

# PUBLIC SAFETY COORDINATING COUNCIL

## AGENDA

### FOR

Meeting on Tuesday, December 3, 2024  
3:30 P.M. – 5:00 P.M.

- I. Approval of October 15, 2024, Meeting Minutes – Chairman Proctor
- II. LCDF Population Update – Asst. Sheriff Google, Leon County Sheriff's Office
- III. Leon County Detention Facility Needs Assessment Report – Teresa Broxton, Director, OIDA
- IV. Tentative Meeting Schedule for 2025 – Teresa Broxton
- V. Monthly Reports (*distributed with meeting minutes*)
  - Court Administration Reports – Ina Hawkins, Detention Review Coordinator
  - Electronic Monitoring Reports – Kimberly Holland, Coordinator, IDA
- VI. Other Business:

Next Meeting: *December 3, 2024*  
*4:00 PM*

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

Public Safety Coordinating Council

October 15, 2024, Meeting Minutes

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

Commissioner Bill Proctor	County Commission
Judge Augustus Aikens	Judiciary
Asst. Sheriff Brice Google	Leon County Sheriff's Office
Captain Isaac Boykin	Tallahassee Police Department
Jessica Yeary	Public Defender's Office
Owen McCaul	State Attorney's Office
Kristen Dobson	NAMI Tallahassee
Anne Meisenzahl	Big Bend AFTER Reentry Coalition
Teresa Broxton	Office of Intervention and Detention Alternatives

**Council Members Not in Attendance:**

Kelli Mercer	HCA Healthcare (Behavioral Health)
Rebecca Kelly-Manders	ReFire Culinary

**Also in attendance:**

Chief Norman Mack	Leon County Sheriff's Office
Ina Hawkins	Leon County Court Administration
Rayshell Holmes	Leon County Commission Aide
Dr. Jacquelynn Hairston	Project SWAN/Action II Restoring Justice
Kimberly Holland	Office of Intervention and Detention Alternatives

The meeting was called to order at 3:35PM

#### Issues Discussed

I. Approval of the September 10, 2024, Meeting Minutes

Owen McCaul moved to approve the minutes from the September 10, 2024, meeting; seconded by Jessica Yeary.

*The motion passed unanimously.*

II. Memorandum of Agreement Between the United States of America and the Florida State Attorney's Office, Second Judicial Circuit Department of Justice Number 171-17-39 – Commissioner Proctor

Commissioner Proctor asked Assistant State Attorney McCaul if he would open the discussion regarding the Memorandum. Mr. McCaul commented that he did not see how the agreement between the US DOJ and the State Attorney's Office is relevant to the mission of the PSCC as set forth in Section 951.26, Florida Statute. However, if the PSCC was going to discuss, the conversation should be specific to Section 1C which states that the State Attorney corroborated fully with the review and no finding of discrimination was determined. Mr. McCaul expressed that the PSCC should not concern itself with anything beyond that scope.

Ms. Yeary responded that the PSCC's goal is promote public safety, monitor the LCDF population and alternatives to incarceration, and try to prevent people from entering the system. She stated the Memorandum began with plea and diversion offers occurring in Monticello and the 2<sup>nd</sup> Judicial Circuit and the issue was within the mission of the PSCC to monitor. Ms. Yeary outlined her concerns:

- Mr. Campbell's presence was requested at the meeting, but he sent a proxy. Mr. McCaul responded that the Mr. Campbell had more important things to do.
- The State Attorney's Office (SAO) provided the Public Defender's Office (PDO) a copy of the letter being sent to affected defendants and she provided edits and numerous additions for people to consider upon receipt of the letter but only one sentence was added.
- Mr. Yeary requested an Assistant Public Defender be added to the SAO's established workgroup, but the State Attorney declined to have that individual participate.
- Ms. Yeary expressed concerns about knowing what else is being done pursuant to the agreement, particularly the SAO's cooperation and continued compliance.

Additionally, Ms. Yeary expressed concerns regarding the SAO's recent increase to the diversion fees (\$250 for a misdemeanor and \$500 for a felony) and that the increase is significant and directly impacts the PDO's clients who are indigent and often minority individuals. She expressed concern for the cost of a diversion program being prohibitive and stated that she suggested the SAO could waive fees, reduce fees, or implement a payment plan. Ms. Yeary stated the fees are solely at the State Attorney's discretion and not determined by statute.

Mr. McCaul responded that it was interesting how Ms. Yeary's comments transitioned from the DOJ Agreement to the diversion fees. He stated the fees needed to be increased to support the continuation of the program and that he was not aware of any previous fees increases. Mr. McCaul

stated that the PDO or the Tallahassee Bail Fund could pay the fees on the clients behalf. He further commented that it is troubling that the PSCC's time is being utilized for a matter that does not have a direct correlation to the detention facility's population.

Commissioner Proctor commented that the rate increases from \$100 to \$250 is a more than 50% increase and typically rates are increased incrementally and that we do not have data on the impact and how the rate increase will impact the ability for participation in diversion.

Commissioner Proctor reflected on the Leon County Detention Facility Needs Assessment Report presented at the October 8, 2024, Board meeting which did not provide an analysis of the how much bond people could afford or who is being released. He expressed concern for people being able to afford the fee increase. Mr. McCaul stated that the increase in the diversion fees does not impact individuals in custody. Ms. Yeary expressed her opposition and stated that individuals come to misdemeanor arraignment, and some are offered diversion. Individuals who cannot pay the fee are dismissed from diversion and scheduled for arraignment; however, if they fail to appear in court due to not receiving the court notice, a *capias* is issued, and they are arrested. Additionally, individuals in custody who are eligible for diversion but cannot pay the fee would not be able to accept diversion. Ms. Yeary stated with regards to the DOJ Agreement, there were groups of people that were potentially eligible for diversion who were not offered diversion who ended up taking a plea which has collateral consequences including future plea offers from the SAO.

Commissioner Proctor inquired who benefits from the diversion fees and was advised the SAO receives the fees directly. Commissioner Proctor asked Mr. McCaul how much money is generated from the diversion fees. Mr. McCaul advised the did not have those figures available.

Commissioner Proctor stated the Leon County Detention Facility Needs Assessment Report did not capture the mental health dynamics within the LCDF or provide suggestions as to how we can better serve and house individuals within the facility particularly individuals with mental health issues, and how much space would be needed based on growth and demand in future years. Ms. Broxton advised that the consultants, Justice Planners, will be attending the December 3<sup>rd</sup> meeting to present the report findings to the Council with additional discussion on the mental health population.

Commissioner Proctor commented that he wished for better communication between the SAO and the PDO and reflected on his observations over the past 29 years that the SAO has been slow to adopt or engage in approaches that would reduce the impact on people charged with crimes. Mr. McCaul responded that he has proudly served as an ASA for 35 years and there was a distinct change from previous administrations to Mr. Campbell. He stated that Mr. Campbell is very open to community engagement, alternatives, and restorative justice, and while the defense may not agree that does not mean that discussions are not being had.

Commissioner Proctor commented that the SAO belongs to the community and should reflect what the community wants.

III. LCDF Population Update – Asst. Sheriff Google, Leon County Sheriff’s Office  
Leon County Detention Facility Status Report for 10/14/2024 (Attachment #1)

IV. Recognition of Judge Aikens Service to the PSCC – Commissioner Proctor

Commissioner Proctor stated that he and members of the PSCC will be saddened by the loss of Judge Aikens’ presence in the Courthouse following his retirement. He commended Judge Aikens on his long and distinguished career and the recognition by his colleagues and the County Commission that his service be honored by naming the Courthouse after him. Commissioner Proctor stated that each of us will have the honor of saying that we worked with Judge Aikens. He shared that a portrait of Judge Aikens will be displayed in the Courthouse which will make an impression on future generations that visit.

PSCC Members had the following comments for Judge Aikens:

- Assistant State Attorney McCaul shared that one of Judge Aikens defining characteristics is that he has tremendous patience, is good with people, and has a way of gently correcting them when needed. He expressed his appreciation for Judge Aikens’ service.
- Assistant Sheriff Google commented that he during his 30 years with the Leon County Sheriff’s Office he has testified before Judge Aikens and unfortunately, has woken him up in the middle of the night to sign warrants, and through it all Judge Akins demonstrated patience. He stated Judge Aikens’ willingness to assist law enforcement spoke volumes and on behalf of LSCO expressed appreciation for his service.
- Captain Boykin expressed appreciation for Judge Aikens’ service and wished him well in his retirement.
- Kristen Dobson with NAMI shared that during her law school internship she sat in on Judge Aikens’ court proceedings and was very heartened by the attention and patience he gave the defendants to ensure they understood what was happening. Ms. Dobson stated that Judge Aikens’ successor will have big shoes to fill.
- Public Defender Yeary stated that County criminal court has an important role in the criminal justice system and is also where many attorneys begin their careers and Judge Aikens’ patience is very much appreciated. She shared her appreciation for Judge Aikens’ championing specialty courts and for his advocacy in identifying resources and access to programs outside of the criminal justice system for individuals that came before him.
- Ms. Meisenzahl commented her experience with Judge Aikens is limited to his role on the PSCC, but she was impressed by his thoughtful comments, obvious care for clients, and his work with the specialty courts. She congratulated him on his retirement.
- Ms. Broxton shared that Judge Aikens has been in the County Courts since the beginning of her career and she and all the Probation/Pretrial Officers who have served in his courtroom have witnessed his care and compassion and he set the standard for each of us to serve with the same.
- Chief Norman Mack recalled being in First Appearance when Judge Aikens was presiding and remembering him taking care to investigate situations and knowing what was right for people. He shared the countless defendants who looked forward to being in his courtroom, being heard, and knowing that Judge Aikens was trying to do what was best for them.

Judge Aikens shared that people ask him what he will do in retirement and that he does not know since it has been 50 years since he was unemployed. Judge Aikens reflected on how Perry Mason sparked his interest in the criminal justice system and the opportunity it provided to help people in need. Judge Aikens stated that he is grateful for the opportunity to help people. He shared that people joke about him coming in early, but he grew up on a farm and you either got up before the sun or you were lazy. He said that he learned from that experience that you get to work early to get prepared and stay until your satisfied that you've done a good job which is what he has done his entire career and it worked well for him. He commented that it was a blessing being able to work and to work for people who needed help. He shared his belief that anyone who appeared in the courthouse deserved the best that he could give, and he tried to do that. Judge Aikens said he has been asked how he feels about the courthouse being named after him, and that anyone who knows him knows he doesn't seek people to praise him because he doesn't deserve it, the praise belongs to the Lord who empowered him to work for over 50 years in his service. He concluded by saying if anyone asked what he would want his memory to be, it is that he believes in helping people, doing what is right and what is fair, and treating all people with dignity and respect.

Commissioner Proctor reflected on Judge Aikens' impact on the community, the church, and legal system so much so that his colleagues recommended the courthouse be named after him. He congratulated Judge Aikens on his remarkable career and his retirement.

V. Monthly Reports

- Court Administration Report (Attachment #2)
- Electronic Monitoring Report (Attachment #3)

VI. Other Business:

None

Meeting Adjourned at 4:50 PM

Next Meeting: December 3, 2024

3:30 PM

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

# Public Safety Coordinating Council

## Leon County Detention Facility

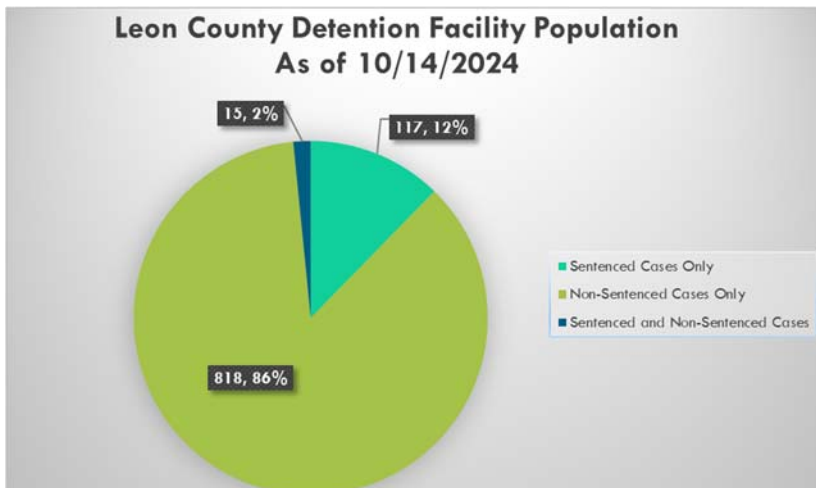
### Status Report for 10/14/2024

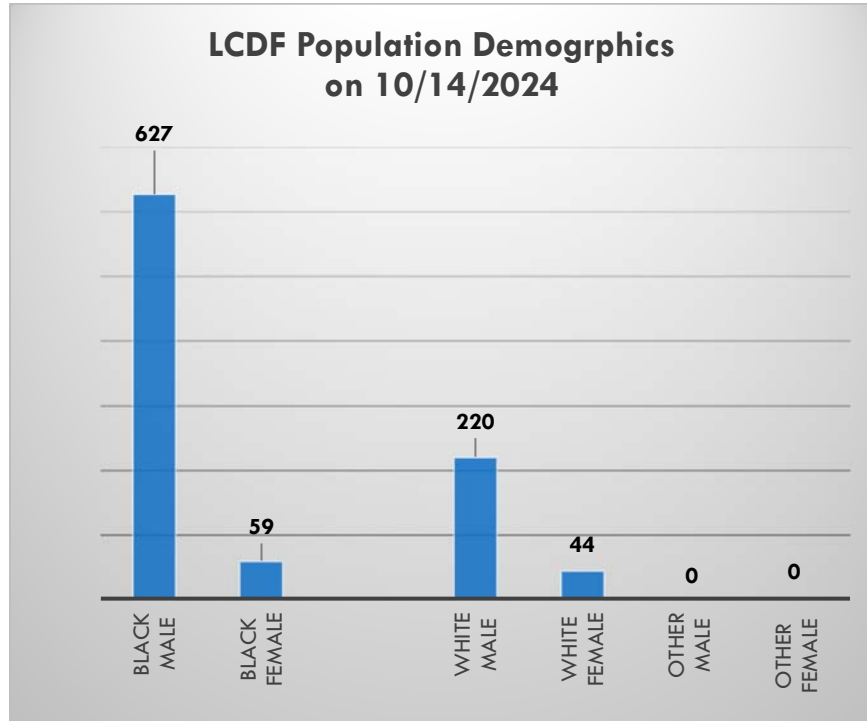


**Current LCDF Population = 972**

**LCDF Population for Leon County Cases: 950**

LCDF Total Population	
Sentenced Cases Only	117
Non-Sentenced Cases Only	818
Sentenced and Non-Sentenced Cases	15



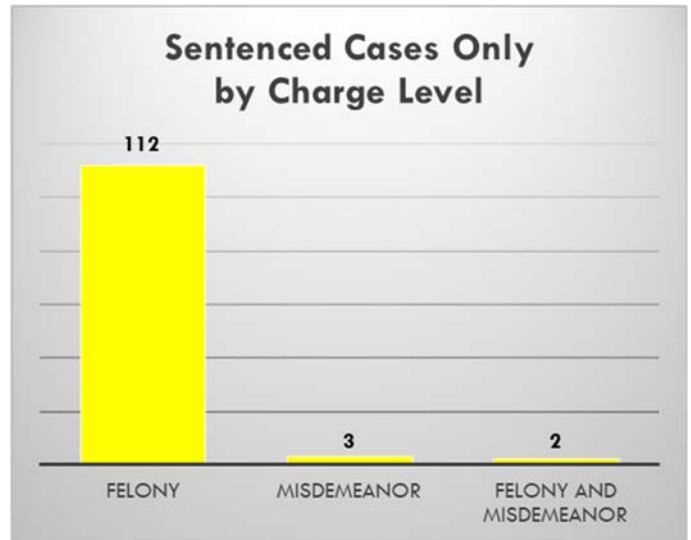


Males					Females				
Age Group	White	Black	Oriental/ Asian	American Indian	Age Group	White	Black	Oriental/ Asian	American Indian
Juveniles	0	2	0	0	Juveniles	0	0	0	0
18-29	35	229	0	0	18-29	9	21	0	0
30-39	82	195	0	0	30-39	16	22	0	0
40-49	53	118	0	0	40-49	14	12	0	0
50-59	30	61	0	0	50-59	5	3	0	0
GT 59	27	30	0	0	GT 59	4	4	0	0
<b>Totals</b>	<b>227</b>	<b>635</b>	<b>0</b>	<b>0</b>	<b>Totals</b>	<b>48</b>	<b>62</b>	<b>0</b>	<b>0</b>



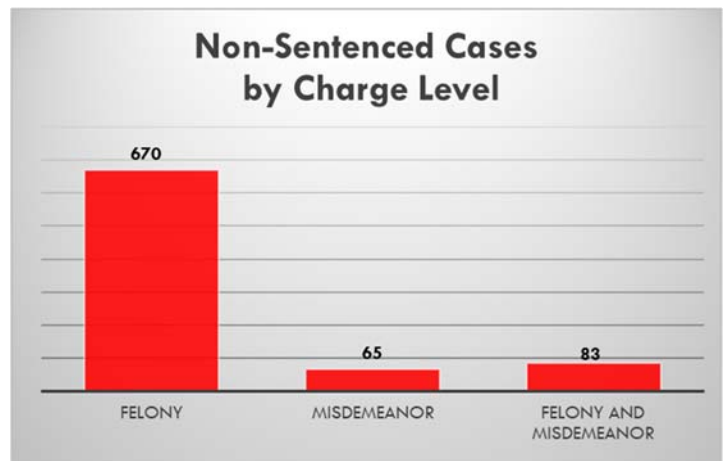
Sentenced Cases Only	
Felony	112
Misdemeanor	3
Felony and Misdemeanor	2

Males		Females	
Black	83	Black	6
White	25	White	3
Other	0	Other	0



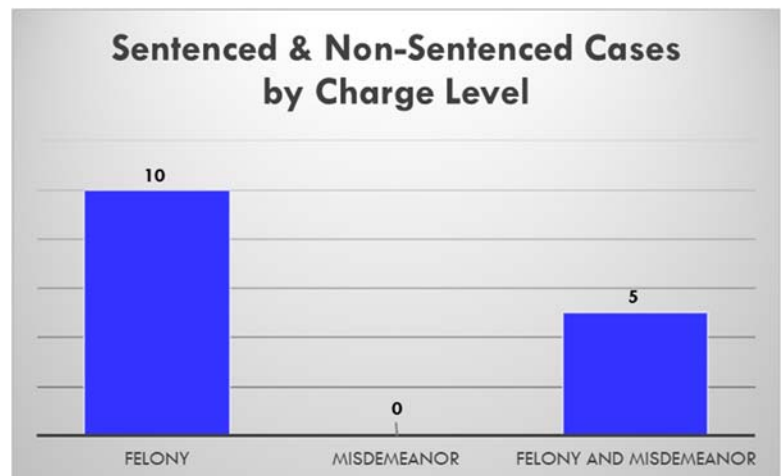
Non-Sentenced Cases	
Felony	670
Misdemeanor	65
Felony and Misdemeanor	83

Males		Females	
Black	532	Black	52
White	193	White	41
Other	0	Other	0



Sentenced & Non-Sentenced Cases	
Felony	10
Misdemeanor	0
Felony and Misdemeanor	5

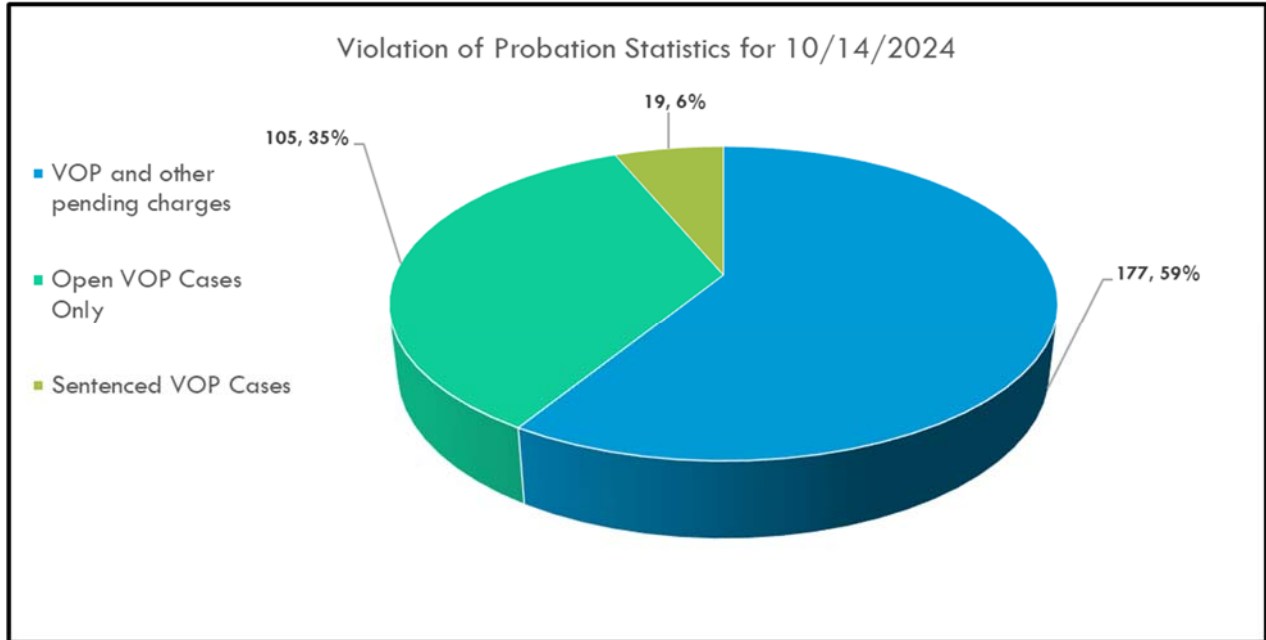
Males		Females	
Black	12	Black	1
White	2	White	0
Other	0	Other	0



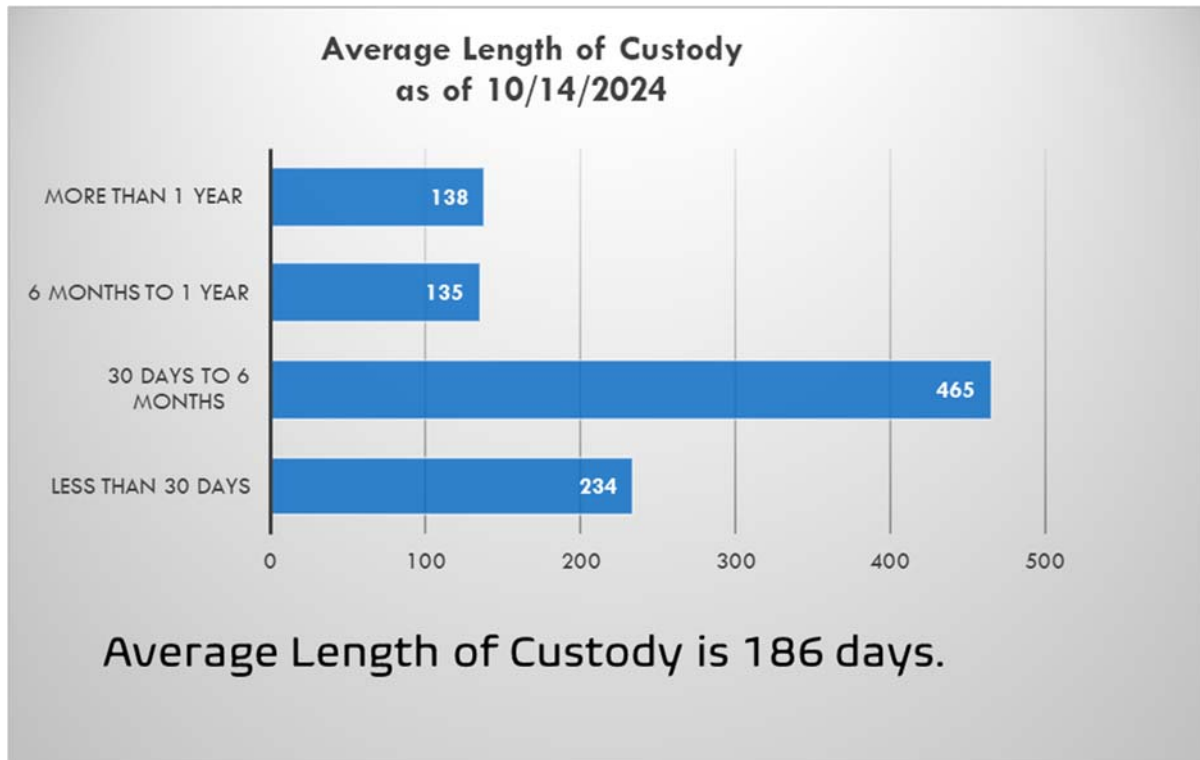
PSCC WEEKLY STATUS REPORT 10/14/2024

	# of Inmates	Total Days in Jail Since Last Arrest	Average Days in Jail Since Last Arrest
VOP and other pending charges	177	26,183	147.9
Open VOP Cases Only	105	6,189	58.9
Sentenced VOP Cases	19	1,857	97.7

*\*The total of 282 open VOP cases was inclusive of Open VOP Cases Only, 177 is the total number of open VOP cases with other pending charges and eliminates any duplication.*



Average Length of Custody as of 10/14/2024	
Less than 30 Days	234
30 Days to 6 Months	465
6 Months to 1 Year	135
More than 1 Year	138



*\*Average number of days for all individuals currently in custody in the detention facility.*

Bond Amount Range	Total # of Inmates	Charge Type			
		Felony	Avg. # of Days	Misdemeanor	Avg. # of Days
Up to \$1,000	40	17	99	23	36
\$1,001 - \$2,500	15	13	59	2	146
\$2,500.01 - \$5,000	22	22	164	0	0
\$5,000.01 - \$10,000	16	16	140	0	0
\$10,000.01 - \$50,000	23	23	279	0	0
More than \$50,000	11	11	293	0	0

### LCDF Population by Type of Offense

<b>Felony Charges</b>	
Other Felony Offenders	322
Drugs	64
Other Personal/Violent Offenders	148
Murder	100
Theft/Fraud	95
Burglary	48
Robbery	55
Sex Offense	20
Other Property Offenders	11
Bad Check	0

<b>Misdemeanors</b>	
Bad Check	0
Non-Check	72
Traffic	13
Civil	2
Holds	18

In addition to the 2 juveniles reflected in the table below, 7 juveniles are being held in the Jefferson County Jail during the pendency of their case(s).

*\*Charges include but are not limited to: Murder, 2<sup>nd</sup> Degree with Firearm; Attempted Murder; Felony Murder, 2<sup>nd</sup> Degree; Armed Burglary of Dwelling; Armed Robbery with Firearm; Racketeering; Shooting at, within, into occupied vehicle; Possession of Firearm by minor (and by convicted felon); Criminal Mischief, Grand Theft; Possession of Controlled Substance; Tampering with evidence.*

<b>Juveniles</b>	
<b>Offense Type</b>	<b>LCDF</b>
Murder	0
Sex Offense	0
Robbery	2
Drugs	0
Other Personal/Violent Offenses	0
Burglary	0
Other Felony	0
Misdemeanor	0

# **Public Safety Coordinating Council (PSCC)**

## **CRIMINAL CASE MANAGEMENT**

**Monthly Report**

**October 15<sup>th</sup>, 2024**

### **VETERANS TREATMENT COURT:**

**Current Number of Veterans in LCDF: 11**

**Current VTC Caseload: 29**

Of the current caseload, 1 is in LCDF.

#### **Notes:**

- Next graduation date set for November and will be Judge Aikens last one!
- Working on recruiting new mentors; need new Lead Mentor.
- Waiting on announcement of who will be new Judge when Judge Aikens retires in November.

### **MENTAL HEALTH:**

**Current Number of Defendants on the Misdemeanor Mental Health docket: 18** \*(Of the 18, three are in the LCDF).

**Competency Evaluations:** (Leon County only)

- 67 pending (includes Capias status)
  - ❖ 28 in the Community (includes various locations)
  - ❖ 33 in LCDF
  - ❖ 6 on Capias

**Waiting to be Placed with DCF/APD: 7**

- DCF – 6 (oldest waiting is from July 2024) (2 males/4 females)
  - ❖ Looking at one expedited admission for a female
- APD – 1 (but trying to amend to DCF)

**Waiting to Return to LCDF: 5** (1 client being held on Rubio at FSH;  
3 non-restorable trying to resolve before transport to the LCDF)

**DRUG COURT (Felony):**

**Current FDC caseload: 22**

**Number currently in LCDF – 0**

- All treatment sessions, court hearings and staffing are continuing to be held via zoom and/or in person. With new participants requesting entry almost every week.

**Positive Notes:**

- Next graduation date is set for October 18, 2024.

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



*Electronic Monitoring Program Report  
For the Month September 2024*

## Monthly Statistical Data September 1, 2024 – September 30, 2024

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>	102	73	6	2	17	4	2	0	127
<b>New Clients Assigned</b>	13	0	1	0	2	0	1	0	17
<b>Transferred In</b>	1	1	0	0	1	0	0	0	2
<b>Clients Reins. From Inactive</b>	11	-11	0	0	0	0	0	0	11
<b>Clients Dropped to Inactive</b>	-14	14	0	0	-2	2	0	0	-16
<b>Transferred Out</b>	-1	0	0	0	-1	0	0	0	-2
<b>Clients Terminated</b>	-14	-10	-2	0	0	0	0	0	-16
<b>Successful</b>	-14	-6	-2	0	0	0	0	0	-16
<b>Unsuccessful - Court Action</b>		-4		0		0		0	-4
<b>Ending Caseload for Month*</b>	98	67	5	2	17	6	3	0	123

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

\*As of September 30th, after violations and closures there were 103 defendants being supervised on Active G.P.S. units.

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

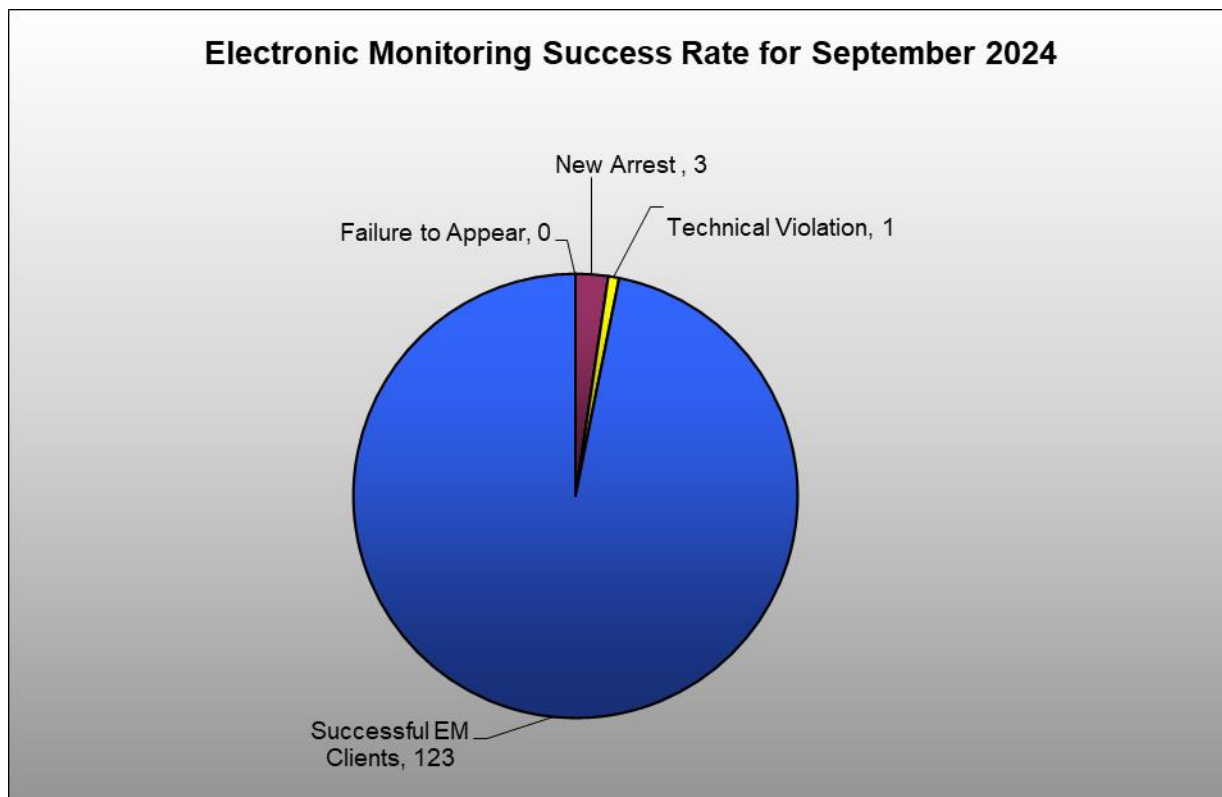
\*There are 3 (3-GPS and 0-SCRAM) defendants assigned to Mental Health Pretrial Release being supervised on electronic monitoring.

