

# PALM BEACH COUNTY



# SHERIFF'S OFFICE

**PALM BEACH COUNTY**  
**SHERIFF'S OFFICE**  
**NATIONAL INSTITUTE OF CORRECTIONS**  
**JAIL RESOURCE CENTER**

**THE PLANNING OF THE NEW**  
**PALM BEACH COUNTY JAIL**  
**A CASE HISTORY**

by  
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date  
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## INTRODUCTION

Since the mid 1980's Palm Beach County, Florida has ranked among the fastest growing areas in the Country. Recent years have been witness to the County's transition from a seasonal tourism and agricultural economy to a modern urban community that incorporates numerous cultures and life styles.

With growth has come necessary change in services and facilities to accommodate a larger, more diverse population. While growth has brought new opportunities and a strengthened economy, at the same time it has put a tremendous strain on the County's Criminal Justice System. Subsequently, all change that has accompanied growth has not been positive, as evidenced by the tremendous increase in the inmate population of the County Jail.

How did we get where we are today?

In 1980, a class action lawsuit was filed in Federal Court by inmates of the Palm Beach County Jail against Sheriff Richard P. Wille. The suit, *Blackman vs Wille*, sought relief of chronic overcrowding; summarily, a preliminary injunction to improve conditions of pretrial confinement in the jail... in a manner which did not infringe upon the constitutional rights of the Plaintiffs and the sub classes they represented. The capacity of the existing jail at the time was 350. Average daily inmate populations exceeded the 400 and, with increasing regularity, approaching 500.

The action as filed was brought pursuant to Title 42, United States Code, Section 1983 of the United States Constitution and the Laws of Florida. In summary, the Court found that the Plaintiffs had made a sufficient showing of the ultimate likelihood of success on the merits of their allegations and that the Palm Beach County Jail in each category addressed. was constitutionally deficient as to justify preliminary injunctive relief.

In July, 1983, the Sheriff's Office took possession of the new 576 bed Main Detention Center at Gun Club Road. The crime rate had not slowed down, however, and by 1985 dramatic increases in the number of arrests and jail bookings resulted once again in a system-wide inmate population that exceeded its capacity. Mechanical and security system deficiencies in the new facilities as well as various design constraints, (i.e. sightlines, acoustics, separation of inmates, open cell fronts) were exacerbated by the overcrowding as well. A staff, already less than adequate in number, was hardpressed to control the growing inmate population.

In Palm Beach County, the Board of County Commissioners is responsible or providing the facilities and funding the operation of the jail. The Sheriff is responsible for the function and operations of the jail on a day-to-day basis, i.e. the care, custody, supervision, and control of the offender's placed in his charge.

Together these officials recognized that the manner in which they solved their immediate problems would have an impact on their future ability to manage this particular population. Consequently, planning services and the development of a comprehensive Detention Facilities Masterplan to accommodate the County's needs well into the future was requested. These officials recognized also that the problem solving process and the development of long-term solutions could not occur in a vacuum if they were going to be effective. Community and Government Agencies, citizen and business participation were sought to work in conjunction with Criminal Justice professionals.

On June 25, 1985, the Board of County Commissioners approved resolution number 85.935 which established the Adult Corrections Coordinating Committee. The function of the committee was to "coordinate the collection of information, assessment of needs, and the projection of future requirements".

In order to facilitate this effort, the Board of County Commissioners entered into a contract with Rosser Fabrap/Justice Systems, Inc. To produce a detention masterplan which included the following work plan elements:

1. A projection of future correctional needs to the year 2005, including space requirements for all County Adult Correctional Facilities.
2. An evaluation of existing jail facilities and the management policies and procedures, including staffing patterns and inmate programs.
3. Short and long range capital improvements necessary to meet corrections needs to the year 2005, including suggested modification or expansion of existing facilities, as well as estimated costs for any new facility construction.
4. An assessment of the current level of alternatives to incarceration and the potential for expansion.
5. A review of existing security measures and a security audit of all facilities.

Following receipt of written Notice to Proceed from the County in March, 1986, the consultant began the development of this criteria. The production of the resultant masterplan took place between the months of April and November, 1986. The work itself involved the review of countless documents, technical evaluations and workload studies in conjunction with over 200 personal interviews with County Criminal Justice System practitioners and agency officials. The final draft of the document was approved by the Adult Corrections Coordinating Committee in December, 1986. In February, 1987, the Board of County Commissioners accepted the masterplan into record and instructed County staff to prepare a plan for implementing its recommendations.

In the months that followed various Board appointed citizen/business committee reviews of the plan were undertaken, financing options were studied and evaluated and a funding methodology determined. Solicitation and procurement of both Program Management and Design Services were accomplished, and contracts with the selected consultants developed, negotiated and approved by the Board.

The planning and design of the County's largest corrections expansion program ever undertaken got underway in November, 1989, with the first programming meeting held at the Sheriff's Office conference room and attended by representatives of the Sheriff's Office Corrections Division, County Public Works and Engineering Services Division, the Program Manager and the Design Architect/Engineer.

Programming took approximately 6 months to complete and included various tours of correctional facilities throughout the United States, the development of a comprehensive mission statement including operational and design objectives, and most significantly, a detailed space by space description and definition of the new facilities operating, architectural, engineering, security and area requirements.

The development of facility concepts and site masterplanning occurred, for the most part, simultaneous with the later phases of programming. Design development of the selected concept and completion of construction and bidding documents were accomplished in record time. Construction began in November 1990. Occupancy of the new facilities is scheduled for March 1993.

This manual is intended to serve as a reference document to participants of Resource Center Training. It is based on the specific experiences and requirements of Palm Beach County.

- \*Section I Summarizes, by chapter the major elements and key findings of the original masterplan study.
  
- \*Section II Provides, in outline form, the activities necessary to accomplish the planning and design of a major correctional facility.

# THERE'S NO ROOM AT THE INN



## **SECTION I**

# **MASTERPLAN DEVELOPMENT**



## INMATE PROFILE ANALYSIS

In order to determine the number and type of beds required by the detention facilities in Palm Beach County, it was necessary to develop a profile of the population to be served. This profile began to define the security and programmatic requirements of the jail population.

In addition to collecting, coding, analyzing and interpreting inmate profile data, it was essential that statistical analysis be paralleled with extensive interviews with personnel who worked in the various components of the County's criminal justice system and who had experienced changes in the system's processes, as well as its population, during the past several years.

