip to the next section.

How many pre-trial probation officers does your circuit have?

Unknown; this would be a DOC and an Orange County and Osceola County pre-trial/probation services question.

Is the caseload quantity per pre-trial probation officer adequate?

Yes

No

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

### Circuit Demographics and Process Questions

What demographic elements contribute the most to your districts cases? \*

Unknown

What internal and external factors contributed to caseload clearance rates? (Please identify if the factor has a positive or negative effect.) \*

Availability of support and judicial resources.

What improvements could be made to process to have higher caseload clearance rates? \*

Additional support and judicial resources.

What are processes that were implemented during COVID-19 are still being used and what has their effect been? \*

Certain events are conducted virtually allowing more participation.

Do you have concerns with the process for requesting additional judges? If so, please explain and recommend potential solutions. \*

Only that it excludes local factors that make the minutes significantly different across circuits.

### Circuit Inmate Population / Overcrowding Questions

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

Are the County Jails within your Circuit experiencing overcrowding? \*

Yes

No

What is being done within your Circuit to to reduce overcrowding within the jails? \*

N/A

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

## FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

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Respondents Name \*

John Miller

Respondents Email Address \*

judge.miller@flcourts1.gov

Respondents Phone Number \*

850-380-2447

### Circuit Staffing Questions

Do you believe your Circuit is staffed appropriately? \*

Yes

No

3/23/23, 11:12 PM

FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

What position titles / job classifications do you believe you need more of or need to create? \*

General Counsel  
.....

Is the quantity of criminal judges adequate? \*

Yes

No

Do you use pre-trial probation officers? \*

Yes

No

If you answered Yes to the question above please answer the next two questions. If not skip to the next section.

How many pre-trial probation officers does your circuit have?  
.....

Is the caseload quantity per pre-trial probation officer adequate?

Yes

No



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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

### Circuit Demographics and Process Questions

What demographic elements contribute the most to your districts cases? \*

I do not understand the question.

What internal and external factors contributed to caseload clearance rates? (Please identify if the factor has a positive or negative effect.) \*

Zoom-positive effect.

What improvements could be made to process to have higher caseload clearance rates? \*

The State Attorney's office and Public Defender's Office are both understaffed.

What are processes that were implemented during COVID-19 are still being used and what has their effect been? \*

Zoom-positive effect. Changes to the Rules of Civil Procedure and Family Law Procedure to allow use of remote technology.

Do you have concerns with the process for requesting additional judges? If so, please explain and recommend potential solutions. \*

We need additional judges in order to comply with the Florida Supreme Court time standards for civil cases. I am concerned about the process. A new time study would be helpful.

### Circuit Inmate Population / Overcrowding Questions

3/23/23, 11:12 PM

FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

Are the County Jails within your Circuit experiencing overcrowding? \*

Yes

No

What is being done within your Circuit to to reduce overcrowding within the jails? \*

Early pleas at arraignments in misdemeanor cases.

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

# FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

*This capstone project research is being conducted by Andrew Baxter, Wendy Diaz, & Madisen Maring in an effort to identify best practices within Florida's Circuit Courts that will enable Leon County and the 2nd Circuit to streamline court operations with the goal of reducing the inmate population within the County Jail.*

Respondents Name \*

Jonathan Lin

Respondents Email Address \*

jlin@circuit5.org

Respondents Phone Number \*

352-401-6707

## Circuit Staffing Questions

Do you believe your Circuit is staffed appropriately? \*

Yes

No

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

What position titles / job classifications do you believe you need more of or need to create? \*

Court Program Specialist II (FTE Case Managers)  
Digital Court Reporter (FTE)  
Trial Court Staff Attorney (FTE)  
Accountant II (FTE)  
Chief of Personnel Services (FTE)  
Senior Court Analyst II (FTE)  
Administrative Assistant III (FTE TCA Assistant)  
Administrative Assistant II (FTE Due Process Services)  
Court Operations Manager (FTE)  
Information Security Analyst (FTE)  
Information Systems Consultant II (FTE programmer)  
User Support Analyst (FTE)  
.....

Is the quantity of criminal judges adequate? \*

- Yes
- No

Do you use pre-trial probation officers? \*

- Yes
- No

If you answered Yes to the question above please answer the next two questions. If not skip to the next section.

How many pre-trial probation officers does your circuit have?  
.....

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

Is the caseload quantity per pre-trial probation officer adequate?

- Yes
- No

**Circuit Demographics and Process Questions**

What demographic elements contribute the most to your districts cases? \*

We are geographically located in the fastest growing area of the State of Florida, completely encompassing "The Villages" retirement community that is located in three of the five counties. This significantly impacts the civil, family, and probate caseloads.

What internal and external factors contributed to caseload clearance rates? (Please identify if the factor has a positive or negative effect.) \*

Inadequate permanent staffing both internally and external stakeholders – negative effect  
Inadequate number of judges to handle the number of cases – negative effect

What improvements could be made to process to have higher caseload clearance rates? \*

Certify and approve additional judges  
Adequate state funding for proper number of staff

What are processes that were implemented during COVID-19 are still being used and what has their effect been? \*

Remote interpreting – allowed more efficient use of scarce resources (still inadequate)  
Use of technology to allow remote participation by parties/stakeholders

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Do you have concerns with the process for requesting additional judges? If so, please explain and recommend potential solutions. \*

Yes, times studies may not reflect the time needed to adequately address processing of cases  
Caseload data / systems may not accurately reflect caseloads consistently throughout the state

#### Circuit Inmate Population / Overcrowding Questions

Are the County Jails within your Circuit experiencing overcrowding? \*

Yes

No

What is being done within your Circuit to to reduce overcrowding within the jails? \*

Problem solving court programs (voluntary participation) are offered to defendants

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

## FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

*This capstone project research is being conducted by Andrew Baxter, Wendy Diaz, & Madisen Maring in an effort to identify best practices within Florida's Circuit Courts that will enable Leon County and the 2nd Circuit to streamline court operations with the goal of reducing the inmate population within the County Jail.*

Respondents Name \*

Lisa T. Munyon

Respondents Email Address \*

ctjulm1@ocnjcc.org

Respondents Phone Number \*

4078362470

### Circuit Staffing Questions

Do you believe your Circuit is staffed appropriately? \*

Yes

No

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

What position titles / job classifications do you believe you need more of or need to create? \*

More circuit judges and magistrates.  
.....

Is the quantity of criminal judges adequate? \*

Yes

No

Do you use pre-trial probation officers? \*

Yes

No

If you answered Yes to the question above please answer the next two questions. If not skip to the next section.

How many pre-trial probation officers does your circuit have?

0  
.....

Is the caseload quantity per pre-trial probation officer adequate?

Yes

No



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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

### Circuit Demographics and Process Questions

What demographic elements contribute the most to your districts cases? \*

Our circuit is an urban circuit with many homeless and mentally ill individuals.

What internal and external factors contributed to caseload clearance rates? (Please identify if the factor has a positive or negative effect.) \*

Our circuit is the headquarters of a major personal injury firm. The firm generates a large number of civil jury trials per year.

What improvements could be made to process to have higher caseload clearance rates? \*

Additional use of case managers and staff attorneys would allow judges to be more productive on the bench.

What are processes that were implemented during COVID-19 are still being used and what has their effect been? \*

There remains a widespread use of virtual hearings which are very efficient for lawyers but less efficient for judges.

Do you have concerns with the process for requesting additional judges? If so, please explain and recommend potential solutions. \*

Yes. The current formulas being used are outdated and do not account for the all the judicial labor needed to handle every aspect of a case.

### Circuit Inmate Population / Overcrowding Questions

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

Are the County Jails within your Circuit experiencing overcrowding? \*

Yes

No

What is being done within your Circuit to to reduce overcrowding within the jails? \*

We began an multi-faceted effort two decades ago to decrease the growth of the county jail population. The effort has been extremely successful and our current jail population is half of what it was projected to be.

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

## FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

*This capstone project research is being conducted by Andrew Baxter, Wendy Diaz, & Madisen Maring in an effort to identify best practices within Florida's Circuit Courts that will enable Leon County and the 2nd Circuit to streamline court operations with the goal of reducing the inmate population within the County Jail.*

Respondents Name \*

KENDRA BROWN

Respondents Email Address \*

brownken@leoncountyfl.gov

Respondents Phone Number \*

(850)606-4438

### Circuit Staffing Questions

Do you believe your Circuit is staffed appropriately? \*

Yes

No

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

What position titles / job classifications do you believe you need more of or need to create? \*

1) Judicial case managers (Criminal, Family, & Civil), 2) Interpreters, 3) Technology Officers

Is the quantity of criminal judges adequate? \*

Yes

No

Do you use pre-trial probation officers? \*

Yes

No

If you answered Yes to the question above please answer the next two questions. If not skip to the next section.

How many pre-trial probation officers does your circuit have?

Leon (12), Gadsden (1), Jefferson (0), Liberty (0), Franklin (1), Wakulla (1)

Is the caseload quantity per pre-trial probation officer adequate?

Yes

No

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

### Circuit Demographics and Process Questions

What demographic elements contribute the most to your districts cases? \*

Gender, race, occupation, income, family structure

What internal and external factors contributed to caseload clearance rates? (Please identify if the factor has a positive or negative effect.) \*

Internal: Needs Assessments (+), Case managers (+), Statutes (+ & -), Judicial training (+), Technology (+ & -)

External: Collaboration with stakeholders (+ & -), community services (+ & -)

What improvements could be made to process to have higher caseload clearance rates? \*

1. Better use of technology (currently have too many databases that do not "talk" to each other).
2. Development and implementation of differentiated case management circuit wide where cases follow time standards based on certain variables and any delays are quickly detected and attended to.
3. Establishment of targeted supervision based on risk and need (circuit wide)

What are processes that were implemented during COVID-19 are still being used and what has their effect been? \*

1. Remote hearings and meetings: Allows for more timely hearings while decreasing the need for some complex transportation situations.
2. Telework and flextime work schedules: While some court staff have increased productivity, this has not worked for other court staff primarily because of the need for certain staffers to be present in the courtroom to be able to adequately address the court's needs.

