

John E. Goode Pre-Trial Detention Facility Replacement

Executive Summary

The John E. Goode Pre-Trial Detention Facility (PDF), located at 500 East Adams Street, opened in 1991 and currently employs approximately 384 sworn detention deputies of the Jacksonville Sheriff's Office. There are approximately 80 additional civilian contracted employees who work in the building. The PDF encompasses over 629,000 square feet of air-conditioned space. There are approximately 250 parking spaces available on the east side of the facility.

The PDF currently houses approximately 2,600 inmates spread out over 7 floors of inmate housing. The PDF houses male, female, and juvenile inmates whose charges vary from misdemeanors to capital felonies. The average length of stay for an individual with a misdemeanor charge is 17 days and the average length of stay for individuals with a felony is 105 days. At the end of July 2023, there were 100 unsentenced felons incarcerated in the PDF over 365 days and 21 sentenced felons incarcerated in the PDF for over 365 days. In 2023 there have been 7,644 individuals that were incarcerated for less than 72 hours. This averages out to approximately 32 per day.

Each day the PDF takes in between 75-100 individuals and releases a nearly identical amount. Every individual incarcerated goes to first appearance court within 24 hours, resulting in an average of 613 people attending court inside the PDF weekly. Approximately 670 people attend court at the courthouse weekly.

The PDF also houses multiple high-risk populations of inmates. There are approximately 92 Mental Health inmates (including 14 self-harm), 42 Administrative Confinement, 51 Disciplinary confinement and 43 juvenile males. There are approximately 42 Mental Health inmates (including 4 self-harm), 5 Administrative Confinement and 10 Disciplinary confinement females.

The next page shows you our inmate housing chart, which tells you the classification of inmates housed in each area of the facility.

CELL CLASSIFICATION GUIDELINES **Pretrial Detention Facility**

1st Floor (173)	
Cell	Class
1E1A 1-16 ♿	Medium GP Misd/ Non-Violent Felon
1E1B 17-24 ♿	Out of Service
1W1A 1-12 ♿	Male Medical
1W1R 13-14 ♿	Male (21 days or less) Cov+ Symp/ Asymp
1W2 1-16 ♿	Medium GP Misd/ Non-Violent Felon

2nd Floor (543)	
Cell	Class
2E1A 2-12 ♿	Maximum GP (Detox.) Violent Felon
2E1B 13-24 ♿	Maximum GP (Detox.) Violent Felon
2E2A 25-36 ♿	Maximum GP (Detox.) Violent Felon
2E2B 37-48 ♿	Maximum GP (Detox.) Violent Felon
2E3A 49-60 ♿	Maximum GP (Detox.) Violent Felon
2E3B 61-72 ♿	Maximum GP (Detox.) Violent Felon
2E4A 73-84 ♿	Maximum GP (Detox.) Violent Felon
2E4R 85-96 ♿	Maximum GP (Detox.) Violent Felon

3rd Floor (564)	
Cell	Class
3E1A 2-12 ♿	Medium Female GP Misd/ Non-Violent Felon
3E1B 13-24 ♿	Medium Female GP County Sentenced
3E2 25-48 ♿	Maximum Female GP Non-Violent/ Violent Felon
3E3 49-72 ♿	New Arrival Female New Arrival
3E4A 73-84 ♿	Maximum Female DC/ AC Confinement
3E4B 85-96 ♿	Medium Female GP County Sentenced

4th Floor (564)	
Cell	Class
4E1 2-24 ♿	Maximum GP State Sentenced
4E2 25-48 ♿	Maximum GP State Sentenced
4E3 49-72 ♿	Maximum GP Non-Violent Felon
4E4 73-96 ♿	Maximum GP Non-Violent/ Violent Felon

5th Floor (564)	
Cell	Class
5E1 2-24 ♿	Medium GP (Detox.) Misd/ Non-Violent Felon
5E2 25-48 ♿	Medium GP (Detox.) Misd/ Non-Violent Felon
5E3 49-72 ♿	Medium GP (Detox.) Misd/ Non-Violent Felon
5E4 73-96 ♿	Medium GP (Detox.) Misd/ Non-Violent Felon