Demographic data was collected on 1,027 randomly selected cases. This data was analyzed to identify the type of offenders being processed and the changes in that group over the past few years. The key findings are summarized as follows:

- \* Inmates 18-39 years of age made up almost 85 percent of the sample.
- \* The percentage of females booked into the County's correctional system increased from 12 percent to 20 percent between 1985 and 1986.
- \* Persons booked for misdemeanors/violations made up 63 percent of the sample, while felonies constituted the remaining 37 percent.
- \* Approximately 27 percent of the people booked were released the same day admitted, 64 percent within 1 day, 86 percent within 21 days, 92 percent within 44 days, 96 percent within 90 days, 99 percent within 180 days, while 1 percent remained 181 days or more.
- \* Bail/bond was the most frequently used method of release (31%), followed by those actually sentenced to serve additional county time (29%), followed by Release on Recognizance (23%).
- \* Inmates charged with misdemeanors/ordinance violations were more frequently released within one day than those charged with felonies.
- \* Approximately 27 percent of the inmates were released the same day admitted: 68 percent of those released within one day were released by bail/bond or O.R.
- \* Bail/bond and On Recognizance were most frequently used as the method of release for inmates charged with misdemeanors/violations. The use of O.R. for misdemeanants and third degree felons increased significantly in 1986.
- \* Almost 38 percent of the sample were first time offenders, while 32 percent had committed up to three prior offenses and 31 percent had committed four or more prior offenses.

## THE CRIMINAL JUSTICE PROCESS

This chapter offered a review of the “System” as it exists in Palm Beach County. First, the roles and responsibilities of the significant system agencies were described.

Second, “The Process”, in chart form, identified the steps taken by a defendant from the time of arrest to and through sentencing, including the approximate time taken between each step.

Third, problems identified which affected the process, the time frames, or the general efficiency of the system itself, were discussed. Recommendations were offered.

### The “Players”

The key “players” and their roles in the County’s criminal justice process were identified. Those agencies included:

- \* Palm Beach County Commission
- \* County and Circuit Courts
- \* Clerk of the Courts
- \* Public Defender
- \* State Attorney
- \* Sheriff’s Office
- \* Florida Department of Corrections

### The Process

The criminal justice system as it exists in Palm Beach County and the process through which jail inmates are taken was described from arrest through trial. Problems identified which impact the efficiency of the system are discussed.

### Findings

1. Current estimates allowed that as many as 85% of all felony cases filed by the State Attorney were drug related crimes.
2. Law enforcement in Palm Beach County is “fractionalized”. The largest law enforcement agency is the County Sheriff’s Department followed by the West Palm Beach Police Department. After these there are over 20 separate municipal police agencies plus as many as 3-5 additional agencies that have

arrest authority (Highway Patrol, Florida Marine Patrol, etc.) all of whom make arrests and contribute inmates to the jail and subsequently to the system.

3. Approximately 63% of all admissions to jail were individuals who had been arrested for misdemeanors or County or City ordinances.
4. Although the Florida Rules of Criminal Procedure allow arresting officers to issue Notices to Appear (NTA's) (Rule 3.125) in lieu of physical arrest of individuals charged with a misdemeanor or ordinance violation, policies among arresting agencies within Palm Beach County varied considerably as to how NTA's should be applied.
5. Current procedures did not allow discretionary issue of NTA's by jail booking officers.
6. Bonds of \$200-\$500 applied to misdemeanor offenders were common. Those that could afford the bond could be released. Those that could not remained in jail.
7. Rule 3.130 of the Florida Rules of Criminal Procedure required that arrested persons (still in jail) be brought before a judge within 24 hours of their arrest; i.e., First Appearance Hearing. Depending on the time of day, day of the week, and offense charged, various individuals were often not seen by a judge for 36, 48, or as many as 72 hours following his/her arrest.
8. Information upon which the First Appearance Judge could base an informed pretrial release decision was generally not available. The custody or O.R. releases granted were essentially based on information provided by the defendant.
9. The time between First Appearance and Arraignment was determined by the State Attorney's office, i.e. the time it takes to officially file the charge and set the arraignment date. A significant step in the charging process is the State Attorney's interview with the arresting officer. While the interview itself did not usually exceed 20-30 minutes most officers were not coming in until 12-15 days following the arrest. Filing then typically took place between the 18th -21st day, with Arraignment from one week to ten days after that.

10. The practice of taking pleas at Arraignment Hearings had been an on-again, off-again issue in recent months. Problems appeared to generate from differing personalities, philosophies and manpower required to perform the required activities prerequisite to the legal presentation of a plea offer.
11. In the previous two years the number of cases pending trial in the Criminal Division of the Circuit Court had increased dramatically. During the first 6 months of 1984 the number of cases pending trial averaged between 1,200 - 1,400. During the same period in 1986 that number was between 2,200 - 2,400 with more recent months approaching 2,600 pending trial. During August and September 1986 approximately 20-22% (Approximately 550) of this number represented individuals in jail: an average of 90- 100 per judge/division.
12. There was no system of prioritizing jail cases over non-jail cases on the trial calendars.
13. An integrated, computer information system did not exist between the key criminal justice agencies in the County. Information was frequently duplicated, not received in a timely fashion, or in error with regards to jail inmates, case processing, court appearances and the like.
14. System officials agreed; the lack of consistency and stability of operations in ALL elements of the criminal justice system was the most significant contributor to delays and less than effective case management.

### Recommendations

1. EXPAND THE USE OF NOTICE TO APPEAR ( NTA ).
2. WEEKEND DUTY JUDGES SHOULD BE REQUIRED TO HEAR ALL FIRST APPEARANCE HEARINGS.
3. THE STATE ATTORNEY SHOULD ALLOCATE AND ASSIGN, ON A PERMANENT BASIS, NECESSARY STAFF AND RESOURCES TO GUN CLUB ROAD TO ADDRESS PRIORITY HANDLING OF ALL PRETRIAL DETENTION CASES.

4. THE PUBLIC DEFENDER SHOULD ALLOCATE AND ASSIGN ADDITIONAL STAFF AND RESOURCES TO GUN CLUB ROAD IN ORDER TO FULLY (RE) IMPLEMENT EARLY REPRESENTATION AND PRIORITY HANDLING OF PRETRIAL DETENTION CASES.
5. WHEN THE NUMBER OF DETAINEES IN JAIL AWAITING TRIAL FOR 120 DAYS OR MORE MEETS OR EXCEEDS 60, THEY SHOULD BE DOCKETED FOR TRIAL AND COUNTY AND/OR OTHER CIRCUIT JUDGE(S) SHOULD BE ASSIGNED TO THE FELONY TRIAL DIVISION UNTIL THE IDENTIFIED CASES HAVE BEEN TRIED AND EFFICIENTLY DISPOSED OF.
6. PLANNING MUST BEGIN IMMEDIATELY TOWARDS THE DEVELOPMENT OF AN INTEGRATED, COMPREHENSIVE, CRIMINAL JUSTICE MANAGEMENT INFORMATION SYSTEM.