Do you have concerns with the process for requesting additional judges? If so, please explain and recommend potential solutions. \*

No

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FLORIDA STATE UNIVERSITY - MPA CAPSTONE PROJECT

### Circuit Inmate Population / Overcrowding Questions

Are the County Jails within your Circuit experiencing overcrowding? \*

- Yes  
 No

What is being done within your Circuit to to reduce overcrowding within the jails? \*

1. Case Managers triaging cases in a manner that takes into account public safety, and inmate well-being, and due process procedures.
  2. Detention review meetings to 1) identify jail population trends and 2) modify case processing procedures based on the trends.
- .....

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## **Appendix B**

### Data Analysis Spreadsheet

The spreadsheet containing all the data and analysis that was conducted for this paper can be found at the following link.

Author: Andrew Baxter

Year of publication/creation: 2023

Title of the spreadsheet: *2023 Capstone Group 1B - Data and Analysis*

Published Location: Google Drive

Access information:

[https://docs.google.com/spreadsheets/d/1Mj2NbHPacw6\\_RbZVrwA6cq3LRlq30VhfAi5n6enG0qY/edit?usp=sharing](https://docs.google.com/spreadsheets/d/1Mj2NbHPacw6_RbZVrwA6cq3LRlq30VhfAi5n6enG0qY/edit?usp=sharing)

**Press Release**

Per the guidance given by Dr. Schrader, this press release section has been satisfied through the participation of the group in presenting before the Leon County, Public Safety Coordinating Council Meeting on 4/18/2023.



## **Research Team Biographies**

### **Andrew Baxter**

Director, Pasco County Facilities Management  
Masters of Public Administration  
BS - Business Management and Ethics  
Facilities Management Professional (FMP)  
Certified Public Manager (CPM)  
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Phone: 727-834-3292

### **Wendy Diaz**

Masters in Public Administration  
BS - Political Science and Psychology with a specialization in Emergency Management (EMHS)  
and Intelligence Studies  
Email: wdiaz@fsu.edu  
Phone: 786-370-8150

### **Madisen Maring**

Masters in Public Administration  
BA - Criminal Justice and Legal Studies  
Email: mmm22j@fsu.edu  
Phone: 734-552-1784

***LEON COUNTY SUPERVISED PRETRIAL RELEASE PROGRAM***



*Electronic Monitoring Program Report  
For the Month March 2023*

*Monthly Statistical Data*  
*March 1, 2023 – March 31, 2023*

Table 1

|  | Enrolled on G.P.S. | Ordered G.P.S. but NOT Enrolled | Enrolled on G.P.S. (Probation, Mental Health & VTC) | Ordered GPS but NOT Enrolled (Probation, Mental Health, & VTC) | Enrolled on SCRAM | Ordered SCRAM but NOT Enrolled (SCRAM) | Enrolled on SCRAM (Probation, Mental Health & VTC) | Ordered SCRAM but not Enrolled (Probation, Mental Health & VTC) | Total Enrolled on EM |
|--|--------------------|---------------------------------|---|--|-------------------|--|--|---|----------------------|
| <b>Beginning Caseload (Previous Month)</b> | 97                 | 100                             | 13  | 5  | 21                | 9                                      | 7  | 1   | 138                  |
| <b>New Clients Assigned</b>                | 18                 | 0                               | 2   | 0  | 2                 | 0                                      | 1  | 0   | 23                   |
| <b>Transferred In</b>                      | 2                  | 0                               | 0   | 0  | 0                 | 0                                      | 0  | 0   | 2                    |
| <b>Clients Reins. From Inactive</b>        | 4                  | -4                              | 0   | 0  | 1                 | -1                                     | 0  | 0   | 5                    |
| <b>Clients Dropped to Inactive</b>         | -12                | 12                              | -1  | 1  | -1                | 1                                      | 0  | 0   | -14                  |
| <b>Transferred Out</b>                     | -1                 | 0                               | 0   | 0  | -1                | 0                                      | 0  | 0   | -2                   |
| <b>Clients Terminated</b>                  | -8                 | -10                             | 0   | -1   | -5                | 0                                      | -2   | 0   | -15                  |
| <b>Successful</b>                          | -8                 | -6                              | 0   | 0  | -5                | 0                                      | -2   | 0   | -15                  |
| <b>Unsuccessful - Court Action</b>         |                    | -4                              |   | -1   |                   | 0                                      |  | 0   | -5                   |
| <b>Ending Caseload for Month*</b>          | 100                | 98                              | 14  | 5  | 17                | 9                                      | 6  | 1   | 137                  |

\*The chart above depicts the caseloads as of the last day of the month.

\*As of March 31st, after violations and closures there were 112 defendants being supervised on Active G.P.S. and 1 monitored with Passive G.P.S. units.

\*There were no defendants ordered to wear both a G.P.S. and SCRAM monitor simultaneously.

\*There are 11 (11-GPS and 0-SCRAM) defendants assigned to Mental Health Pretrial Release being supervised on electronic monitoring.

Table 2

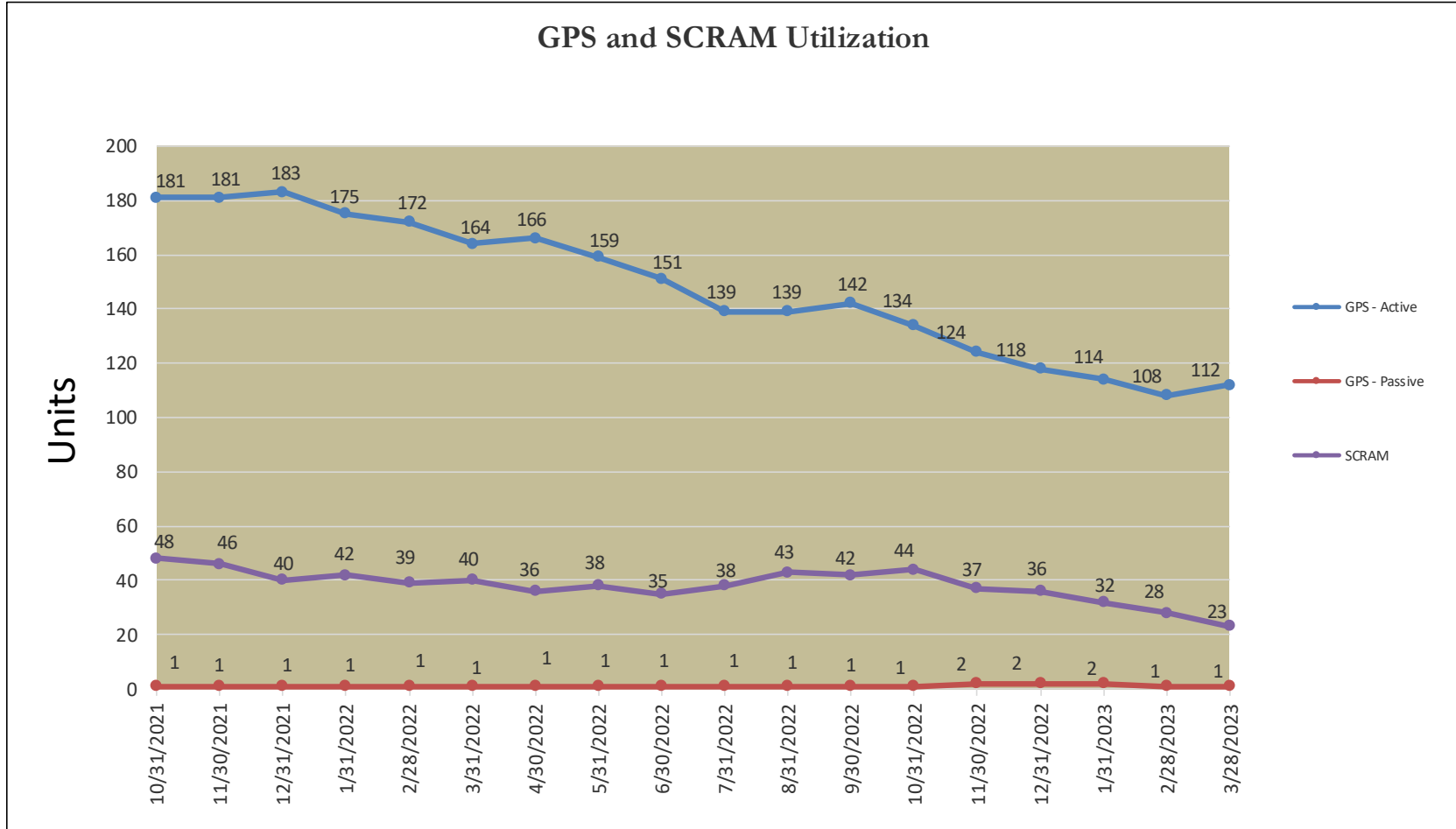
| <b>EM Unsuccessful Closures</b> | GPS | SCRAM | Total EM |
|---------------------------------|-----|-------|----------|
| <b>FTA Rate</b>                 | 0   | 0     | 0        |
| <b>New Arrest Rate</b>          | 1   | 0     | 1        |
| <b>Tech. Violation Rate</b>     | 3   | 0     | 3        |