Table 2

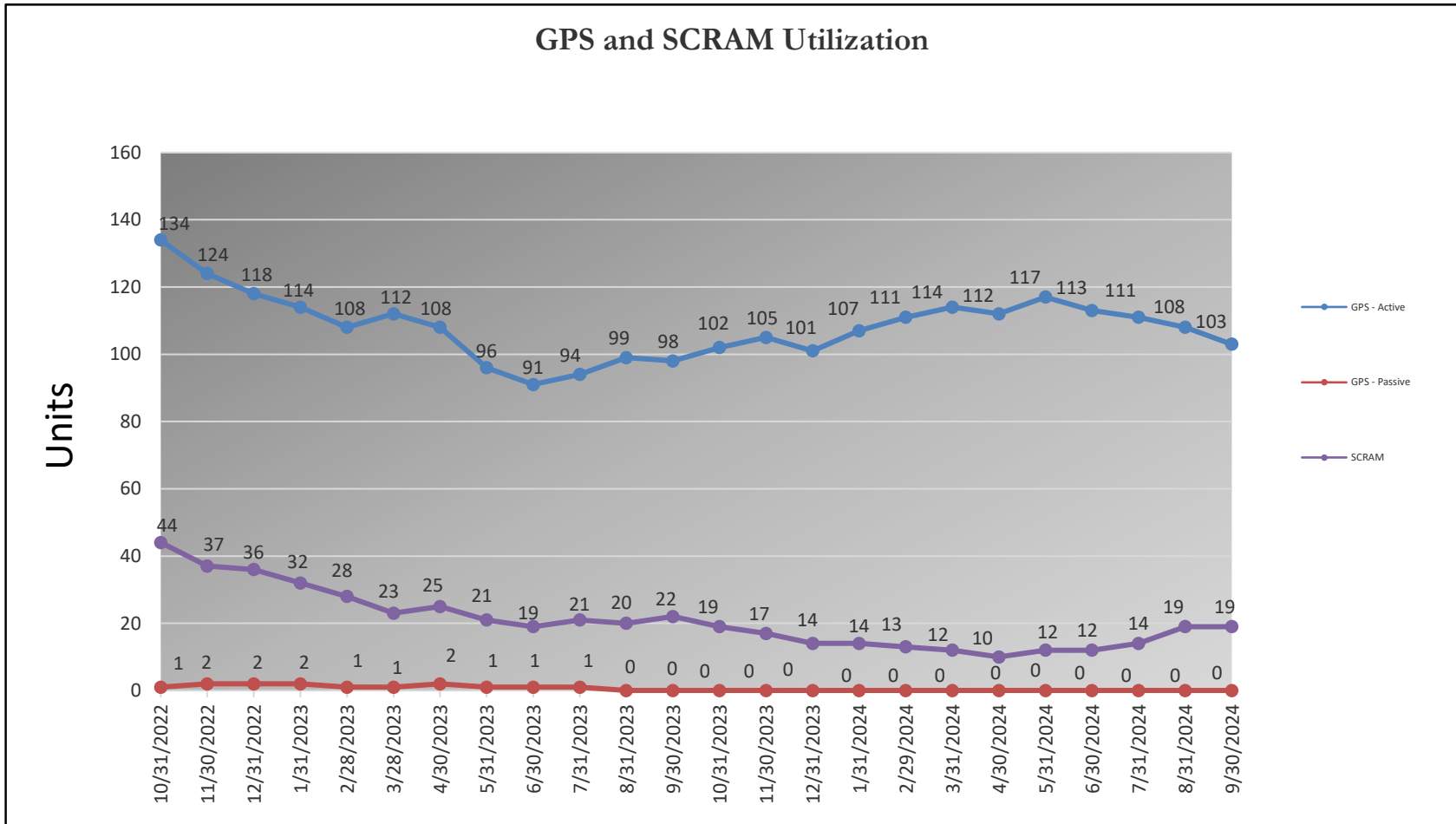
<b>EM Unsuccessful Closures</b>	GPS	SCRAM	Total EM
<b>FTA Rate</b>	0	0	0
<b>New Arrest Rate</b>	3	0	3
<b>Tech. Violation Rate</b>	1	0	1



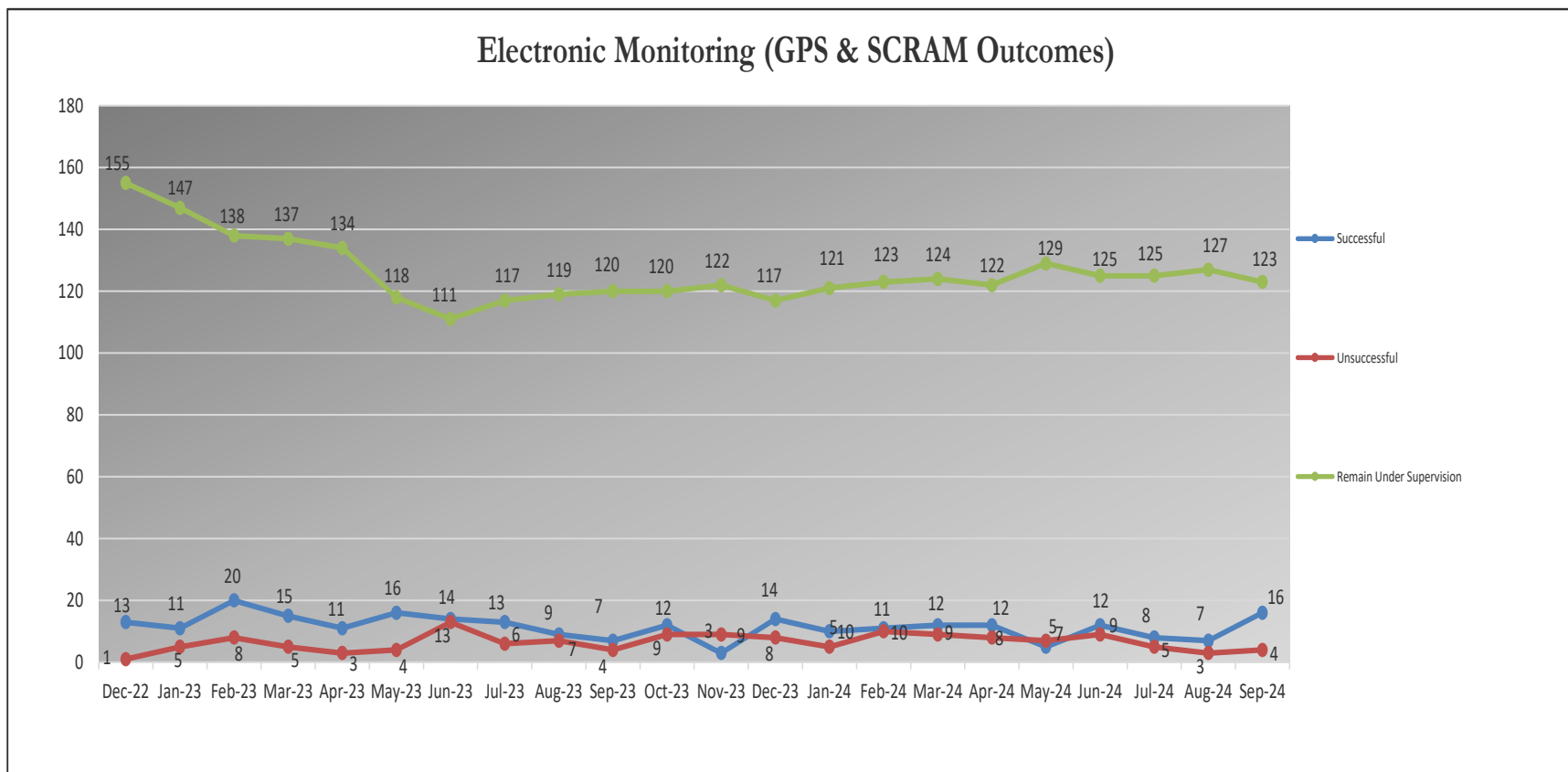
*Monthly Statistical Data*  
*September 1, 2024 – September 30, 2024*



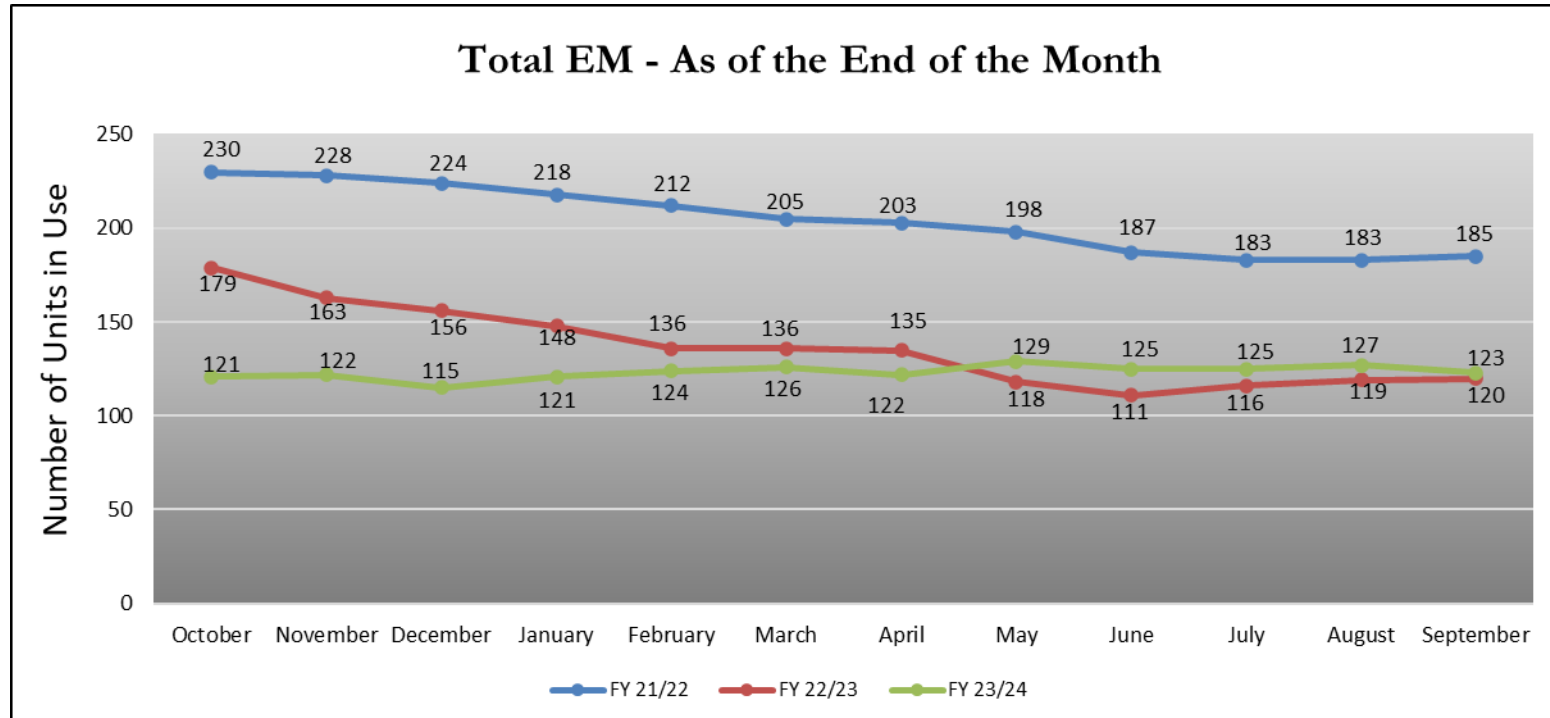
## Monthly Trend Data October 2022 – September 2024



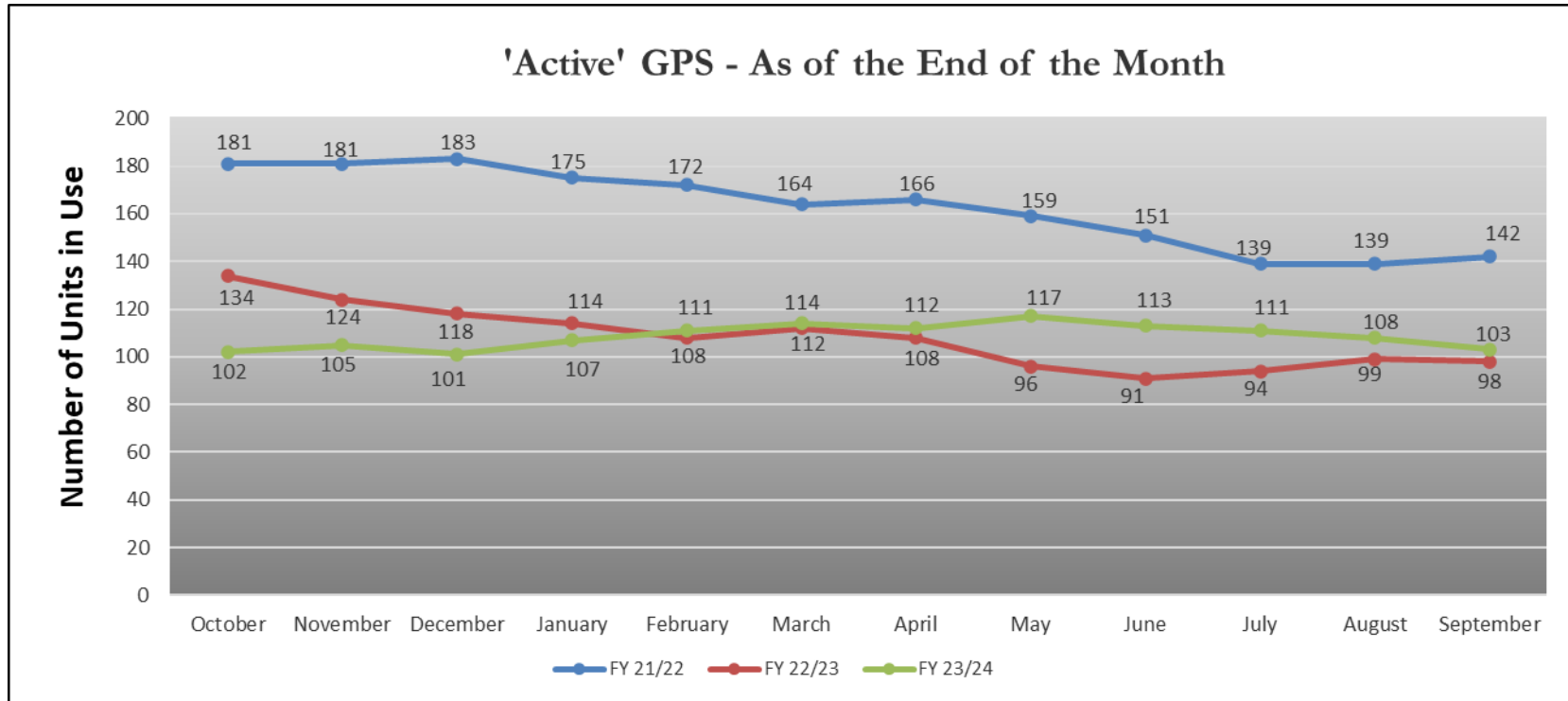
## Monthly Trend Data October 2022 – September 2024



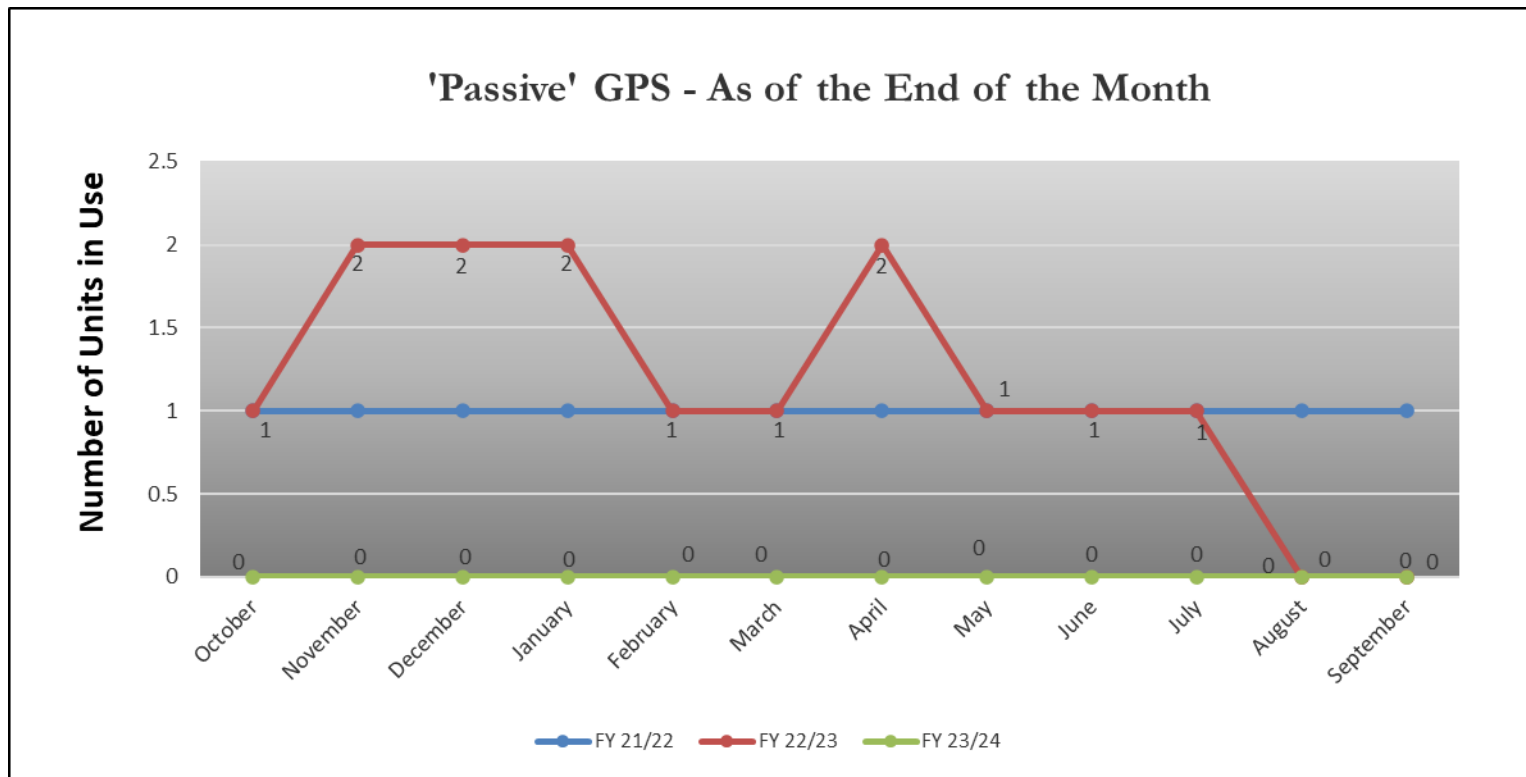
### Yearly Trend Data October 2022 – September 2024



### Yearly Trend Data October 2022 – September 2024



*Yearly Trend Data*  
*October 2022 – September 2024*



*Monthly Fiscal Data  
September 1, 2024 – September 30, 2024*

<b>Electronic Monitoring Type</b>	<b>Prior Period's YTD</b>	<b>Current Period Collection</b>	<b>YTD Total Collections</b>
<i>SCRAM Collections</i>	<i>\$3,077</i>	<i>\$2,169</i>	<i>\$5,246</i>
<i>GPS Collections</i>	<i>\$24,984</i>	<i>\$1,382</i>	<i>\$26,366</i>

*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>Electronic Monitoring Type</b>	<b>YTD Accruals</b>	<b>YTD Waivers</b>
GPS	\$ 97,097.90	\$ 1,653.24
SCRAM	\$ 16,226.50	\$ -

# ***Leon County Detention Facility Needs Assessment Final Report***



August 30, 2024







## Contents

### Table of Contents

<b>EXECUTIVE SUMMARY.....</b>	<b>2</b>
<b>INTRODUCTION .....</b>	<b>7</b>
<b>Goal.....</b>	<b>7</b>
<b>Methodology .....</b>	<b>7</b>
<b>COUNTY POPULATION &amp; CRIME.....</b>	<b>8</b>
<b>DETENTION FACILITY POPULATION ANALYSIS.....</b>	<b>10</b>
<b>Average Daily Population .....</b>	<b>11</b>
<b>Bookings .....</b>	<b>14</b>
Bookings By Charge .....	16
<b>Average Length of Stay.....</b>	<b>18</b>
<b>Population Profile .....</b>	<b>23</b>
Demographics.....	23
Classification.....	27
<b>Mental Health.....</b>	<b>27</b>
Home Address .....	29
Charges .....	30
Recidivism.....	35
<b>County Jail Population Comparisons .....</b>	<b>36</b>
<b>ALTERNATIVES TO INCARCERATION .....</b>	<b>37</b>
<b>Criminal Court Case Processing .....</b>	<b>41</b>
<b>JAIL POPULATION FORECASTS.....</b>	<b>45</b>
Background and Methodology.....	45
<b>Average Daily Population Forecast Scenarios .....</b>	<b>46</b>
Main Forecast: Continuation of the Present System .....	46
Alternate Forecast Scenario 1: ALOS is Reduced to 30 Days .....	49
Alternate Forecast Scenario 2: ALOS is Reduced to 30 Days, Bookings Quickly Return to 2019 Levels.....	50
Alternate Forecast Scenario 3: Bookings Return to 2019 Levels .....	51
<b>Current Bedspace Capacity .....</b>	<b>52</b>
<b>SYSTEM RECOMMENDATIONS/OPPORTUNITIES FOR POPULATION REDUCTION.....</b>	<b>57</b>



## EXECUTIVE SUMMARY

The Leon County Detention Facility (LCDF), with a current capacity to house 1,246 detainees (not counting 124 beds in an Annex building), opened in 1993 and for over two decades has maintained a population of more than 1,000 detainees at any point in time. Due to an increase in the detainee population in late 2021, the Leon County Board of County Commissioners held a LCDF Population Management Workshop in March 2022. One of the results of that workshop was the Board's approval of a study to evaluate current and projected LCDF space needs. The primary goal of the Leon County Detention Facility Needs Assessment is to determine the projected bed need for the Detention Facility through the year 2048. In addition, the needs assessment includes an examination of the factors which drive the in-custody population as well as some possible strategies for avoiding significant future detention population growth. This study also examines programs and best practices adopted by other jurisdictions across the country and identifies recommended strategies to safely manage the facility's population. Our main analysis is based on a series of large data extracts covering custody factors, court event dates, and other relevant variables. The research effort culminates in 4 forecasts of the possible future size of the population, reflecting both a continuation of current policies and practices as well as the impact of possible changes to the criminal justice system.

The data extract contained key information for each individual held in the Leon County Detention Facility between January 1, 2016, and July 13, 2023. In addition, we acquired updated population data that covered the full year 2023. We also retrieved Leon County projected population growth data, as well as those from bordering counties. To fully understand the dynamics of the detainee population factors, we forensically reconstructed the Detention Facility's daily population by several factors, including charge severity, gender, and age group, among others. All the data sources were then combined to produce time series statistical forecasts. The accuracy of population forecasting is greatly influenced by changes in public policy, criminal court case processing, law enforcement strategies, socioeconomic factors, and a host of other factors. To avoid producing a population forecast that may have a short shelf life, we utilized the best performing statistical models to produce a main forecast that reflects a continuation of current policies as well as three additional 'hypothetical' scenarios that consider possible changes to the criminal justice system. The margin of error for the new forecasts is approximately plus/minus 10% by the year 2048.

The two main drivers of any jail's population are how many people are booked into the jail and how long they stay. In the case of the Leon County Detention Facility, the population returned to pre-COVID-19 pandemic levels during 2021. The main driver of this population increase was growth in detainee average length of stay (ALOS) due in part to the effects of the COVID-19 pandemic upon the judiciary. This population increase would have been larger if jail bookings had returned to pre-pandemic levels. However, bookings are slowly building back to where they were in 2019. As the courts have worked to reduce the backlog in cases, Detention Facility ALOS decreased during 2023, driving the jail's population below where it was in 2022. Detention Facility ALOS is the key driver of the population and needs to be monitored and managed.

In addition, there is extremely strong statistical evidence that criminal court case processing is the prime determinant of the Detention Facility’s ALOS. Managing case processing times in the future will decrease ALOS and, in turn, the Detention Facility’s population. Overall, Leon County does an exemplary job of utilizing multiple strategies to deter, deflect, and divert individuals from custody in the Detention Facility.

At the end of 2023, the full year average daily population (ADP) for the Leon County Detention Facility was 1,041 detainees. Our statistical modeling has produced a main forecast that, assuming nothing changes regarding the practices of the criminal justice system, shows a likely moderate increase in the Facility’s population with an expected average daily population (ADP) of 1,194 people by 2048.

If several system changes are implemented to reduce the ALOS, the population can be expected to decrease. Therefore, three alternative forecasts were produced. The first alternate forecast projects the impact of a reduction in the Detention Facility’s ALOS to an unprecedented 30 days while bookings continue their current gradual rate of increase. This results in a 2048 ADP of 926. It must be noted that achieving such a reduction in ALOS will be difficult and could take approximately 4 years to execute. The task is not impossible and has been accomplished by other jurisdictions in the country. Alternate forecast 2 combines a return to pre-pandemic booking levels with the 30-day ALOS, resulting in a 2048 ADP of 1,060. The third alternative forecast assumes that the current ALOS of 53 days stays in place while bookings quickly return to their pre-pandemic level (29 bookings per day from the current 23). If these two measures unfold, the expected ADP will be approximately 1,679 by 2048.

Two factors must be applied to the forecasted ADP to determine a total bed requirement so that the Detention Facility can operate effectively and in a safe and secure manner:

- Peaking Factor – Reflects the daily and seasonal variations in jail occupancy and the temporary unavailability of beds due to unanticipated circumstances, routine repairs and maintenance, etc. and,
- Classification Factor – Reflects the need to separate the detainee populations based on gender, security requirements, treatment needs, etc.

Thus, for all four forecasts, a classification factor of 15% is added to the projected ADP numbers along with an 11.9% peaking factor for females and a 6.2% peaking factor for males. The table below represents the projected ADP and bed needs for Leon County among our 4 forecasts<sup>1</sup>:

	Main Forecast	Alternate 1	Alternate 2	Alternate 3
2048 ADP	1,194	926	1,060	1,679
2048 Bed Need	1,456	1,129	1,293	2,047

Overall, Leon County does an exemplary job of utilizing multiple strategies to deter, deflect, and divert individuals from custody in the Detention Facility. The County’s criminal justice system has multiple programs aimed at a wide variety of people. Our analysis indicates that most of these efforts are directed

<sup>1</sup> The bed need is calculated by adding the ADP, the peaking factor, and the classification factor together.

at lower-level arrestees/offenders. Crime and arrest trends, however, are showing that more people with more serious charges are in contact with the criminal justice system than ever before. Put simply, there are no more easy opportunities for new custody alternatives. Unfortunately, that means that a lot of the diversionary programs will not be effective in heading off future growth simply because many of the people involved will have felony (and violent felony) charges. The strategy for Leon County should be to blunt facility population growth by reducing ALOS through case processing improvements wherever possible, in tandem with the continued use of Electronic Monitoring and Supervised Pretrial Release programs.

The needs assessment produced 21 total system recommendations, some of which directly reduce ALOS, and some that are more general efficiency changes. It should be acknowledged that many issues related to ALOS and case processing are beyond the County's control and will require extensive cooperation among the key criminal justice stakeholders. To be clear, implementing most if not all these recommendations would help reduce ALOS to the goal of 30 days, making it possible to achieve the guidance suggested by Alternate Forecast 1. The table below contains the recommendations.

Summary of Recommendations			
<b>Recommendation 1: Leverage the existing framework of the PSCC to formalize long-term project aimed at safely and responsibly reducing Detention Facility ALOS</b>			
Number	Recommended Actions	Responsible Parties	Category
1A-1	Reduce time between initial appearance and disposition through earlier plea agreements for felony cases that do not also include a Violation of Probation (VOP) charge or a Failure to Appear (FTA) matter	Judiciary, State Attorney, Public Defender	Short-Term
1B-1	Reduce time between booking and VOP hearing for VOP-only cases	Judiciary, State Attorney, Public Defender	Short-Term
1C-1	Expand the use of notices to appear	Local Law Enforcement Agencies	Immediate
1D-1	Consider development of a combination monetary/non-monetary consent bond	Judiciary, State Attorney, Public Defender	Long-Term
1D-2	Formalize/automate scheduling of bond reduction hearings post-initial appearance	Judiciary, State Attorney, Public Defender	Long-Term
1D-3	Increase capacity/time allotted for the scheduling of bond reduction hearings	Judiciary	Long-Term
1E-1	Duplicate current misdemeanor mental health docket at the felony level	Judiciary, State Attorney, Public Defender, and Clerk of Court	Long-Term
1F-1	Increase the number of mental health evaluators for competency evaluations	Court Administration	Long-Term
<b>Recommendation 2: Continue the use of SPTR and electronic monitoring. Explore alternative risk assessment instruments and apply to all arrestees.</b>			
2-1	Continue the use of electronic monitoring	Judiciary, SPTR	Short-Term
2-2	Evaluate using a risk assessment instrument that does not require the arrestee to participate in an interview	Judiciary, SPTR	Long-Term
<b>Recommendation 3: Develop a formalized approach to evaluating mental health and substance use disorder issues as close to the time of booking as possible.</b>			
3-1	Establish a practice of developing mental health and substance use ratings for arrestees	Sheriff's Office, Judiciary, Community Partners	Long-Term
<b>Recommendation 4: Continue developing programs that attempt to identify and address homelessness, such as the Sheriff's HOST team.</b>			
4-1A	Continue to work to counter homelessness in Leon County	All Community Partners	Long-Term
4-1B	Leverage technology to develop a method for identifying homeless individuals booked into the Detention Facility	Information Technology	Immediate
<b>Recommendation 5: Formalize and standardize the referral system for Drug Court.</b>			
5-1	Formalize and standardize the referral system for Drug Court	State Attorney's Office, Court Administration	Long-Term
<b>Recommendation 6: Leverage the county's justice information system to assist the Detention Review Coordinator to focus on larger system issues rather than individual issues. Move toward practicing differentiated case management.</b>			
6-1	Leverage technology to enable the Detention Review Coordinator to monitor system trends and benchmarks	Information Technology, Judiciary, Court Administration	Long-Term
6-2	Move toward practicing differentiated case management	Judiciary	Long-Term
<b>Recommendation 7: Build a reporting module in the current system (and future systems) that more readily provides views of key correctional metrics. Prepare and disseminate daily snapshots that keep all stakeholders aware of how many people are being held in the jail, for how long, and for what reasons.</b>			
7-1	Build a reporting module that readily provides data to stakeholders on key performance metrics	Information Technology; Stakeholders	Long-Term
<b>Recommendation 8: It appears that much of the reduction in case processing times stems from the courts employing state funding for additional senior judge days and other resources. Such funding should be permanent.</b>			
8-1	Recent funding for additional judges and other resources must be made permanent	Court Administration	Long-Term
<b>Recommendation 9: Leon County should consider regular updates to the forecast/analysis effort to monitor progress.</b>			
9-1	Regular updates to the forecast/analysis are needed in order to account for the dynamic changes of the Leon County Criminal Justice System	Public Safety Coordinating Council	Short-Term
<b>Recommendation 10: Leon County should proactively manage the long-staying detainee population.</b>			
10-1	Proactively manage the long-staying detainee population	Judiciary, State Attorney, Public Defender	Short-Term
<b>Recommendation 11: The Sheriff and Leon County should explore reducing the capacity of the 94-bed housing pods to the design capacity of 47.</b>			
11-1	Reduce capacity of 94-bed housing pods to the design capacity of 47	Sheriff's Office, County	Long-Term

Achieving a reduction in case processing times will require significant levels of cooperation and collaboration among the key criminal justice stakeholders, something that arguably does not always occur. However, the work that has been done thus far has succeeded in limiting the LCDF population. Continuing that work and making additional adjustments should keep the County in a positive situation regarding the facility's population well into the future.