# THE CRIMINAL JUSTICE PROCESS

Palm Beach County, Florida

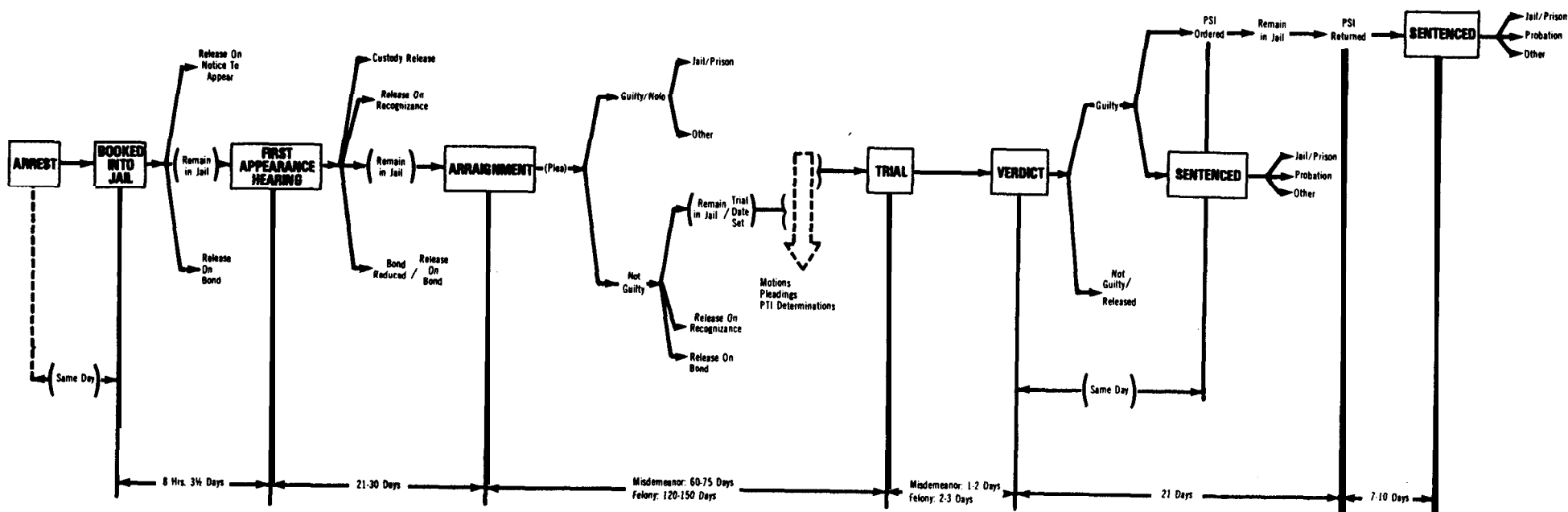


Figure II- 1

## PROGRAMS AND ALTERNATIVES

This effort provided a review of community based programs which supervised and/or provided services to Palm Beach County offenders. These programs offered services to offenders while awaiting trial, after sentencing and in some cases during incarceration. In some instances, the programs described served as alternatives to incarceration and offenders or defendants were directed or accepted to participate by judges, the State's Attorney or other corrections or private agencies.

To obtain this information eighteen (18) separate agencies, representing approximately 30 public, private non-profit, and governmental organizations and programs were surveyed.

Those programs utilized on a regular basis and those programs or services identified by criminal justice system practitioners as providing a viable service to individuals apprehended or incarcerated were described.

The use, effectiveness and relationships of these programs were discussed and recommendations for expanded and additional programs were provided.

### Current Programs

- \* FLORIDA DEPARTMENT OF CORRECTIONS
  - Probation
  - Community Control
  - Pretrial Intervention
  - Probation & Restitution Center
  
- \* PALM BEACH COUNTY
  - County Court Probation
  - Directive Community Service
  
- \* CORRECTIONS DIVISION, PALM BEACH COUNTY SHERIFF'S OFFICE
  - In-House Arrest/Work Release
  - Weekender Program
  
- \* PRIDE, INC.
  - Misdemeanant Probation
  - In-House Arrest
  - Pretrial Intervention

- \* 45th STREET MENTAL HEALTH CENTER
  - Baker Act Commitments
  - Secure Treatment and Evaluation Program (STEP)
  - Psychological Resident
  - Forensic Case Management
- \* COMPREHENSIVE ALCOHOLISM REHABILITATION PROGRAMS, INC. (CARP)
- \* DIVISION OF COMPREHENSIVE ALTERNATIVES; PUBLIC DEFENDER'S OFFICE, 15th CIRCUIT

### Findings

1. County-wide there were between 10,000 - 12,000 adults under supervision of the various criminal justice, corrections or criminal justice sanctioned programs.
2. The actual impact that the number of individuals under supervision in the community may have had on the jail population could not be accurately determined. Some suggested that as many as 8%- 10% of those under community supervision would have otherwise been in jail or that as many as 30%-50% would have served some time in jail were the programs not otherwise available.
3. County Court judges had the option, when placing individuals on probation of directing sentences to either County Probation or Pride, Inc. Probation.
4. The Work Release program, while it provided an opportunity to inmates to work during the day in the community and subsequently contribute to their room and board costs, did not free up jail bed space because inmates returned to the facility every night and remained during weekends.
5. The concern for the availability of adequate substance abuse and mental health treatment facilities and programs in Palm Beach County was very significant and shared by public and private criminal justice and social service professionals alike.
6. Mental Health professionals that worked within the criminal justice system and who were familiar with the jail's population conservatively estimated that 75-100 individuals, mentally diagnosed and in jail could be safely diverted



from the jail were an appropriate treatment facility available. These numbers did not include violent and/or severely mentally ill offenders.

7. The STEP facility in Lantana provided a secure crisis stabilization environment for offenders, however, was limited in the number of beds available (28); the type of offenses for which offenders are charged, i.e., no sex offenders, “escape risks”; and the proximity to the jail.
8. Drug and Alcohol abuse was considered the most significant contributor(s) to crime and criminal activity in Palm Beach County. Few residential programs were available to offenders and in fact, there was only one organization that operated residential facilities for drug addicted adults.
9. It was estimated that as high as 90%-95% of the jail’s population were substance abusers and/or mentally disordered at the time of their arrest. The behavioral results, when those individuals were placed in the jail, included destabilization, withdrawal, acting out, and belligerent behavior.
10. Incorporating data finds provided in the Inmate Profile Analysis with these finds suggested:
  - \* That 60%-65% of those admitted/booked into jail would be out within 2 days; (85% within 21 days).
  - \* That 50% of those in jail had committed 2 or more offenses prior to the one they were currently arrested for; 39% had committed 3 or more and over 30%, 4 or more.
  - \* That 90%-95% of the jail’s population on any given day were (and are) substance abusers (drug/alcohol) and/or mentally disordered at the time of their arrest.