*Monthly Statistical Data*  
*March 1, 2023 – March 31, 2023*

**Electronic Monitoring Success Rate for March 2023**

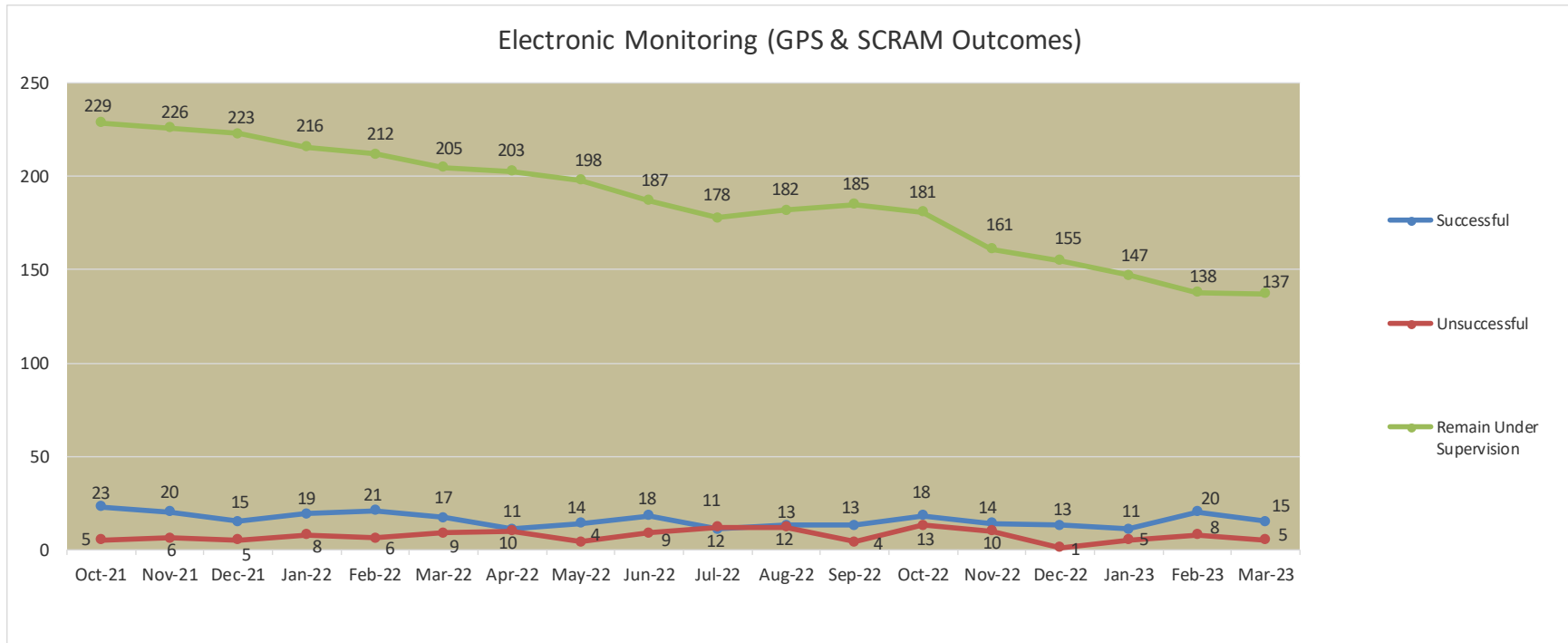


## Monthly Trend Data October 2021 – March 2023

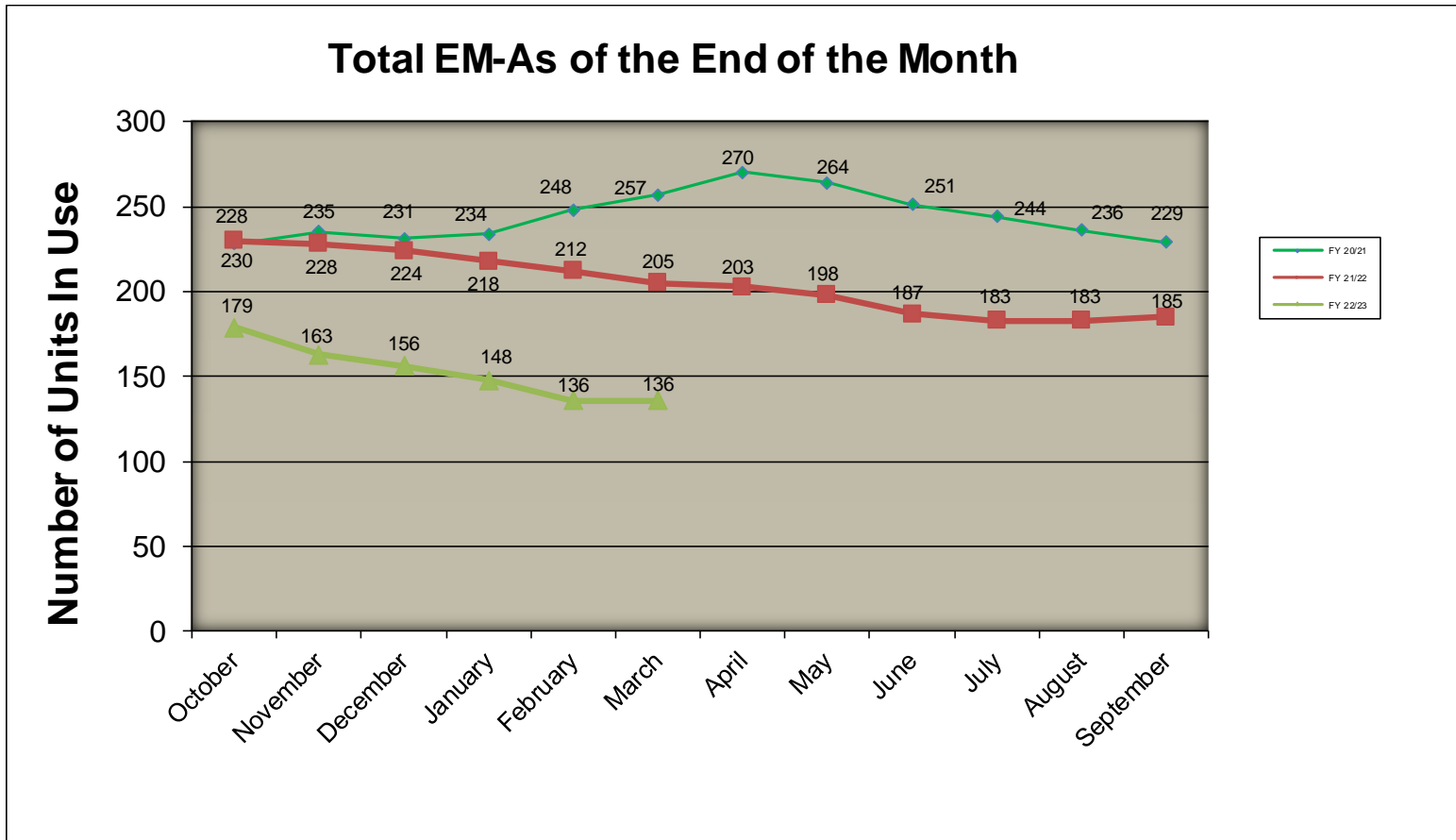


\*One (1) defendant with court-ordered suspending GPS monitoring.