## **INTRODUCTION**

The Leon County Detention Facility (LCDF), with a current capacity to house 1,246 detainees (not counting 124 beds in an Annex building), opened in 1993 and for over two decades has maintained a population of more than 1,000 detainees at any point in time. Due to an increase in the detainee population in late 2021, the Leon County Board of County Commissioners held a LCDF Population Management Workshop in March 2022. One of the results of that workshop was the Board's approval of a study to evaluate current and projected LCDF space needs. The primary goal of the Leon County Detention Facility Needs Assessment is to determine the projected bed need for the Detention Facility through the year 2048. In addition, the needs assessment includes an examination of the factors which drive the in-custody population as well as some possible strategies for avoiding significant future detention population growth. This study also examines programs and best practices adopted by other jurisdictions across the country and identify recommended strategies to safely manage the facility's population. Our main analysis is based on a series of large data extracts covering custody factors, court event dates, and other relevant variables. The research effort culminated in 4 forecasts of the possible future size of the population, reflecting both a continuation of current policies and practices as well as the impact of possible changes to the criminal justice system.

### **Goal**

The primary goal of this study is to ascertain the future size of, and internal categories within, the Leon County Detention Facility detainee population. This analysis is intended to help the County make informed decisions regarding the future of the facility. A major focus of this analysis is to examine the efficacy of possible system changes/alternatives to incarceration.

### **Methodology**

We undertook five main tasks to execute this study.

First, we conducted multiple interviews and meetings with stakeholders from across the criminal justice system.

Second, we analyzed historical population-related information concerning both the county and the detention facility, including past levels of jail admissions/bookings and length of stay.

The third step of the analysis was to acquire multiple comprehensive data extracts which included key information about every single individual held in the Leon County Detention Facility between January 1, 2016, and July 13, 2023. This enabled the construction of a population profile over time which provided indications of changes within and among key aspects of the jail's population. To keep our findings as up to date as possible, several basic facility population measures were updated through December 31, 2023.

Fourth, the results of the statistical analyses were combined into multiple time series forecasts using Autoregressive Integrated Moving Average (ARIMA) methods.

Finally, we developed findings and recommendations based on all our conversations, meetings, analyses as well as our past experiences working with other jurisdictions.

## COUNTY POPULATION & CRIME

To provide some context for the analysis of the Detention Facility’s current and future population, it is prudent to examine the overall population of Leon County, as well as discuss the crime and arrest rate statistics that are publicly available. The analysis begins with an examination of the projected population levels of Leon County as a whole. In general, it has been the research team’s experience that the most applicable population projection data to use for a jail study is males and females between the ages of 18 and 59 years of age, rather than a total population figure. This is done because this group generally constitutes a decided majority of any given jail’s population. To acquire the data, we retrieved information from the Florida Demographic Estimating Conference Report from February 2023 and a report from the University of Florida’s Bureau of Economic and Business Research from April 2023<sup>2</sup>.

As Figure 1 shows, the overall Leon County population has grown 9% between 2009 and 2023.

**FIGURE 1. LEON COUNTY POPULATION, 2009 - 2023**

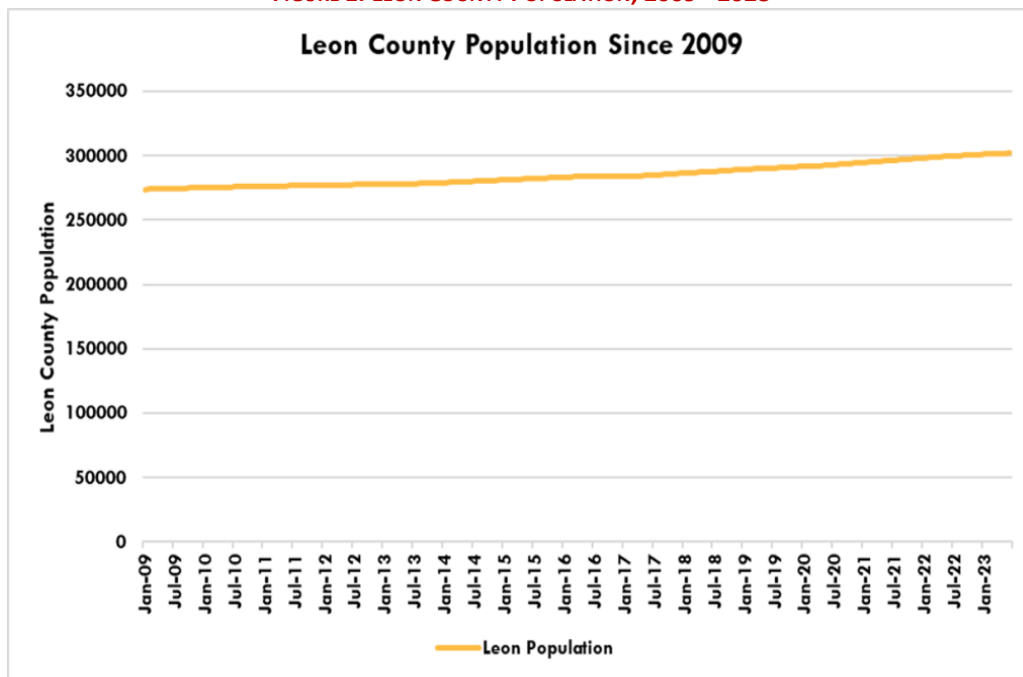


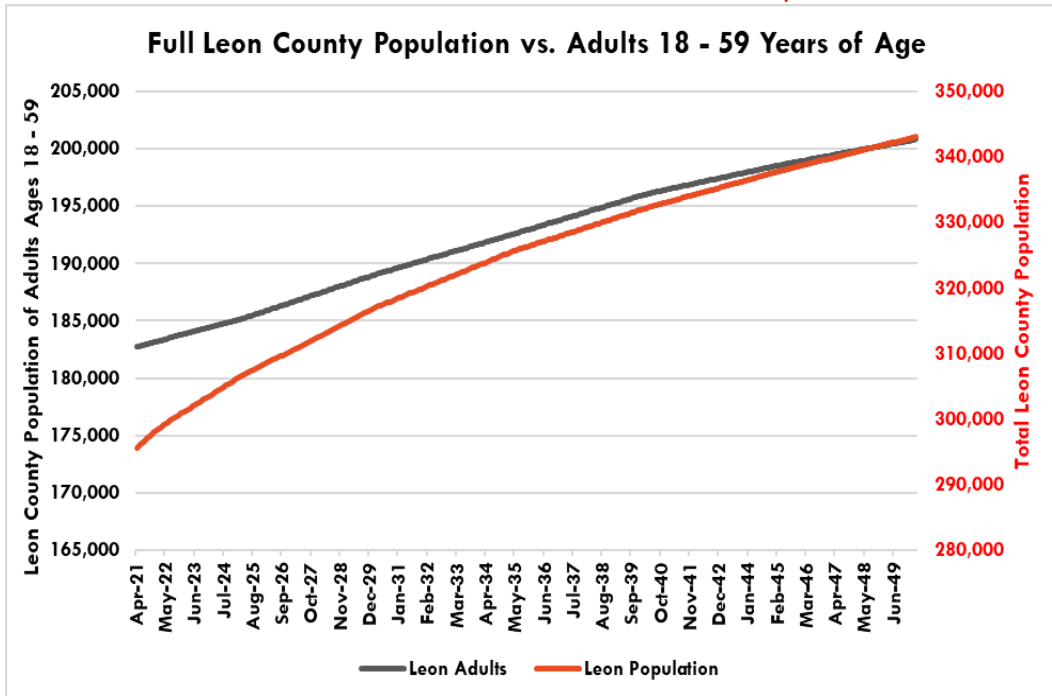
Figure 2 depicts the projected Leon County Population through 2050, with both the full population and population of adults between 18 and 59 years of age. It is this latter population that is the most relevant

<sup>2</sup> Florida Demographic Estimating Conference, February 2023 and the University of Florida, Bureau of Economic and Business Research, Florida Population Studies, Volume 56, Bulletin 195, April 2023; <https://bebr.ufl.edu/population/>

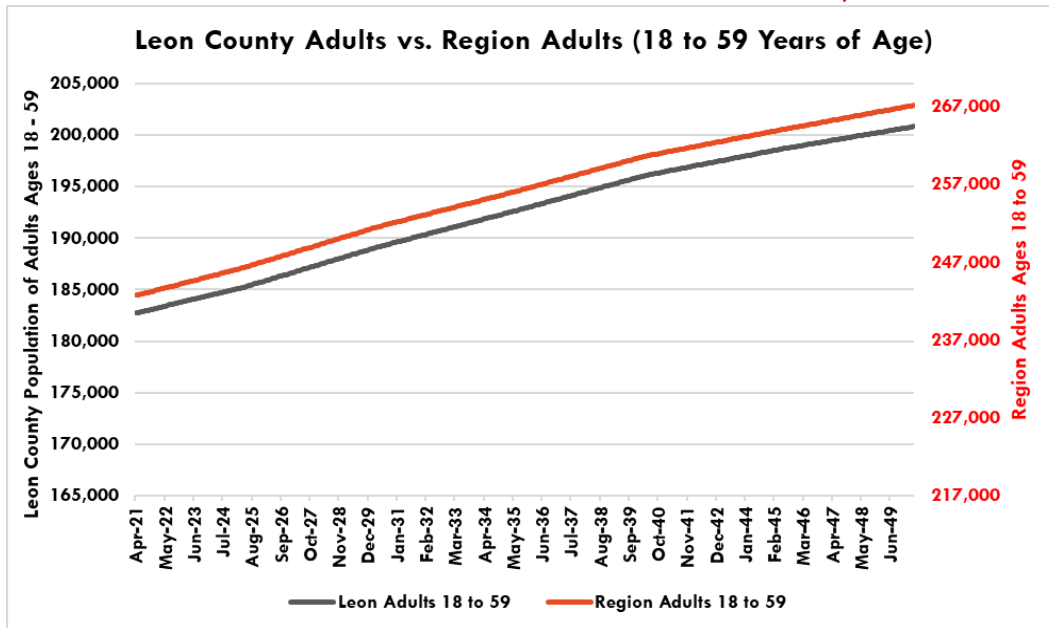
for the detention facility because young children are never held in the facility; and senior citizens are rare users of jail space. Adults between 18 and 59 years of age typically constitute 90% of the Detention Facility’s population at any given point in time. We note that while the full population for Leon County is expected to grow 16% by 2050, the cohort of adults between 18 and 59 years of age is expected to grow only 9.9%. In Figure 2, as well as some other charts in this report, we are using two vertical scales to compare trends.

Meanwhile, we must be cognizant of the fact that not everyone held in the Detention Facility is a citizen of Leon County. Throughout this analysis, we will examine the population and other impacts of people from the bordering counties of Jefferson, Wakulla, Liberty, Gadsden, and Thomas County (GA). Figure 3 shows the comparison between the growth rates for Leon County adults and the ‘region’ (that is, Leon County plus the bordering counties). While the Leon County adult population is expected to grow 9.9%, the regional growth rate is expected to be 10.1%. To be clear, when we develop our forecast models, the population growth rate will be analyzed in terms of each county’s relative contributions to the Detention Facility’s population.

**FIGURE 2. LEON COUNTY FULL POPULATION VS. ADULT POPULATION, 2021 - 2050**



**FIGURE 3. LEON COUNTY ADULT POPULATION VS. REGIONAL ADULT POPULATION, 2021 - 2050**



Traditionally, jail population analysts (the present authors included) have presented crime rate data from the FBI’s Uniform Crime Report (UCR) and other agencies as part of their work products. Recently, however, significant questions and problems have arisen regarding the validity of the UCR data due to declining participation rates and other methodological issues. It has been the research team’s experience that the crime rate data may provide some context for understanding a criminal justice system, but it is not useful for actual statistical models of jail populations. A variety of studies have suggested that the UCR data significantly undercount the true nature of crimes in localities. Moreover, the Vera Institute of Justice has recommended that locally produced data may be more indicative of what is going on in each jurisdiction. That said, the research team notes that the Florida State University Center for Criminology and Public Policy Research’s October 2023 report regarding Leon County is a useful resource for understanding what is happening in terms of crime. The report finds significant increases in homicides, firearm homicides, and firearm assaults over time, particularly within the last decade. The report is also a useful tool for understanding some of the socioeconomic and other lenses (principally, violence prevention strategies) for violent crimes in Leon County<sup>3</sup>.

### DETENTION FACILITY POPULATION ANALYSIS

Key measures that impact the Leon County Detention Facility’s population were employed in a comprehensive set of analyses such as bookings (the number of people booked into the facility), average daily population (ADP), average length of stay (ALOS, a measure of how long, on average, detainees stay in custody), arrest offenses, criminal court case processing, a review of alternatives to incarceration, and

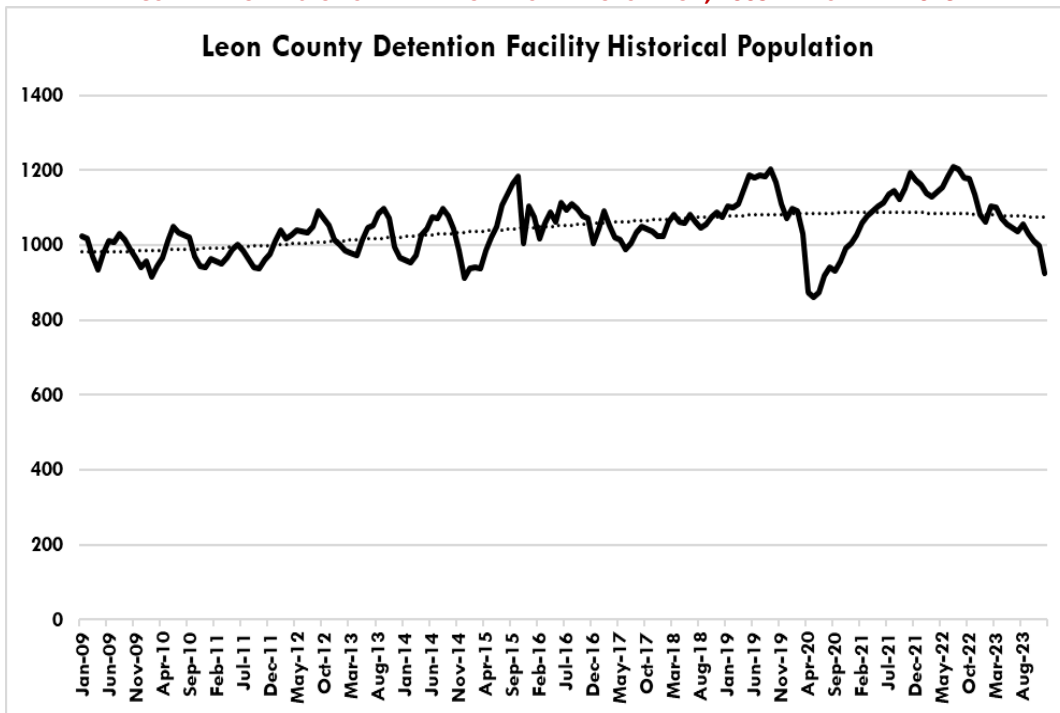
<sup>3</sup> [https://www.councilmenandboys.org/wp-content/uploads/2023/10/FSU-CVIPI-Phase-1-Report\\_final.pdf](https://www.councilmenandboys.org/wp-content/uploads/2023/10/FSU-CVIPI-Phase-1-Report_final.pdf)

a profile of the detainee population. To perform our Detention Facility population analysis, a significant set of data extractions from Leon County’s integrated justice information management system was obtained and analyzed. Our intention was to examine every charge for every detainee held between January 1, 2016, and July 13, 2023, along with demographic and release information. Due to methodological requirements and data updates some measures of the analysis may have a later start date or a more recent end date.

### Average Daily Population

The Leon County Detention Facility’s average daily population (ADP) by month from 2009 through December 31, 2023, can be found in Figure 4. There are several key takeaways from the Detention Facility’s long-term population trend. First, there is a gradual growth in the facility’s population, despite ebbs and flows, across time (the dotted trend line demonstrates the growth). The ADP for the full year of 2022 was 17% higher than it was in 2009, outstripping the 9% growth for the Leon County population during that period. However, the facility’s population decreased significantly in the second half of 2023 such that 2023 was only 8% higher than 2009. Second, the Leon County Detention Facility’s population, like most jails in America, tends to be seasonal. The population is typically highest toward the end of the summer months (the peaks in the graphs are generally July, August, or September), and lowest around late December or early January.

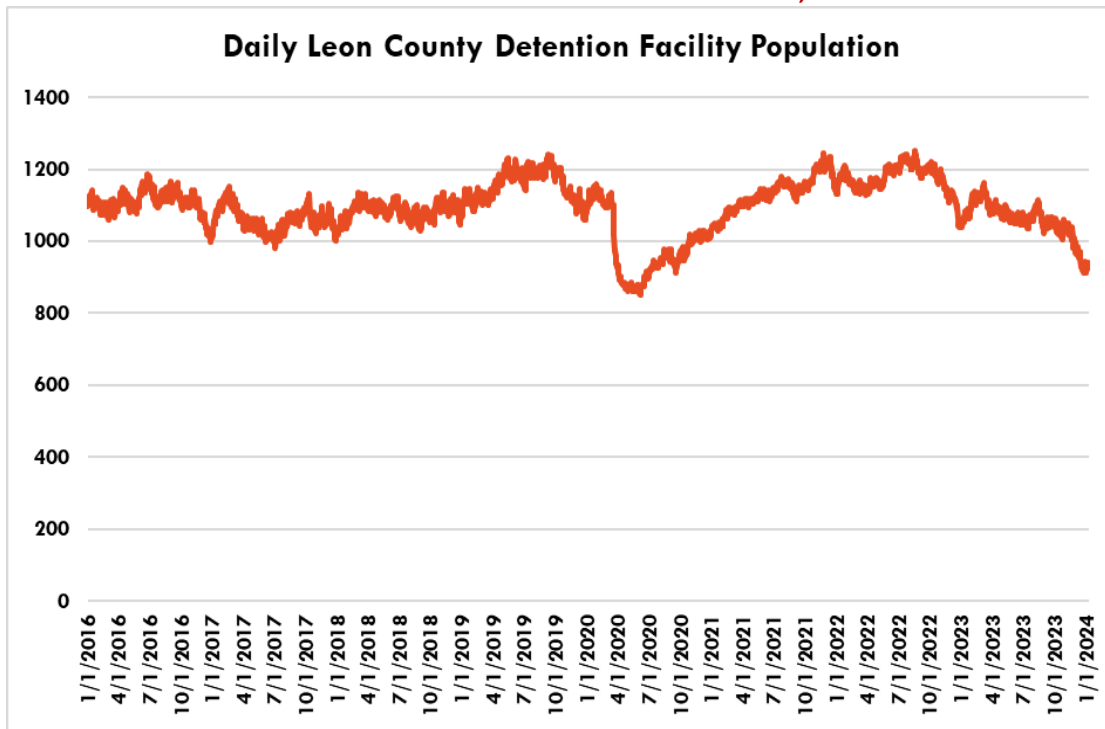
**FIGURE 4. LEON HISTORICAL DETENTION FACILITY POPULATION, 2009 – DECEMBER 2023**



In addition, Figure 4 depicts the impact of the first wave of the COVID-19 pandemic in Spring 2020. What is somewhat unique about the Leon County Detention Facility’s population is that the population level returned to pre-COVID levels relatively quickly (by midyear 2021). For the most part, this is uncommon as most facility populations are remaining 10% or more lower than what they were prior to 2020.

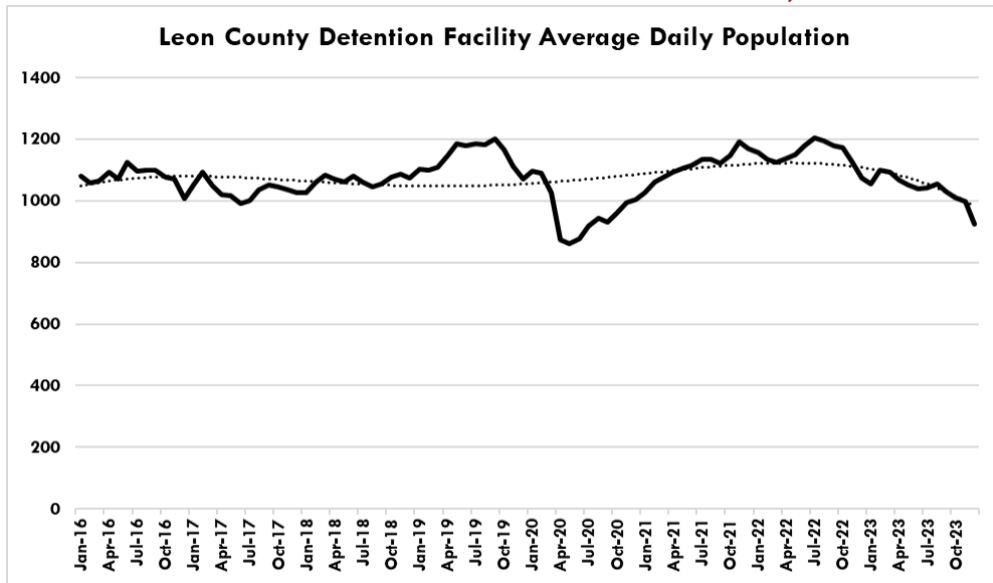
At this point, a methodological note needs to be made about the ADP data for the study. The monthly data that appear in Figure 4 above are based on snapshots of the jail’s population count each morning. The present study’s reconstruction of the jail data is based on the actual specific booking and release dates/times for each detainee held in custody. This is a key distinction to make because the numbers will be slightly different. To be clear, the differences are not very significant, but they do exist for a very good mathematical reason. The present study’s method reflects the entire amount of time that everyone spent in custody in the jail, whereas the snapshot data will miss some of that specificity. For example, if the jail’s official count figure is based on a 4am snapshot, a person who is booked into the facility at 5am and then released later that same day will never be factored into the snapshot-based population figure. The forensic reconstruction captures people such as this. Figure 5 below presents the reconstruction of the jail’s actual population since the start of 2016 through mid-July 2023. Although it is difficult to see, the line on the chart is actually a series of data points reflective of each day’s population. Note the steady climb from the first wave of the pandemic in Spring 2020 through the Fall of 2021. As expected, the population declines somewhat in late December 2021/early January 2022, and then rises a bit during the Summer. After that point, the jail’s population took an unexpected turn, with the population peaking in the first week of March 2023 and then steadily declining for the balance of the year.

**FIGURE 5. LEON COUNTY DETENTION FACILITY DAILY POPULATION, 2016 - 2024**

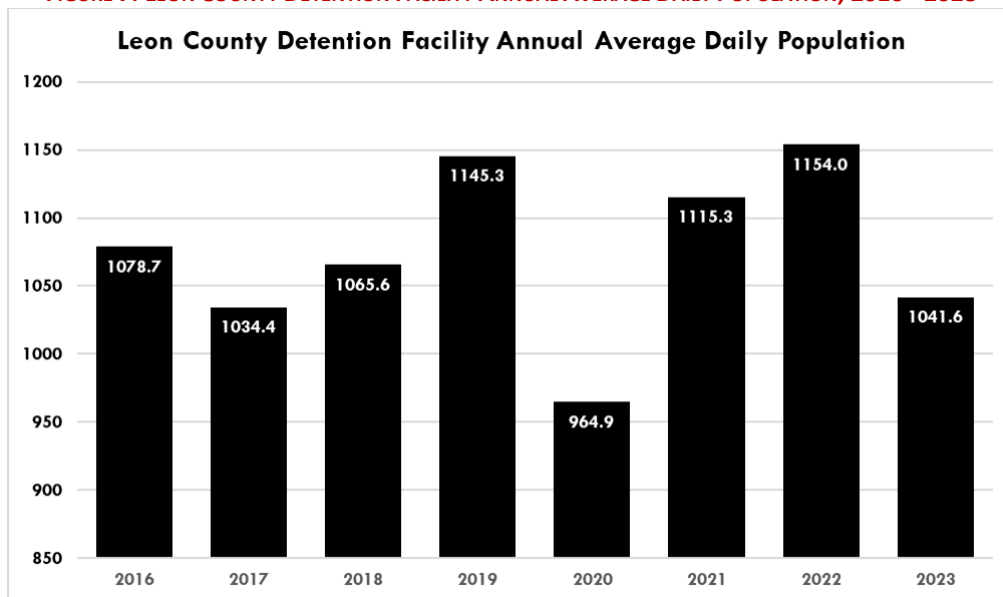


The daily population reconstruction is aggregated into a monthly average daily population (ADP) time series in Figure 6. Based on the history of the population trend, the ADP should have gone up in August and September 2023 instead of declining. The decline continues for the balance of the year. Figure 7 provides an annual look at the ADP data. Note that 2022 has the highest population during the timespan of our analysis, but by the end of 2023 there was a reduction in the ADP (below 1,000 detainees).

**FIGURE 6. LEON COUNTY DETENTION FACILITY AVERAGE DAILY POPULATION, 2016 - 2023**



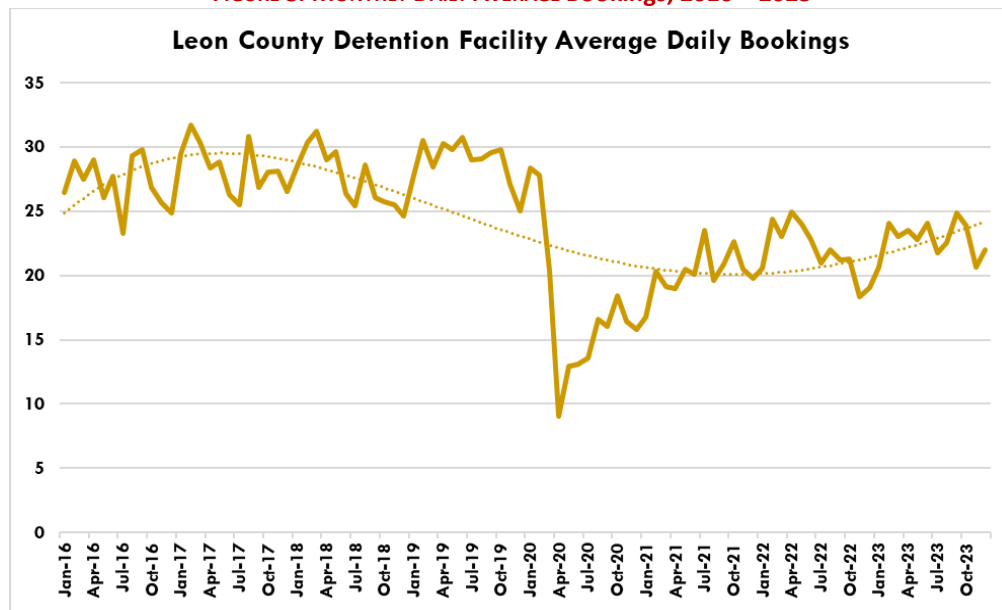
**FIGURE 7. LEON COUNTY DETENTION FACILITY ANNUAL AVERAGE DAILY POPULATION, 2016 - 2023**



## Bookings

All detention facility populations are determined by two factors: How many people are booked into the detention facility and how long those people stay (ALOS). In 2019, prior to the pandemic, Leon County had over 10,000 bookings. This averaged out to nearly 29 bookings to the jail every day. Not surprisingly, the numbers decreased in the wake of the pandemic, falling to an average of just under 17.5 bookings per day. This report utilizes the average daily bookings figure instead of monthly totals so that it is possible to compare the partial year of 2023 against previous time points. As Figure 8 shows, the number of bookings has not returned to pre-pandemic levels (although the population did by 2022). The 2023 average daily booking number (22.8) is still approximately 20% behind where it was in 2019 (28.9), although there is slow growth (the 2023 number is 4% higher than in 2022).

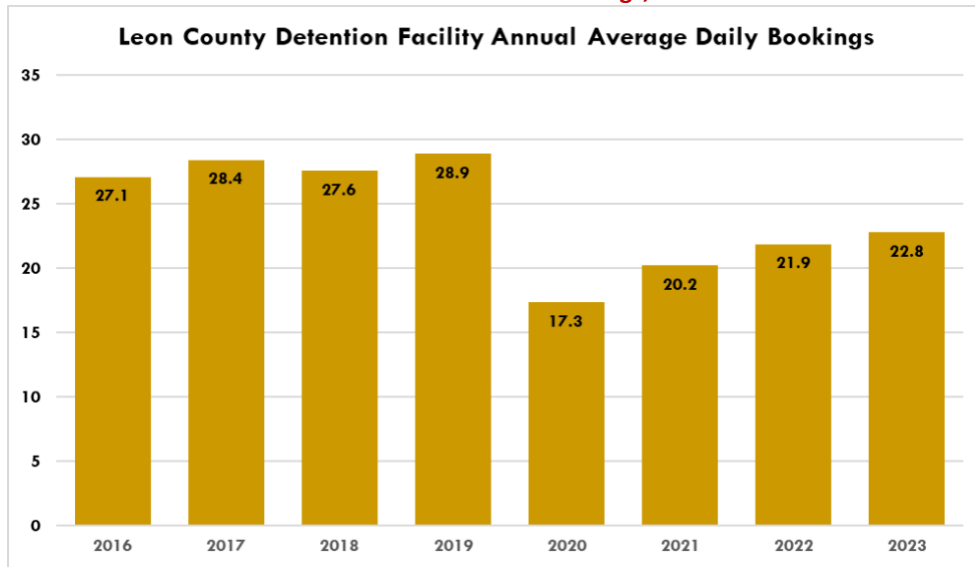
**FIGURE 8. MONTHLY DAILY AVERAGE Bookings, 2016 – 2023**



Meanwhile, Figure 9 provides an annual depiction of the booking data between 2016 and 2023. Bookings have not returned to pre-pandemic levels but continue to grow slightly from the low point of 2020.

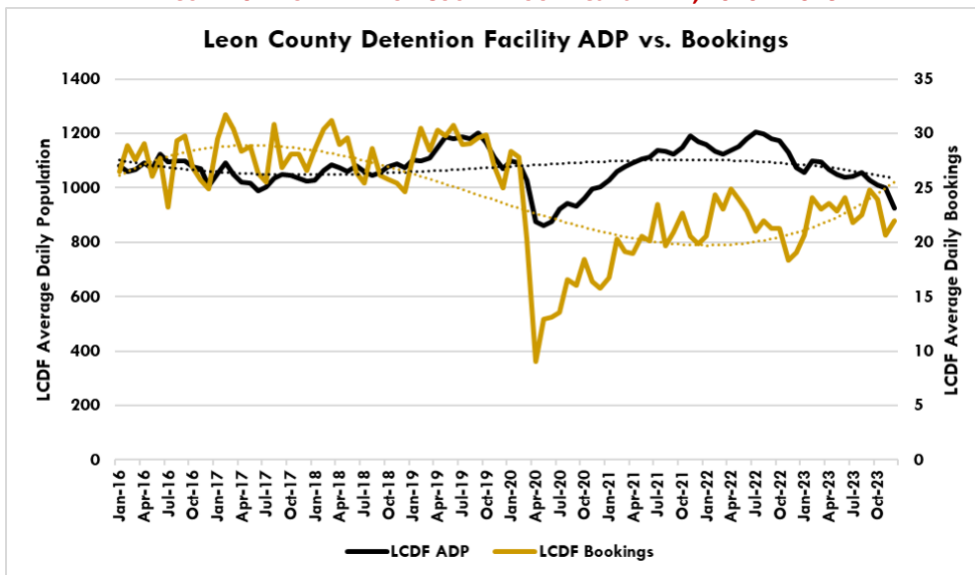


**FIGURE 9. ANNUAL DAILY AVERAGE Bookings, 2016 – 2023**



To demonstrate the relationship between ADP and bookings, Figure 10 plots the two trends together. They mirror each other well. Prior to the pandemic, the trends are similar (note that the chart has two vertical scales for demonstration purposes). After the pandemic, the bookings trend drops well below the ADP trend. Both trends increase, with the ADP recovering to pre-pandemic levels. However, the level of bookings remains well below the pre-pandemic numbers. As this analysis will show, other factors are responsible for driving the Detention Facility’s population after the pandemic.