### Additional Considerations

In addition to the primary recommendations that were intended to impact jail bed requirements, the following programs were recommended because of their potential impact on workload reduction, system efficiency, and social and economic benefits.

- a. DUI Booking Alternatives
- b. Enhanced County Probation
- c. Full-time Weekend Jail Program
- d. Jail Farm Operation

## INMATE POPULATION PROJECTIONS

Developing pretrial and sentenced population projections is crucial for determining any County's overall correctional needs. In order to begin developing viable approaches for solving the then existing problem of overcrowding, it was important that Palm Beach County properly anticipate its corrections population growth in the short and long term future. This was accomplished by developing an understanding of population trends, documenting historical relationships between criminal justice system variables, and advocating changes in the system that could influence the dynamic and highly interactive behavior of Palm Beach County's criminal justice system. The initial projections ( refer to Population Projections Chart, Figure IV-I) provided a base from which to demonstrate the impact of various decisions made throughout the processing of an individual as well as provide an opportunity to proactively formulate alternatives to current policies and procedures existing in the criminal justice system's various components.

### Methodology

The study utilized the system dynamics approach to forecast Palm Beach County's jail population.

The philosophy behind system dynamics rests on the belief that a system's characteristics are driven by various policies and traditions constituting the system's structure.

Males and females, age 18-39, were the driving force for projecting the respective caseloads of the County's correctional system. Over 85 percent of those who entered and were processed through the Palm Beach County's jail were between the ages of 18-39 years.

This data generated over a 16 month period, 1985 through the first four months of 1986, to establish the most recent trends that influenced the key issues and variables of the County's Correctional System.

Some data and statistics supplied from as far back as 10 years, from other sources of information.

**Table I-1**  
**Age Distribution**

	1985 ( % )	1986 ( % )	1985-1986 <u>( % )</u>
Less than 18 years old	.2	1.5	.5
18 - 24 years old	30.0	31.6	30.6
5 - 34 years old	45.3	40.6	43.5
35 - 44 years old	16.3	17.5	17.0
45 and over	8.0	8.0	8.0
Unknown	.2	1.0	.5

Reported Offenses

Index crimes, serious or frequent crimes, increased in Palm Beach County by 14.4% between 1984 and 1985. This increase was comparable to increases in surrounding counties.

Arrests

Although there had been general growth in both the County's "at-risk" population and arrests during the five year period between 1981 and 1985, no direct association existed between population and arrest growth rates. While the "at-risk" population increased 19 percent during the five year period and total arrests 23 percent, 20 percent of the growth in arrests occurred between 1981 and 1982 while the "at-risk" population increased only 3.7 percent.

Both Circuit and County Court case filings were projected to increase significantly over the next 20 years. Criminal case filings in Circuit and County Courts were expected to have the largest growth rate (48% and 88% respectively).

Inmate Population Projections

Simulating Palm Beach County's criminal justice system and projecting the inmate population required several assumptions that;

- \* Palm Beach County's criminal justice system's caseload and population was driven primarily by the County's 18-39 year old population.

- \* Modified growth trends would continue with specific criminal justice system variables.
- \* Average jail length of stay figures would remain at their 1985 values.
- \* Bedspace based on average daily population figures did not appropriately account for peaks in daily jail population. Thus, a bed utilization/management factor was used to project the required bedspace.
- \* The Palm Beach County criminal justice system is highly interactive and dynamic, requiring the future development of several scenarios to speculate and proactively plan for changes in the system's behavior.

Projections illustrated in Figure IV-1 are presented to the year 2005.

