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**SPECIAL COMMITTEE TO REVIEW JSO PRIMARY FACILITIES
WORKING GROUP ON HOUSING AND CUSTODY**

Meeting Minutes

**December 1, 2023
8:00 a.m.**

Location: Don Davis Room, 1st floor, City Hall

In attendance: Council Members Chris Miller (Chair)

Also: Council Members Michael Boylan and Ron Salem (arr. 8:28); Assistant Chief Adrian O’Neal - JSO; Dan Lee – Perry McCall Construction; Jeff Clements – Council Research Division; Steven Libby – Legislative Services Division; Eric Grantham – Public Information Division; Beth Payne – Northeast Florida Regional Council; Mike Smith – 4th Circuit Court Technology Officer; Carol Register - ECA

Meeting Convened: 8:04 a.m.

Chairman Miller convened the meeting. Special Committee to Review JSO Primary Facilities Chairman Michael Boylan noted that the committee had reached a consensus at the meeting last week to recommend that City Council appropriate funding for immediately needed improvements at the Pre-Trial Detention Center (jail). Mr. Miller said this working group’s focus is on what a new jail should contain that will serve the City, the JSO corrections officers, and the inmates for decades to come. He thanked JSO Assistant Chief Adrian O’Neal for his support of the committee’s work to date, including several tours of the jail to get a first-hand understanding of the conditions and needs.

Subject Matter Expert Presentations

AJAX Building Company: Sarah Roick, Jeremy Cox, Lon Neuman

Jeremy Cox, Regional Director, provided information on AJAX Building’s history in the correctional facility construction industry. The company has built a wide variety of projects across the nation. Operations Manager Lon Neuman congratulated Jacksonville on getting ahead of the planning process for a new facility and being focused on creating a facility that will be functional for at least 50 years. Modern

detention facilities are designed with security and efficiency in mind and reflect the latest trends in dealing with diverse populations, particularly with regard to behavioral and mental health issues. Mr. Cox showed photos of numerous projects the company has built across the country, and particularly in Florida. The projects reflect several different construction types with varying costs. AJAX also helps communities with site selection, which they recently did with the City of Tallahassee for its new police headquarters, including a robust public participation process.

Mr. Neuman described the several methods for contracting for a construction project: 1) low bid approach – separate design/engineering, low bid, and construction contractor with the owner acting as the construction manager; 2) construction manager (CM) approach – the construction manager, architect/engineer and owner work as a team to develop a design with a guaranteed maximum price; the construction manager deals with subcontractors; 3) design/build (DB) approach – the owner works directly with a design/build firm on a single contract, also with a guaranteed maximum price. Approaches 2 and 3 differ in the degree of access by the owner to the designers and subcontractors. Approaches 2 and 3 can be accomplished more quickly than the traditional linear design/low bid/construction process and offer more opportunities for evaluating options and value engineering throughout the process to the available funding which eliminates many change orders later in the process. The CM and DB approaches can be used to encourage minority and small business participation and to prequalify subcontractors and provide better access to individual subcontractor bids, unlike the low bid method which only provides a single bottom line bid number.

Mr. Cox described the steps involved in producing a correctional facility: 1) define the goals and objectives of the project; 2) select the project team; 3) develop a design and manage the budget; 4) set a guaranteed maximum price and plan for the future. In response to a question from CM Boylan, Mr. Cox said that site selection would likely come after selection of the project team so that team can help with that process. There are companies that specialize in organizing the project management team; they can help turn a lot of preliminary, diverse information into a tightly focused process to inform the architecture and engineering process.

President Salem said the Council is starting the visioning process for a new jail, but he anticipates the Council will turn over its findings to the Mayor and Sheriff to actually design and build the building using funds provided by the Council. He asked about companies that build a facility and lease it back to a city and whether that could be funded with government bonds. CM Miller asked which facilities the City should go and visit to see what is possible; Mr. Cox suggested Cherokee County, Georgia for a vertical facility, although most governments are now going to a low-rise campus facility model. Mr. Salem said he believes the Sheriff wants a low-rise facility because of the inherent problems experienced with the current high-rise building. The Sheriff will be analyzing the suitability of the grounds of the Montgomery Correctional Center on the Northside as a site for a new jail. CM Boylan asked for a spreadsheet of 6 or 8 examples of comparable facilities similar to what Jacksonville needs (number of beds, medical and mental health facilities, etc.), how much land they need, how much they cost, etc. He said the Special Committee could recommend a construction mechanism to the administration as well.