**FIGURE 10. MONTHLY LEON COUNTY BOOKINGS VS. ADP, 2016 – 2023**



## Bookings By Charge

The research team also examined what the offense was that necessitated each booking during the period of the analysis. Because most people are booked with more than one offense, to make comprehending the nature of the offenses involved across the population easier, it is necessary to determine the most serious offense of each person. The data extracts produced by Leon County staff contained every single charge for every single detainee held between 2016 and July 13, 2023. These extracts were analyzed, and the charge information was reclassified into multiple categories. This enabled the construction of a further reclassification to develop the most serious charge for each detainee. The categories used to make the final determination are (presented in order of seriousness):

- Violent
- Sex Offenses
- Offenses vs People
- Weapons
- Burglary
- Theft/Fraud
- Drugs
- Offenses Against the Administration of Government
- DUI
- Public Order
- Other
- Alcohol
- Traffic
- Supervision/Temporary Release Violation
- Hold/Writ

‘Offenses vs. People’ is defined as crimes such as neglect, endangerment, corruption of minors, harassment, etc.). ‘Offenses Against the Administration of Government’ is defined as crimes such as Failures to Appear in Court or Resisting Arrest. ‘Public Order’ offenses include things like Vandalism, Trespassing or Disorderly Conduct. Using the information collected from the large data extract, when a detainee has multiple charges, a primary charge category is assigned according to the priority listed above. The priority listing is premised on the most serious offense having the highest priority. For example, if a detainee were charged with a DUI and a violent offense, the primary charge category for that detainee would be violent. In addition, according to the algorithm, felony charges will trump misdemeanor charges. For instance, a person with a misdemeanor theft and a felony public order offense would have a most serious charge category of ‘Felony Public Order.’ Finally, offenses are also ranked based on the level of seriousness (felonies vs. misdemeanors, such that any felony outranked any misdemeanor).

Table 1 breaks down the Leon County bookings by most serious charge and is sorted by the values within the actual jail population (violent felons are the largest component of the population, so they appear at the top of Table 1). In comparing 2023 to 2019, there are significant shifts in the facility’s bookings. The

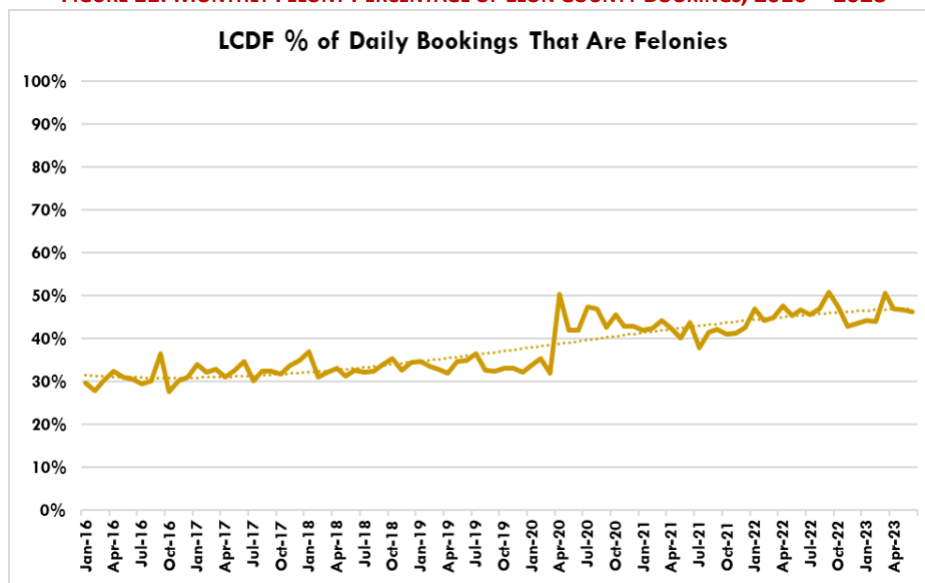
number of violent felony bookings has risen significantly, as have weapons and burglary felonies. Meanwhile, misdemeanor drug offense bookings have significantly decreased. However, the largest change is the number of probation and pretrial release violators (in the table and throughout this report they are identified as VOP). These are detainees who were on pre or post sentence community supervision but have not committed a new crime (the way the study’s algorithms work, nearly any new crime would outweigh a community supervision charge). VOP bookings are less than half of what they were prior to the pandemic.

**TABLE 1. DAILY AVERAGE BOOKINGS BY MOST SERIOUS OFFENSE**

Most Serious Charge	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Violent Felony</b>	2.1	2.2	2.2	2.3	2.2	2.4	2.6	3.0	27.1%
<b>VOP</b>	7.2	6.6	6.4	6.5	3.6	3.6	3.1	3.0	-53.2%
<b>Drugs Felony</b>	1.8	2.4	2.4	2.4	1.4	2.1	2.7	2.8	20.2%
<b>Theft/Fraud Felony</b>	2.3	2.1	1.9	2.2	1.3	1.3	1.6	1.7	-20.0%
<b>Weapons Felony</b>	0.3	0.4	0.5	0.5	0.6	0.7	1.0	0.8	47.9%
<b>Burglary Felony</b>	0.4	0.5	0.4	0.5	0.4	0.5	0.6	0.6	22.2%
<b>Sex Offense Felony</b>	0.3	0.3	0.3	0.3	0.3	0.2	0.2	0.3	8.3%
<b>Offenses vs Govt Felony</b>	0.4	0.5	0.4	0.6	0.4	0.5	0.5	0.5	-20.7%
<b>Violent Misd</b>	1.4	1.4	1.4	1.7	1.2	1.5	1.5	1.5	-10.9%
<b>Drugs Misd</b>	1.3	1.7	1.6	1.4	0.4	0.6	0.6	0.4	-69.6%
<b>Offenses vs People Misd</b>	0.2	0.2	0.2	0.3	0.2	0.2	0.2	0.3	6.1%
<b>Theft/Fraud Misd</b>	1.2	1.3	1.3	1.1	0.7	0.9	0.9	0.9	-18.2%
<b>Hold for Other Agency</b>	2.9	2.9	2.9	3.1	0.9	0.8	1.0	1.3	-59.0%
<b>Public Order Felony</b>	0.1	0.1	0.2	0.1	0.1	0.2	0.2	0.3	95.9%
<b>Everything Else</b>	5.2	5.7	5.3	6.0	3.7	4.7	5.0	5.3	-10.4%
<b>Total</b>	<b>27.1</b>	<b>28.4</b>	<b>27.6</b>	<b>28.9</b>	<b>17.3</b>	<b>20.2</b>	<b>21.9</b>	<b>22.8</b>	<b>-21.1%</b>

After the pandemic, more serious offenses tended to be booked into the detention facility, and lower-level offense bookings decreased. Figure 11 shows that the felony proportion of bookings is increasing over time on a consistent basis.

**FIGURE 11. MONTHLY FELONY PERCENTAGE OF LEON COUNTY BOOKINGS, 2016 – 2023**



## Average Length of Stay

While bookings are one half of the equation for determining the size of a correctional population, the second determinant is how long those booked into the facility remain in custody. The average length of stay (ALOS) is the total number of days on average the detainee population is incarcerated from booking into the jail until they are released from the jail. For the present analysis, ALOS was calculated simply by averaging how long everyone released during a given period stayed in custody. Logically, a lower ALOS will help keep a jail's ADP from growing.

During the research team's onsite visit in Summer 2023, several stakeholders mentioned a high ALOS for the jail as a significant problem. In most instances, when asked to elaborate, these individuals would cite ALOS numbers like that which was included in the Leon County Detention Facility Population Management Workshop report<sup>44</sup> from March 2022. It appears to the research team that the ALOS numbers presented in that report (137 days for 2019 and 263 days for 2022) were calculated using the length of stays for the currently held population. This is problematic for several reasons.

The generally accepted ALOS number that is used by jails and planners throughout the country is the average of the stays of people released in a given time period. While using the current population stay may be helpful in some contexts, the number is not mathematically helpful for forecasting or for understanding how long the typical arrestee will stay in the jail. On any given day, there are a large number of people who are booked and released for comparatively short lengths of time. Using a one-time snapshot of the currently held population significantly downplays the net impact of such short-stay people. Using the released ALOS number more closely reflects the experience of the typical arrestee as well as providing a mathematically correct statistic that can be used in modeling. In addition, the mean ALOS number is mathematically useful for understanding the relationship between bookings and the facility's ADP while the in-custody LOS number is not helpful.

A statewide ALOS is unknown and there is a lack of a national ALOS standard because there are many factors that influence ALOS (e.g., if there is a separate booking facility or 36-hour holding facility, the maximum length of time a detainee can be sentenced locally, and if there are separate pretrial and post-trial facilities).

As with most jails across the country, the Leon County Detention Facility's ALOS numbers increased after the first wave of the pandemic. Increases were measured in 2020, 2021, and 2022. However, the ALOS number for 2023 is lower than in 2022. In general, two main factors help explain these patterns. First, as our bookings analysis showed, more serious arrestees are coming to the jail, which means more people staying for more complicated matters that take longer to process. Second, the pandemic significantly impacted the courts, and helped cause case backlogs which in turn drove up ALOS for affected detainees. Generally, across the nation, the research team has seen ALOS numbers rise after the pandemic due to several problems (such as staffing shortages) that are typically contributing to court case backlogs. Leon County's ALOS in 2023 was 7% below where it was in 2022 (due in part to improved court case processing

<sup>4</sup> <https://www2.leoncountyfl.gov/coadmin/agenda/workshops/WS220220322.pdf?ver=1>

times) but 36% higher than it was in 2019. Figure 12 charts the ALOS for each year between 2016 and 2023. A special note should be made about the ALOS number prior to the pandemic. Generally, it is expected that a well-functioning criminal justice system with a jail of this size should have an ALOS in the 27-to-32-day range. Leon County’s ALOS numbers were consistently above this level. ALOS is not typically within a jail’s control. Rather, jail ALOS is driven by the overall criminal justice system. After the pandemic, it has not been uncommon for large jails to have ALOS numbers in the mid to upper 50s, with a couple of highly efficient criminal justice systems returning to (or slightly under) the 30-day level by 2023.

**FIGURE 12. ANNUAL LEON COUNTY DETENTION FACILITY MEAN ALOS, 2016 – 2023**

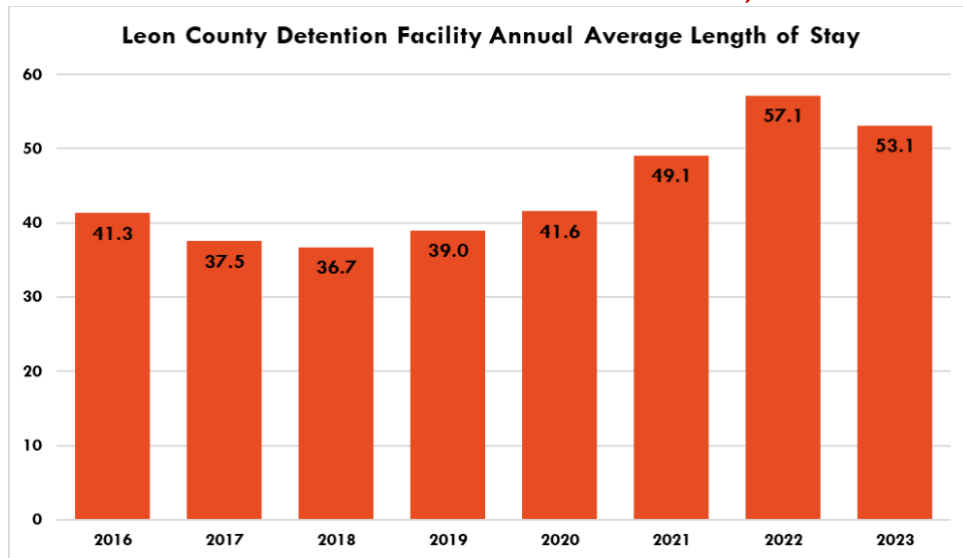
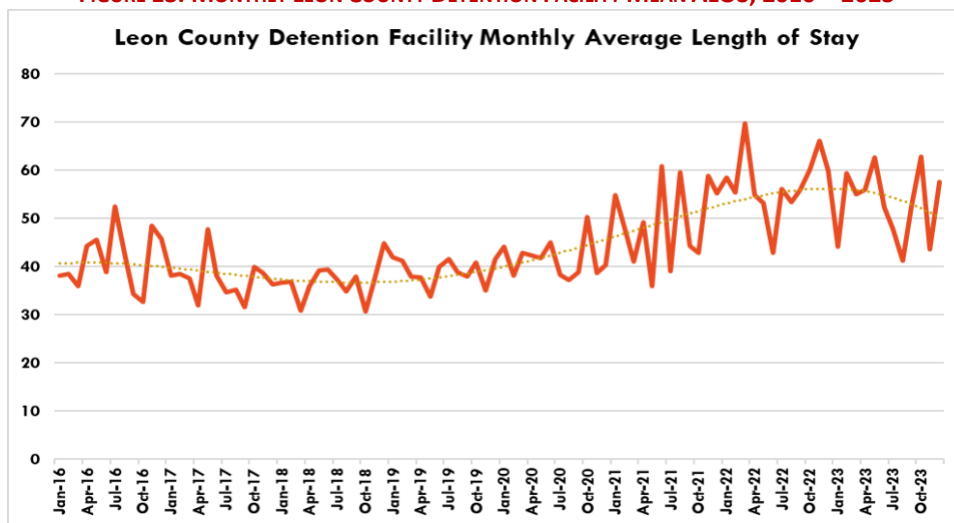


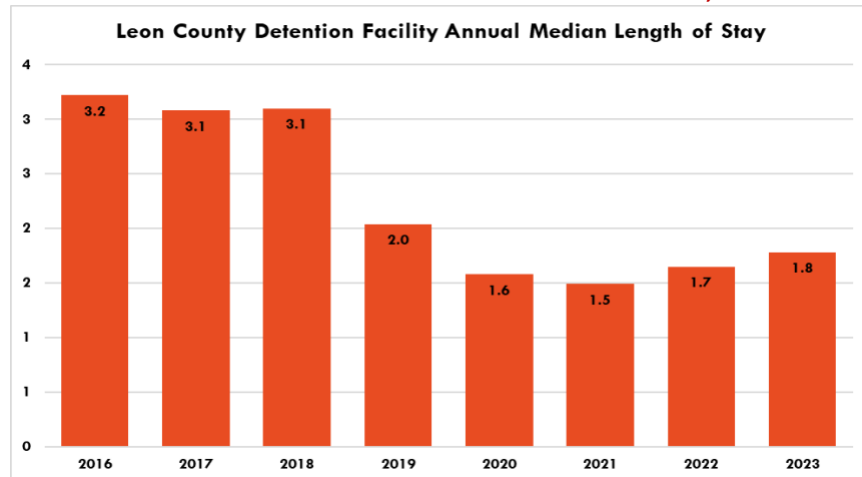
Figure 13 provides a monthly examination of ALOS for the Leon County Detention Facility. The increase over time is captured by the trend line, and if one looks carefully, the slight decrease that is noted in Figure 12 can be detected.

**FIGURE 13. MONTHLY LEON COUNTY DETENTION FACILITY MEAN ALOS, 2016 – 2023**



In general, a better measure of central tendency for the ALOS of a jail is to take the median (the midpoint of the data). A typical detainee will stay for a time significantly shorter than the mean average, which is heavily impacted by the presence and release of longer-staying detainees. The data extracts were used to calculate the median time individuals stayed in custody between 2016 and the end of 2023. Figure 14 depicts the median ALOS. This represents the midpoint of the lengths of stay for every person released each year. Typically, one would expect to see a median ALOS of between 2 and 4 days for a county jail. Well-functioning and efficient criminal justice systems, all things being equal, generally have a median ALOS somewhere under 3 days. Leon County, despite the pandemic’s impacts on the criminal justice system, has regularly kept the median ALOS around and below the 2-day median since 2019.

**FIGURE 14. ANNUAL LEON COUNTY DETENTION FACILITY MEDIAN ALOS, 2016 – 2023**



One can learn more about ALOS by examining some differences in ALOS among known groups in the population. Figure 15 depicts annual ALOS by gender. Females generally will have significantly shorter ALOS numbers than males, which is what we see below.

**FIGURE 15. ANNUAL LEON COUNTY DETENTION FACILITY ALOS BY GENDER, 2016 – 2023**

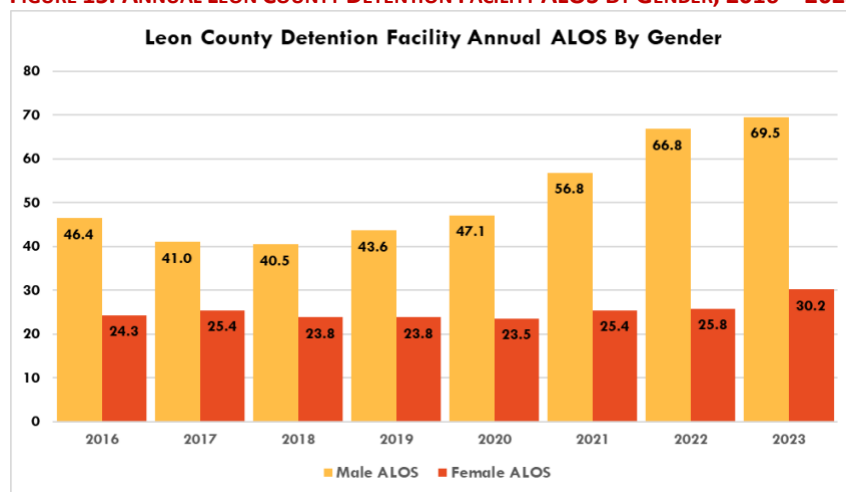


Table 2 below breaks the ALOS numbers by the level of the most serious offense. Significant increases in felony ALOS can be seen, possibly driven by court backlogs, in addition to improvements in misdemeanor ALOS. Because most people held in the Detention Facility have a felony charge, the increases in felony ALOS are driving increases in the overall ALOS numbers.

**TABLE 2. ALOS BY MOST SERIOUS OFFENSE LEVEL<sup>5</sup>**

Most Serious Charge	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Felony</b>	82.4	69.6	65.3	70.35	62.4	80.9	92.5	92.2	31.0%
<b>Misdemeanor</b>	16.8	16.2	15.8	16.30	17.4	15.2	15.6	11.7	-28.0%
<b>Supervision Violation</b>	37.5	37.8	39.7	42.28	47.1	53.7	59.1	62.1	47.0%
<b>Hold</b>	5.4	5.3	6.2	5.34	14.2	14.6	8.8	8.4	57.6%
<b>Grand Total</b>	<b>41.3</b>	<b>37.5</b>	<b>36.7</b>	<b>39.0</b>	<b>41.6</b>	<b>49.1</b>	<b>57.1</b>	<b>53.1</b>	<b>43.4%</b>

Table 3 takes the most serious offense analysis and applies ALOS numbers to it. Clearly, more serious charges equate to longer lengths of stay in custody. Here it is possible to see improvements for violent felony detainees for 2023, but there are also increases in several key areas, most notably the VOP population.

**TABLE 3. ALOS BY MOST SERIOUS CHARGE, 2020 – 2023**

Most Serious Charge	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Violent Felony</b>	128.7	111.7	97.1	115.4	81.0	131.4	174.7	167.8	45.5%
<b>VOP</b>	37.5	37.8	39.7	42.2	47.3	53.8	59.1	62.5	47.9%
<b>Drugs Felony</b>	50.1	42.3	47.0	49.3	47.0	48.0	46.6	49.2	-0.1%
<b>Theft/Fraud Felony</b>	54.0	49.8	51.4	43.8	49.8	58.0	48.5	47.1	7.6%
<b>Weapons Felony</b>	154.9	103.7	65.1	90.1	69.0	80.0	66.2	92.1	2.2%
<b>Burglary Felony</b>	117.9	101.3	87.7	88.0	81.9	99.0	124.5	122.1	38.8%
<b>Sex Offense Felony</b>	142.8	142.0	155.5	195.1	83.6	166.3	244.3	161.2	-17.3%
<b>Offenses vs Govt Felony</b>	61.1	52.7	51.1	45.5	52.0	47.7	49.7	31.0	-31.9%
<b>Violent Misd</b>	16.5	19.4	14.1	18.4	23.0	15.7	15.5	11.5	-37.2%
<b>Drugs Misd</b>	26.8	23.6	24.7	26.5	36.0	30.9	36.3	26.9	1.5%
<b>Offenses vs People Misd</b>	31.7	26.3	31.2	39.3	24.4	29.6	19.3	44.0	12.0%
<b>Theft/Fraud Misd</b>	21.4	18.7	19.1	16.5	19.7	21.5	22.3	16.8	2.1%
<b>Hold for Other Agency</b>	5.4	5.3	6.2	5.3	14.2	14.6	8.8	8.5	58.4%
<b>Public Order Felony</b>	56.2	27.3	19.8	29.1	22.9	18.4	39.5	38.4	32.0%
<b>Everything Else</b>	10.3	8.6	9.6	8.6	8.0	9.4	10.1	9.9	14.4%
<b>Total</b>	<b>41.3</b>	<b>37.5</b>	<b>36.7</b>	<b>39.0</b>	<b>41.6</b>	<b>49.1</b>	<b>57.1</b>	<b>53.1</b>	<b>43.4%</b>

The ALOS analysis was also applied to the release reasons for individuals released during the timespan of the study. Table 4 below represents the top 9 release mechanisms (plus releases to Florida State Hospital) from the Leon County Detention Facility.

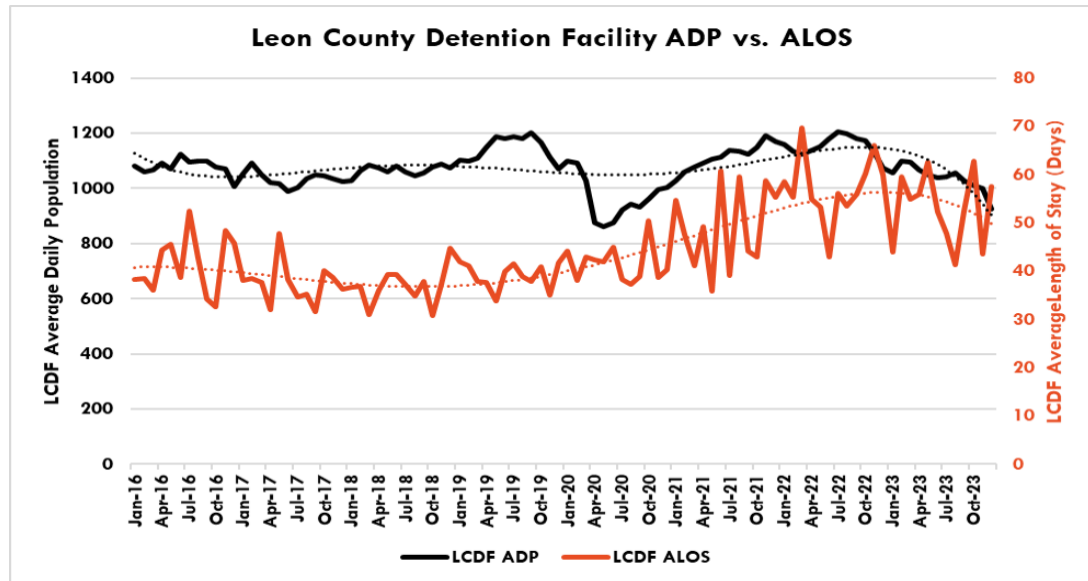
<sup>5</sup> Please note that percentage comparisons may appear to be inaccurate due to rounding of the actual numbers presented in the tables

**TABLE 4. ALOS BY RELEASE MECHANISM**

Release Reason	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
Bonded Out	0.2	0.2	0.2	0.2	0.3	0.3	0.3	0.3	38.1%
State Prison	62.8	53.7	49.8	53.5	73.2	74.0	87.6	70.9	32.6%
Released Time Served	16.1	14.4	13.0	11.8	12.4	8.1	9.9	15.3	30.0%
Pretrial Release	0.8	0.9	0.9	0.9	1.0	1.0	1.0	1.1	16.0%
Released Probation	34.8	22.3	19.1	15.7	18.0	18.3	17.9	25.4	61.9%
Released Probation Terminated	35.0	22.6	18.5	25.9	24.7	24.7	24.6	29.1	12.5%
Released Own Recognizance	0.5	0.7	1.0	0.9	0.9	0.9	1.1	1.0	1.1%
Released To Other Facility	3.8	3.9	4.9	4.4	8.0	10.3	7.0	8.3	90.6%
Released Nolle-Prossed	22.6	15.1	10.0	5.3	14.5	3.4	6.2	7.1	33.5%
Florida State Hospital	25.0	102.3	84.2	118.7	79.2	197.9	99.3	220.9	86.0%

Recalling the comparison of the jail’s ADP trend to the bookings trend, Figure 16 plots the monthly mean ALOS alongside the jail’s ADP. The booking trend correlated with the ADP trend, at least before the pandemic. The ALOS trend was not strongly correlated prior to the pandemic. However, after the pandemic, ALOS and the jail’s ADP are very much correlated. It is this fact that explains why the Leon County Detention Facility’s population increased despite a decrease in bookings during 2022. This also explains why the population has decreased by the end of Summer 2023. Improvements in ALOS have caused the facility’s population to decrease. The bottom-line takeaway is that working on reducing ALOS is the key strategy to staying ahead of the jail’s population, especially in case bookings return to where they were in 2019.

**FIGURE 16. MONTHLY ALOS vs. ADP, 2016 – 2023**





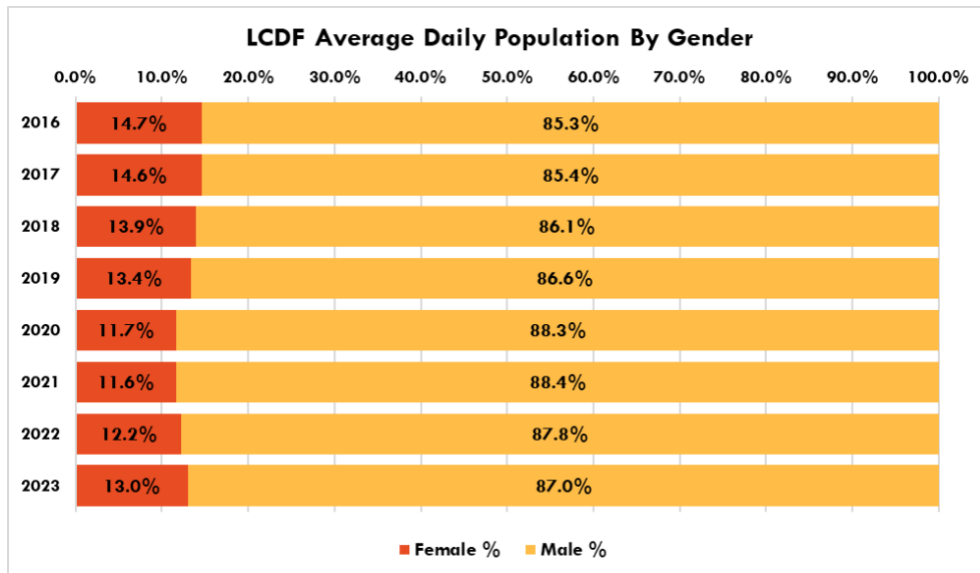
## Population Profile

A profile of the Leon County Detention Facility was developed from a forensic reconstruction of each day covered by the main jail data extract. The key statistics of interest were developed by calculating the total bed days consumed during the entire period of analysis which were then converted into ADP figures.

## Demographics

The reconstruction of the facility's ADP between 2016 and 2023 is superior to single point in time snapshots, which may very well miss important fluctuations in parts of the population as time passes. Unlike snapshot data, the forensic reconstruction captures the exact times, lengths of stay, and internal fluctuations within the population. The first component of the analysis was to examine the ADP by gender. As Figure 17 demonstrates, the percentage of female detainees in the jail decreased with the onset of the pandemic in 2020 and still remains proportionally low.

**FIGURE 17. DETAINEES BY GENDER**



The reconstruction also enabled the development of a historical examination of the proportions of detainees by race. Figure 18 shows that the percentage of black detainees has steadily increased over time. The cause of this appears to be a growing disparity between white and black detainees in terms of ALOS, which is driven by a proportional difference in charge levels. Back in 2019, the ALOS for black detainees was just under 42 days, 20% more than the ALOS for white detainees. However, by 2023, black detainee ALOS is 65 days, 71% higher than the ALOS for white detainees. The difference in ALOS can be partially explained by a shift in charge levels between and among the races. In 2019, 63% of felony bookings involved a black arrestee (37% white). In 2023, those numbers changed to 71% and 29% respectively. Moreover, 75% of the violent felony bookings in 2022 and 2023 involved black arrestees. The more serious charge levels generally translate to longer lengths of stay.

**FIGURE 18. DETAINEES BY RACE**

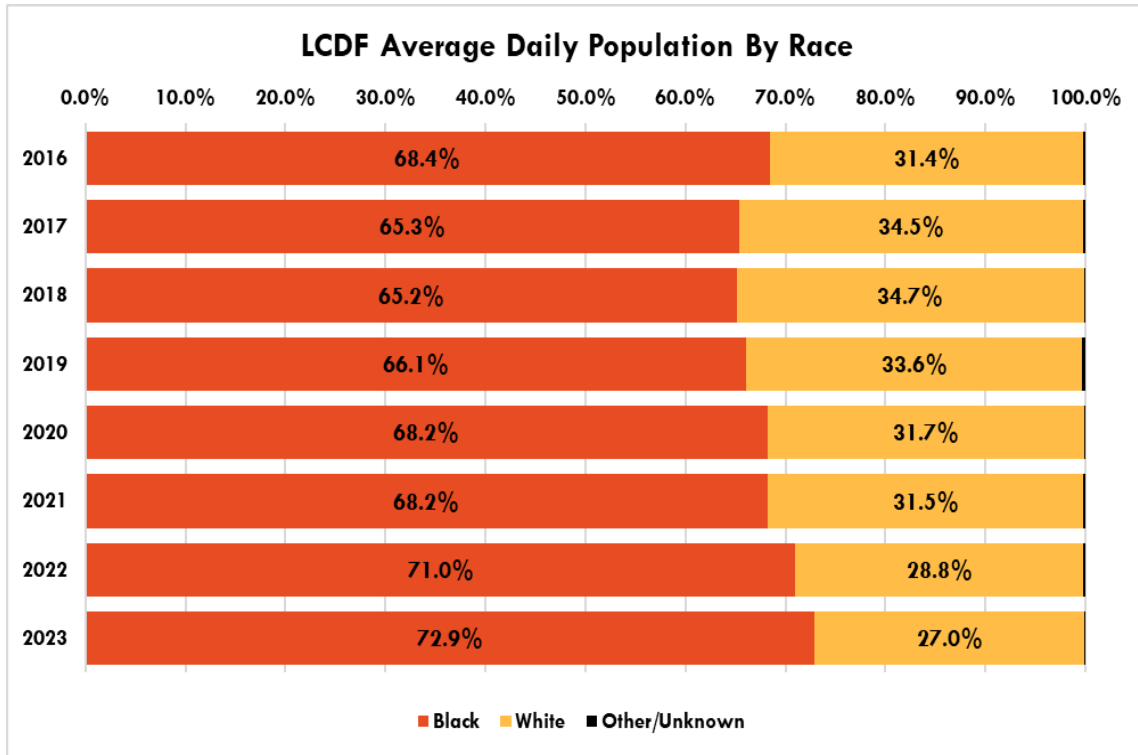


Figure 19 tracks the Detention Facility’s ADP by age group between 2016 and 2023, based on each detainee’s age at booking. In the last several years, nationally, the research team has observed a decrease in the proportion of detainees in their 20s, with a resulting proportional increase of detainees who are in their 30s, and a smaller increase of detainees in their 40s. The Leon population follows this pattern---there is a decrease in the percentage of detainees in their 20s (as well as detainees under the age of 20) nearly throughout the analysis. At the same time, there are increases in detainees in their 30s and 40s in terms of population proportions. At present it is unclear exactly what this will mean for the long-term future of the jail’s population. There is at least the possibility that these demographic trends will help constrain the jail’s long-term population, although not well enough to prevent all growth. It should be noted that this shift is a couple of years behind what has been measured elsewhere (the group in their 30s typically passed the group in their 20s already—it is only happening now with the Leon County Detention Facility population).