Chapter IV Population Projections

Figure IV-1 Palm Beach County  
*Projected Average Daily Population*

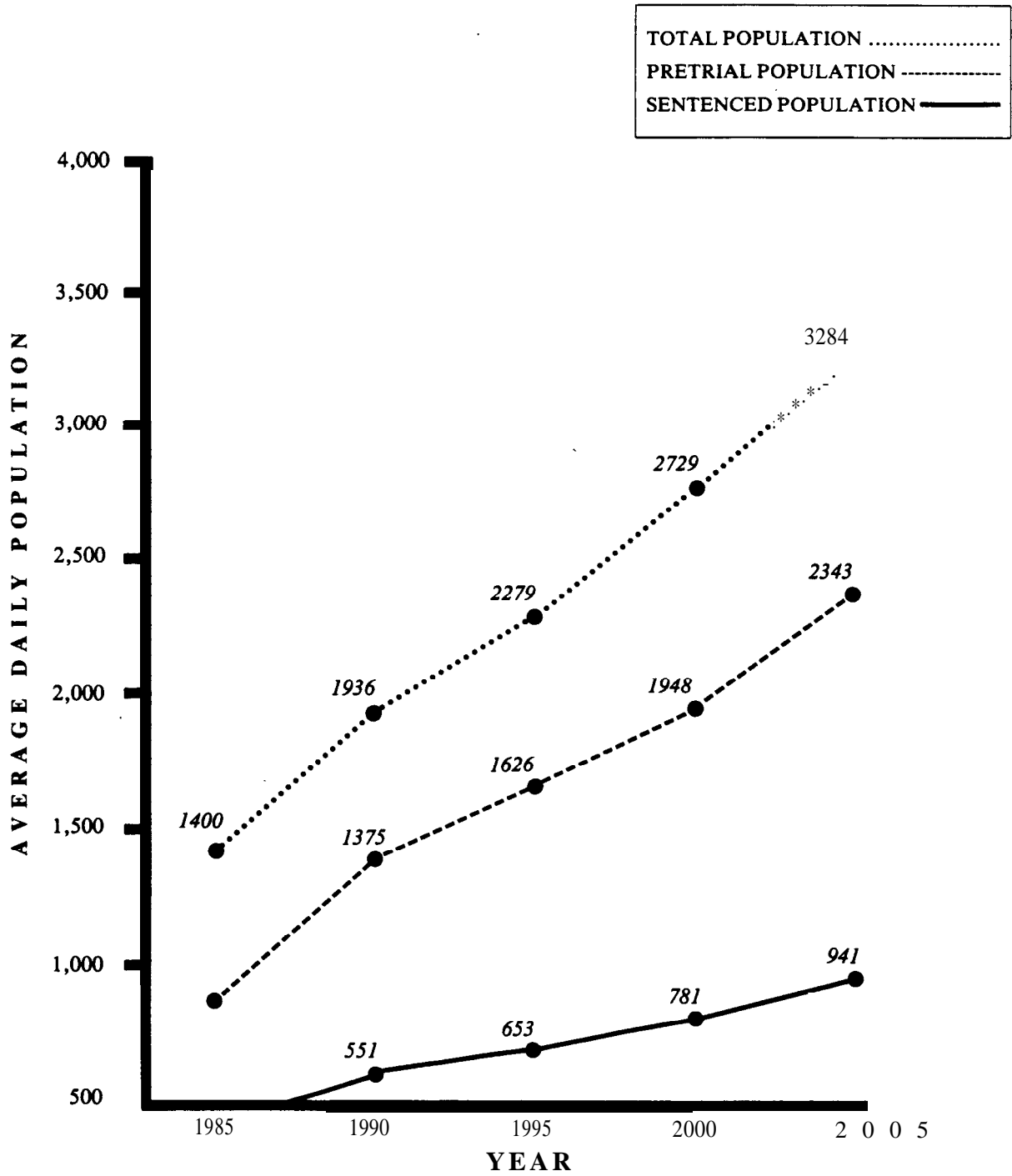


Figure IV-1

## EXISTING JAIL FACILITIES EVALUATIONS

The Palm Beach County Jail Facilities are comprised of three geographically separate complexes: The Main Detention Center in the Criminal Justice Complex off Gun Club Road; The County Stockade on Fairgrounds Road approximately 10 miles away; and The Jail Facility at Belle Glade 40 miles to the West.

These evaluations studied the appropriateness and capability of the existing facilities to provide housing for the County's present and future inmate populations in a manner consistent with State and National standards, existing life safety and building codes and accepted correctional practices. Essentially, knowing what the long term inmate population requirements would be (per previously developed projections) it was next necessary to determine the extent to which the existing facilities could accommodate them.

The facility evaluations consisted of a series of site visits, interviews, discussions with staff, building measurements and inspections, and examinations of available plans. During the survey, the buildings and grounds of the three facilities were studied to assess the general features such as hardware, windows and doors. The facilities were examined in terms of the quantity and quality of spaces available for necessary functions and their adjacency and access in terms of such as communications, security, heating/ventilating/air conditioning, and electrical, were examined from an engineering standpoint as well as their adherence to life safety and other building code requirements.

The results of these evaluations and suggested longrange application continued use of existing facilities were incorporated in the context of the space and capital outlay requirements chapters that follow.

## FUTURE FACILITY REQUIREMENTS

The future jail space requirements of the County were based upon the population projections presented previously and the existing inventory of facilities. The projected average daily inmate population was converted into projected bed requirements by classification level. Once these categories were identified, more definitive facility requirements for the year 2005 were determined. The facility requirements developed were in context with planned additions and renovations at existing facilities as well as new facilities.

It is important to recognize that in the four year period between 1986, when the Masterplan was submitted, and 1990, when construction began on the new Main Jail, that several plan elements were changed. For example the original plan recommended that a 656 bed facility addition be constructed at the Gun Club Road site and a new 500 bed facility be constructed elsewhere. Four years later the 656 bed addition is a facility of approximately 960 beds. Beds beyond those originally called for at the Stockade and Belle Glade have been added and a 500 bed facility “elsewhere” in the County is no longer anticipated. Subsequently, the numbers that follow have changed somewhat over the years as the plan has been changed and/or modified to meet changing requirements. The numbers and requirements that follow are as defined in the original plan.

TABLE I

### Projected 2005 Bed Requirements

<u>Inmate Type</u>	<u>Bed Requirements</u>		
	<u>Pretrial</u>	<u>Sentenced</u>	<u>Total</u>
Maximum/Close Security	693	48	741
Medium Security	368	48	416
Minimum Security	1,167	848	2,015
Forensic	96		96
Juvenile	32		32
Female	313	222	91
<b>TOTALS</b>	<b>2,587</b>	<b>1,035</b>	<b>3,613</b>



The table that follows compares to the projected year 2005 bed requirements with the available capacities of the existing facilities. The shortfall in the number of beds which will result by 2005 is the difference between these 2 numbers and is shown for each security level in the Deficit column of the Table.

TABLE II

System Capacity Analysis

<u>Security Level</u>	<u>Current Capacity Used for Plan</u>	<u>Year 2005 Requirements</u>	<u>Deficit</u>
Maximum/Close	16	741	725
Medium	344	416	72
Minimum	788	2,015	1,227
Forensic		96	96
Juvenile		32	32
Female	98	313	215
TOTAL	1,246	3,613	2,367

Additional Space Requirements

Using these Deficit numbers as a guide, recommendations for new construction were developed. These recommendations were described as follows:

Gun Club Road Complex

Construct a new 656-bed pretrial facility on this site. This facility will provide for the major pretrial capacity, as well as special housing for forensic and juvenile inmates, and will allow conversion of the existing Main Jail to its new, long-term mission.

Stockade

The deletion, by removal or conversion to other uses, of inadequate inmate housing will be complemented by the construction 256 beds of new minimum security housing at this site to complete the development at this location. In addition, a new administration building will be constructed.

### Belle Glade

The western side of Palm Beach County will have a full-service jail facility when the conversion of existing space is complemented by the construction of 168 beds of new housing.

### NOTE REGARDING NEW FACILITY LOCATIONS:

It should be noted that the locations of the one or more new facilities needed to accomplish this plan were not selected during Masterplan development. The areas of Delray Beach, Riviera Beach, and Lake Worth were used simply to identify potential general locations based on then current demographics.

\*Refer to Facilities Requirements and Space Program.

### Delray Beach

In order to meet the projected future requirements, it will be necessary to develop additional facilities for pretrial detention at new locations. There are two options presented in this plan to accomplish the long-range objective; those are described more completely in the final chapter, but in either case, one new facility for approximately 480 pretrial beds is required. The facility should house a mix of maximum, close, and medium security inmates, in order to provide for the needs of the system, under Option "B", which also requires an extensive use of alternative programs to limit incarceration.

### Riviera Beach, Lake Worth

Should the County determine that new and alternative programs will not be developed, then two additional 500-bed pretrial facilities, for minimum security inmates, will need to be constructed to meet bed space requirements after 1990. These two locations have been identified as appropriate sites if the building requirement comes to pass, and these projects are included in Option "A" planning.

In conclusion, Table 4 which follows, summarizes the facilities plan described here narratively. The proposed renovation and/or redevelopment of each institution has been identified in terms of the adjusted bed capacity. The construction projects described above have been included to provide a year 2005 capacity which meets the projected inmate population levels.