## Monthly Trend Data October 2021 – March 2023

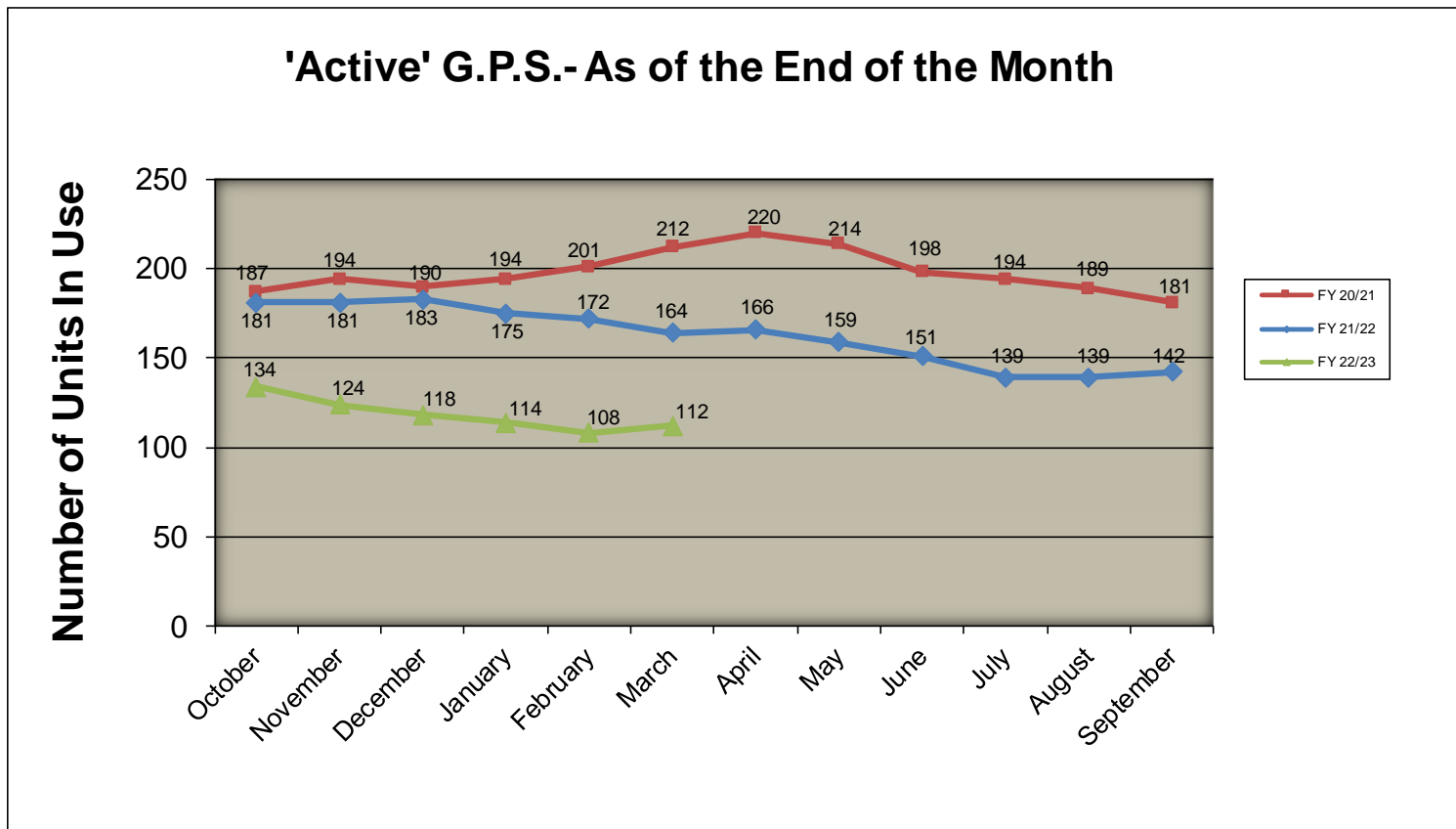


*Yearly Trend Data*  
*October 2021 – March 2023*



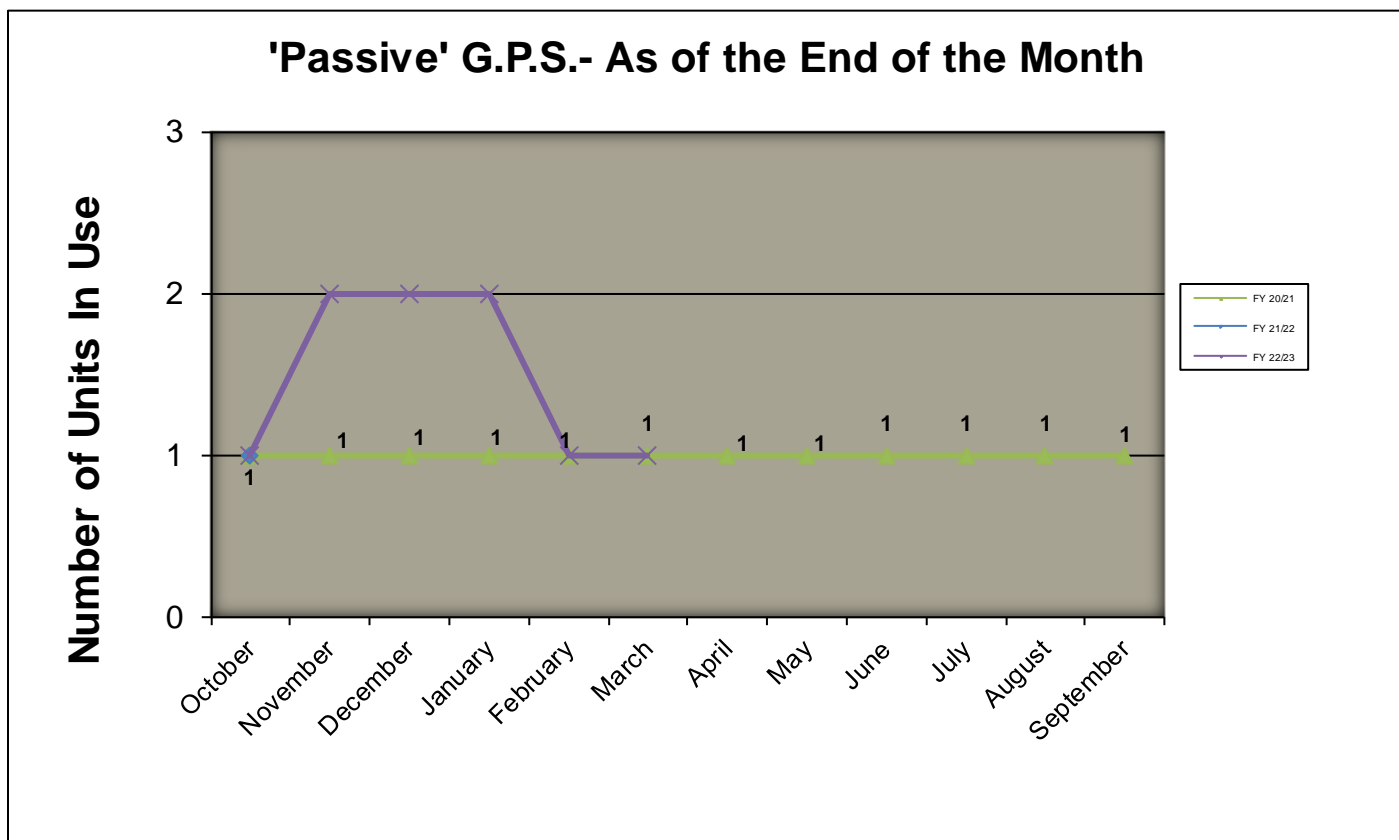
*\*One (1) defendant with court-ordered suspending GPS monitoring.*

*Yearly Trend Data*  
*October 2021 – March 2023*





*Yearly Trend Data*  
*October 2021 – March 2023*



*Monthly Fiscal Data*  
*March 1, 2023 – March 31, 2023*

| <b>Electronic Monitoring Type</b> | <b>Prior Period's<br/>YTD</b> | <b>Current<br/>Period<br/>Collection</b> | <b>YTD Total<br/>Collections</b> |
|-----------------------------------|-------------------------------|--|----------------------------------|
| <i>SCRAM Collections</i>          | \$7,725                       | \$1,036                                  | \$8,761                          |
| <i>GPS Collections</i>            | \$11,692                      | \$347                                    | \$12,039                         |

*As of the end of the month, the following are the totals for electronic monitoring fees waived or allowed to accrue during the pendency of the case(s).*

|              | <b>YTD Accruals</b> | <b>YTD Waivers</b> |
|--------------|---------------------|--------------------|
| <i>GPS</i>   | \$ 57,018.81        | \$ 1,329.78        |
| <i>SCRAM</i> | \$ 12,138.00        | \$ -               |

# Public Safety Coordinating Council

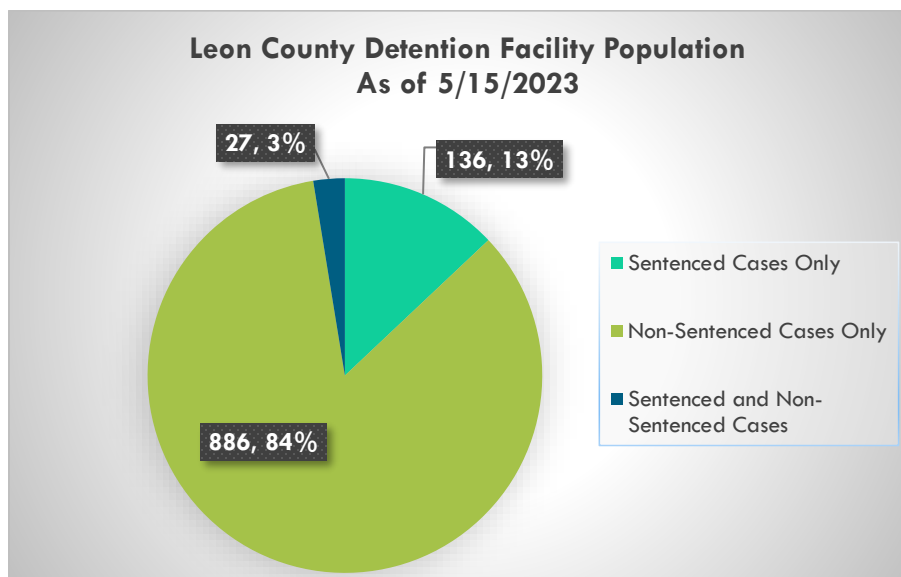
Leon County Detention

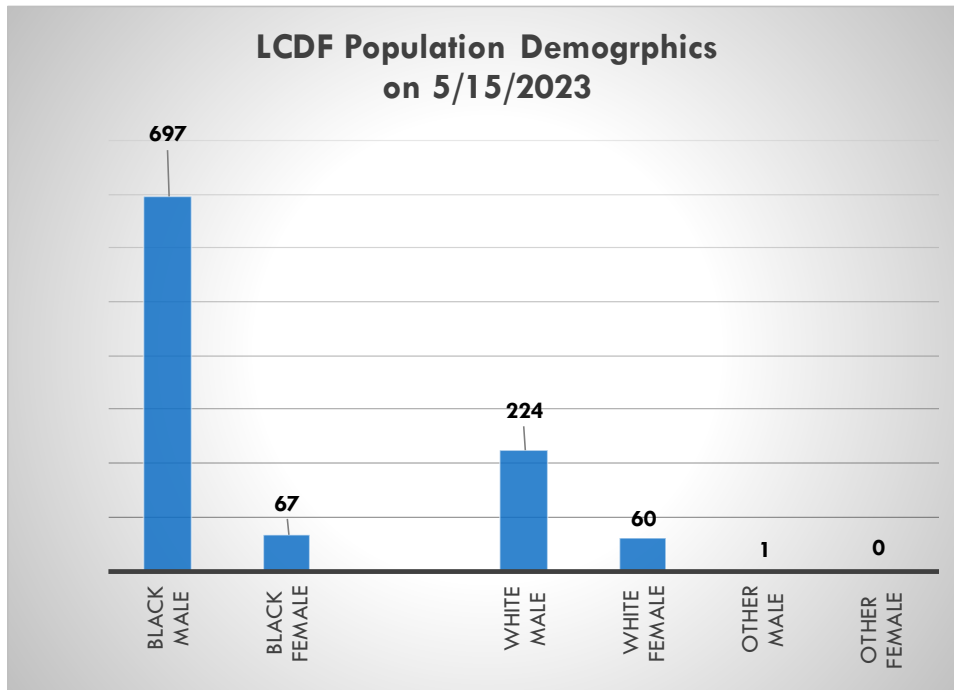
Facility Status Report

for 5/15/2023



## Leon County Population 1,049





| Males     |       |       |                    |                    |         |
|-----------|-------|-------|--------------------|--------------------|---------|
| Age Group | White | Black | Oriental/<br>Asian | American<br>Indian | No Data |
| Juveniles | 0     | 4     | 0                  | 0                  | 0       |
| 18-29     | 47    | 282   | 0                  | 0                  | 0       |
| 30-39     | 75    | 208   | 0                  | 0                  | 0       |
| 40-49     | 47    | 130   | 0                  | 0                  | 0       |
| 50-59     | 35    | 58    | 0                  | 1                  | 0       |
| GT 59     | 16    | 24    | 0                  | 0                  | 0       |

| Females   |       |       |                    |                    |         |
|-----------|-------|-------|--------------------|--------------------|---------|
| Age Group | White | Black | Oriental/<br>Asian | American<br>Indian | No Data |
| Juveniles | 0     | 0     | 0                  | 0                  | 0       |
| 18-29     | 16    | 26    | 0                  | 0                  | 0       |
| 30-39     | 25    | 28    | 0                  | 0                  | 0       |
| 40-49     | 19    | 10    | 0                  | 0                  | 0       |
| 50-59     | 7     | 5     | 0                  | 0                  | 0       |
| GT 59     | 1     | 2     | 0                  | 0                  | 0       |

| Sentenced Cases Only   |     |
|------------------------|-----|
| Felony                 | 127 |
| Misdemeanor            | 4   |
| Felony and Misdemeanor | 5   |