**FIGURE 19. DETAINEES BY AGE GROUP**

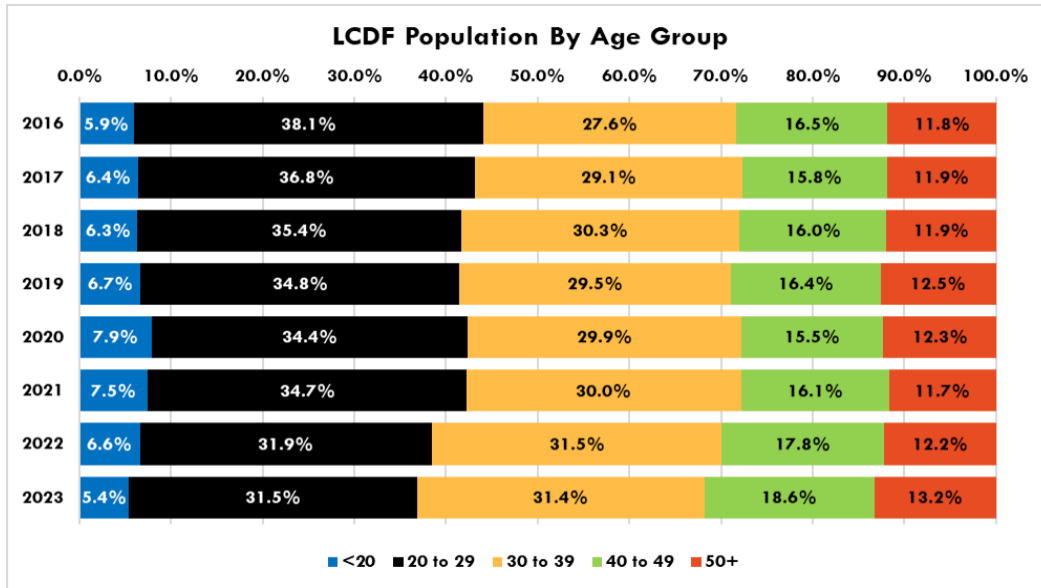
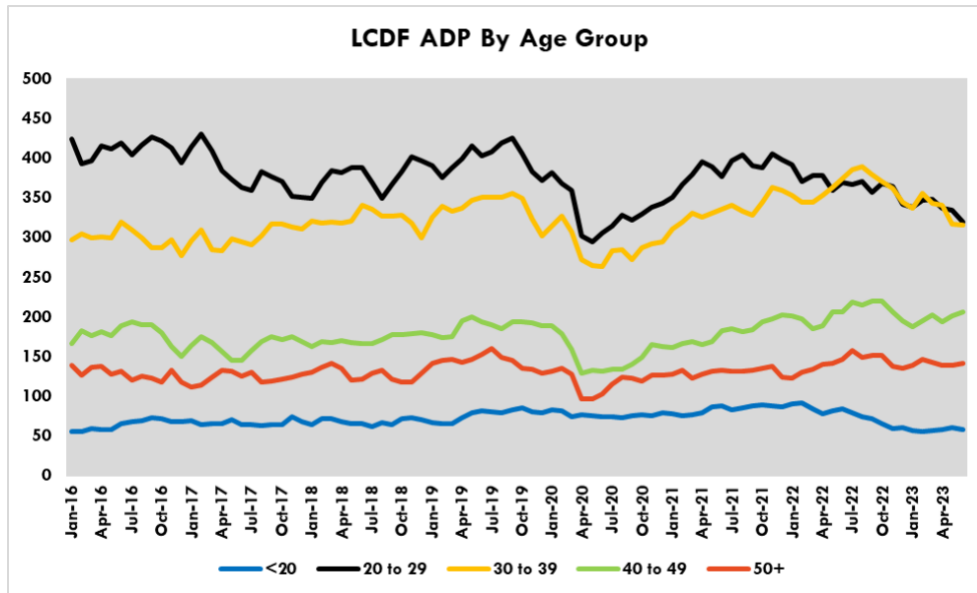


Figure 20 gives a monthly representation of this phenomenon. The gold line depicts the rising trend of detainees in their 30s over time. The proportion of detainees in their 30s matches the proportion of detainees in their 20s for the first time in 2020, and the two cohorts have similar proportions until the final year of the analysis. If all things remain equal, the cohort of detainees in their 30s will have permanently passed the detainees in their 20s as the largest age group in the jail at some point in 2024 or 2025. Meanwhile, the group of detainees in their 40s continues to rise. As time goes on, inevitably (unless something changes) detainees in their 40s will catch up to the people in their 20s.

**FIGURE 20. DETAINEES BY AGE GROUP BY MONTH**



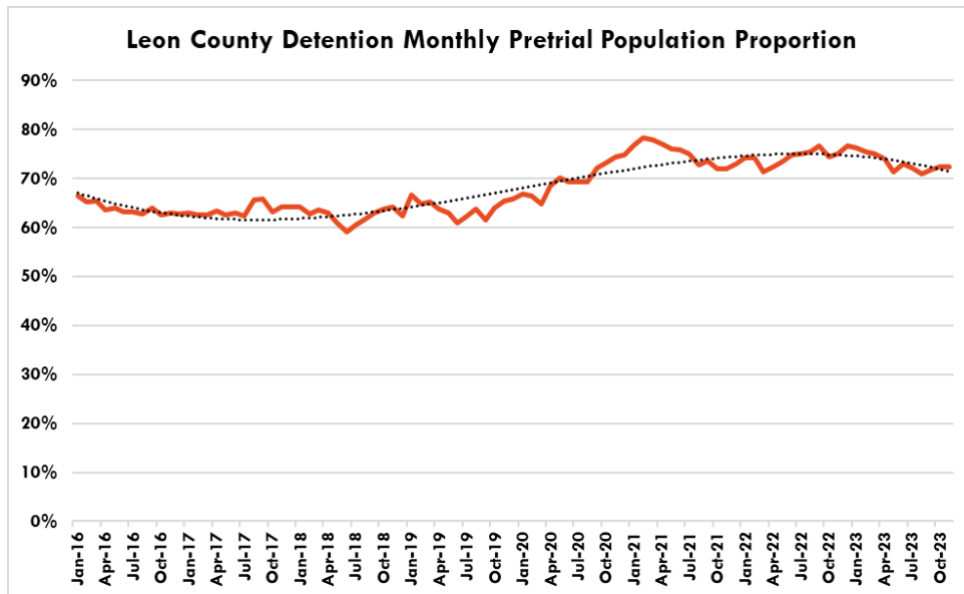
The age cohorts are broken down by gender in Table 5. Note that females in their 30s have clearly passed females in their 20s, while the same is not true for males. Also note that males and females between 20 and 59 years of age constitute nearly 91% of the population in 2023.

**TABLE 5. DETENTION FACILITY POPULATION BY AGE AND GENDER**

	Females								Males							
	<18	18 to 19	20 to 29	30 to 39	40 to 49	50 to 59	60+	Female %	<18	18 to 19	20 to 29	30 to 39	40 to 49	50 to 59	60+	Male %
2016	0.0%	0.5%	5.2%	5.2%	2.0%	1.3%	0.4%	14.7%	1.3%	4.2%	32.9%	22.4%	14.4%	7.6%	2.4%	85.3%
2017	0.0%	0.6%	5.1%	5.1%	2.4%	1.2%	0.3%	14.6%	1.4%	4.5%	31.6%	24.1%	13.4%	7.8%	2.6%	85.4%
2018	0.0%	0.5%	4.7%	4.9%	2.3%	1.3%	0.2%	13.9%	1.4%	4.4%	30.7%	25.4%	13.8%	7.9%	2.6%	86.1%
2019	0.0%	0.4%	4.3%	4.8%	2.7%	1.1%	0.2%	13.4%	1.8%	4.5%	30.5%	24.8%	13.7%	8.2%	3.1%	86.6%
2020	0.1%	0.2%	3.8%	4.7%	1.8%	1.0%	0.1%	11.7%	2.9%	4.8%	30.6%	25.2%	13.7%	8.0%	3.2%	88.3%
2021	0.1%	0.2%	4.1%	4.4%	1.7%	0.9%	0.4%	11.6%	2.2%	5.0%	30.6%	25.7%	14.4%	7.2%	3.2%	88.4%
2022	0.0%	0.2%	3.5%	5.1%	2.2%	1.2%	0.1%	12.2%	1.2%	5.2%	28.4%	26.5%	15.6%	7.5%	3.3%	87.8%
2023	0.0%	0.1%	3.9%	5.2%	2.5%	1.1%	0.3%	13.0%	0.9%	4.4%	27.6%	26.1%	16.1%	8.1%	3.8%	87.0%

Figure 21 represents the annual ADP proportion of individuals by their case status. The data for this chart did not come from the forensic reconstruction but were acquired from the Florida DOC website<sup>6</sup> as it would be extremely difficult to reconstitute every detainee’s exact time of when their case statuses would change. The big takeaways from this chart are that the proportion of pretrial detainees has increased over time, while the proportion of post-trial detainees has shrunk a little. Most of the population are in pretrial status facing one or more felony charges.

**FIGURE 21. DETAINEES BY CASE STATUS**



The proportion of pretrial detainees was in line with some other large Florida facilities (Pinellas, Hillsborough, and Duval Counties, for instance). Counties such as Dade, Broward, and Orange have higher proportions of pretrial detainees. Generally speaking, the research team typically encounters pretrial proportions that run above 80% in jurisdictions with larger jails (over 1,000 beds). The lower proportion

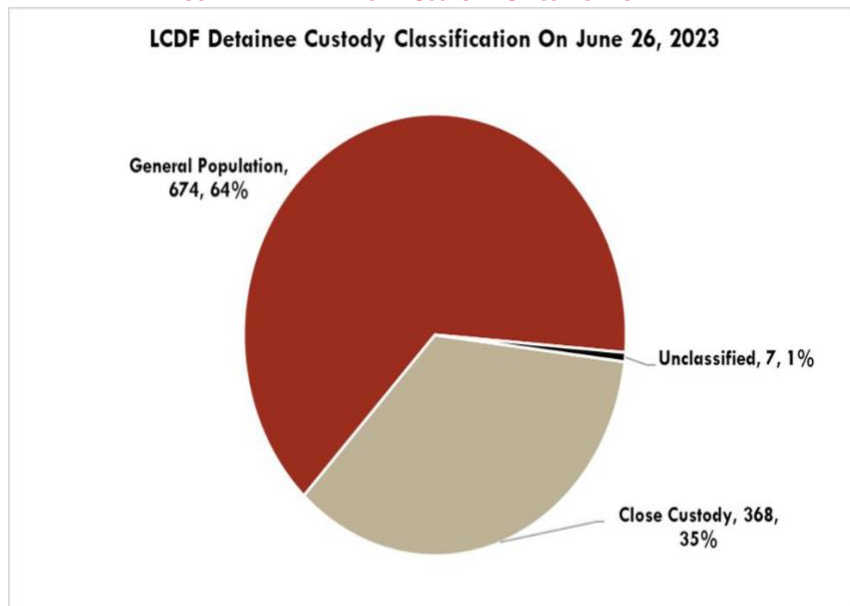
<sup>6</sup> <https://fdc.myflorida.com/pub/jails/index.html>

in this instance is perhaps due to the significant number of pre- and post-sentence community supervision detainees (who are generally in a violated status and have returned to custody) in the Leon County Detention Facility.

### Classification

The security classification system for the detainee population was not robust enough to enable a reconstruction with our forensic methods. After several conversations with LCSO staff and leadership, it was decided to take a one-day snapshot of the classification level of the population, on June 26, 2023 (see Figure 22). Roughly two-thirds of the population are general population, while over a third are a higher close custody level. Efforts to enhance the facility's classification system were ongoing when we conducted our analysis.

**FIGURE 22. DETAINEES BY CUSTODY CLASSIFICATION LEVEL**



### Mental Health

The proportion of individuals in custody with a mental health or substance abuse issue is one of the key measures for a county detention facility. As time has progressed, this proportion has risen across the country. For the present study, two methods were used for determining the size of this population. The first method was to utilize a pharmacy report produced by Corizon, the facility's healthcare provider. This report only gave summary numbers for each month, making it impossible to trace the information back to the characteristics of individuals. Essentially, the report in question is a measure of how many individuals in custody are being prescribed psychotropic medications.

The other strategy for measuring the mental health population came from the courts. In this case, mental health information is entered for individuals with criminal matters before the court. With the assistance of County and judiciary staff, the research team secured a validated extract of individuals with mental

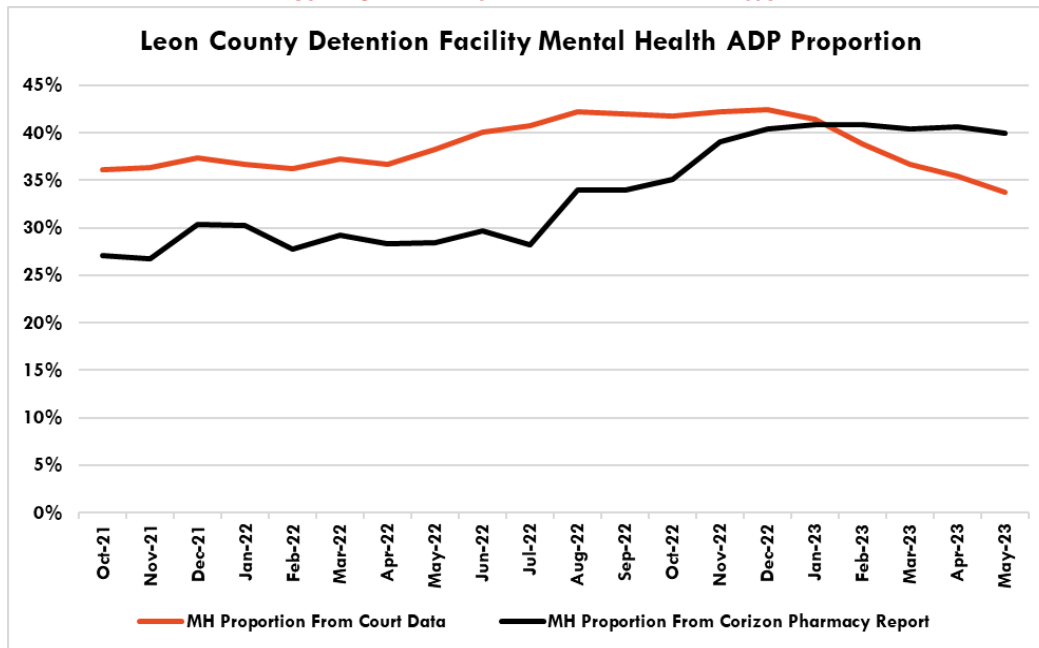
health issues. Figure 23 plots the results from both methods. While the nature of the decrease during 2023 in the court dataset is a bit unclear, the results of both reports show that the proportion of detainees with mental health is approximately 35% and 40%, about what could be expected in a large detention facility.

The ALOS for individuals in the Leon County Detention Facility who have a mental health issue is generally 75% higher than the average. In 2022 and 2023, the ALOS is nearly twice as high as the overall average. Finally, when the charge levels of the people involved (Table 6) are examined, there are significantly higher proportions of violent felony and public order offense charges.

**TABLE 6. TOP TEN CHARGE CATEGORIES FOR PEOPLE WITH MENTAL HEALTH ISSUES**

Most Serious Offense	2023	
	Mental Health Issue	No Mental Health Issue
Violent Felony	54.10%	38.10%
Burglary Felony	9.00%	8.20%
Theft/Fraud Felony	7.30%	9.70%
Drugs Felony	7.00%	14.40%
Weapons Felony	5.20%	11.00%
Sex Offense Felony	4.40%	5.00%
Offenses vs People Felony	2.00%	0.80%
Offenses vs Government Felony	1.80%	2.70%
Public Order Misd	1.80%	1.00%
Public Order Felony	1.50%	0.70%
Everything Else	6.00%	8.50%
Total	100.00%	100.00%

**FIGURE 23. DETAINEES WITH A MENTAL HEALTH ISSUE**



## Home Address

The Detention Facility records the address of each arrestee as represented in the data by city, state, and zip code. While there are naturally some possible questions about the validity of some of the data, it is an excellent indicator of the use of the jail by people who live outside of Leon County. Table 7 gives a breakdown of the booking numbers by where people reside. There are several categories presented and the ‘bordering counties’ grouping has already been defined. The ‘2<sup>nd</sup> Ring Neighboring Counties’ group represents counties that are 2 counties away but are still in the State of Florida. It should be noted that, from the data provided, it was not possible to tell whether a given detainee was homeless.

**TABLE 7. DETENTION FACILITY BOOKINGS BY HOME ADDRESS**

	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Leon County</b>	18.3	19.0	17.5	18.7	12.3	14.5	15.9	16.4	-12.6%
<b>Bordering Counties</b>	2.4	2.5	2.6	2.6	1.7	2.0	2.2	2.2	-13.8%
<b>Elsewhere in FL</b>	2.9	3.2	2.7	2.7	1.1	1.5	1.8	2.1	-22.8%
<b>Unknown/Missing</b>	2.0	2.2	3.2	3.6	1.6	1.4	1.0	1.0	-71.8%
<b>Out of State (Except Thomas Co)</b>	0.8	0.9	0.9	0.9	0.6	0.7	0.8	0.8	-8.0%
<b>2nd Ring Neighboring Counties</b>	0.7	0.7	0.6	0.4	0.1	0.2	0.2	0.3	-29.1%
<b>Total</b>	<b>27.1</b>	<b>28.4</b>	<b>27.6</b>	<b>28.9</b>	<b>17.3</b>	<b>20.2</b>	<b>21.9</b>	<b>22.8</b>	<b>-21.1%</b>

Not surprisingly, the ALOS for people from bordering counties is slightly higher than for Leon County residents. It is surprising that their ALOS numbers have risen as sharply as they have in 2022 and 2023 (Table 8).

**TABLE 8. DETENTION FACILITY ALOS BY HOME ADDRESS**

	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Leon County</b>	46.3	40.5	40.6	42.4	41.1	51.0	55.1	60.5	42.6%
<b>Bordering Counties</b>	32.1	35.2	32.1	29.8	41.4	42.1	62.5	70.2	135.5%
<b>Elsewhere in FL</b>	21.2	22.3	26.3	28.1	38.6	37.5	51.0	43.0	53.1%
<b>Unknown/Missing</b>	49.7	43.8	33.1	37.0	45.5	58.4	90.6	64.2	73.5%
<b>Out of State (Except Thomas Co)</b>	32.2	38.2	30.6	40.1	42.1	42.8	44.0	55.7	39.0%
<b>2nd Ring Neighboring Counties</b>	11.9	13.2	19.0	25.6	43.2	12.0	77.5	36.7	43.3%
<b>Total</b>	<b>41.3</b>	<b>37.5</b>	<b>36.7</b>	<b>39.0</b>	<b>41.6</b>	<b>49.1</b>	<b>57.1</b>	<b>55.8</b>	<b>43.4%</b>

Finally, Table 9 provides the breakdown of the facility’s ADP by the address in the jail’s information management system. In the end, the proportion of Leon County residents in the jail mirrors what it was back in 2016. If one adds the ‘Unknown/Missing’ component to the Leon County number, the numbers are roughly comparable throughout the analysis, in the low 80% range. Yes, there is growth from the bordering counties, but this growth is relatively small.

**TABLE 9. DETENTION FACILITY ADP BY HOME ADDRESS**

	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Leon County</b>	74.1%	73.1%	68.6%	68.8%	70.7%	72.0%	73.9%	76.0%	19.9%
<b>Bordering Counties</b>	7.4%	7.8%	8.6%	8.4%	9.6%	10.9%	10.5%	9.9%	28.5%
<b>Elsewhere in FL</b>	6.2%	7.5%	7.1%	6.6%	6.4%	5.9%	6.1%	6.2%	2.5%
<b>Unknown/Missing</b>	8.6%	8.0%	11.4%	11.7%	9.6%	7.6%	5.5%	4.1%	-62.5%
<b>Out of State (Except Thomas Co)</b>	2.7%	2.7%	3.2%	3.5%	3.2%	3.1%	3.2%	3.1%	-4.4%
<b>2nd Ring Neighboring Counties</b>	1.0%	1.0%	1.0%	1.0%	0.5%	0.5%	0.9%	0.7%	-24.3%
<b>Grand Total</b>	100%	100%	100%	100%	100%	100%	100%	100%	-7.0%

## Charges

The analysis of bookings and ALOS examined those numbers by the most serious charge category of the detainees involved. Naturally, the same analysis is extended to the ADP of the jail over time (see Table 10, which is sorted by 2022 values). Given the bookings and ALOS numbers together, in addition to the public safety mission of the criminal justice system as a whole, it is not surprising to see that the largest group in the jail is comprised of violent felons. The growth in ALOS for violent felons helps drive the proportion of this group within the jail’s population.

**TABLE 10. LEON DETENTION FACILITY ADP BY MOST SERIOUS CHARGE CATEGORY**

Most Serious Charge	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Violent Felony</b>	22.8%	21.8%	22.3%	24.4%	34.5%	37.8%	36.3%	36.3%	38.3%
<b>VOP</b>	24.8%	24.3%	24.1%	23.5%	19.3%	17.0%	15.2%	14.7%	-41.9%
<b>Drugs Felony</b>	8.3%	10.0%	11.3%	10.2%	7.8%	8.9%	11.0%	10.9%	-0.7%
<b>Weapons Felony</b>	11.1%	9.8%	9.6%	8.4%	7.4%	5.1%	6.9%	6.9%	-23.4%
<b>Theft/Fraud Felony</b>	4.4%	3.3%	3.9%	4.6%	4.6%	5.1%	6.4%	7.4%	50.8%
<b>Burglary Felony</b>	4.2%	4.7%	3.5%	4.2%	4.6%	5.0%	5.8%	6.1%	34.9%
<b>Sex Offense Felony</b>	4.0%	4.5%	4.2%	3.8%	4.8%	4.9%	4.1%	3.7%	-9.5%
<b>Offenses vs Government Felony</b>	2.4%	2.3%	2.1%	2.4%	2.3%	2.1%	1.9%	1.9%	-25.0%
<b>Violent Misd</b>	2.4%	2.2%	2.2%	2.9%	2.6%	2.2%	1.7%	1.9%	-39.5%
<b>Public Order Misd</b>	1.2%	1.7%	1.8%	2.0%	1.6%	1.6%	1.7%	1.1%	-47.4%
<b>Theft/Fraud Misd</b>	2.4%	2.9%	2.1%	2.1%	1.6%	1.9%	1.4%	1.5%	-33.6%
<b>Offenses vs Government Misd</b>	3.2%	3.6%	4.1%	3.1%	1.7%	1.8%	1.3%	1.0%	-70.7%
<b>Offenses vs People Felony</b>	2.5%	2.4%	2.4%	1.6%	1.7%	1.8%	1.3%	1.3%	-24.8%
<b>Hold for Other Agency</b>	0.9%	0.9%	0.9%	1.2%	1.3%	0.8%	1.1%	1.0%	-16.4%
<b>Drugs Misd</b>	1.3%	1.4%	1.7%	1.6%	1.5%	0.8%	0.7%	1.0%	-40.2%
<b>Public Order Felony</b>	0.5%	0.3%	0.2%	0.4%	0.3%	0.6%	0.7%	1.0%	134.3%
<b>Everything Else</b>	3.6%	3.8%	3.4%	3.8%	2.6%	2.5%	2.5%	2.4%	-42.5%
<b>Grand Total</b>	100%	100%	100%	100%	100%	100%	100%	100%	-7.0%

Ultimately, the story of the Detention Facility’s population is that there are comparatively more felons in custody now than before, with violent felons making up a significant proportion of the population as compared to pre-pandemic times. In addition, there has been a significant decrease in the number of individuals whose most serious matter is a VOP charge. Related to this topic, Table 11 ignores the VOP charge for people and reverts to the original arrest charge that had resulted in being put on probation in the first place.



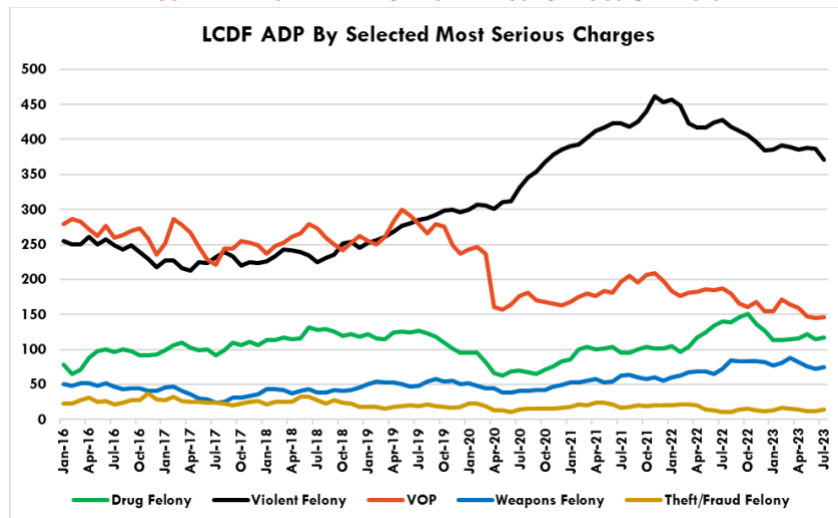
**TABLE 11. LEON DETENTION FACILITY ADP BY MOST SERIOUS CHARGE CATEGORY AND ORIGINATING OFFENSE INSTEAD OF VOP**

Most Serious Charge	2016	2017	2018	2019	2020	2021	2022	2023	2023 vs. 2019
<b>Violent Felony</b>	35.4%	34.1%	33.7%	35.5%	45.4%	47.8%	45.6%	44.1%	35.1%
<b>Drugs Felony</b>	11.6%	13.5%	15.5%	15.3%	11.6%	11.5%	12.5%	11.7%	-16.6%
<b>Theft/Fraud Felony</b>	17.1%	16.1%	14.9%	13.4%	10.2%	8.2%	9.2%	8.7%	-29.7%
<b>Burglary Felony</b>	7.8%	8.4%	7.8%	8.3%	8.5%	7.8%	8.2%	8.5%	11.3%
<b>Weapons Felony</b>	5.7%	5.1%	5.8%	6.4%	5.9%	6.2%	6.9%	8.9%	51.7%
<b>Sex Offense Felony</b>	5.7%	6.1%	5.9%	5.1%	5.9%	6.9%	5.6%	4.9%	4.6%
<b>Offenses vs Government Felony</b>	2.3%	2.3%	2.6%	2.6%	2.0%	2.2%	2.3%	2.5%	3.4%
<b>Offenses vs People Felony</b>	1.4%	1.2%	1.5%	1.7%	1.7%	1.3%	1.4%	1.2%	-23.5%
<b>Violent Misd</b>	2.2%	2.2%	1.6%	1.9%	1.6%	1.3%	1.2%	1.5%	-16.6%
<b>Public Order Misd</b>	1.3%	1.7%	1.3%	1.3%	1.0%	1.2%	0.9%	1.2%	-2.5%
<b>Hold for Other Agency</b>	1.5%	1.7%	2.0%	1.8%	2.0%	1.0%	0.9%	1.3%	-22.6%
<b>Offenses vs Government Misd</b>	0.5%	0.5%	0.5%	0.9%	0.5%	0.6%	0.7%	0.7%	-15.7%
<b>Theft/Fraud Misd</b>	1.7%	1.5%	1.3%	0.9%	0.6%	0.7%	0.7%	0.9%	1.0%
<b>Public Order Felony</b>	0.4%	0.4%	0.5%	0.4%	0.5%	0.6%	0.7%	1.0%	166.9%
<b>Everything Else</b>	5.3%	5.2%	5.0%	4.5%	2.7%	2.9%	3.1%	2.9%	-29.3%
<b>Grand Total</b>	100%	100%	100%	100%	100%	100%	100%	100%	-7.0%

By looking at the original offense rather than the VOP, it is possible to see that the violent felony proportion grows to over 40% of the population. There are other increases in various felonies as well. While the Table 10 depiction may be useful for thinking about jail population management strategies, the Table 11 depiction serves as a reminder that the facility holds a very serious (and increasingly so) population.

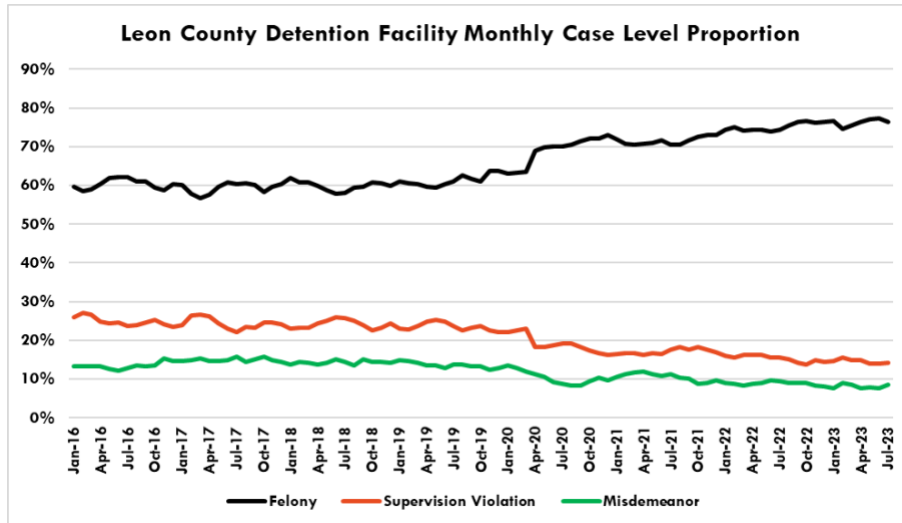
The trends for the 5 most common charge categories can be seen in Figure 24. Note the significant growth in the violent felon detainee population in 2021 and the reduction in the VOP population. There is a small increase in the number of weapons felony-charged detainees but a slight reduction in drug felonies.

**FIGURE 24. LEON ADP BY SELECTED MOST SERIOUS OFFENSES**



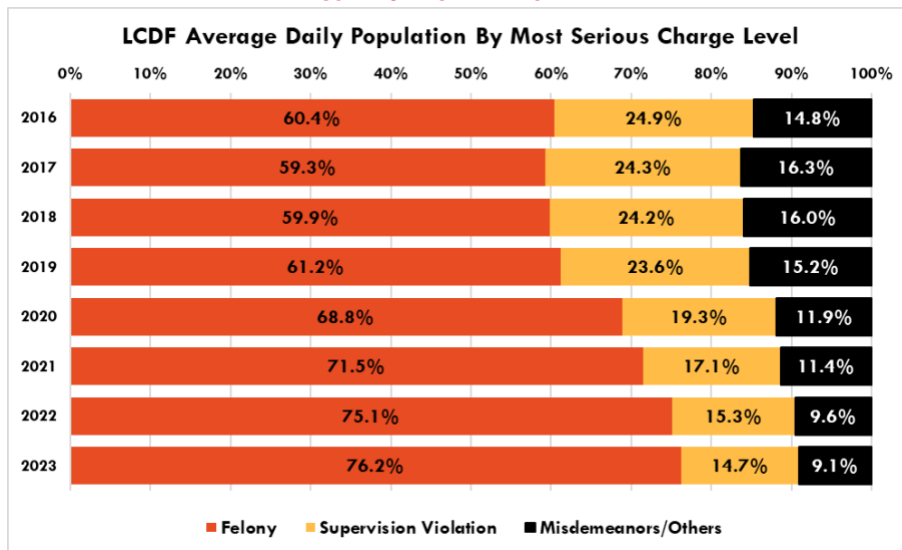
The growth in the felony population is further demonstrated by the trends evident in Figure 25. Felony-charged detainees made up 60% of the population until the pandemic, and the proportion has climbed ever since, to the current 75% level. Naturally, the proportions of individuals who have a misdemeanor most serious charge or a stand-alone supervision violation (VOP or Supervised Pretrial Release) have decreased.

**FIGURE 25. LEON ADP BY CASE LEVEL**



Meanwhile, Figure 26 plots the population by charge level. The proportional growth relative to the overall ADP is detectable. Clearly, the population of the Leon County Detention Facility is growing more serious, at least as far as charge levels are concerned.