Chapter VI Facilities Requirements & Space Program

Table VI-4 2005 Total Bed Capacity

**BED TYPE**

INSTITUTION	Pre-Trial				Sentenced				Special Category				Total Beds
	Max/Close	Med.	Min.	Total	Max/Close	Med.	Min.	Total	Foren.	Juv.	Fem.	Total	
MAIN JAIL:													
Existing	-	-	45	45	44	44	130	218	-	-	313	313	576
New Pretrial	494	-	34	528	-	-	-	-	96	32	-	128	656
STOCKADE:													
Existing	-	-	-	-	-	-	390	390	-	-	-	-	390
Addition	-	-	-	-	-	-	256	256	-	-	-	-	256
BELLE GLADE:													
Existing	-	-	26	26	-	-	62	62	-	-	-	-	88
Addition	56	32	62	150	4	4	10	18	-	-	-	-	168
NEW INSTITUTIONS:													
● Delray Beach	143	336	-	479	-	-	-	-	-	-	-	-	479
*Riviera Beach (A)	-	-	500	500	-	-	-	-	-	-	-	-	500
*Lake Worth (A)	-	-	500	500	-	-	-	-	-	-	-	-	500
TOTAL BEDS:	693	368	1167	2228	48	48	848	944	96	32	313	441	3613

(A) Under Option "B," delete these two new institutions

\*NOTE: It should be noted that the locations of the one or more new facilities needed to accomplish this Plan are not selected at this time. The areas of Delray Beach, Riviera Beach, and Lake Worth have been used simply to identify potential, general locations based on current demographics. When planning begins for any one of these specific projects, a site evaluation and selection process should be carefully executed to identify actual locations.

## Capital Outlay Plan

A capital outlay plan in Palm Beach County had been developed to provide the most cost effective response to the statement of bed capacity short fall, or deficit Requirements and Space program. The plan incorporated two major elements, Improvements and Renovations and new construction.

Two options for the future were contemplated in Palm Beach County.

Option "A" that provides for the full correction of the projected year 2005 bed space deficit by means of new facility development:

Option "B" required the expansion of alternative programs to incarceration and involved less new construction.

Table VII - 1 Construction implement schedule

Table VII - 2 Design capital / development schedule

Table VII - 3 Funding schedule

## Chapter VII Capital Outlay Plan

Table VII-1 *Construction Implementation Schedule*

This chart depicts the scheduling of each project. The components identified on the legend include site selection, planning, and construction; the construction time includes bidding, contract award, and construction. A square at the beginning of each project indicates the year in which funding is required. A solid dot at the end of the phase indicates the year in which the project is completed and, subsequently, the year in which the new beds will come on line.

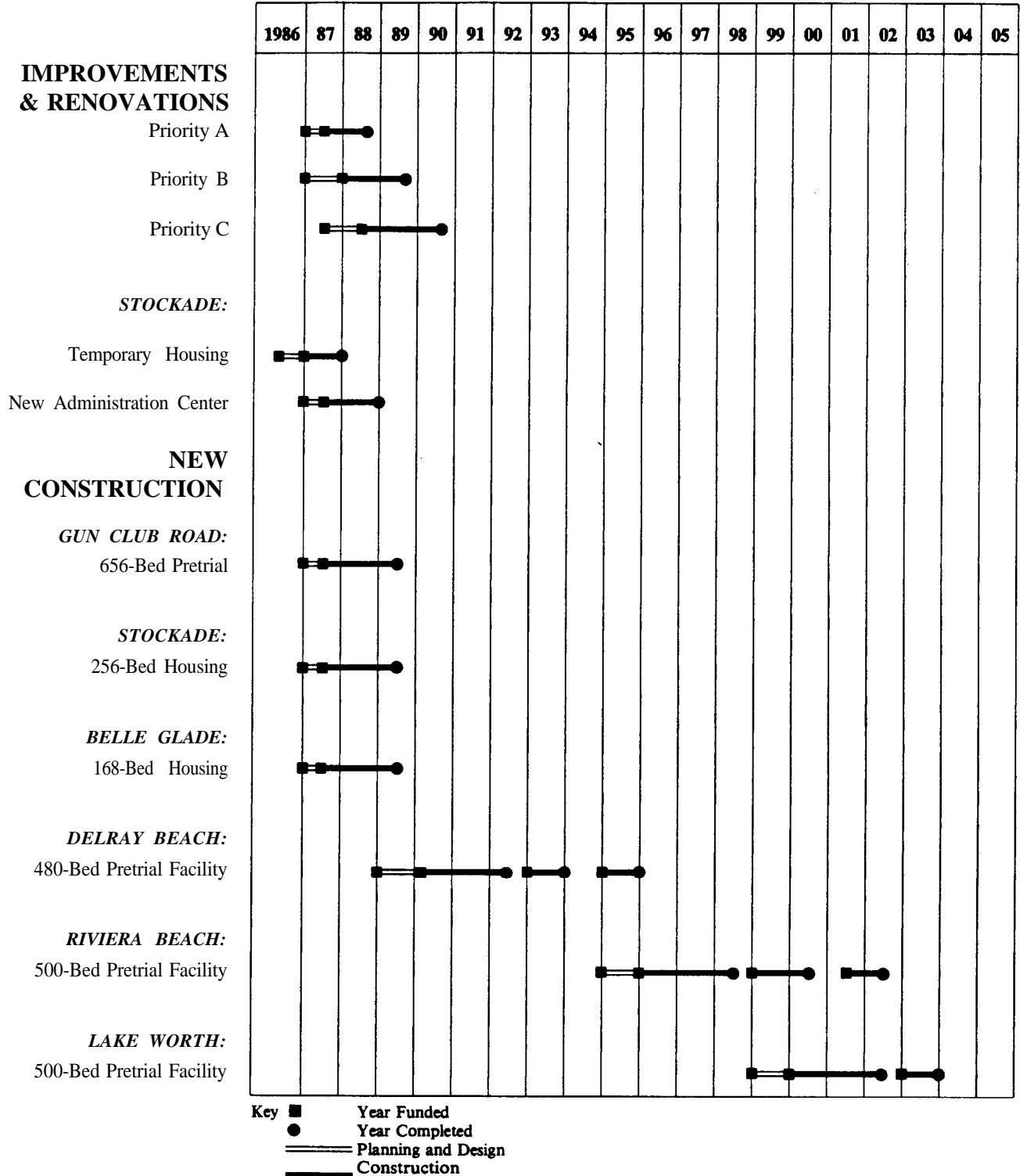


Table VII- 1

## Chapter VII Capital Outlay Plan

Table VII-2 Design Capacity Development Schedule (Year End)

This chart shows the development, over time, of the design capacity of the system, through the addition of bed space at existing and new facilities. The tabulation at the bottom shows the net effect on the bed deficit of the plan's execution.