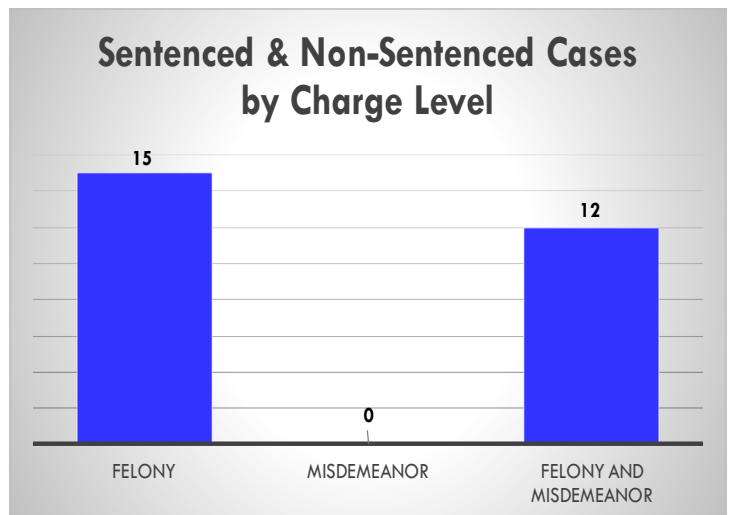
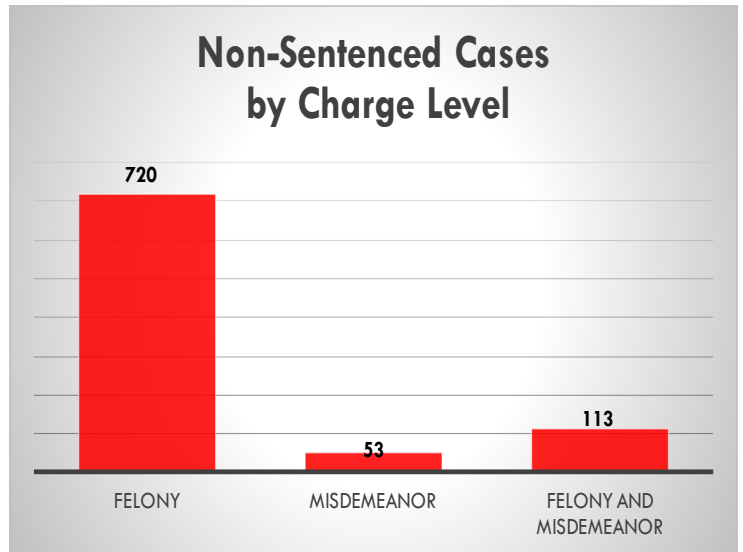
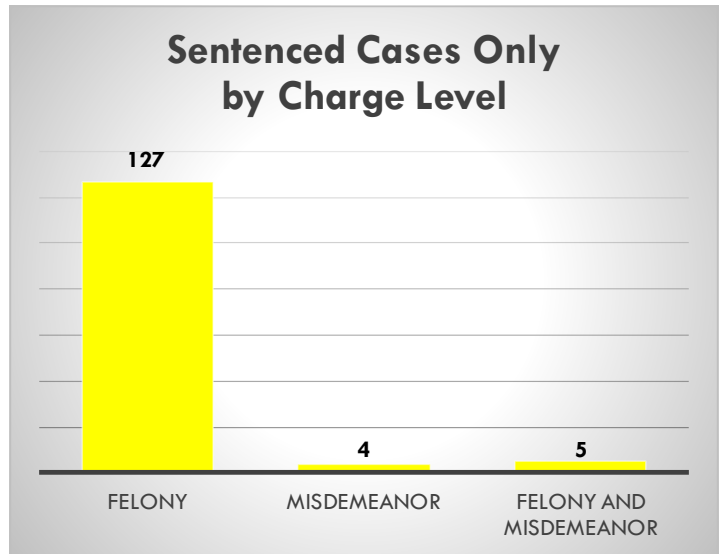
| Males |     | Females |   |
|-------|-----|---------|---|
| Black | 101 | Black   | 1 |
| White | 24  | White   | 9 |
| Other | 1   | Other   | 0 |

| Non-Sentenced Cases    |     |
|------------------------|-----|
| Felony                 | 720 |
| Misdemeanor            | 53  |
| Felony and Misdemeanor | 113 |

| Males |     | Females |    |
|-------|-----|---------|----|
| Black | 574 | Black   | 65 |
| White | 196 | White   | 51 |
| Other | 0   | Other   | 0  |

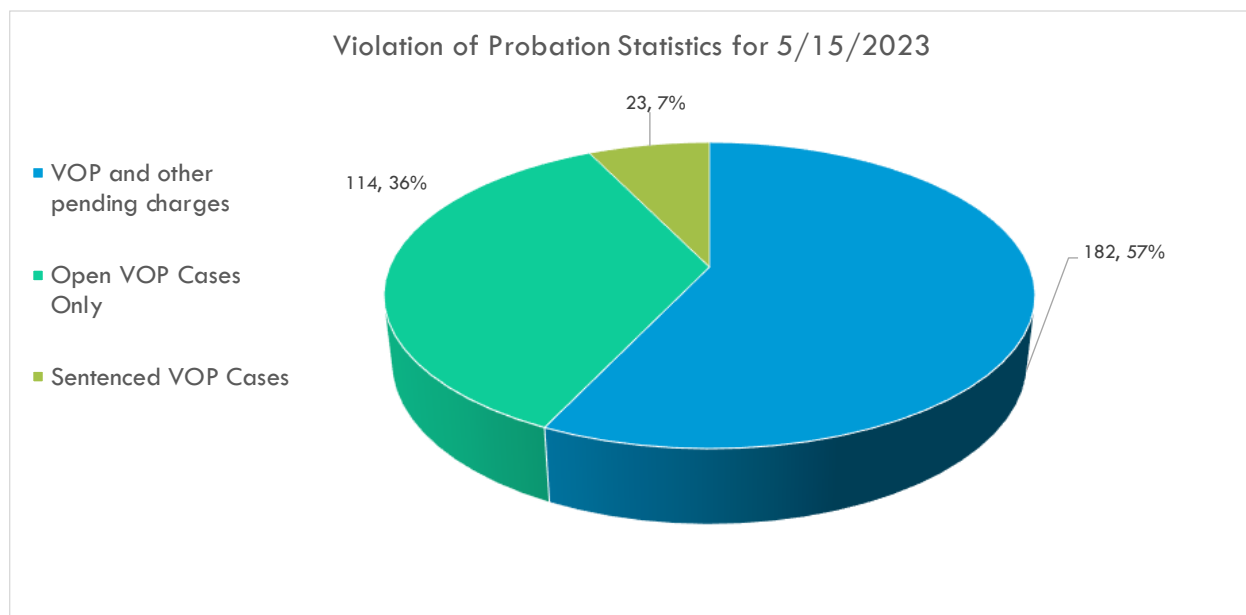
| Sentenced & Non-Sentenced Cases |    |
|---------------------------------|----|
| Felony                          | 15 |
| Misdemeanor                     | 0  |
| Felony and Misdemeanor          | 12 |

| Males |    | Females |   |
|-------|----|---------|---|
| Black | 22 | Black   | 1 |
| White | 4  | White   | 0 |
| Other | 0  | Other   | 0 |