6th Floor (470)	
Cell	Class
6E1A 2-12 ♿	Maximum Juvenile Male Administrative Confinement
6E1P 13-24 ♿	Maximum Juvenile Male General Population
6E2A 25-36 ♿	Maximum Mental Health Isolation
6E2B 37-48 ♿	Maximum Mental Health Isolation
6E3A 49-60 ♿	Maximum Disciplinary Confinement
6E3B 61-72 ♿	Maximum Disciplinary Confinement
6E4A 73-84 ♿	Maximum Mental Health Isolation
6E4B 85-96 ♿	Maximum Mental Health Isolation

LOWER LEVEL (230)	
Cell	Class
LL1 1-82 ♿	Medium Trusty Housing
LL2 1-82 ♿	Medium Trusty Housing
LL3 1-66 ♿	Medium County Sentenced

2W1A 1-12 ♿	Medium GP Open Mental Health/ OAC
2W1B 13-24 ♿	Medium GP Misd/ Non-Violent Felon
2W2A 25-36 ♿	Medium GP Misd/ Non-Violent Felon
2W2B 37-48 ♿	Medium GP Misd/ Non-Violent Felon
2W3A 49-60 ♿	Medium GP Misd/ Non-Violent Felon
2W3R 61-72 ♿	Medium GP Misd/ Non-Violent Felon
2W4A 73-84 ♿	Medium GP Misd/ Non-Violent Felon
2W4B 85-96 ♿	Medium GP Misd/ Non-Violent Felon

3W1 1-24 ♿	Maximum Female GP Violent Felon
3W2A 25-36 ♿	Maximum Female MH/ SH Confinement
3W2B 37-48 ♿	Maximum Female ACIMH (overflow) Confinement
3W3 49-72 ♿	Medium Female GP Non-Violent Felon
3W4 73-96 ♿	Medium Female GP Misd/ Non-Violent Felon

4W1 1-24 ♿	Maximum GP Violent Felon
4W2 25-48 ♿	Maximum GP Violent Felon
4W3 49-72 ♿	Maximum GP Violent Felon
4W4 73-96 ♿	Maximum GP Violent Felon

5W1 1-24 ♿	Maximum GP Violent Felon
5W2 25-48 ♿	Maximum GP Violent Felon
5W3 49-72 ♿	Maximum GP Violent Felon
5W4 73-96 ♿	Maximum GP Violent Felon

6W1A 1-12 ♿	Maximum Administrative Confinement
6W1B 13-24 ♿	Maximum Close Supervision
6W2A 25-36 ♿	Maximum Out of Service
6W2B 37-48 ♿	Maximum Administrative Confinement
6W3A 49-60 ♿	Maximum Administrative Confinement
6W3B 61-72 ♿	Maximum Administrative Confinement
6W4A 73-84 ♿	Maximum Administrative Confinement
6W4B 85-96 ♿	Maximum Administrative Confinement

I - BLOCKS	
2 - 1 (3 cells) (ADA 47) ♿	Maximum Confinement
3 - 1 (4 cells) (ADA 47) ♿	Maximum Confinement
4 - 1 (4 cells)	Maximum Confinement
5 - 1 (4 cells)	Maximum Confinement
6 - 1 (4 cells)	Maximum Confinement

MODIFIED COVID HOUSING as of 08-15-23

Current Concerns / Issues with the PDF

Location

The PDF is in a location that is prone to flooding during storms. Near the northeast corner of the parking lot, the street often floods during very high tides. One concern is that the emergency generator is on the lowest level of the building. If flooded, that would leave the entire facility with no power. Additionally, the PDF is across the street from a local homeless shelter. This leads to trash, food and human excrement in parking lots and bushes around the facility. The surrounding area often smells, is an eyesore and has an increased potential for vermin.

With the PDF's current location, anyone can walk up to the building at any time. This has resulted in inmates boring holes in safety glass and secreting contraband into the facility with the help of non-incarcerated co-conspirators. While our intelligence unit works diligently to combat this, it remains a nearly impossible task to stop it all. This is dangerous for both staff and inmates.

Space

The PDF was originally designed to hold a maximum of 2,189 inmates. Due to a severe shortage of available inmate housing, a temporary third bed was installed in most of the housing cells, giving the facility the capacity to house up to 3,137 inmates. However, many of our confinement cells can only house one inmate due to their classification (e.g., mental health, administrative confinement, disciplinary confinement, violent history). During the last year, the average daily inmate population was 2,614.