**FIGURE 26. VIOLENT FELONY ADP**

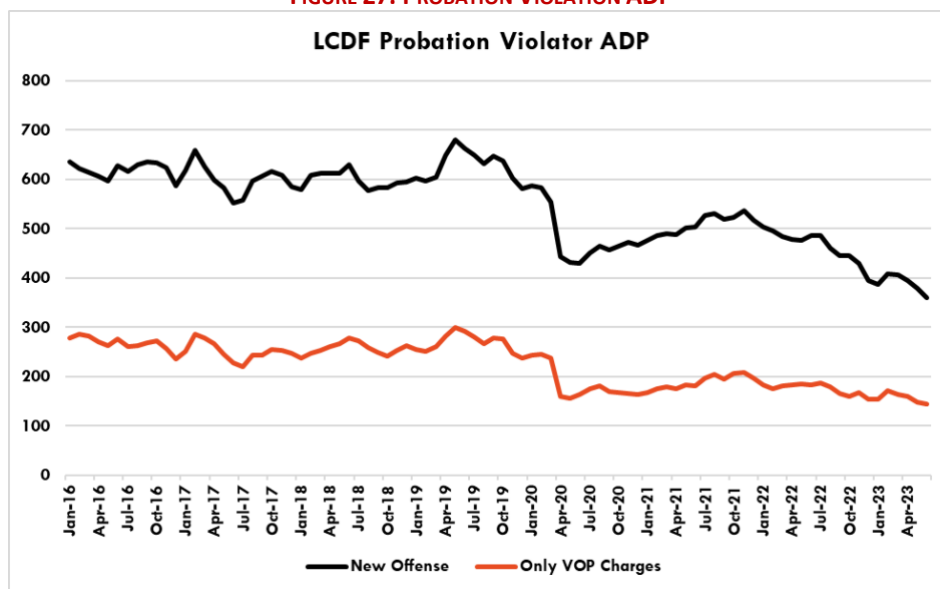


As the second-largest component of the jail’s population, the probation violation population is important to understand. The analysis breaks this population into two main groups. The first group is comprised of

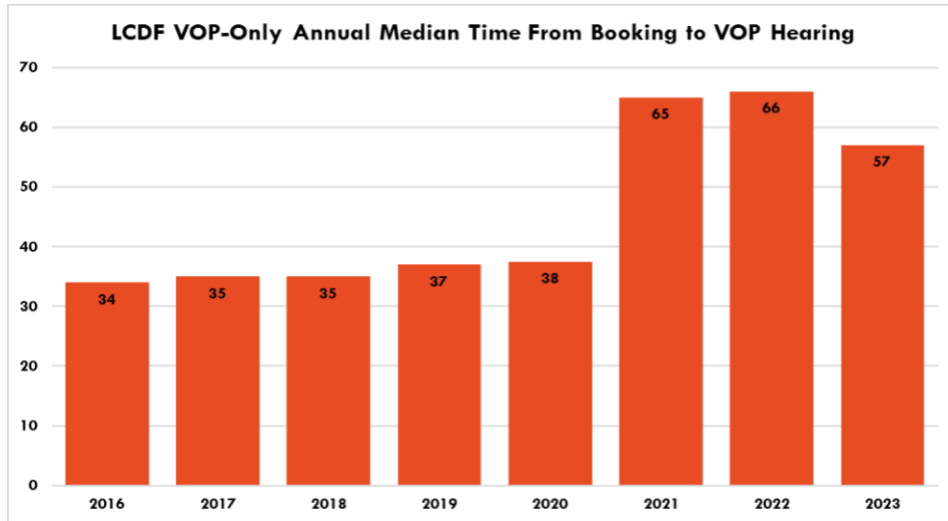
people who have a new offense, which generally triggers the violation of probation (VOP). The second group are in custody only because of a probation violation. This group will be referred to as the ‘VOP-Only’ population. Typically, these are people who have some sort of technical violation such as missing appointments, failing drug/alcohol tests, or some other compliance requirement failure. Figure 27 provides a monthly view of what both groups look like in the jail’s population. The black line traces people who have a VOP charge in addition to other charges, while the red line is the VOP-Only population. The significant reductions in these populations come in two waves. First, there is the reduction from the pandemic’s initial waves. Second, there is a gradual reduction in the numbers since that time. The decrease in the VOP-Only population is noteworthy because this population is arguably more discretionary in nature. On an average daily basis, there are about 100 fewer VOP-Only people in custody than before the pandemic, a net positive for Leon County in terms of facility capacity issues.

The VOP-Only population was examined further in terms of case processing. In previous projects in the State of Florida, the research team had found that the time between booking and a VOP hearing can be a useful opportunity for achieving some reductions in the jail population. Simply put, the more time it takes to hold VOP hearings, the more VOP-Only people will be in the population. This topic is an important area of judicial discretion because some judges will choose to let a particular individual wait on their hearing for a variety of reasons. An alternative strategy could be to hold the hearing more quickly and use sanctions to move the person along to other destinations, such as the Florida Department of Corrections or release back into society. Regardless, the median time between booking and VOP hearings for VOP-Only detainees was analyzed over time (Figure 28). To be precise, the time calculation was only for the people who remained in custody until the VOP hearing. As expected, this processing time has grown significantly since the pandemic. The decrease in the 2023 time is likely associated with the efforts by the judiciary to reduce the court case backlog. Returning this time to where it was before the pandemic would have a positive impact on the detention facility’s ALOS and, in turn, the ADP.

**FIGURE 27. PROBATION VIOLATION ADP**

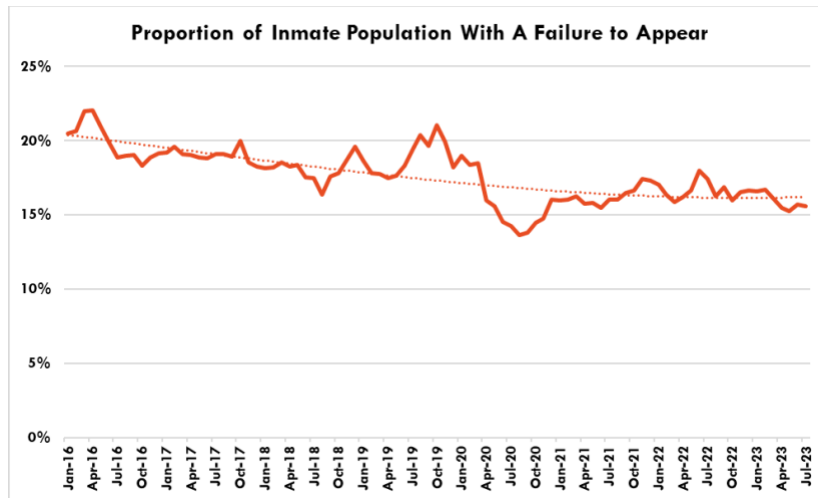


**FIGURE 28. VOP-ONLY TIME BETWEEN BOOKING AND VOP HEARING**



Another common population component in many jurisdictions is people who have failed to appear (FTA) for their court dates. Leon County does an excellent job of flagging who has an FTA. Figure 29 shows the ADP proportion for such detainees. The decline between 2016 and 2021 is good news for the criminal justice system but should remain an area for improvement (the proportion has been relatively stable between 2021 and the end of our data in 2023). Meanwhile, Table 12 breaks the FTA percentage down by residential information on the theory that people from outside Leon County would have a higher rate due to travel and other issues. The rate for some years is indeed slightly higher, but for 2023 YTD it is not significantly so.

**FIGURE 29. LEON DETENTION FACILITY FAILURE TO APPEAR ADP**



**TABLE 12. LEON DETENTION FACILITY FAILURE TO APPEAR ADP PROPORTION BY DETAINEE RESIDENCE**

	Leon	Bordering Counties
2016	20.1%	29.9%
2017	18.6%	21.9%
2018	16.2%	22.8%
2019	18.3%	23.9%
2020	15.8%	17.6%
2021	16.7%	15.7%
2022	15.9%	21.3%
2023	15.3%	16.3%

## Recidivism

The jail’s data enabled an analysis of the frequency of repeat arrests/bookings. For each year of the analysis, everyone who was booked was examined and the data were then scanned for a subsequent booking. Table 13 provides a summary of this analysis through midyear 2023. The 9,920 bookings in 2016 involved 7,825 unique people. Of those, 4,231 were not booked again in Leon County in the next 3 years. That leaves 3,594 people (46%) who at some point in the next 3 years were booked again. The ‘all-time’ rate declines for each year (for the most part) because there has been less time for rearrests to occur. The 3- year return rate has declined slightly, with people who were booked in 2019 returning at a 42% rate. Table 14 provides a similar analysis for the population of people with mental health issues. Note the substantially higher rates of return in 3-years as well as all-time.

**TABLE 13. LEON DETENTION FACILITY RECIDIVISM STATISTICS**

Year	Total Bookings	People Booked	People Returned Within 3 yrs	3-Year Return Rate	People Returned All time	All-Time Return Rate
2016	9,920	7,825	3,594	46%	4,416	56.4%
2017	10,370	8,091	3,913	48%	4,573	56.5%
2018	10,063	7,850	3,549	45%	4,191	53.4%
2019	10,550	8,080	3,405	42%	3,965	49.1%
2020	6,346	5,187	2,344		2,523	48.6%
2021	7,386	5,943	2,535		2,535	42.7%
2022	7,977	6,285	1,940		1,940	30.9%
2023	4,412	3,778	499		499	13.2%

**TABLE 14. LEON DETENTION FACILITY RECIDIVISM STATISTICS – MENTAL HEALTH POPULATION**

Year	Total Bookings	People Booked	People Returned Within 3 yrs	3-Year Return Rate	People Returned All time	All-Time Return Rate
2016	974	612	452	74%	544	89%
2017	1,018	663	501	76%	581	88%
2018	1,253	817	567	69%	649	79%
2019	1,253	767	519	68%	580	76%
2020	992	664	498		515	78%
2021	1,127	742	511		511	69%
2022	1,252	776	401		401	52%
2023	453	323	89		89	28%

The 3-year ‘Leon-to-Leon’ re-book rate of around 42% is low compared to national recidivism estimates (which unfortunately lump prisons and jails together) which are showing 66% 3-year arrest rates. The average number of bookings for the 33,744 unique people in Table 13 is 2.0. Sixteen people have been booked more than 20 times. One person was booked 40 times. We examined the top 8 most frequently booked people (Table 15) and saw that the initial bookings tended to involve more minor Public Order Misdemeanor offenses, but subsequent bookings became more serious in nature.

**TABLE 15. OFFENSES OF LEON DETENTION FACILITY MOST FREQUENTLY BOOKED PEOPLE OVER TIME**

	Bookings 1 to 10	Bookings 11 to 20	Bookings 21+
Public Order Misd	51.3%	42.5%	37.5%
Violent Misd	12.5%	8.8%	1.1%
Theft/Fraud Misd	8.8%	6.3%	5.7%
Drug Misd	7.5%	5.0%	9.1%
Offenses vs. Govt Misd	6.3%	6.3%	12.5%
Theft/Fraud Felony	3.8%	13.8%	10.2%
Hold/Municipal	2.5%	2.5%	0.0%
Public Order Felony	2.5%	2.5%	0.0%
Burglary Felony	2.5%	5.0%	4.5%
Violent Felony	2.5%	6.3%	13.6%
Offenses vs. Govt Felony	0.0%	1.3%	2.3%
Drug Felony	0.0%	0.0%	3.4%

### County Jail Population Comparisons

It is important to compare the Leon County Detention Facility in terms of its size relative to other jails in Florida. While sizes of populations are easy to find on the Internet, the key population drivers of bookings and ALOS are not always available. The research team elected to include the top 22 largest jails in Florida (so chosen because each facility held over 800 detainees in August 2023)<sup>7</sup>. Of the 22 jails, the Leon County Detention Facility ranks 6<sup>th</sup> in terms of the incarceration rate per 1,000 residents with an incarceration rate of 3.5 (Table 16). When the 22 county facilities are rank ordered in terms of the overall population size, Leon County is 20<sup>th</sup>. The previously cited Florida State University Center for Criminology and Public Policy Research’s October 2023 report utilized Alachua County as a comparable county.

Alachua County is ranked 9<sup>th</sup> in terms of largest incarceration rates and is 21<sup>st</sup> in overall size on the list, with an August jail population of 824 detainees. It is interesting to note that the two facilities have nearly identical proportions of felony pretrial detainees. Achieving ALOS improvements could bring the Leon County Detention Facility’s population in line with Alachua County’s jail.

Overall, making these comparisons is not always easy and straightforward, especially regarding the varying sizes and challenges of the jurisdictions in which each jail operates. However, in the very least it is a good benchmark of where Leon County sits regarding other Florida Counties<sup>8</sup>.

<sup>7</sup> <https://fdc.myflorida.com/pub/jails/2023/jails-2023-08.pdf>

<sup>8</sup> Polk County did not report a felony pretrial population number for August 2023.

**TABLE 16. LARGEST COUNTY JAILS IN FLORIDA, SORTED BY INCARCERATION RATE**

County	County Population	August 2023 ADP	Incarceration Rate	Population Rank	Incarceration Rate Rank	Felony Pretrial Population	% Felony Pretrial
Bay	184,002	1268	6.9	22.0	1	987	77.8%
Marion	391,983	1758	4.5	17.0	2	935	53.2%
Escambia	329,583	1483	4.5	19.0	3	1006	67.8%
St. Lucie	350,518	1416	4.0	18.0	4	831	58.7%
Duval	1,033,533	3627	3.5	6.0	5	2161	59.6%
Leon	299,130	1048	3.5	20.0	6	662	63.2%
Polk	770,019	2603	3.4	9.0	7		
Pinellas	972,852	2912	3.0	7.0	8	1672	57.4%
Alachua	287,872	824	2.9	21.0	9	524	63.6%
Pasco	592,669	1566	2.6	11.0	10	1104	70.5%
Manatee	421,768	1068	2.5	15.0	11	583	54.6%
Brevard	627,544	1518	2.4	10.0	12	1119	73.7%
Volusia	572,815	1367	2.4	12.0	13	755	55.2%
Sarasota	452,378	1047	2.3	14.0	14	519	49.6%
Hillsborough	1,520,529	3254	2.1	3.0	15	1959	60.2%
Lake	403,857	829	2.1	16.0	16	542	65.4%
Lee	802,178	1598	2.0	8.0	17	906	56.7%
Orange	1,481,321	2794	1.9	5.0	18	2011	72.0%
Seminole	484,054	936	1.9	13.0	19	472	50.4%
Broward	1,969,099	3439	1.7	2.0	20	2944	85.6%
Miami-Dade	2,757,592	4374	1.6	1.0	21	3659	83.7%
Palm Beach	1,518,152	1893	1.2	4.0	22	1342	70.9%

## ALTERNATIVES TO INCARCERATION

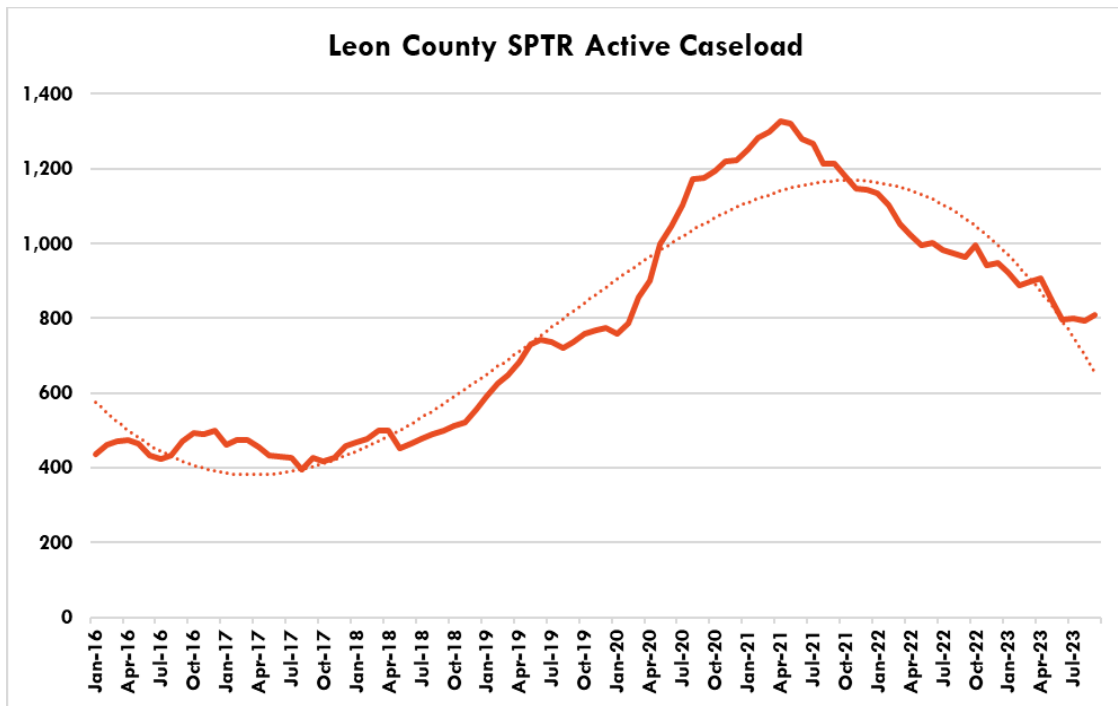
What is impressive about the Leon County criminal justice system is that, considering the relative size of the county, multiple evidence-based efforts have been implemented and resourced to responsibly manage the Detention Facility’s population. Indeed, many of these efforts have been in place for a relatively long period of time. The main thrust of these strategies has been aimed at providing alternatives to custody for low-risk arrestees. The net effect of these strategies has been to reduce the number of misdemeanants and non-violent felony arrestees in custody. As the statistical analysis has confirmed, the proportion of such lower-risk people in the Detention Facility has shrunk and continues to do so. On the other hand, the proportion and sheer number of violent felons in the facility has grown. Therein lies a significant problem. It is this population of people that the Detention Facility is holding in large (increasing) numbers, and they are not readily diverted from custody in such a way as to maintain the safety of the community.

Moreover, when the individual records of those people held during Summer 2023 was searched, only a handful of individuals were found who were in custody on minor charges with low bond amounts and no holds. Furthermore, those individuals in question were relatively recent arrivals to the facility and it could be expected that they would make bond in short order. To put the situation succinctly, there are comparatively few people lingering in the Detention Facility’s population who can be released but for whatever reason are not. The term ‘lingering’ is used intentionally because it is acknowledged that the population will always have a cycle of arrestees who are going to be released in short order.

Among the multiple strategies/methods for managing the Detention Facility’s population, the Supervised Pretrial Release Program (SPTR) serves a vital role in providing alternatives to incarceration and thereby responsibly manages the size of the custody population. SPTR staff completes risk assessments of arrestees booked into the facility which examines ties to the community, criminal history, and other factors. In addition, SPTR furnishes the risk assessment results to the judiciary to support the release/detain decision. Many multiple larger metropolitan areas lack what SPTR brings to Leon County and frankly it is impressive that a county of this size had the forethought and ability to be able to successfully implement such a program.

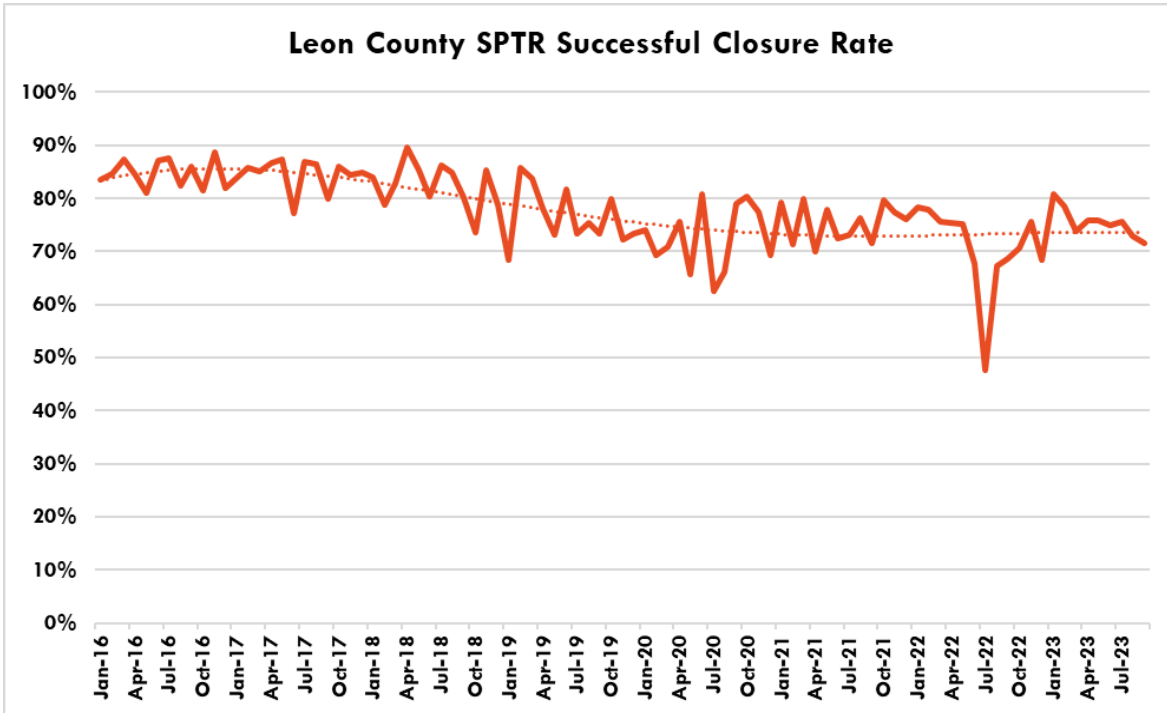
The research team was able to acquire monthly statistics from the SPTR program. Figure 30 gives the active caseload at each month’s end between 2016 and September 2023. There is a vast expansion in the caseload after March 2019, which is when a new Administrative Order went into effect essentially requiring judges to ascertain each arrestee’s ability to make bond and determining whether alternative release mechanisms of release were appropriate. This had the effect of significantly boosting the SPTR caseload. In addition, the first wave of COVID-19 spurred further system changes that also increased the SPTR caseload. Fortunately, as the case clearance rate has improved during 2022 (and presumably 2023), the caseload has retreated a bit. Figure 31 looks at each month’s case closures and provides a rate of successful closures over time. The slight decrease in the percentage in 2019 and 2020 is to be expected, given the expansion of the caseload both in terms of sheer numbers as well as case complexities.

**FIGURE 30. LEON COUNTY SPTR ACTIVE MONTHLY CASELOAD**





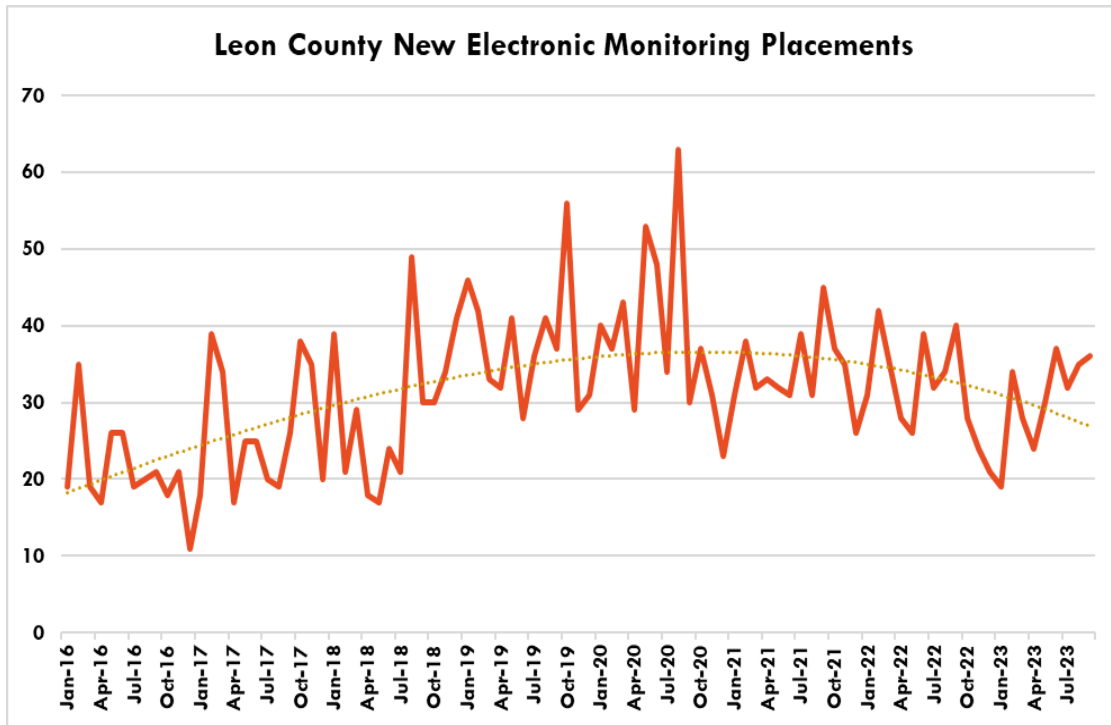
**FIGURE 31. LEON COUNTY SPTR SUCCESSFUL CASE CLOSURE RATE**



Leon County also operates an electronic monitoring program under the Office of Intervention and Detention Alternatives (OIDA). The affected population is more serious than what would be encountered or handled by a pre-arrest diversion program. In Leon County, judges can release people with a GPS monitor (tracks location) or what is known as a SCRAM monitor (Secure Continuous Remote Alcohol Monitoring; for detecting alcohol use). Like what has been seen in the SPTR caseloads, there has been an increase in the use of electronic monitoring in Leon County<sup>9</sup>. In 2021 and 2022 there were anywhere between 220 to 270 people on electronic monitoring at any point in time. Individuals who were put on electronic monitoring in Leon County were added to the large main data extract in October of 2023, allowing the development of a count of the monthly assignments to electronic monitoring (Figure 32). The monthly number typically hovers in the 30s. While it is acknowledged that the timing for electronic monitoring doesn't always line up with bookings (that is to say, there are many times where the placement on electronic monitoring will be long after the date of booking), when one looks at the assignments as a function of bookings, the proportion of people on electronic monitoring is not all that large. About 4.5% of the booking load will end up on electronic monitoring.

<sup>9</sup> <https://www2.leoncountyfl.gov/coadmin/agenda/workshops/WS220220322.pdf?ver=1>,

**FIGURE 32. LEON COUNTY ASSIGNMENTS TO ELECTRONIC MONITORING**



During the research team’s onsite visit, and subsequent conversations, it is readily evident that the criminal justice system in Leon County has several diversion strategies that function prior to arrest. These programs serve an important role in helping minimize bookings into the jail, and, more importantly, helping people get the right services during times of crisis. Like many other counties, agencies in Leon County have successfully implemented Crisis Intervention Team (CIT) training along with teams working with homeless individuals and people who may have mental health and substance abuse issues. The net effect of these programs can be thought of as arrest prevention.

Naturally, arrests can and do occur. In such instances, there are other programs that operate which in effect helps minimize the use of the jail. In conversations with stakeholders and agencies, several highlighted the work of the State Attorney’s Office with their Pre-arrest Diversion Program. This program is directed at first-time arrestees who could potentially be charged with certain non-violent misdemeanor offenses. As with similar programs across the country, if the person in question successfully completes the program, the charges are dropped by the State Attorney’s Office.

Like many other jurisdictions, Leon County has a variety of problem-solving courts, including Felony Drug Treatment Court, Veterans Treatment Court, and the Misdemeanor Mental Health Docket. These Courts all play a part in helping affected individuals. Despite the fine work that is accomplished, it has been our experience that such programs address the needs of people who constitute a fraction of the overall Detention Facility population.

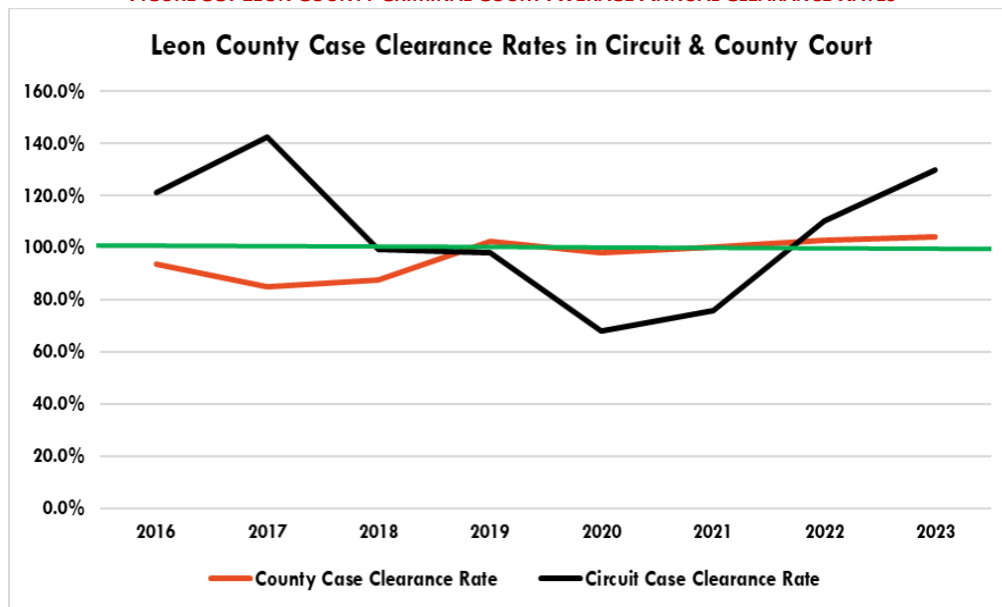
To summarize, Leon County has done an impressive job of implementing programs to divert people from

the Detention Facility. The existence of some of those programs (particularly SPTR, Probation, and Electronic Monitoring) have prevented the County from facing an overcrowding nightmare at the Detention Facility. After a thorough review of the population dynamics, it is apparent that there are very few new diversion programs that can be tried which would accomplish an additional reduction in the average daily population. The fact of the matter is that the Leon County Detention Facility is currently housing a serious population that is not going to be easily diverted from custody, either on a pre-arrest or post-arrest basis. Rather, it is perhaps more advisable at this stage for the County to begin the tough process of streamlining case processing as much as possible in the system as well as expanding the requirements of existing programs.

### Criminal Court Case Processing

Criminal court case processing is a vital consideration for the Detention Facility’s population. If cases take longer to dispose, the facility’s ALOS (and ADP) will tend to rise. The opposite is true as well. Because of the integrated nature of the Leon County information systems, it was possible to analyze several key aspects of case processing for the detainee population. At a high level, the so-called case clearance rate is a good indicator of where the courts are in terms of managing backlogs. If the case clearance rate is above 100%, more cases are being disposed than are being filed. Below the 100% level, cases are being added, and the backlog grows. Figure 33 demonstrates that by 2022, the Circuit and County courts were reducing the case backlog by disposing of more cases than are being filed<sup>10</sup>. Through the third quarter of 2023, the Circuit Court case clearance rate is 130%. This helps explain the reduction in the Detention Facility’s ALOS.

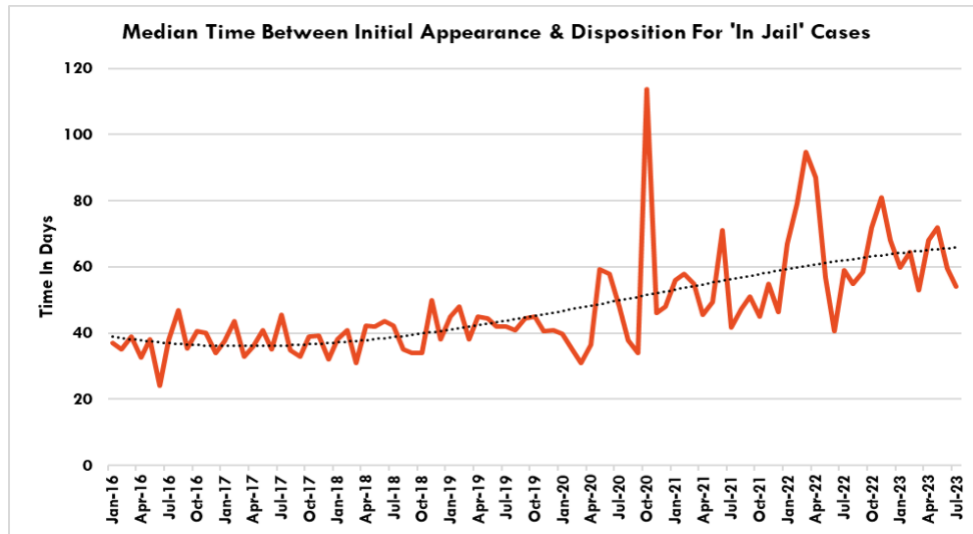
**FIGURE 33. LEON COUNTY CRIMINAL COURT AVERAGE ANNUAL CLEARANCE RATES**



<sup>10</sup> Statistics retrieved from Florida Office of State Courts Administrator Clearance Rate Dashboard (flcourts.gov)

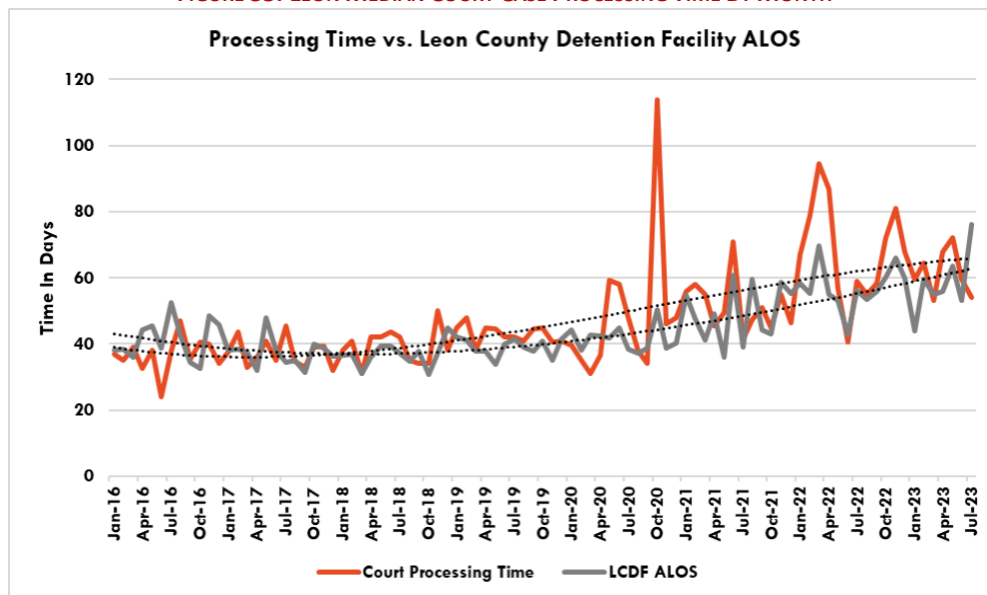
Using the large data extract, the median monthly time between initial appearance and case disposition was calculated for people who remained in jail throughout the life of their case. Figure 34 reflects this analysis.