Mr. Boylan asked how other communities balance what the law enforcement department wants in an ideal facility with what the governing body is willing to spend. Mr. Newman said ultimately the budget drives the process, and all parties need to be at the table negotiating what can and can't be afforded. That baseline needs to be hammered out at the very beginning of the conceptual process before hard designs are developed. Sarah Roick said that long-term maintenance costs need to be considered as well since that will be a continuing annual cost for decades to come. CM Boylan said he was intrigued by an earlier presentation by another company about varying levels of security and amenities within a correctional facility to house different types of inmates. Mr. Cox said that plays very much into the cost estimation process because of the additional cost associated with higher levels of security. Assistant Chief O'Neal

asked about the largest facility AJAX has constructed. Mr. Cox said it was a 3,600 bed correctional facility which is basically a small city with multiple buildings and utilities.

President Salem said the Council Auditor's Office is currently looking at UF Health Jacksonville's finances related to indigent care. He is anxious to see what the cost is for health care for jail inmates being treated at UF Health and what it costs to transport and guard those inmates for them to be treated at the hospital. That will help the City to determine what sort of medical facilities are needed at a new jail. CM Boylan said he talked to the UF Health CEO recently and was told that about \$8 - 9 million of the City's annual \$40 million indigent care contribution goes to jail inmate health care.

NaphCare Inc.: TJ Meneely and Travis Day (both via Zoom)

NaphCare is the current provider of medical services at the jail. Mr. Meneely said every correctional facility is different as the needs and preferences of each jurisdiction differ. He would like to get input from the working group about what Jacksonville wants in the way of medical facilities in its new jail and can provide more detailed information on square footage and specific facility requirements for those facilities at the group's January meeting based on the City's desires. The current facility has a number of limitations: very little in the way of facilities for privacy and confidentiality for health discussion with inmates; hallways are too narrow to adequately accommodate stretcher transport along with normal foot traffic; there is not good ADA accessibility which means lots of moving and shifting of inmates to accommodate housing and treatment inmates with ADA needs in the spaces that are accessible; insufficient storage space, especially for biomedical waste; not enough facilities for secure storage of medical supplies; too much use of physical keys instead of electronic card access (poses a security risk from stolen or misplaced keys); insufficient sunlight and ventilation; insufficient negative air pressure cells to prevent air transmission of pathogens; satellite clinics insufficiently sized; need more room for administrative medical personnel in the clinic spaces, rather than a remote administrative office; need more room for records storage; need a dedicated space for initial health screening prior to the booking point of entry. Chairman Miller said JSO holds multiple law enforcement accreditations and facilities play a big part in meeting accreditation standards. He asked Mr. Meneely to include consideration of accreditation requirements in his report. Mr. Meneely agreed that's an important consideration.

President Salem asked if other jails have in-patient facilities sufficient to keep inmates overnight to avoid transporting them to a hospital such as UF Health, and asked if there are good examples of corrections facilities that are state-of-the-art that Jacksonville could look at to get design and cost information. Mr. Meneely said the current jail has 4 examination rooms and no ability for 24-hour care. An infirmary can provide varying levels of care and is absolutely needed, whether it has overnight stay capabilities or not. He said Hillsborough County's Falkenburg Jail is a good example of what's possible – it's well designed for a 50-year future and has 30 medical beds in several pods. CM Boylan asked if different kinds of facilities are needed for different kinds of inmates (e.g. mental health, behavioral health). Mr. Meneely said absolutely, and there are tiered levels of confinement security for inmates exhibiting different kinds of behavior to encourage them to transition them from greater to lesser confinement levels through good behavior. In response to a question from Mr. Boylan about what percentages of beds are needed for different inmate types, Mr. Meneely said that 80% of jail inmates have some kind of mental health or behavioral issue. That's a large part of why they end up in jail in the first place, but they don't all need specialized facilities.

Public Comment

Bruce Fouraker said there are 320 available acres at the Montgomery Correctional Center that are not zoned for conservation use that would make a good jail site. He suggested building a multi-county mental health correctional facility for the whole Northeast Florida region, perhaps near the state mental hospital near Macclenny in Baker County.

Carnell Oliver said the criminal justice system is fundamentally flawed and now that more white people are being arrested there is finally more attention being given to issues that the Black community has complained about for years. The system needs more use of civil citations for both juveniles and adults. Congressman Rutherford can be a source to get changes in federal law regarding funding sources.

Next meeting

The next working group meeting will be January 5, 2024 at 11:30 a.m. There will be two presentations and then a wrap-up of the working group's findings. The Northeast Florida Regional Council will be drafting a working group final report after that meeting.

Meeting adjourned: 9:36 a.m.

Minutes: Jeff Clements, Council Research Division

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