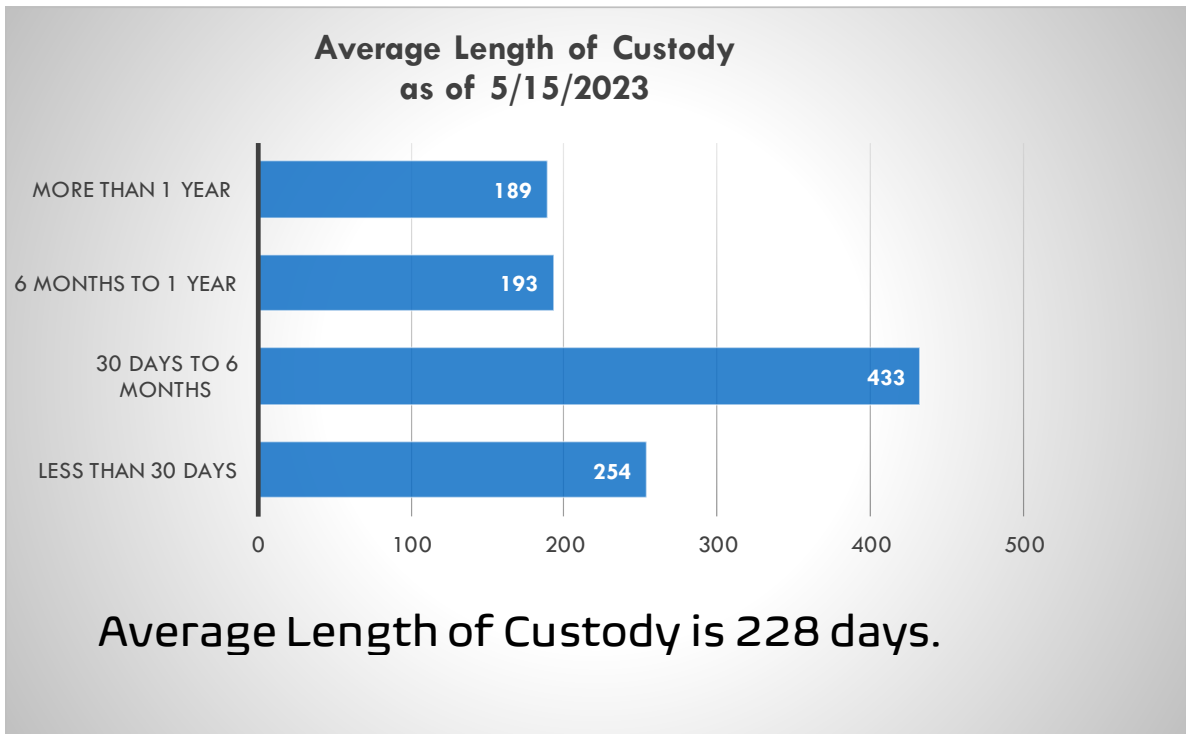


|                               | # of Inmates | Total Days in Jail Since Last Arrest | Average Days in Jail Since Last Arrest |
|-------------------------------|--------------|--------------------------------------|--|
| VOP and other pending charges | 182          | 39,101                               | 230.4                                  |
| Open VOP Cases Only           | 114          | 7,431                                | 65.2                                   |
| Sentenced VOP Cases           | 23           | 2,970                                | 129.1                                  |

*\*\*The total of 296 open VOP cases was inclusive of Open VOP Cases Only, 182 is the total number of open VOP cases with other pending charges and eliminates any duplication.*



| Average Length of Custody as of 5/15/2023 |     |
|---|-----|
| Less than 30 Days                         | 254 |
| 30 Days to 6 Months                       | 433 |
| 6 Months to 1 Year                        | 193 |
| More than 1 Year                          | 189 |



| Bond Amount Range      | Total # of Inmates | Charge Type |                |             |                |
|------------------------|--------------------|-------------|----------------|-------------|----------------|
|                        |                    | Felony      | Avg. # of Days | Misdemeanor | Avg. # of Days |
| Up to \$1,000          | 41                 | 18          | 123.6          | 23          | 29.2           |
| \$1,001 - \$2,500      | 23                 | 20          | 84.6           | 3           | 21.3           |
| \$2,500.01 - \$5,000   | 10                 | 10          | 128            | 0           | 0              |
| \$5,000.01 - \$10,000  | 16                 | 16          | 104            | 0           | 0              |
| \$10,000.01 - \$50,000 | 28                 | 28          | 212            | 0           | 0              |
| More than \$50,000     | 18                 | 18          | 494            | 0           | 0              |

### LCDF Population by Type of Offense

| <b>Felony Charges</b>            |     |
|----------------------------------|-----|
| Other Felony Offenders           | 219 |
| Drugs                            | 173 |
| Other Personal/Violent Offenders | 189 |
| Murder                           | 114 |
| Theft/Fraud                      | 87  |
| Burglary                         | 67  |
| Robbery                          | 66  |
| Sex Offense                      | 36  |
| Other Property Offenders         | 9   |
| Bad Check                        | 0   |

| <b>Misdemeanors</b> |    |
|---------------------|----|
| Bad Check           | 0  |
| Non-Check           | 66 |
| Traffic             | 13 |
| Civil               | 5  |
| Holds               | 17 |

| <b>Juveniles</b>                |   |
|---------------------------------|---|
| Felony                          |   |
| Murder                          | 1 |
| Sex Offense                     | 0 |
| Robbery                         | 1 |
| Drugs                           | 0 |
| Other Personal/Violent Offenses | 1 |
| Burglary                        | 0 |
| Other Felony                    | 1 |
| Misdemeanor                     |   |
|                                 | 0 |

| Category                  | Adult | Juvenile |
|---------------------------|-------|----------|
| Capital                   | 68    | 0        |
| Life                      | 55    | 1        |
| First Degree Felony       | 223   | 3        |
| Second Degree Felony      | 255   | 0        |
| Third Degree Felony       | 373   | 0        |
| First Degree Misdemeanor  | 60    | 0        |
| Second Degree Misdemeanor | 8     | 0        |
| Other                     | 0     | 0        |



***LEON COUNTY SUPERVISED PRETRIAL RELEASE PROGRAM***



*Electronic Monitoring Program Report  
For the Month April 2023*

## Monthly Statistical Data April 1, 2023 – April 30, 2023

Table 1

|  | Enrolled on G.P.S. | Ordered G.P.S. but NOT Enrolled | Enrolled on G.P.S. (Probation, Mental Health & VTC) | Ordered GPS but NOT Enrolled (Probation, Mental Health, & VTC) | Enrolled on SCRAM | Ordered SCRAM but NOT Enrolled (SCRAM) | Enrolled on SCRAM (Probation, Mental Health & VTC) | Ordered SCRAM but not Enrolled (Probation, Mental Health & VTC) | Total Enrolled on EM |
|--|--------------------|---------------------------------|---|--|-------------------|--|--|---|----------------------|
| <b>Beginning Caseload (Previous Month)</b> | 100                | 98                              | 14  | 5  | 17                | 9                                      | 6  | 1   | 137                  |
| <b>New Clients Assigned</b>                | 7                  | 0                               | 4   | 0  | 1                 | 0                                      | 1  | 0   | 13                   |
| <b>Transferred In</b>                      | 1                  | 1                               | 0   | 0  | 0                 | 0                                      | 0  | 0   | 1                    |
| <b>Clients Reins. From Inactive</b>        | 6                  | -6                              | 0   | 0  | 1                 | -1                                     | 0  | 0   | 7                    |
| <b>Clients Dropped to Inactive</b>         | -8                 | 8                               | -1  | 1  | -1                | 1                                      | 0  | 0   | -10                  |
| <b>Transferred Out</b>                     | -3                 | 0                               | 0   | 0  | 0                 | 0                                      | 0  | 0   | -3                   |
| <b>Clients Terminated</b>                  | -9                 | -11                             | 0   | 0  | -1                | 0                                      | -1   | 0   | -11                  |
| <b>Successful</b>                          | -9                 | -8                              | 0   | 0  | -1                | 0                                      | -1   | 0   | -11                  |
| <b>Unsuccessful - Court Action</b>         |                    | -3                              |   | 0  |                   | 0                                      |  | 0   | -3                   |
| <b>Ending Caseload for Month*</b>          | 94                 | 90                              | 17  | 6  | 17                | 9                                      | 6  | 1   | 134                  |

\*The chart above depicts the caseloads as of the last day of the month.

\*As of April 30th, after violations and closures there were 108 defendants being supervised on Active G.P.S. and 2 monitored with Passive G.P.S. units.

\*There was one defendant ordered to wear both a G.P.S. and SCRAM monitor simultaneously.

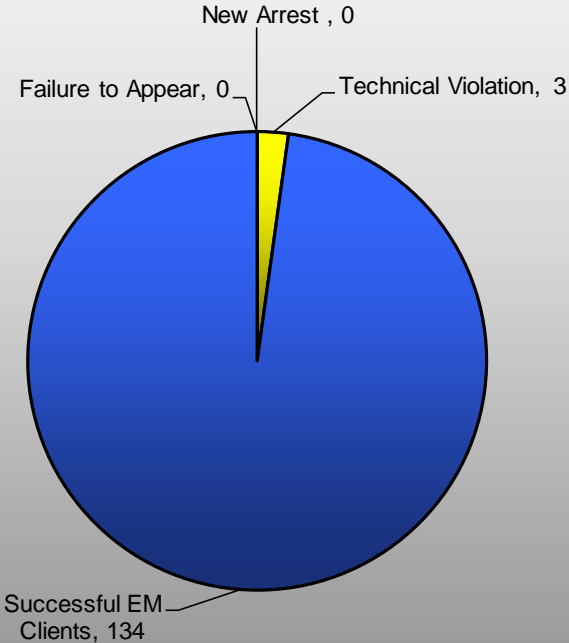
\*There are 11 (11-GPS and 0-SCRAM) defendants assigned to Mental Health Pretrial Release being supervised on electronic monitoring.