Staffing

The Jacksonville Sheriff's Office Department of Corrections is approximately 200 personnel short. The brunt of this staffing shortage is carried by the PDF. All color squads are designed to have at least 92 people. Of the four operations squads, the highest current staffing total is 74 detention deputies, meaning each squad is at least 18 personnel short. Each processing area currently works at least one person short every day. Additionally, at any given time, our security personnel are outnumbered 150 to one.

Parking

The current available parking area next to the PDF allows for approximately 250 vehicles to park. This space is not only utilized by the more than 150 corrections employees working daily, but it is also made available for civilian employees (e.g., health care service providers, food service employees and civilian employees assigned to the Police Memorial Building). There is no fencing around the parking area which allows easy access to vehicles owned by Jacksonville Sheriff's

Office personnel. This has resulted in damage to many employee vehicles and even thefts of vehicles.

HVAC

The HVAC system in the PDF is outdated. Sections of the facility, including inmate housing areas, are constantly without air-conditioning. In 2022, an HVAC chiller needed to be replaced, at a cost of over \$325,000. Industrial fans are often used to maintain temperatures at reasonable levels. The HVAC problems have also resulted in multiple areas of the facility having issues with mold.

Plumbing

The plumbing system is in constant need of repair. There are constant leaks and sewage backups throughout the facility, causing damage to the facility and equipment. In the last month, the administrative offices have been severely flooded twice resulting in thousands of dollars in damages. The below pictures are from a flood 3 weeks ago. It happened again this past weekend. It should be noted that this is not clean water.



Average Annual Maintenance Cost since 2017

Approximately 3 million dollars annually are used for repairs and upkeep of dilapidated infrastructure.

POLICE MEMORIAL BUILDING REPLACEMENT

EXECUTIVE SUMMARY

The Jacksonville Sheriff's Office Police Memorial Building (PMB) located at 501 E. Bay Street opened in 1978 and currently contains administrative office space for 739 employees of the Sheriff's Administration, the Department of Personnel and Professional Standards, the Department of Patrol and Enforcement, the Department of Services and the Investigations Division. The PMB also contains the primary Communications Center, a Real Time Crime Center, the Crime Analysis Unit, the Supply Unit and storage area, the main public service counter, a mail receiving facility, a credit union branch, a cafeteria, a media briefing room, a gym, four gas pumps and a helicopter landing pad. The PMB encompasses a total of 165,466 square feet of air-conditioned space. There are a total of 215 parking spaces in the PMB garage. Since fiscal year 2014, the average annual maintenance cost for the PMB has been \$359,134.

PERSONNEL AT THE PMB

1. Sheriff's Administration: **15** (Sheriff, Undersheriff, 5 Directors, 8 civilians)
2. Department of Personnel and Professional Standards: **104** (52 sworn, 52 civilian)
 - a. Public Accountability Section (Internal Affairs, Professional Oversight Unit, PIO)
 - b. Training Section (Academy, Gun Range)
 - c. Compliance Section (Accreditation, Audit, Inspections)
 - d. Human Resources
3. Department of Patrol and Enforcement: **63** (56 sworn, 7 civilian)
 - a. Patrol Division
 - b. Patrol Support Division
 - c. Special Events Division
4. Department of Services: **349** (7 sworn, 342 civilian)
 - a. Services Division (General Support, Information Systems Management, Communications Center)
 - b. Budget Division
5. Investigations Division: **208** (129 sworn, 38 supervisors, 41 civilians)
 - a. Major Case Section (Homicide, Robbery/Violent Crimes, Special Assault, Victim Services)
 - b. Property Crimes Section (Burglary, Auto Crimes, Economic Crimes)