FACILITIES	1986	87	88	89	90	92	94	96	98	00	02	04	Total Design Capacity
Main Jail	630		(AX54)										576
Double-Bunking		208		(208)									
Gun Club Pretrial				656									656
<i>Stockade:</i>													
Existing Housing	528												
Temporary Housing		192		(192)									
Delete Admin. Bldg. Housing				( 98)									
Delete Female/ Juvenile				( 40)									390
Additional Housing			256										256
<i>Belle Glade</i>													
Existing Housing	88												88
Additional Housing				168									168
<i>New Institutions:</i>													
Delray Beach							192	96	192				480
Riviera Beach										192	192	116	500
Lake Worth											192	308	500
<i>Net Effect:</i>													
Adjusted Capacity	1246	1646	1902	2134	2134	2326	2422	2614	2806	2998	3306	3614	3614
Projected Requirements	1677	1788	1903	2021	2129	2292	2444	2604	2800	3002	3244	3496	3613
Deficit/Surplus	(431)	(142)	(1)	113	5	34	(22)	10	6	(4)	62	118	

(A) Reduce to Design Capacity

Chapter VII Capital Outlay Plan

Table VII-3 Funding Schedule  
(Thousands of Dollars):

This graph shows the capital outlay requirement by year. The funding has been divided in most cases into two phases, the first (P) representing the pre-construction costs which equal approximately 10% of the construction costs, and the second (C) representing the construction costs. This schedule also shows the capital outlay requirements necessary for the renovation projects identified in Chapter V. Cost estimates are based on a Summer 1987 bid date index and will be impacted by escalation of construction costs to actual bid dates.

Project	Fiscal Year 1987	Year 1988	89	90	91	92	93	94	95	96	97	98	99	00	01	02	03	04	05
<b>IMPROVEMENTS</b>																			
<b>RENOVATIONS</b>																			
Priority A	49 P																		
	486 C																		
Priority B		110 P																	
		1,071 C																	
Priority C			31 P																
			313 C																
<b>STOCKADE:</b>																			
orary Housing (Funded)																			
Administration Center	240 P																		
	2376 C																		
<b>NEW</b>																			
<b>CONSTRUCTION</b>																			
<b>656-BED PRETRIAL:</b>																			
(Gun Club Road)	2200 P																		
	27600 C																		
<b>STOCKADE:</b>																			
256-Bed Housing	600 P																		
	5800 C																		
<b>BELLE GLADE:</b>																			
168-Bed Housing	540 P																		
	5500 C																		
<b>DELRAY BEACH:</b>																			
80-Bed Pretrial Facility																			
Phase I (192 Beds)			1800 P	10400 C															
Phase II (96 Beds)						3300 C													
Phase III (192 Beds)									6500 C										
<b>RIVIERA BEACH: (A)</b>																			
00-Bed Pretrial Facility									1400 P										
Phase I (192 Beds)										8000 C									
Phase II (192 Beds)													5200 C						
Phase III (116 Beds)															2800 C				
<b>LAKE WORTH:</b>																			
00-Bed Pretrial Facility														1100 P					
Phase I (192 Beds)															8000 C				
Phase II (308 Beds)																	8000 C		
<b>FUNDING REQUIREMENT:</b>																			
Planning/Design	3629	110	1631	-	-	-	-	-	1400	-	-	-	1100	-	-	-			
Construction	41762	1071	313	10400	-	3300	-	-	6500	8000	-	-	5200	8000	2800	8000			
<b>TOTAL</b>	<b>45391</b>	<b>1181</b>	<b>2144</b>	<b>10400</b>	<b>-</b>	<b>3300</b>	<b>-</b>	<b>-</b>	<b>7900</b>	<b>8000</b>	<b>-</b>	<b>-</b>	<b>6300</b>	<b>8000</b>	<b>2800</b>	<b>8000</b>			

(A) Funding requirements for Riviera Beach and Lake Worth are deleted in Option "B."