**FIGURE 34. LEON COUNTY CRIMINAL DISTRICT COURT PROPORTION OF CASE EVENTS THAT WERE RESET OR CONTINUED**



Interestingly, Figure 35 overlays the processing time from Figure 34 on top of the monthly ALOS chart. The correlation is extremely strong, and it would be extremely difficult to refute the notion that criminal case processing is not the key driver of the jail's population. Meanwhile, Table 17 provides the median time between initial appearance and release from jail by case level. Here one can see more evidence of improvement during 2023.

**FIGURE 35. LEON MEDIAN COURT CASE PROCESSING TIME BY MONTH**

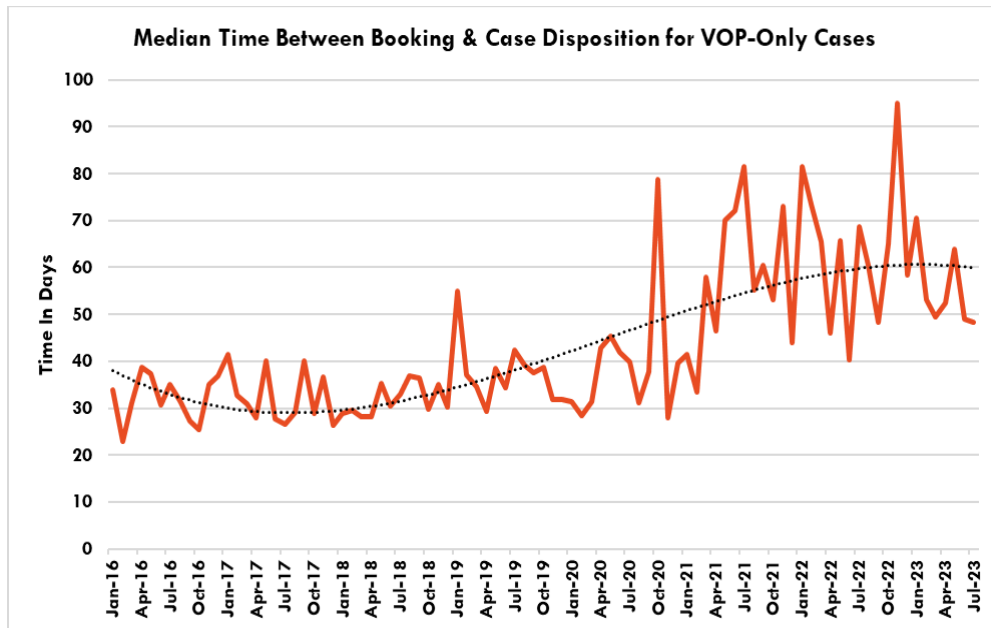


**TABLE 17. LEON MEDIAN DAYS BETWEEN INITIAL APPEARANCE & RELEASE FROM LCDF**

	Felony	Misdemeanor
2016	122.3	24.9
2017	94.2	26.1
2018	91.1	26.8
2019	93.2	28.7
2020	96.2	29.0
2021	97.2	38.7
2022	112.5	28.9
2023	103.6	26.8

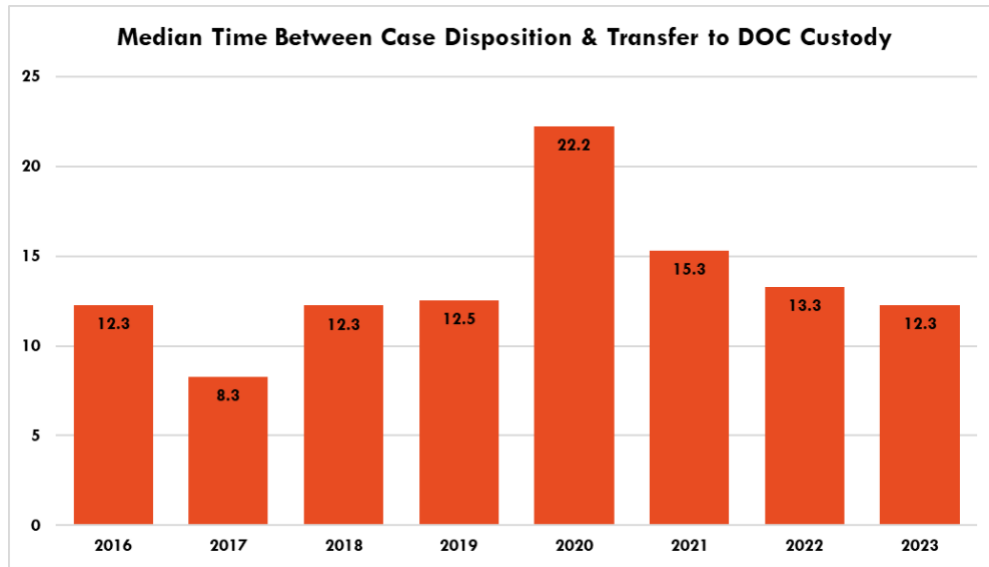
The court processing analysis also enables a revisit of the VOP-Only case processing time for in-jail cases. Recalling that the previous examination had looked at the time between booking and a VOP hearing, Figure 36 shows the median monthly time between booking and case disposition for VOP-Only cases. Although this time was decreasing by midyear 2023, the YTD average is about 43% higher than it was in 2019.

**FIGURE 36. MEDIAN DAYS BETWEEN BOOKING & CASE DISPOSITION FOR VOP-ONLY LCDF CASES**



Finally, another indicator of criminal justice system efficiency is the time between final case disposition and transfer of people to the state Department of Corrections. Figure 37 demonstrates the annual median time in days. The time compares extremely favorably with what is seen elsewhere and has returned to pre-pandemic levels.

**FIGURE 37. MEDIAN DAYS BETWEEN CASE DISPOSITION & TRANSFER TO DOC CUSTODY**



## **JAIL POPULATION FORECASTS**

Multiple jail population forecast models were built to develop an overall Leon County Detention Facility population forecast through the year 2048.

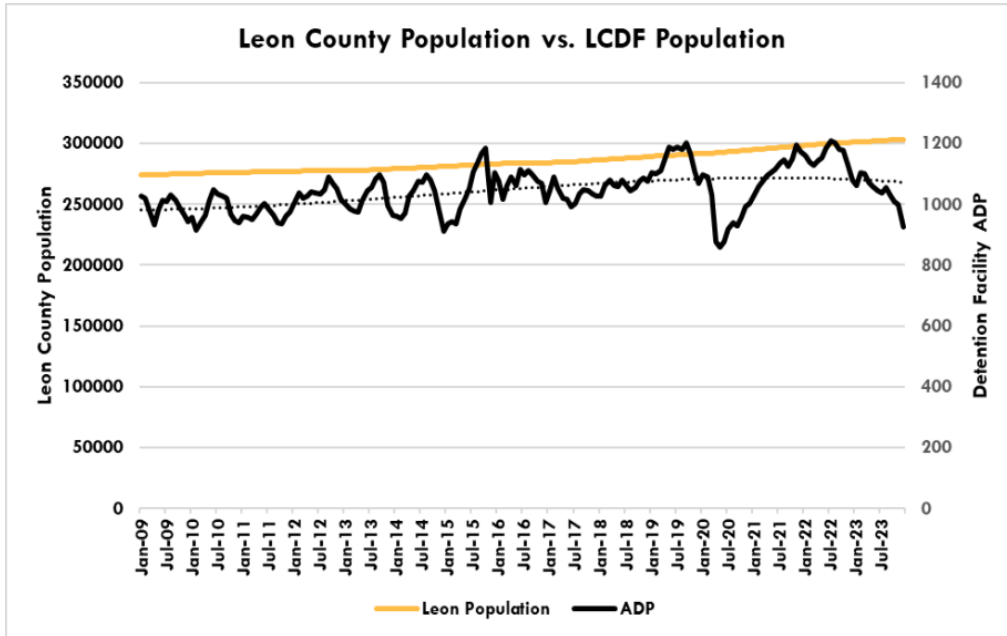
### **Background and Methodology**

The best predictor of any trend's future levels is the history of that trend. A jail's population time series is no different. However, because of the existence of unforeseen circumstances, it should be noted that the precision of forecasts of all kinds diminishes the further into the future one projects. All forecasts are only as good as what is known when the forecast was produced. The long-term accuracy of jail population forecasting is heavily impacted by changes in public policy, law enforcement strategies, socioeconomic factors, and a host of other influences. Statistically speaking, jail population forecasts by their very nature assume that the status quo at the time the forecast is produced remains in place for the duration of the forecast. The margin of error for these forecasts is essentially plus or minus 10% by the year 2048.

In terms of actual forecast development methodologies, there are multiple methods for building statistical forecasts. The forecasting technique developed from Box and Jenkins' Autoregressive Integrated Moving Averages (ARIMA) approach is one of the best options. To that extent, a series of ARIMA forecasts of jail population variables were employed in this study. ARIMA is generally used in time series forecasting situations primarily because of its ability to avoid the built-in errors of other forecasting techniques. ARIMA approaches are designed to estimate, diagnose, and control for autoregression problems. In addition, because ARIMA examines the past behaviors of a given trend, this approach can forecast multiple time points into the future. Moreover, ARIMA approaches allow the statistician to account for seasonal fluctuations in data as well as smooth out random fluctuations.

Before diving into the actual forecast models, it is important to review some further analysis of the projected county population numbers mentioned at the outset of this document. Figure 38 plots the Leon County Detention Facility population against the Leon County population between 2009 and 2023. Although given the scales involved it is somewhat hard to see, the long-term Detention Facility population curve has generally outpaced the county's population. However, the reduction in the population during 2023 reverses that trend.

**FIGURE 38. LEON COUNTY POPULATION VS. LCDF POPULATION OVER TIME**



Recalling this fact as well as the fact that the population levels of neighboring counties have already been analyzed, the relative contributions of the neighboring counties to the jail’s population over time were calculated. At the end of the day, when the contributions of the various county populations to the jail’s population are calculated considering the expected growth curves of the adult county populations, the conclusion is that the actual impact is nearly identical to only factoring in the projected Leon County adult population growth rate.

**Average Daily Population Forecast Scenarios**

**Main Forecast: Continuation of the Present System**

ARIMA approaches perform best when at least 50 time points of past data are available. For the present forecast, the ADP of the Detention Facility for each month dating back to January 2016 was reconstructed, more than enough to develop a valid and reliable model. Bookings, ALOS (itself forecasted using the case processing statistics), the overall Leon County Population, and the previous population of the jail were all utilized as predictors. Several hundred models were tested, with a final model being selected for how well it performed on several diagnostic statistics. A base forecast model was first built that assumes everything that is in place for the above predictor variables remains ongoing for the entirety of the forecast window, with one key modification.

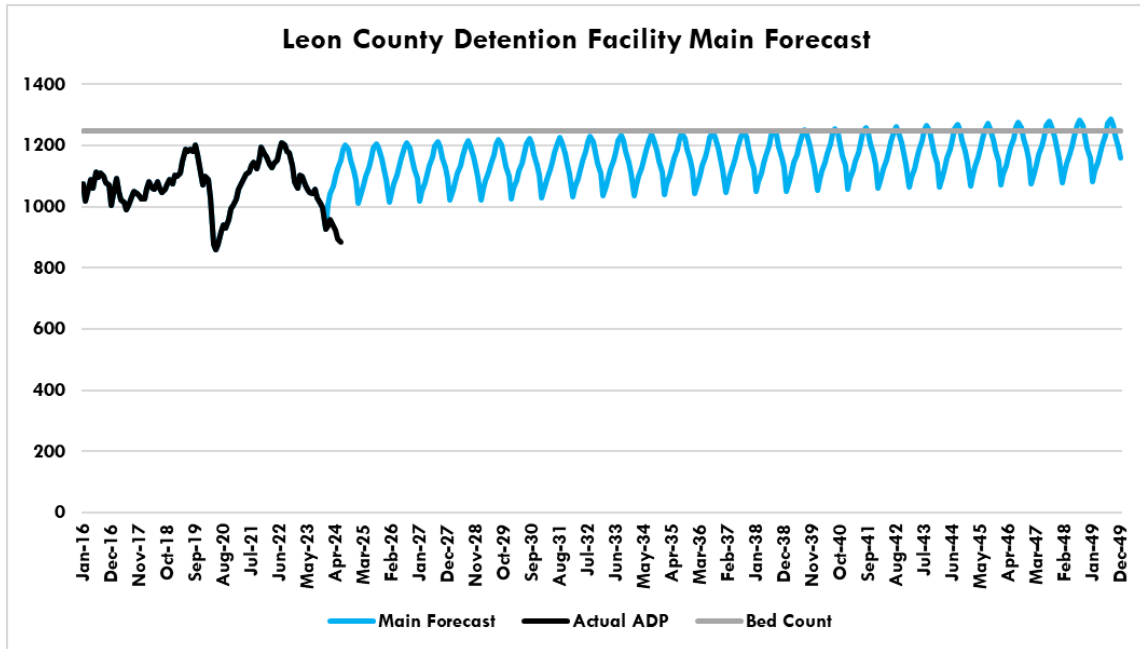
During 2023, the Florida Legislature enacted several changes to §FS907.041, the statute governing pretrial detention and release which went into effect January 1, 2024. The changes to the law could have a significant impact on the population of the Leon County Detention Facility by making it more difficult to release people at or around the time of initial appearance. Overall, the law:



- *Requires the Florida Supreme Court to develop a uniform statewide bond schedule by the end of the year,*
- *Authorizes the chief judge of a judicial circuit to set a higher bond amount for a criminal offense than the uniform statewide bond schedule,*
- *Prohibits a person from being released prior to his or her first appearance if he or she has been arrested for a dangerous crime,*
- *Authorizes a court to revoke pretrial release and order pretrial detention if a defendant violates a condition of pretrial release,*
- *Adds manslaughter while driving and boating under the influence, trafficking fentanyl, extortion, and written threats to kill to the list of “dangerous crimes”,*
- *Prohibits a court from granting nonmonetary pretrial release at a first appearance hearing if a defendant is arrested for a dangerous crime and the court determines there is probable cause to believe the defendant committed the offense,*
- *Requires a state attorney, or a court on its own motion, to motion for pretrial detention if a defendant is arrested for a dangerous crime that is a capital felony, a life felony, or a first-degree felony and the court determines there is probable cause to believe that the defendant committed the offense,*
- *Requires a court to order pretrial detention of a defendant who is arrested for a dangerous crime if the court finds a substantial probability that the defendant committed the offense and that no conditions of release or bail will reasonably protect the community from risk of physical harm, and*
- *Authorizes any party to motion for reconsideration of pretrial detention if an alleged criminal is granted pretrial release and then new information comes to light suggesting pretrial detention is warranted.*

Using the large data extract, the research team attempted to analyze the impact of the 2023 legislative changes to the pretrial detention and release statute (§FS907.041) on the Detention Facility’s population by applying the terms of the law to the previous population. This enabled the determination of who would not have been released had the law been in place. In terms of a bottom-line effect, one could expect to see an approximate 9.4% increase in the Leon County Detention Facility’s ADP because of this law. This analysis was applied to the data and the ADP forecast was then constructed. Figure 39 depicts the result of this forecast model. The monthly ADP gradually grows to 1,194 by midyear 2048, assuming that no other major public policy or societal changes occur during that time.

**FIGURE 39. LEON COUNTY DETENTION FACILITY MAIN FORECAST**



This main forecast provides a starting point for the determination of the jail’s future population. However, the forecast simply reflects only an average and as such it needs to be increased by two factors:

1. Peaking factor - to reflect the daily and seasonal variations in jail occupancy and to accommodate the temporary closure of beds due to the need for maintenance, and,
2. Classification factor - to adjust for the requirement to separate detainees as needed based on gender, security requirements, treatment needs, etc.

For the peaking factor calculation, the average of the top 5% highest population days between 2016 and December 2023 were compared to the ADP. The jail’s daily population fluctuations were such that one could expect the highest population during any day to be 11.9% greater for females and 6.2% larger for males than the ADP.

In addition, not all jail beds are always available for use by every detainee. For instance, a vacant bed in a female unit cannot be filled with a male detainee, a maximum-security detainee cannot be placed in a vacant bed in a minimum-security setting, etc. A classification factor is, in effect, an acknowledgement of this reality. To include this factor, a commonly accepted standard of 15% was used for the estimations.

The peaking and classification factors are added to the ADP to complete the actual number of needed beds. Table 18 shows the bed need calculations for the main forecast. Thus, the projected ADP for 2048 of 1,194 detainees would require 1,456 beds to operate a safe and secure facility.

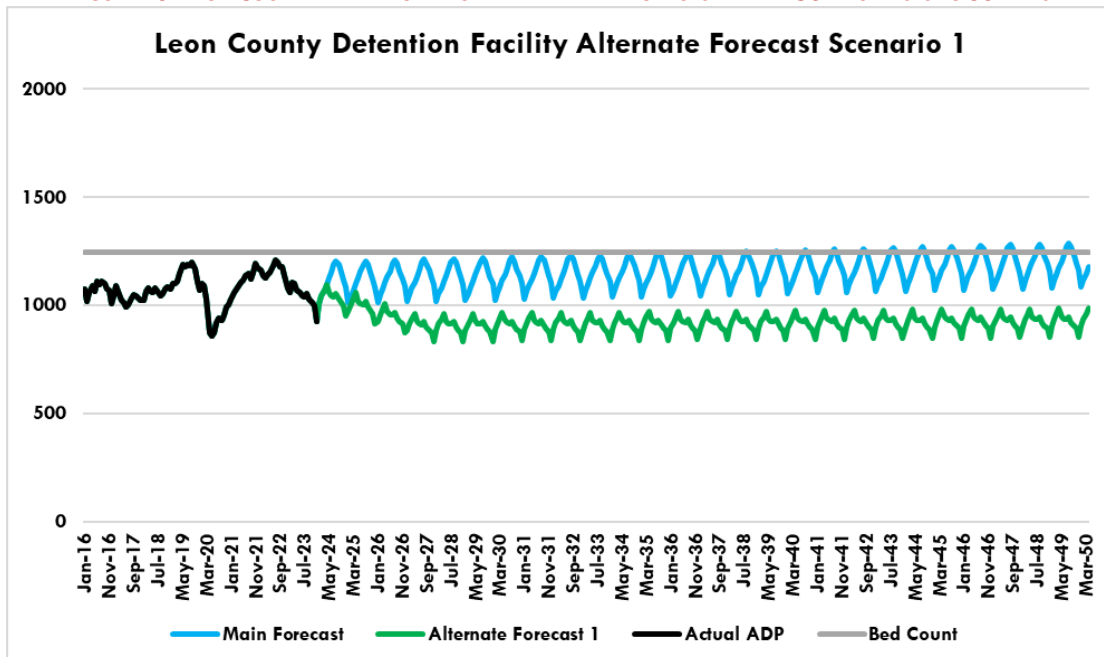
**TABLE 18. MAIN FORECAST BED NEED CALCULATION**

	Females				Males				Total ADP	Total Bed Need
	ADP	Peaking (11.9%)	Classification (15%)	Bed Need	ADP	Peaking (6.2%)	Classification (15%)	Bed Need		
2028	152	18	23	192	979	61	147	1187	1131	1379
2033	154	18	23	195	993	62	149	1203	1146	1398
2038	156	19	23	198	1006	62	151	1219	1162	1417
2043	158	19	24	200	1020	63	153	1236	1178	1436
2048	160	19	24	203	1034	64	155	1253	1194	1456

**Alternate Forecast Scenario 1: ALOS is Reduced to 30 Days**

Recognizing that the criminal justice system in Leon County had a relatively high ALOS prior to the onset of the pandemic, the research team experimented with what would happen if the ALOS was reduced to 30 days. While this is a bold goal (yet achievable), it was used to see what the forecast result would be if the recommendations are implemented. A variety of system changes would have to be successfully implemented to be able to achieve such a reduction in a safe and responsible fashion. For this particular forecast, a 26% bookings increase was projected by 2048 (30.8 per day) and the system was given approximately 4 years to achieve the ALOS reduction. Given the current booking trend and the expected growth of the region, it is very likely that bookings will be at this level by 2048. It will be difficult to prevent the booking trend from growing in the future. The big unknown is how quickly bookings will increase over time, absent some change to policy. Alternate forecast 1 projects an ADP for 2048 of 926 (Figure 40).

**FIGURE 40. LEON COUNTY DETENTION FACILITY ALTERNATE FORECAST 1 – ALOS DECREASES TO 30 DAYS**



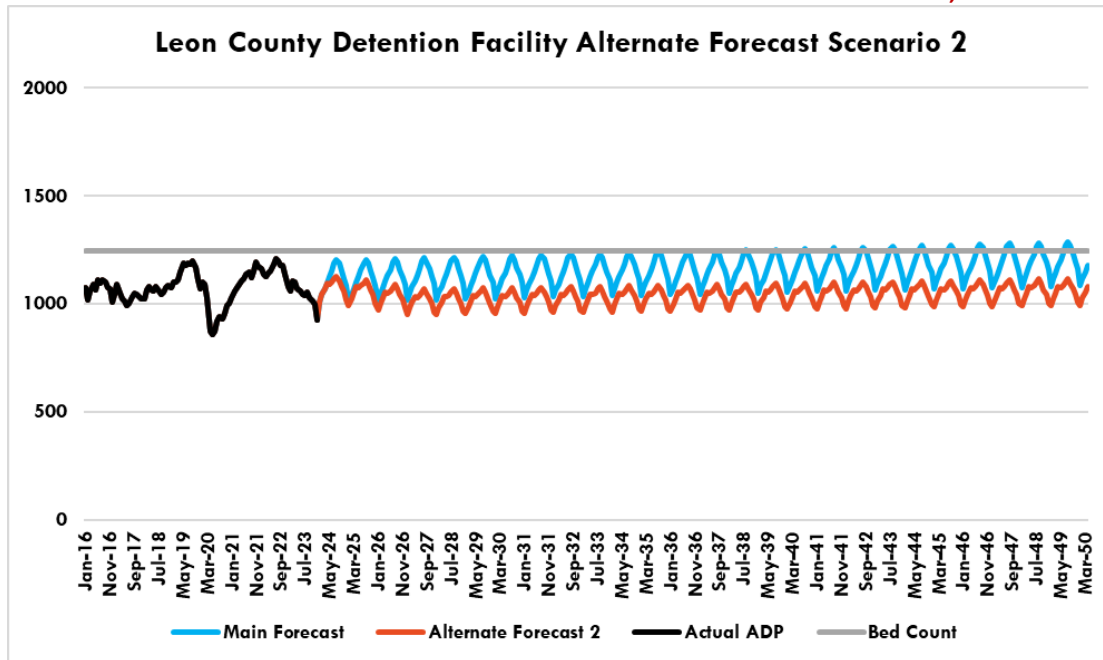
**TABLE 19. ALTERNATE FORECAST 1 BED NEED CALCULATION**

	Females				Males				Total ADP	Total Bed Need
	ADP	Peaking (11.9%)	Classification (15%)	Bed Need	ADP	Peaking (6.2%)	Classification (15%)	Bed Need		
2028	121	14	18	154	784	49	118	951	906	1105
2033	122	15	18	155	789	49	118	956	911	1111
2038	123	15	18	156	793	49	119	961	916	1117
2043	123	15	19	157	797	49	120	967	921	1123
2048	124	15	19	157	802	50	120	972	926	1129

**Alternate Forecast Scenario 2: ALOS is Reduced to 30 Days, Bookings Quickly Return to 2019 Levels**

The first alternate forecast examined the potential impact of an ALOS reduction to 30 days. Given the expected regional and county population growth, coupled with our forecasts of bookings numbers, we tested what could happen if ALOS decreases to 30 days in addition to an increase in booking levels. We phased in the bookings increase across a 4-year period and then growing from there to 35 per day. In essence, a quicker return of bookings to the 2019 level means that the long-term level of bookings is expected to be higher over time, due principally to population growth. The resulting projected ADP for 2048 becomes 1,060. Figure 41 plots the forecast and Table 20 relates the bed days.

**FIGURE 41. LEON COUNTY DETENTION FACILITY ALTERNATE FORECAST 2 – ALOS DECREASES TO 30 DAYS, BOOKINGS INCREASE**



**TABLE 20. ALTERNATE FORECAST 2 BED NEED CALCULATION**

	Females				Males				Total ADP	Total Bed Need
	ADP	Peaking (11.9%)	Classification (15%)	Bed Need	ADP	Peaking (6.2%)	Classification (15%)	Bed Need		
2028	136	16	20	173	882	55	132	1069	1018	1242
2033	138	16	21	175	891	55	134	1080	1028	1254
2038	139	17	21	177	900	56	135	1090	1039	1267
2043	141	17	21	178	909	56	136	1101	1049	1280
2048	142	17	21	180	918	57	138	1112	1060	1293

**Alternate Forecast Scenario 3: Bookings Return to 2019 Levels**

Given the fact that bookings have continued to gradually/incrementally increase, it was necessary to examine what would happen if bookings returned to 2019 levels (28.9 bookings vs. 22.8 bookings in 2023). The same methodological approach was used, while also stepping into the bookings trend by ‘ramping up’ an increase in bookings over the course of the next 4 years. We held ALOS to where it was in 2023. The resulting projected ADP for 2048 became 1,679, representing a significant increase over the main forecast. Figure 42 charts this alternate forecast against the main forecast, essentially showing the likely outcomes if there are no changes to the present system vs. the likely outcome if bookings return to pre-pandemic levels.

**FIGURE 42. LEON COUNTY DETENTION FACILITY ALTERNATE FORECAST 3 – BOOKING LEVELS REBOUND TO 2019**

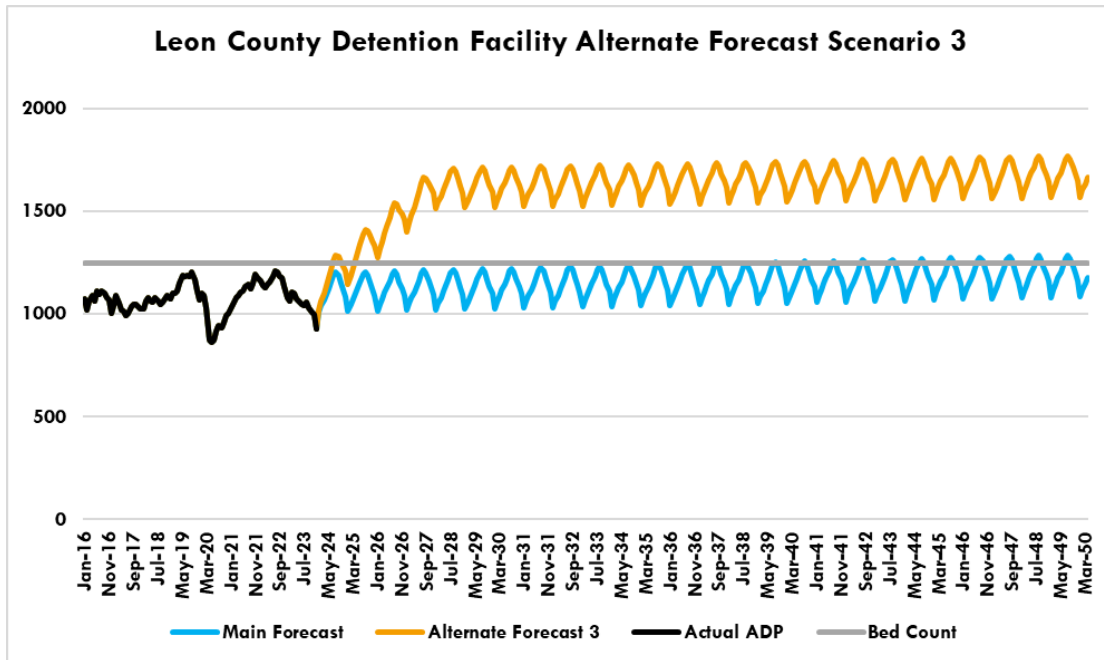


Table 21 details the bed need calculations for this scenario. The expected 2048 ADP of 1,679 requires 2,047 beds for safety and security.

**TABLE 21. ALTERNATE FORECAST 3 BED NEED CALCULATION**

	Females				Males				Total ADP	Total Bed Need
	ADP	Peaking (11.9%)	Classification (15%)	Bed Need	ADP	Peaking (6.2%)	Classification (15%)	Bed Need		
2028	218	26	33	276	1407	87	211	1705	1624	1981
2033	219	26	33	278	1418	88	213	1719	1638	1997
2038	221	26	33	281	1430	89	214	1733	1651	2014
2043	223	27	33	283	1442	89	216	1747	1665	2030
2048	225	27	34	285	1454	90	218	1762	1679	2047

The guidance suggested by the main forecast and the alternative forecast does not have to become reality. During the project, several opportunities for continuing to safely and responsibly managing the LCDF population became evident. The next section focuses on these recommendations and presents forecasts of what could happen if they are implemented.

### Current Bedspace Capacity

As mentioned earlier, the current capacity of the four housing units in the Detention Facility totals 1,246 beds. There is a 124-bed, open dormitory style Annex that is not currently being used to house detainees. If the Annex were brought back online, the additional 124 beds would bring the maximum capacity to 1,370 beds.

When the Detention Facility was built in 1993, it was reportedly designed to hold mostly misdemeanor detainees. Over the years, and especially post-COVID-19, the profile of the inmate population has changed. In 2023 the confined population was comprised of more than 76% felony-charged persons.

Housing Units 1 and 3 have four housing pods with 94 beds in each pod. However, the pods in these Units were originally designed as 47-bed pods. A second bed was added to each cell doubling the capacity to 94 beds. While Housing Unit 1 houses newly admitted and general population offenders, the classification level for all of Housing Unit 3 is “violent felony.” This means that using the direct supervision model of inmate management, there are 94 offenders charged with violent felonies with one officer assigned to each pod.

Table 22 shows the breakdown of all housing areas by capacity and classification designation. The trend 20-30 years ago was to build larger-capacity housing units for general population housing units that would be managed by a single officer through effective interpersonal communication skills. Higher-risk classification units would have fewer beds which would be easier for staff to manage.

**TABLE 22. FACILITY POD CLASSIFICATIONS**

Facility Pod Classifications		
Pod/Location	Total Beds	Classification
<b>UNIT 1</b>		
A	94	Male New Incoming (Variation of Classification Levels)
B	94	Male General Population
C	94	Male New Incoming (Variation of Classification Levels)
D	94	Male General Population (non-violent felony and misdemeanor)
<b>UNIT 2</b>		
E1	12	Male and Female Direct Supervision
E2	36	Male Mental Health / Special Needs
F1	36	Female Mental Health and Overflow Administrative Confinement
F2	36	Male Overflow Confinement and Protective Custody (Mixed Classifications)
G1	24	Male Administrative Confinement and Protective Custody (Mixed Classifications)
G2	24	Male High Risk / Administrative Confinement / Disciplinary Confinement
H	48	Male Administrative Confinement and Protective Custody (Mixed Classifications)
<b>UNIT 3</b>		
I	94	Male General Population (Violent Felony)
J	94	Male General Population (Violent Felony)
K	94	Male General Population (Violent Felony)
L	94	Male General Population (Violent Felony)
<b>UNIT 4</b>		
M	86	Female General Population / Admin Confinement / Disc Confinement / High Risk
N	64	Female Trustee
O	64	Male Trustee
P	64	Male Trustee
U5 / Annex	124	Currently Closed
	1,246	Does not include the Annex

Recent trends in detention facility planning have changed course and are now moving towards smaller-capacity housing units of no more than 48 beds and often no larger than 32 beds. Some jurisdictions are also abandoning the direct supervision method of inmate management (which always has an officer inside the housing unit with the offender population) in favor of the strategic inmate management (SIM) model. This method of inmate management integrates the elements of direct supervision with the elements of effective inmate management but does not require an officer to always be in a housing pod with the inmate population. It is costly to have an officer stationed in every housing pod, and managing multiple, large housing pods is difficult for a single officer.