CURRENT CONCERNS / ISSUES WITH THE PMB

1. **Location:** Although the PMB is not located directly in a flood zone, recent weather events caused significant flooding in the area immediately around the PMB, severely limiting access to the building during critical times. Additionally, the potential has been shown for flooding to occur inside the PMB itself during more intense weather events.
2. **Space:** Due to lack of sufficient space at the PMB, off site buildings have to be utilized for the entire Homeland Security Division, the Crime Scene Unit, the Gang Unit, the Community Problem Response Unit (CPR), the Missing Persons Unit, the Homicide Cold Case Unit, the Property and Evidence facility, the Impound Vehicle Warehouse, the SWAT Warehouse, the Field Force Warehouse, the Photo Lab, the Latent Print Lab, the Firearms Lab, the Crime Gun Intelligence Center, the Blight Unit, the Traffic Unit and the Offender Tracking Unit.
3. **Parking:**
 - a. The PMB parking garage contains only 215 parking spaces for over 725 employees who work inside the building and many additional employees who utilize the building daily. The lack of parking spaces makes it necessary for employees to park off-site, which poses security and environmental challenges. When upgrades to the riverfront across from the PMB are completed, a large segment of off site parking will be lost.
 - b. The gates that control access to the parking garage and the gas pumps are outdated and frequently need expensive maintenance and repairs.
 - c. The exit from the parking garage onto Bay Street has restricted visibility and crosses a busy pedestrian sidewalk, which has led to numerous traffic crashes and injuries.
4. **Electrical:**
 - a. The current emergency generator only runs critical infrastructure.
 - b. The emergency generator does not run HVAC in the building other than for Communications Center.
 - c. Only 15 minutes of uninterrupted power supply for some critical equipment.
 - d. Frequent repairs needed to the electrical system – over the weekend two breaker panels were replaced, including an emergency repair at the Property and Evidence facility that cost approximately \$12,000.
 - e. As office space inside the PMB has been manipulated to support personnel needs, the electrical system controls were not adjusted appropriately.

5. **HVAC:**

- a. As office space inside the PMB has been manipulated to support personnel needs, the HVAC airflow and control systems were not adjusted, leading to uneven temperature control and low air turnover in some spaces.
- b. An IEQ study of the PMB was completed by Golder Associates after the implosion of the Berkman building in 2022. The study identified areas of high concentrations of CO2 inside the PMB.
- c. Upcoming HVAC improvements include the scheduled replacement of three air handling units at an estimated cost of \$600,000.

6. **Plumbing:** The plumbing system is over 45 years old and needs constant maintenance to address leaks and other issues.

7. **Floors:** The tiling in the hallway on the main floor needs to be completely replaced and most of the carpeting is over 10 years old with an estimated replacement cost of \$400,000.

8. **Roof:**

- a. The roof leaks on a regular basis, especially around the skylights over the main hallway. Other leaks occur due to poorly sealed windows, roof drains, etc. The main roof was replaced in 2009; however, city Public Works personnel estimate the roof will have to be replaced again prior to the previous expected life span of 30 years with an estimated cost of \$1,000,000.
- b. The skylights over the second floor corridor need to be replaced at an estimated cost of \$120,000. Additional skylights over the east and west atriums will also need to be replaced in the future.
- c. The helipad on the roof needs a major repair that is estimated to cost \$400,000.

9. **Elevators:**

- a. There are two elevators in the PMB that frequently need repairs and maintenance. Future modernization plans are estimated to cost \$160,000.
- b. There are no elevators located on the west end of the building, so people with mobility issues who want to access the third floor on the west end of the building have to go to the east side of the building to access the elevators.

10. **Work environment:** There are almost no windows in the PMB which limits natural lighting and reduces employee wellness.

11. **Public access:** The PMB shares public parking spaces on the north side of the building with the Pretrial Detention Facility (PDF); however, the Public Service Counter is accessed

from Bay Street on the south side of the building. There are only a few metered spaces for public parking along Bay Street. The Bay Street entrance is not ADA compliant, therefore citizens with some physical disabilities must utilize the Forsyth Entrance and then be escorted through the secure area along the second-floor corridor.

AVERAGE ANNUAL MAINTENANCE COSTS

1. From FY 2014 through FY 2022, the average maintenance cost of the PMB has been \$359,134.

NEW PMB BUILDING CONSIDERATIONS

1. An easily accessible location that is hurricane resistant and not subject to flooding.
2. Additional usable office space, conference rooms, training space and parking to account for growth of the agency.
3. The addition of an Emergency Operations Center.
4. An emergency generator system capable of powering the entire building.
5. Upgraded uninterrupted power supplies for critical systems.
6. Real Time Crime Center
7. Crime Analysis Unit
8. Communications Center
9. Property and Evidence facility
10. Crime Lab / Photo Lab facility
11. Media briefing room
12. Digital content production space
13. Daycare facility
14. Gym