Table 2

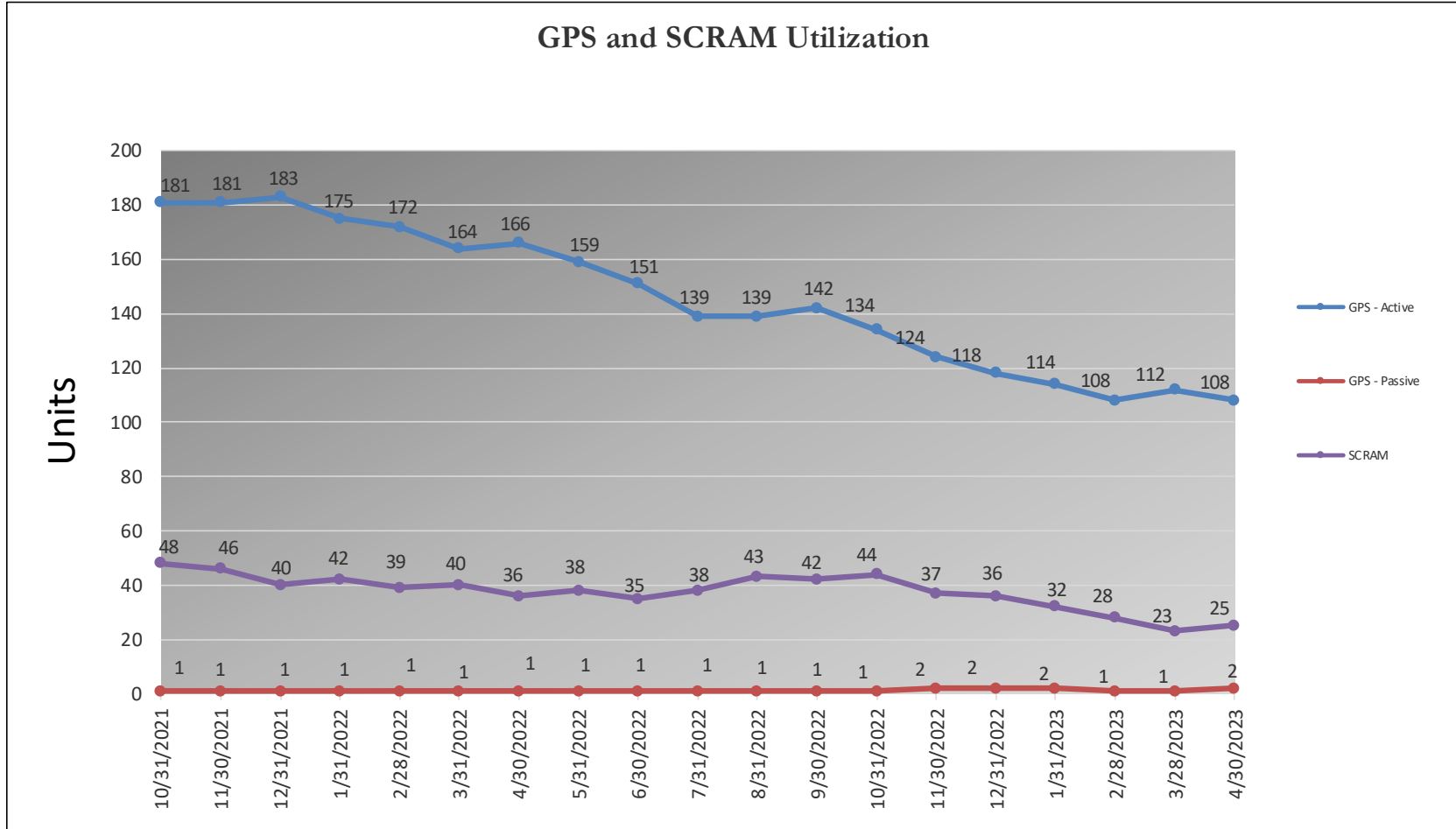
| <b>EM Unsuccessful Closures</b> | GPS | SCRAM | Total EM |
|---------------------------------|-----|-------|----------|
| FTA Rate                        | 0   | 0     | 0        |
| New Arrest Rate                 | 0   | 0     | 0        |
| Tech. Violation Rate            | 3   | 0     | 3        |

*Monthly Statistical Data*  
*April 1, 2023 – April 30, 2023*

**Electronic Monitoring Success Rate for April 2023**

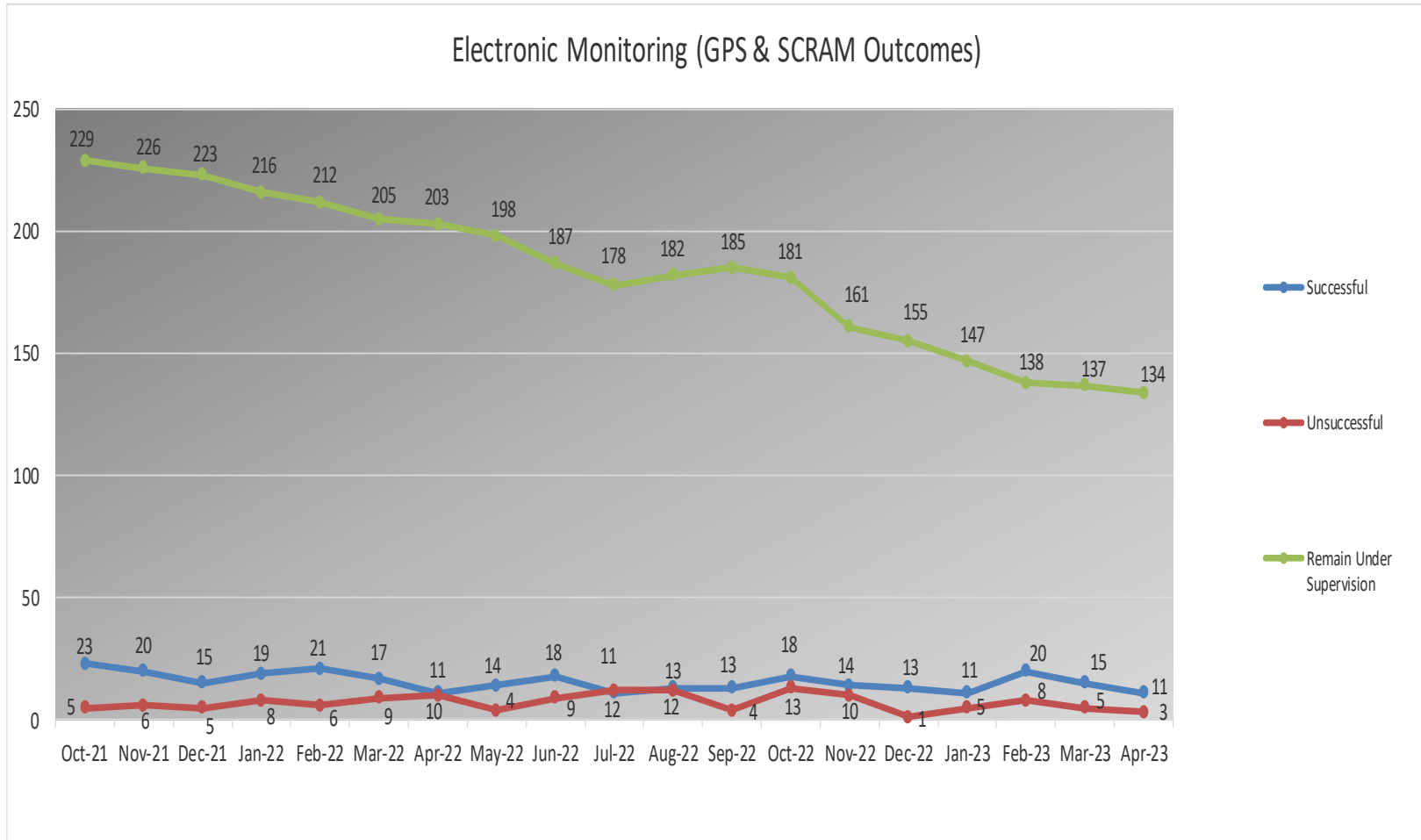


## Monthly Trend Data October 2021 – April 2023

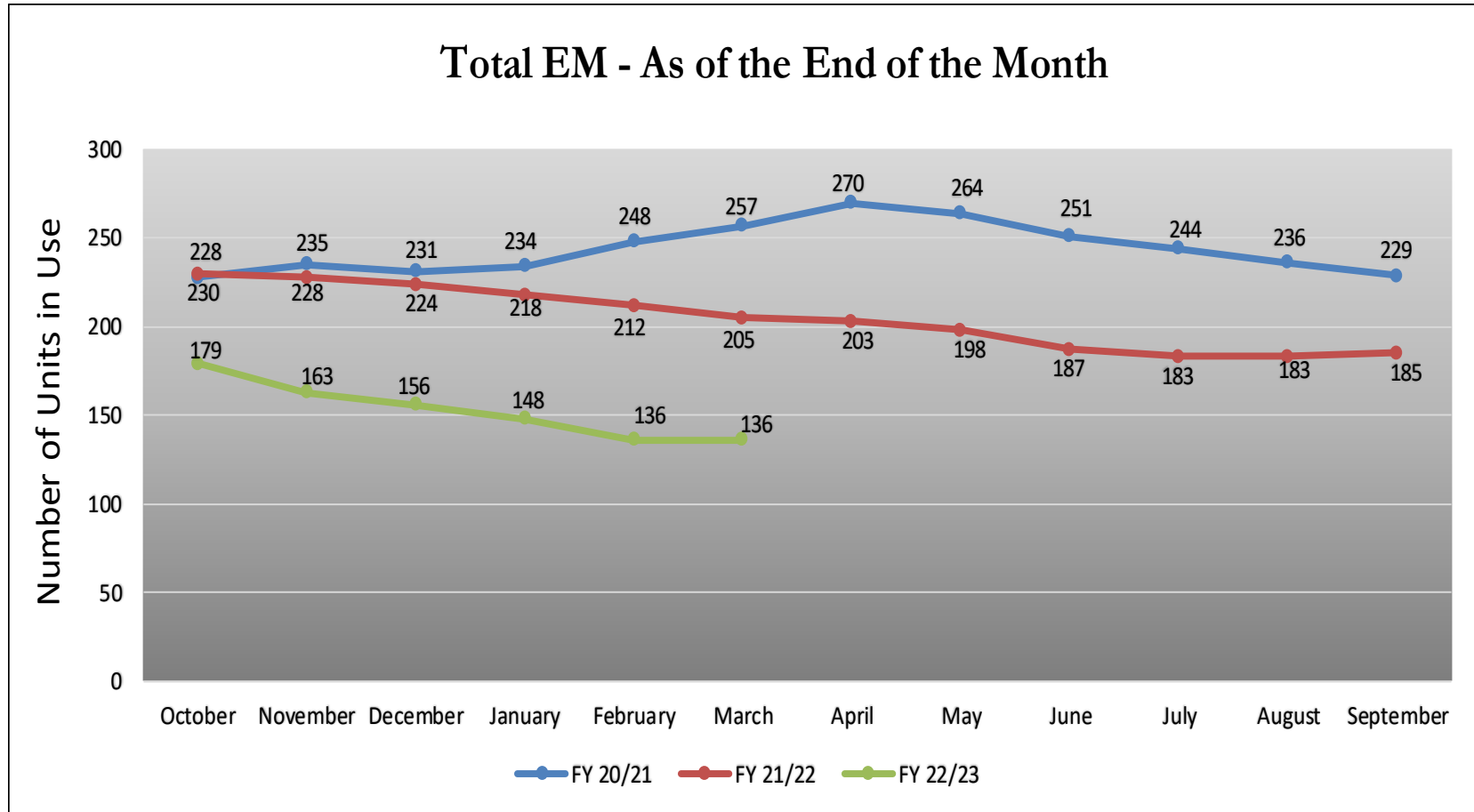


\*One (1) defendant court-ordered to wear GPS and SCRAM simultaneously.