As was discussed early in this report during the stakeholder interviews, the 31-year-old correctional facility is becoming more and more costly to maintain. Repairing leaky roofs and water line replacements are expensive items on an aging building. The maintenance supervisor, however, indicated that the building could last for many years to come if it were properly maintained, and issues were addressed in a timely manner.

Since the COVID-19 pandemic, the offender population has changed as detailed earlier in this report. Non-violent misdemeanor offenses either do not come to jail now or do not stay very long when they do come. This leaves the detention facility with a population that is higher risk and increasingly has higher needs such as substance abuse or serious mental illness. The design and capacity levels of the existing housing pods are no longer conducive for the current offender population. During our onsite visit to the facility in June 2023, Sheriff McNeil indicated a desire to move away from the direct supervision style of inmate management which has an officer stationed in each housing pod with the inmates due to the increased level of security for the offender population. Many of the pods have too many beds for the types of people that are being housed. Table 23 shows the ADP and bedspace projections that were discussed earlier. Even if the current housing pods were appropriate for today’s offender population, the total of 1,370 beds (if the Annex is reopened) falls short of two of the forecast scenarios.

**TABLE 23. FORECAST MODEL SUMMARIES**

	Main Forecast	Alternate 1	Alternate 2	Alternate 3
<b>2048 ADP</b>	1,194	926	1,060	1,679
<b>2048 Bed Need</b>	1,456	1,129	1,293	2,047

### Housing Pod Options

There are several directions Leon County can take regarding the projected bedspace shortages in the coming years. Decisions must be made regarding the appropriate capacities of the various housing pods based upon classification, levels of risk and need, and staff deployment.

One option would be to reactivate the Annex. This option would increase the number of available beds by 124 which would not have a big impact on the growing population and would add additional security posts that must be staffed. The beds in the Annex are open, dormitory-style spaces. These types of beds are more appropriate for inmates charged with non-violent, misdemeanor offenses, and not the higher levels of felony charges that make up today's inmate population.

Another option would be to reduce the capacities of the housing units in Pods 1 and 3 to no more than 47 inmates. These pods currently house the newly admitted offenders that are in the process of being fully screened and classified (Unit 1) and those offenders charged with violent felony offenses (Unit 3). This option would reduce the number of inmates per housing pod to more manageable numbers, creating a safer environment for staff and inmates, but would reduce the capacity by 376 beds.

There is also the option of building new Housing Units. This option would involve the services of an architectural and engineering firm to work with Leon County officials to design and properly locate additional housing on the site that will efficiently tie-in to the existing building and utilities.



### Additional Bedspace Needs

For this option, the current housing configuration and style of operations remain unchanged. The Annex would be reopened to maximize the existing resources and inventory of beds, which is 1,370. Applying the current inventory of beds to the projected bedspace forecasts shows a small deficit of beds in the main forecast. Alternate 2 (reducing ALOS to 30 days) would provide a surplus of existing beds and would provide the greatest opportunity for remodeling and repurposing of existing spaces. Alternate 1 (a return to 2019 booking levels at the current ALOS) would require the greatest amount of remodeling and construction of additional beds.

**TABLE 24. FORECAST MODEL BEDSPACE SUMMARIES**

	Main Forecast	Alternate 1	Alternate 2	Alternate 3
<b>2048 ADP</b>	1,194	926	1,060	1,679
<b>2048 Bed Need</b>	1,456	1,129	1,293	2,047
<b>Current Beds</b>	1,370			
<b>Deficit</b>	-86	241	77	-677

Many factors must be considered and discussed about how to move forward with inmate housing and space needs. These include the potential reduction in current housing pod capacities, programming spaces, staffing requirements, etc. Modern detention facilities often average 350 to 400 square feet per bed depending upon the level of programs and services offered. If a replacement facility or significant remodeling were considered, the estimated square footage requirement would vary greatly depending upon the total number of beds included.

The square footage estimates provided in Table 25 are rules-of-thumb derived from multiple detention facility programming projects across the country. The area of usable space that is available for people, furnishings and equipment, or net square feet (NSF) of an area, is calculated. A departmental grossing factor (circulation and wall thicknesses within each subcomponent department) is added to the NSF to generate estimated departmental gross square footage (DGSF). The total amount of space necessary is computed by adding a building gross factor to the DGSF. This factor includes such central circulation areas as corridors, duct chases, and other common use areas that cannot be assigned to any particular component. The addition of the Building Gross Factor to the DGSF provides an estimated total square foot requirement for the building. These spaces are not a substitute for a detailed planning effort that should be undertaken by Leon County but provide an estimate of the spaces that may be required to plan for expansion. The Florida Model Jail Standards have been incorporated into these estimates.

The following square footage options can be used when discussing different approaches to remodeling, adding, and replacing the current inventory of beds in the detention facility.

**TABLE 25. SPACE NEEDS**

	<b>Main Forecast</b>	<b>Alternate 1</b>	<b>Alternate 2</b>	<b>Alternate 3</b>
<b>2048 Bed Need</b>	1,456	1,129	1,293	2,047
<b>350 sf</b>	509,600	395,150	452,550	716,450
<b>400 sf</b>	582,400	451,600	517,200	818,800

## SYSTEM RECOMMENDATIONS/OPPORTUNITIES FOR POPULATION REDUCTION

Given the serious nature of the current detainee population of the Leon County Detention Facility as well as the comparatively high ALOS both before and after the COVID-19 epidemic's first waves, it is Justice Planners' recommendation that Leon County prioritize investing attention and resources toward reducing ALOS. The biggest area of opportunity has to do with criminal justice case processing, which is addressed in part below. Moreover, there are opportunities for expansion of some existing strategies to attempt to responsibly and safely stay in front of the Detention Facility's population growth.

During the analysis, multiple recommendations were developed regarding potential areas of improvement for the Leon County criminal justice system. In the spirit of offering as many options as possible to Leon County, some of these recommendations may be mutually exclusive with each other.

**Finding 1:** The Detention Facility's ALOS is higher than expected. Moreover, the ALOS before the pandemic was also higher than expected from such an otherwise effective and efficient criminal justice system.

**Recommendation:** Leverage the existing framework of the Public Safety Coordinating Council (PSCC) to begin a formal long-term project aimed at safely and responsibly reducing Detention Facility ALOS.

**Recommended Action:** Accomplishing large-scale, sustained ALOS reduction will require the cooperation of nearly all key stakeholders in the Leon County criminal justice system. The PSCC is uniquely suited as an all-encompassing body to provide a global approach to reducing ALOS. It is recommended that the key stakeholders form a working committee/task force that holds a series of regular discussions focusing on solutions to possible delays in the processing of arrestees through the Detention Facility. At the time of this writing, it appears that the County is reconvening the Criminal Justice Coordinating Council, which is a very positive development. If this group can identify and develop at least 15 to 20 potential changes to help speed case processing in a few months, the group can then turn toward the much more difficult question of implementation. Many of the system changes would require cooperation from multiple independent stakeholders, which can make implementation a challenge. However, the problem is not completely insurmountable. Some strategies that can be considered:

- A. The time between booking/initial appearance and VOP hearings for VOP-only people should be reduced. Other jurisdictions have successfully achieved significant time reductions. For instance, our research team recalls the median time to VOP hearings in Orange County, FL being reduced from 63 days in 2001 to 25 days by 2003. A good goal to consider for the time between initial appearance and disposition should be 37 days, exactly what it was in 2019. In terms of impact to the jail's population, the current time between booking/initial appearance and the VOP hearing is 57 days. If we apply a 20-day reduction to the 2023 overall VOP-only ALOS of 62.5 days, the VOP-only ADP is reduced from 187.5 to 127.5, a reduction of 60 detainees on an average daily basis.
- B. There should be greater cooperation and flexibility in terms of moving cases through the system in general. Stakeholder conversations led to the conclusion that a significant number of cases only resolve when a trial date becomes imminent, rather than early in the process. Plea agreements near the front-end of the felony process are increasingly rare. Pleas at initial appearance are

extremely rare. Moreover, Leon County's version of a felony fast track rocket docket appears to be only rarely used in recent times, and even then, in only one Circuit division. We understand that there can be a philosophical disconnect in situations where a defendant takes a plea deal despite possibly not having committed the offense with which they are charged. While we respect and understand that position, in terms of Detention Facility population management and realistic system effectiveness and efficiency, the overall approach should be reconsidered. This issue appears to be a part of the case processing time problem in Leon County. In a perfect world, plea conferences with realistic offers should be held as close to the front end of the process as possible and for more serious felonies, a formal fast track "rocket docket" needs to be staffed and energized to move cases more quickly through the system. After all, roughly 98% of Circuit Court cases are disposed of before trial<sup>11</sup>. The system would function more efficiently and effectively if realistic agreements can be made at the front end of the process and those cases settle more quickly. Such a shift in approach would reduce processing times, further decreasing ALOS. The impact of an improvement along these lines is estimated as follows: The current felony ALOS is 75 days (excluding felony-charged people who have a VOP matter) and the median felony case process time is 112 days. Returning the felony process time to a median of 61 days (where it was in 2017) would reduce the overall felony ALOS to 55 days. The resulting ADP savings would be 140 detainees.

- C. Expand the use of citations and notices to appear (NTAs) by law enforcement officers. Some jurisdictions across the country have expanded citations and NTAs to the point where misdemeanants are only rarely booked into the county jail. Some jurisdictions have even instituted issuing NTAs during the booking process itself. Somewhat perversely, this would have the impact of increasing ALOS due to the lack of misdemeanants and their shorter stays. However, the reduction in bookings would result in a net decrease to the population. An analysis of the full year 2022 data (excluding people with holds, FTAs, and supervision violations) indicates that the ADP of the Detention Facility can be reduced by approximately 20 individuals with this practice.
- D. Regarding the changes to Florida's pretrial detention and release laws (§FS 907.041;) a series of changes to the initial appearance process should be considered to mitigate potential negative impacts on the Detention Facility's population. Specifically, the prohibition of non-monetary release for defendants charged with dangerous crimes if a judge feels there is probable cause present (as well as following a new statewide bond schedule) may necessitate a creative solution that could combine some fashion of monetary and non-monetary monitored release. For instance, upon an agreement between the State Attorney and the Public Defender, appropriate defendants could be released with a consent bond and electronic monitoring immediately after initial appearance. Moreover, a bond reduction/ modification hearing could be added to the normal process for people who do not make bail within 1 or 2 days of initial appearance. A significantly

<sup>11</sup> Statistics retrieved from Florida Office of State Courts Administrator Clearance Rate Dashboard (flcourts.gov)

reduced bond, coupled with supervision by pretrial release staff would perhaps work to both satisfy statutory requirements as well as retain the benefits from the pretrial release program. It is expected that the number of people on the initial appearance docket will increase due to the change in the pretrial release statute, which will have the effect of requiring more bond reduction hearings. The judicial system should find a way to expand capacity for the expected increase in the bond hearings. In addition, the judiciary will also need to consider shifting the initial appearance schedule to obtain an optimal number of people to improve processing times. This may include the consideration of holding occasional afternoon dockets in addition to morning dockets to account for everyone.

- E. Given the proportions of people in the jail with mental health disorders, it is prudent for Leon County to duplicate the misdemeanor-level mental health docket at the felony level. By all accounts, the misdemeanor mental health docket is a model program. The same care and attention should be expanded to felony cases. The same personnel are handling felony competency cases and with an expansion of resources, felony matters can be successfully handled in the same manner.
- F. In a related issue, there is a clear need to identify, develop, and secure more evaluators for competency evaluations. Cutting the time for evaluations will be helpful from several perspectives. However, there is a statewide shortage of people doing this type of work. The ultimate solution may be at the state government level in the form of funding or some form of intervention to recruit and attract more evaluators. Regardless, the lack of evaluators means that people are waiting in jail for longer periods of time..

**Finding 2:** Existing large-scale diversion strategies/programs need to continue, and, if possible, further expand.

**Recommendations:** Continue the use of SPTR and electronic monitoring. Shift to using the Public Safety Assessment risk assessment instrument and apply to all arrestees.

**Recommended Action:** It was noted previously that there are few 'easy' opportunities for reducing the LCDF population in terms of new programs. However, it appears that more individuals can be served by some of the existing alternative programs. After all, only a few dozen individuals are added to the electronic monitoring program each month. While this will have a cost, it will be offset by reduced use of the jail, especially in the long run. With felony bookings on the rise, the number of people not eligible for the various diversion programs also increases. Leon County is encouraged to continue its investment in electronic monitoring, which is better suited than many programs to supervise more serious offenders. A variety of jurisdictions have several thousand people on electronic monitoring (Indianapolis, Indiana and Louisville, Kentucky are two examples). Fulton County, Georgia achieved significant jail population reductions in September and October of 2023 by placing detainees on electronic monitoring in combination with stipulated bonds.

Additionally, the SPTR program could be expanded with a modification to the Administrative Order to

reimplement the authority to release prior to first appearance. Moreover, evaluating a move from the Ohio risk assessment instrument to something along the lines of the Public Safety Assessment (PSA) makes a great deal of sense. The PSA scores can be calculated without requiring the arrestee to participate in an interview and the risk scores can be produced once the arrestee is identified. There should be a small time-savings as well as a potential improvement in the quality of release/detain decisions given the automated nature of the PSA process. In addition, the proportion of people who are evaluated by the PSA would be higher, given the fact that less than half of Leon County arrestees have a completed ORAS. This should increase the number of overall pretrial evaluations as well as improving the speed with which these evaluations are performed. The net effect would be to make an already efficient pretrial process that much better by reducing LOS at the front end for those who present lower risks of re- offense or failure to appear in court. It is hoped that the statistical credibility (and established national track record) of the PSA would result in judges relying upon the PSA information for release/detain decisions. Perhaps a pilot period can be instituted where the PSA is validated in Leon County, potentially increasing key stakeholder comfort with the approach.

**Finding 3:** Like many communities in the United States, mental illness and substance use disorders are significant problems in Leon County. The jail population has a very high rate of both issues.

**Recommendation:** Develop a formalized approach to evaluating these issues as close to the time of booking as possible.

**Recommended Action:** Court staff does a terrific job of recording the evaluations of psychiatric providers for individuals with matters before the court. However, this practice tends to occur well after arrest. The Detention Facility's provider uses a brief jail mental health and substance use screening, however the results are not entered into any connected data system. In terms of operating the Detention Facility, and managing its population, a best practice would be to have the ratings readily available for detainee management purposes as well as to have a more reliable estimate of the number of people in custody with mental health or substance use issues. The research team has seen such practices used in both Orange and Miami-Dade Counties in the past (we are not sure if the practices continue to this day). The Orange County ratings system used a 5-point scale for each person while Miami-Dade County used a 10-point scale. At any rate, it was important for staff to know if a person had a mental health/substance use issue (not necessarily the specific diagnosis). This system allowed stakeholders to know the level of serious mental illness in the facility population on a daily basis, which then spurred the knowledge necessary to help cover the needs of these people. Put simply, if it can be measured, it can be managed.

**Finding 4:** Similar to nearly every other large community across the country, homelessness in Leon County is a problem.

**Recommendations:** Continue developing programs that attempt to improve the issue, such as the Sheriff's HOST team. Leverage technology to develop a method for identifying homeless individuals booked into the Detention Facility.

**Recommended Action:** Every stakeholder with whom we met mentioned the issue of homelessness, which affects the entire community, including the Detention Facility. It is also evident that Leon County is

aware of the issue and continues to work on solutions. Providing stable housing is a necessary step to helping people achieve overall stability in their lives. An attempt was made to utilize the jail data to estimate the size of the homeless population in custody, but the dataset included city, state, and zip code information only. If there are indicators of homelessness in the jail data, they do not fall into those fields. Taken together with Finding 3 above, it is important to note that improving treatment, housing, and services for homeless people and those facing mental illness or substance abuse issues should help to prevent crime and in turn reduce the demand for detention beds. The Lippman Commission in New York advocated an intentional continuum of housing and services, ranging from emergency housing to transitional and permanent housing along with needs-based treatment<sup>12</sup>. New York City has had some success reducing its jail population by providing more housing and support, especially for people facing mental health issues. The initial steps for providing those services would begin with the alterations to the booking process described under Finding 1.

**Finding 5:** Drug Court may not be meeting its full potential.

**Recommendation:** Formalize and standardize the referral system for Drug Court.

**Recommended Action:** Some stakeholders raised concerns that some individuals who would benefit from participating in Drug Court do not get referred to the program. Making the referral process into a more robust formalized system (perhaps beginning with the booking process or even earlier) may expand this important service. In addition, modifying some of the requirements for Drug Court could expand its use.

**Finding 6:** Jail population management efforts are often concentrating on microlevel matters.

**Recommendations:** Leverage the county's justice information system to assist the Detention Review Coordinator to focus on larger system issues rather than individual issues. Move toward practicing differentiated case management.

**Recommended Action:** While it is impressive that Leon County has a jail population manager-type position (the 'Detention Review Coordinator'), it seems as if the position is mostly concentrating on individual cases instead of monitoring and managing the larger systemwide measures that impact the LCDF population. From the conversations with stakeholders, the Detention Review Coordinator is very good at monitoring systems and looking for ways to alert the judiciary of individual cases that need attention. This is a good thing. It would be even more beneficial to also have this position utilize statistical reports from the system to monitor macro-level system functions to achieve 'more bang for the buck' regarding the jail population. For instance, in Camden, New Jersey, the Jail Population Manager position is the key resource for facilitating criminal justice council meetings as well as the more important matter of watching case processing and jail statistics to ensure targets are met. Specifically, Camden has implemented population targets for the various custody statuses. The effectiveness of this approach is that if the analytics indicate that there is, say, an increase in the post-indictment population, the Jail

<sup>12</sup> Women's Community Justice Association. Path to Under 100: Strategies to Safely Lower the Number of Women and Gender-Expansive People in New York City Jails. June 2022, page 7.

Population Manager attempts to determine what has happened and then works with stakeholders to solve the issue. The Camden Jail Population Manager is responsible for collecting, analyzing, compiling, and presenting statistical data relative to the jail population. In short, the jail's population is continuously reviewed, along with appropriate options for non-custody alternatives.

A variety of reports from Leon County's information system can set up such a macro-level approach. Reports can be automated and then used to direct work efforts. Some reports that come to mind are:

- A twice-daily list of people who are held on bond only, by charge level, with no holds. Break the report out by bond amount and length of custody.
- Daily custody status reports that examine the full Detention Facility population by exactly where everyone is in the legal process.
- Daily reports that identify detainees eligible for a bond reduction or release. In fact, the system may be well-served by automatically triggering a bond reduction hearing. Currently, it is the responsibility of defense counsel to make the motion to schedule the hearing. Automatically triggering a review at an appropriate time after initial appearance could likely save some jail days. Moreover, we note that the new pretrial release law has an automatic review at 5 days for individuals where a pretrial detention motion was granted by the court. There may be gains by having reviews scheduled at appropriate times both before and after the 5-day period.
- Daily reports that identify long-staying detainees (people who have stayed for more than a year)
- Alert reports when a primary custody status group in the jail has exceeded established and agreed upon population ranges.
- Reports that detail detainees with court event dates that fall outside of expected ranges.
- A monthly case processing report that examines times between key milestones for the in-custody population, such as the time between initial appearance and case disposition/release, the time between booking and VOP hearings for VOP-only detainees, or the time between booking and indictment, etc.
- A regular statistical report that updates many of the measures presented in this study may be helpful.
- A list of the long-staying detainees in the Detention Facility along with their next court events.

Beyond the Detention Review Coordinator position, there are a host of pre- and post-arrest diversion programs that tend to operate on the individual level. While that is the right thing to do, there should be a focus on larger issues that drive larger numbers of people within the jail's population. As the population grows more serious, it will become increasingly difficult to divert and deflect people from custody. Attention needs to be paid to making the system as efficient as possible in terms of processing the felony population through the Detention Facility. Again, cutting case processing time will reduce ALOS, and ADP.

Operating at a more macro-level, the system, through the CJCC/PSCC, should establish benchmarks for case processing times, such as target time limits for pretrial detention. The Detention Review Coordinator can help with monitoring progress. Using information technology, some of the anticipated costs of this approach can be reduced. A 2021 study of court cases in Brooklyn, New York found that written guidelines



prescribing target weeks for case adjournment contributed to reduced pretrial detention time. Specifically, for those with violent felony cases, dispositions within six months went from 25% to nearly 43%<sup>13</sup>

**Finding 7:** Jail population information processes need to be improved.

**Recommendation:** Build a reporting module in the current system (and future systems) that more readily provides views of key correctional metrics. Prepare and disseminate daily snapshots that keep all stakeholders aware of how many people are being held in the jail, for how long, and for what reasons.

**Recommended Action:** The integrated criminal justice information system is wonderful in many respects. In its current state, however, it is not a ready to use jail reporting system. There is a lot of *data* about the Detention Facility population, but there is little *information* about the population that permeates the system. The unit of analysis in the current system is arguably court cases. A second unit of analysis needs to be instances of incarceration. Each unique admission to the jail should receive its own discrete booking number, and add-on charges should fall under that number. This will help streamline reporting in such a way that corrections information can be more easily produced. When these changes are made, an automated daily snapshot detailing where the jail stands in terms of the current population, the ADP, bookings, releases, and special categories of the population should be produced. This snapshot should be sent to the key stakeholders each day. During the course of this study, it was learned that the Detention Facility will switch to the ProPhoenix Corrections Management System. This should be a positive development for the quality and quantity of population management information in Leon County.

The jail population cannot be managed unless it can be readily measured, and awareness is spread throughout the system. Several jurisdictions use such snapshots to keep people informed and held to account, including Orange and Miami-Dade counties in Florida and Dane County, Wisconsin. Multiple jurisdictions have produced dashboards detailing such information, such as Harris County, Texas and Allegheny County, Pennsylvania. Orange County and Miami-Dade have placed a version of their daily snapshots on their publicly facing websites. Miami-Dade details the longest staying detainees' court cases. Orange County's internal snapshot listed the top ten longest staying detainees along with their court division and the next scheduled court event. In some instances, greater awareness spurs more action.

In the end, the Detention Review Coordinator should use the statistics and analytics from the information system to drive population change. Candidly, the snapshot approach increases the chance that a given stakeholder will see the information that is being sent. Not everyone will take the chance to visit a dashboard. In Justice Planners' experience, jurisdictions that utilize a snapshot approach tend to have higher awareness of facts surrounding the jail population.

---

<sup>13</sup> Weill, Joanna; Rempel, Michael; Rodriguez, Krystal; and Raine, Valerie; Center for Court Innovation. Reducing Felony Case Delay in Brooklyn: Evaluation of Jail Reduction Strategies Implemented in 2019. March 2021, pages 36 – 38.

**Finding 8:** Current progress toward Detention Facility population stability should be sustained.

**Recommendation:** It appears that much of the reduction in case processing times stems from the courts employing state funding for additional senior judge days and other resources. Such funding should be permanent.

**Recommended Action:** By several accounts, the improvements in case processing (which reduced ALOS and in turn the ADP) are due to improved staffing at the State Attorney's Office, the Public Defender, and the judiciary. More senior judge days are funded with State dollars, resulting in more hearings and trials being conducted. The system is operating at a high level of efficiency. Reducing or eliminating this funding risks setting the system back and adding to the Detention Facility's population. Moreover, what was learned from the stakeholder interviews and the court data, there is a significant need for an additional Circuit Court division. The workload is definitely present, and the current momentum of the criminal justice system should be maintained.

**Finding 9:** Criminal justice system improvements have presented an analytical challenge.

**Recommendation:** Leon County should consider regular updates to the forecast/analysis effort to monitor progress.

**Recommended Action:** This study's initial forecast for Leon County was developed in early August 2023 and painted a very different picture than the forecasts reported in this document. The final seven months of 2023 presented a host of developments and improvements that only began to register in the bulk of our data extracts from July. As updated summary data between August 2023 through January 2024 was added, each run of the forecast model presented more encouraging news regarding the Detention Facility's population. All criminal justice systems are dynamic, and Leon County's system has made excellent progress, quickly rendering the initial August 2023 forecasts obsolete. Keep in mind that all this change occurred before the changes to §FS907.41 were implemented. As of early 2024, the full impact of this law is unclear.

Meanwhile, the research team notices a pattern in our national practice where jurisdictions are requesting longer-term engagements, where forecasts are updated on a regular basis (whether it be 6 or 12 months). Moreover, some systems that have a statistician on staff have formalized routine population analyses and projections (Orange County and Hillsborough County come to mind) to stay on top of changes. Such an approach can be an early warning device for undesired changes as well as reinforcing the need for various system alterations. Regardless of the party conducting the updates, the information should be disseminated to the PSCC on a regular basis for review and response.

**Finding 10:** 16% of the Detention Facility's population have been held for over a year.

**Recommendation:** Leon County should proactively manage the long-staying detainee population.

**Recommended Action:** On January 8, 2024, the Detention Facility held 37 people who had been in custody for over 1,000 days. Long-staying detainees in Leon County are charged with multiple serious violent

offenses and present correctional management concerns. This population increases the ALOS and utilizes a high percentage of the maximum custody level facility space, a scarce resource. As described in Finding 6, Leon County should establish a list of these long-staying individuals along with pertinent scheduling information.

Moreover, detainees on this list should be routinely tracked by a team of representatives from the State Attorney's Office as well as the Public Defender and the court. This long-staying detainee team can review the status of the cases, and every effort should be made to move these cases along in the process without compromising the integrity of the process itself.

**Finding 11:** The number of inmates held in many of the housing pods are more than the original design capacity and poses a security risk due to the types of inmates being held.

**Recommendation:** The Sheriff and Leon County should explore reducing the capacity of the 94-bed housing pods to the design capacity of 47.

**Recommended Action:** Eight of the 19 housing pods in the detention facility were originally built for 47 beds. Each of these pods have had a second bed added to each cell bringing the capacity of each pod to 94 inmates. As discussed earlier in this report, since the onset of the COVID-19 pandemic, detainees charged with non-violent misdemeanor charges are mostly diverted from the detention facility. As a result, those who are held in custody tend to be of higher custody levels and require more intensive levels of services. Having 94 inmates charged with violent felonies in a single housing pod with one Corrections Officer presents a potentially dangerous situation for staff and detainees alike.

Many new detention facilities are designed with housing pods of no more than 48 people (along with 24 and 32-bed pods) to better-address their programmatic and therapeutic needs as well as maintaining a safer number of detainees for staff to manage.

Implementing the recommendations highlighted in Table 26 below would assist the Leon County criminal justice system in realizing future detention facility ADP consistent with Alternative Forecast Models 1 and 2 requiring no new construction as described in Table 24. Many of these recommendations reduce the facility's ALOS such that it is possible to examine two new alternate forecast scenarios, one in which the 2023 booking level remains in place, but the LCDF ALOS is decreased to 30 days and one in which the 30-day ALOS is accomplished, but bookings return to 2019 levels.

**TABLE 26. RECOMMENDATION SUMMARY**

Summary of Recommendations			
<b>Recommendation 1: Leverage the existing framework of the PSCC to formalize long-term project aimed at safely and responsibly reducing Detention Facility ALOS</b>			
Number	Recommended Actions	Responsible Parties	Category
1A-1	Reduce time between initial appearance and disposition through earlier plea agreements for felony cases that do not also include a Violation of Probation (VOP) charge or a Failure to Appear (FTA) matter	Judiciary, State Attorney, Public Defender	Short-Term
1B-1	Reduce time between booking and VOP hearing for VOP-only cases	Judiciary, State Attorney, Public Defender	Short-Term
1C-1	Expand the use of notices to appear	Local Law Enforcement Agencies	Immediate
1D-1	Consider development of a combination monetary/non-monetary consent bond	Judiciary, State Attorney, Public Defender	Long-Term
1D-2	Formalize/automate scheduling of bond reduction hearings post-initial appearance	Judiciary, State Attorney, Public Defender	Long-Term
1D-3	Increase capacity/time allotted for the scheduling of bond reduction hearings	Judiciary	Long-Term
1E-1	Duplicate current misdemeanor mental health docket at the felony level	Judiciary, State Attorney, Public Defender, and Clerk of Court	Long-Term
1F-1	Increase the number of mental health evaluators for competency evaluations	Court Administration	Long-Term
<b>Recommendation 2: Continue the use of SPTR and electronic monitoring. Explore alternative risk assessment instruments and apply to all arrestees.</b>			
2-1	Continue the use of electronic monitoring	Judiciary, SPTR	Short-Term
2-2	Evaluate using a risk assessment instrument that does not require the arrestee to participate in an interview	Judiciary, SPTR	Long-Term
<b>Recommendation 3: Develop a formalized approach to evaluating mental health and substance use disorder issues as close to the time of booking as possible.</b>			
3-1	Establish a practice of developing mental health and substance use ratings for arrestees	Sheriff's Office, Judiciary, Community Partners	Long-Term
<b>Recommendation 4: Continue developing programs that attempt to identify and address homelessness, such as the Sheriff's HOST team.</b>			
4-1A	Continue to work to counter homelessness in Leon County	All Community Partners	Long-Term
4-1B	Leverage technology to develop a method for identifying homeless individuals booked into the Detention Facility	Information Technology	Immediate
<b>Recommendation 5: Formalize and standardize the referral system for Drug Court.</b>			
5-1	Formalize and standardize the referral system for Drug Court	State Attorney's Office, Court Administration	Long-Term
<b>Recommendation 6: Leverage the county's justice information system to assist the Detention Review Coordinator to focus on larger system issues rather than individual issues. Move toward practicing differentiated case management.</b>			
6-1	Leverage technology to enable the Detention Review Coordinator to monitor system trends and benchmarks	Information Technology, Judiciary, Court Administration	Long-Term
6-2	Move toward practicing differentiated case management	Judiciary	Long-Term
<b>Recommendation 7: Build a reporting module in the current system (and future systems) that more readily provides views of key correctional metrics. Prepare and disseminate daily snapshots that keep all stakeholders aware of how many people are being held in the jail, for how long, and for what reasons.</b>			
7-1	Build a reporting module that readily provides data to stakeholders on key performance metrics	Information Technology; Stakeholders	Long-Term
<b>Recommendation 8: It appears that much of the reduction in case processing times stems from the courts employing state funding for additional senior judge days and other resources. Such funding should be permanent.</b>			
8-1	Recent funding for additional judges and other resources must be made permanent	Court Administration	Long-Term
<b>Recommendation 9: Leon County should consider regular updates to the forecast/analysis effort to monitor progress.</b>			
9-1	Regular updates to the forecast/analysis are needed in order to account for the dynamic changes of the Leon County Criminal Justice System	Public Safety Coordinating Council	Short-Term
<b>Recommendation 10: Leon County should proactively manage the long-staying detainee population.</b>			
10-1	Proactively manage the long-staying detainee population	Judiciary, State Attorney, Public Defender	Short-Term
<b>Recommendation 11: The Sheriff and Leon County should explore reducing the capacity of the 94-bed housing pods to the design capacity of 47.</b>			
11-1	Reduce capacity of 94-bed housing pods to the design capacity of 47	Sheriff's Office, County	Long-Term



## Leon County Public Safety Coordinating Council

### 2025 Tentative Meeting Schedule

<b>Date</b>	<b>Time</b>	<b>Meeting</b>
January 21	4:00 PM	Regular Monthly Meeting
February 18	4:00 PM	Regular Monthly Meeting
March 25*	4:00 PM	Regular Monthly Meeting
April 15	4:00 PM	Regular Monthly Meeting
May 20	4:00 PM	Regular Monthly Meeting
June 24*	4:00 PM	Regular Monthly Meeting
July 15	4:00 PM	Regular Monthly Meeting
August 2024 – No Scheduled Meeting		
September 2*	4:00 PM	Regular Monthly Meeting
October 21	4:00 PM	Regular Monthly Meeting
December 2**	4:00 PM	Regular Monthly Meeting*

*\*Date modified due to conflict with Regular Board Meetings or Public Hearings*

*\*\*November/December Regular Meeting Combined*