*Monthly Trend Data  
October 2021 – April 2023*

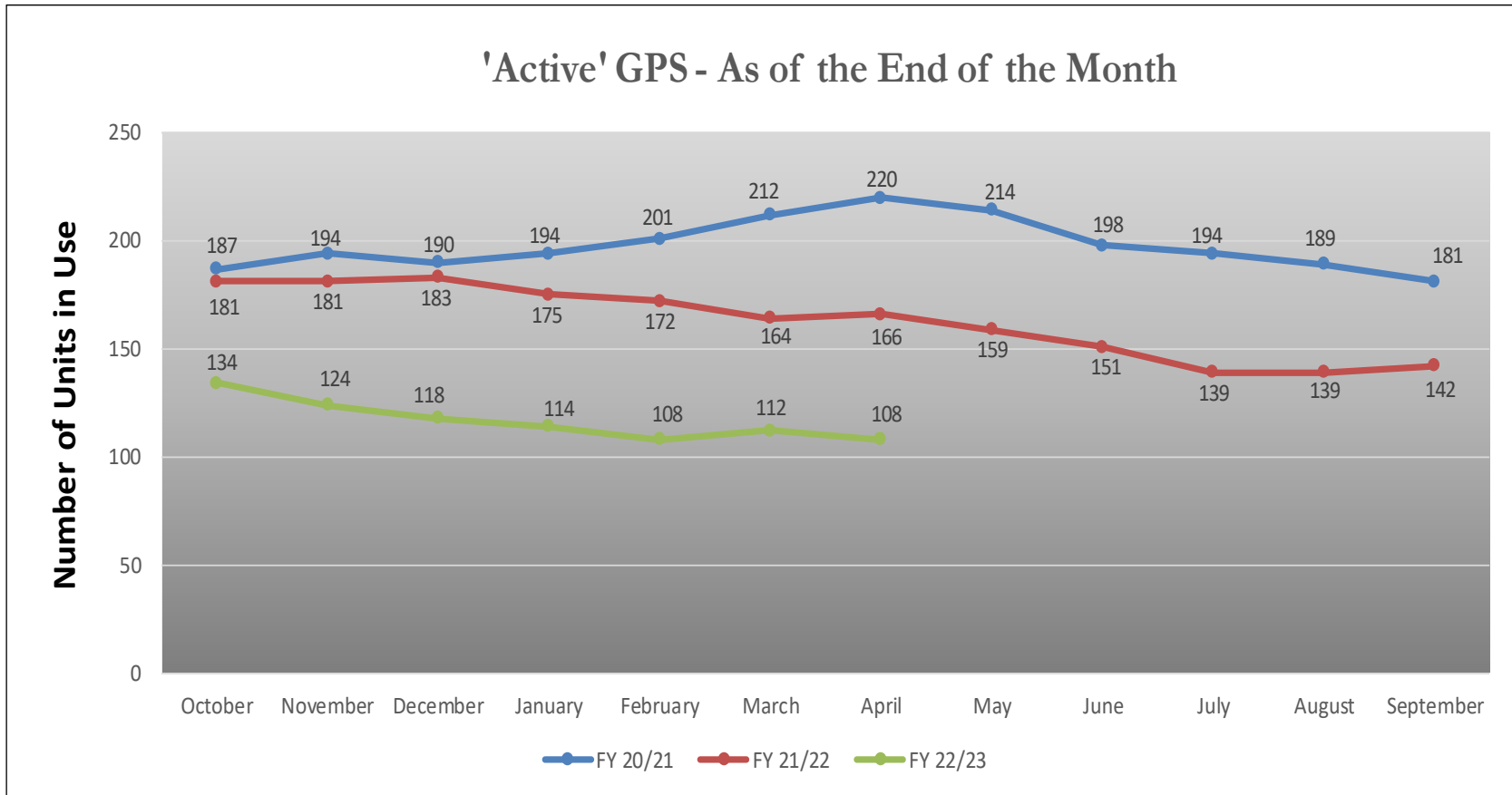


*Yearly Trend Data  
October 2021 – April 2023*

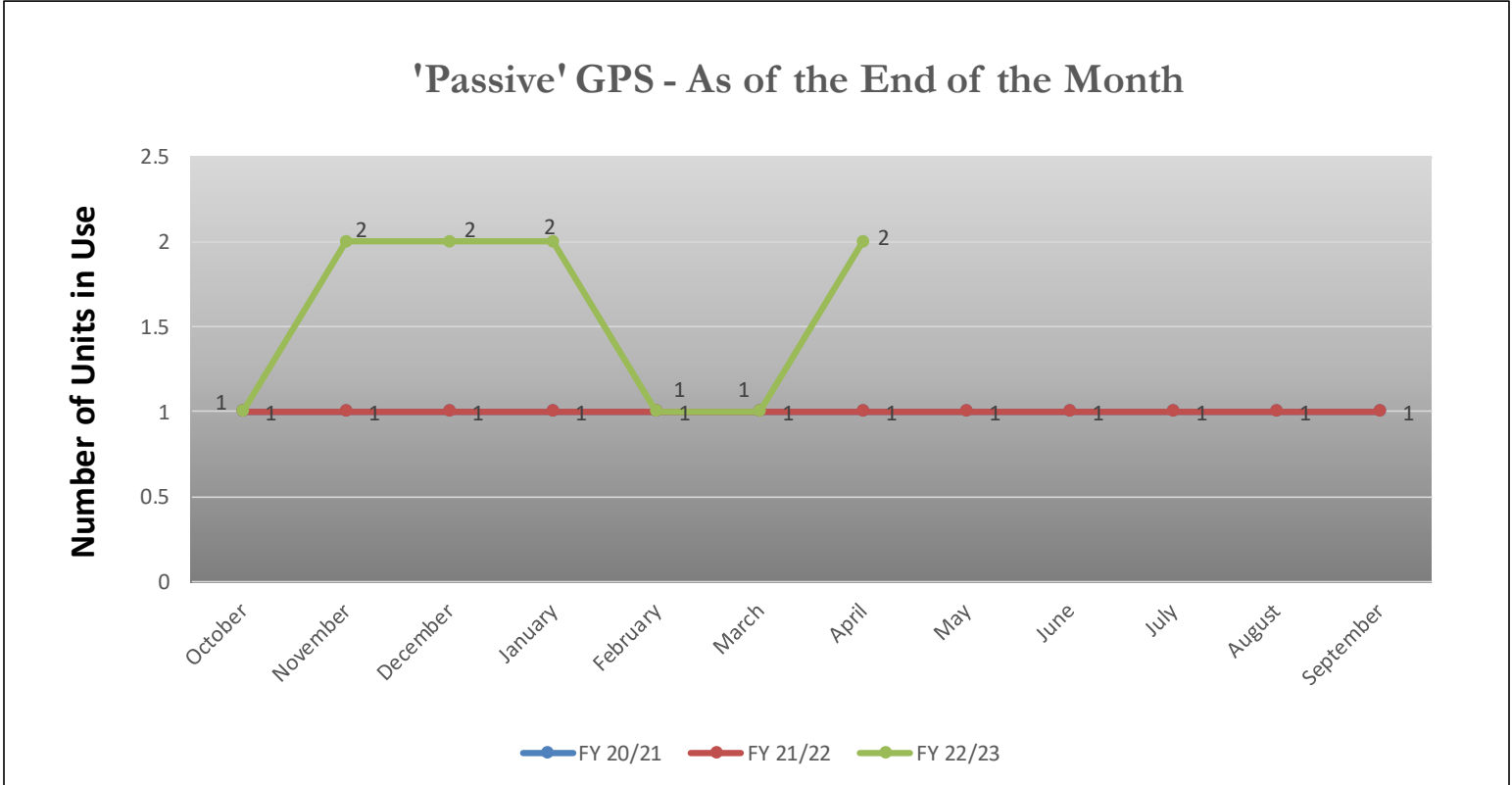


*\*One (1) defendant court-ordered to wear GPS and SCRAM simultaneously.*

*Yearly Trend Data  
October 2021 – April 2023*



*Yearly Trend Data*  
*October 2021 – April 2023*





*Monthly Fiscal Data*  
*April 1, 2023 – April 30, 2023*

| <b>Electronic Monitoring Type</b> | <b>Prior Period's<br/>YTD</b> | <b>Current<br/>Period<br/>Collection</b> | <b>YTD Total<br/>Collections</b> |
|-----------------------------------|-------------------------------|--|----------------------------------|
| <i>SCRAM Collections</i>          | \$10,945                      | \$134                                    | \$11,079                         |
| <i>GPS Collections</i>            | \$12,969                      | \$725                                    | \$13,694                         |

*As of the end of the month, the following are the totals for electronic monitoring fees waived or allowed to accrue during the pendency of the case(s).*

|              | <b>YTD Accruals</b> | <b>YTD Waivers</b> |
|--------------|---------------------|--------------------|
| <i>GPS</i>   | \$ 69,903.30        | \$ 11,884.16       |
| <i>SCRAM</i> | \$ 17,765.00        | \$ -               |