Table VII-3

Figure ES-1 Impact of Recommended Programs on Projected Jail Bed Requirements

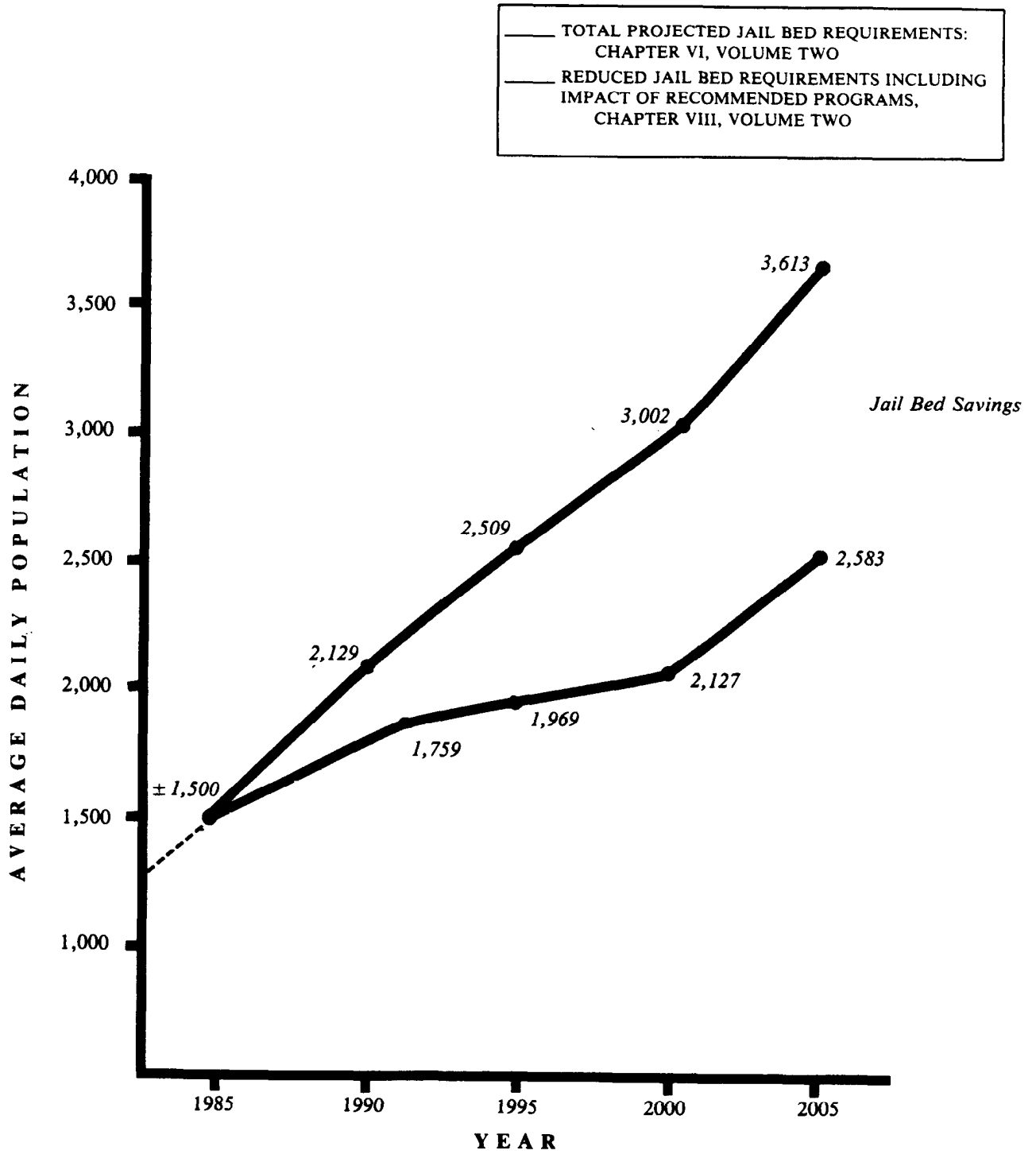


Figure ES-1



## SUMMARY OF MASTERPLAN RECOMMENDATIONS

The foregoing components of this Masterplan described a study and subsequent program of facilities renovation and construction necessary to correct existing deficiencies and satisfy the bedspace requirements of the County's projected inmate population to the year 2005. The total budget estimate of construction costs alone (in 1987 dollars) associated with this program was:

\$103,416,000

This figure was based on a course of action identified as Option "A", which assumed that the County Criminal Justice System's level of activity and incarceration practices would continue at the present rate; and that the County would build all the space needed to accommodate the projected inmate population.

Option "B", on the other hand, considered the possible impact that the various programs alternatives to incarceration and improved system management would have on the projected construction requirements of the 1990's.

### Programs and Alternatives

Of the available programs highlighted in the plan, two were recommended for immediate expansion;

- \* Work Release
- \* In-House Arrest

The development of a new program was also recommended:

- \* Intake Screening Unit

### Projected Impact of Programs on Jail Bed Savings

	1988	1990	1995	2000	2005
Intake Screening Unit	45	120	190	250	300
Work Release		100	100	200	200
In-House Arrest	70	150	205	425	525
TOTAL	115	370	540	875	1,025

Cost Comparison

A planning estimate of the comparative costs of Options "A" and "B" was provided, (1987 dollars). While this comparison was based on a 20-year planning period so as to be consistent with the rest of the plan, an extension of the period to 30 or more years (reflecting the minimum estimated useful life of new jail facilities) was expected to show even greater savings.

Life Cycle Cost Comparison of Options

<u>Cost Category</u>	<u>Option "A"</u>	<u>Option "B"</u>
New Construction and Renovation	\$103,416,000	\$ 68,916,000
Building Operations & Maintenance*	82,100,000	74,900,000
Food Service	55,000,000	45,700,000
Medical Service	64,400,000	53,600,000
Institution Staffing	556,000,000	501,200,000
<i>Programs and Alternatives:</i>		
Intake Screening Unit	--	8,187,000
Work Release	--	20,317,000
In-House Arrest	---	<u>3,162,000</u>
TOTAL	\$860,916,000	\$775,982,000

The impact of these paragraphs is illustrated graphically in Figure ES-1.

Summary

Findings have been presented that identified the number of jail beds required to meet the County's correction system needs to the year 2005. Recommendations were made which are summarized as follows:

- \* Option A - presented a plan that called for the addition of 2,500 beds to accommodate corrections requirements over the next twenty years. The

necessary construction, staffing and operations costs to meet this need was projected to exceed, \$860,916,000.

- \* Option B - suggested the implementation of new and expanded alternative programs and various system improvements, in conjunction with a modified building effort of 1,500 additional beds.

The findings and requirements were clear, many more correctional facility beds were needed. The Masterplan presented findings and detailed cost information for both Options in order that timely decision making could occur and serve as the key to the successful management of the system's resources and requirements.

The County recognized that it must build 1,500 beds. The decision the County had to make was whether to build 1,000 additional jail beds; or, to implement less expensive alternative programs and system improvements.

Option "B" was recommended to the Board by the Adult Corrections Coordinating Committee. The approved Option "B" recognizing that by efficiently managing its offender population and reducing actual facility requirements over the next 20 years, Palm Beach County could achieve a potential savings of \$85,000,000.

## **SECTION II**

### **FACILITY PLANNING AND DESIGN**

## Architect Selection

Following acceptance of the Detention Facilities Masterplan by the Board of County Commissioners, public notices were prepared and published seeking professional Architectural/Engineering services in the development of major new detention facilities in and for Palm Beach County:

More than two dozen proposals were received from firms located throughout the Country. Senior **County** staff, including personnel from the Engineering and Architectural divisions, evaluated the proposals based on previously established criteria. These criteria included:

1. Experience in the planning and design of correctional facilities of similar size and complexity.
2. Demonstrated technical experience and depth of personnel.
3. Experience of the individuals proposed to work on the project.
4. Demonstrated success in meeting project-budget requirements
5. Demonstrated success in meeting project schedule requirements.
6. Design experience and appropriate technical registration in the State of Florida.

Following the review of all proposals received, a “short-list” of five firms were selected as finalists. In turn, these five firms were invited to Palm Beach County to present themselves and their proposals in oral presentations before the Selection Committee. The Selection Committee consisted of the five County Commissioners, The Sheriff, The Deputy County Administrator, County Engineer, County Architect, Development Director and Program Manager.

In February 1988, The Board of County Commissioners approved the Selection Committee’s recommendation of the firm Rosser Fabrap/Justice Systems, Inc.

In the chapters that follow, the primary task elements of the Design process are illustrated in outline form.

## Facility Programming

A master operational and space program was developed to account for all needed spaces and their square footages for the proposed facility. The program incorporated all applicable correction, life safety and building standards and codes.

The document was led by a mission statement which succinctly stated the purpose, anticipated detained population and goals and objectives for the jail.

Following a tour of existing detention facilities operational criteria and a deficiency requirements specific to this facility were developed. Criteria included such issues as access, operational policies, security circulation, staffing, parking requirements, user needs and hours of operation.

Adjacency requirements were defined in order to provide design guidelines for organizing the functional areas of the facility.

A description of the inter-relationships of all services/programs was completed, including type and quantity, methods of delivery, population served, and utilization rates.

The outline which follows simply highlights the major tasks and subtasks undertaken during facility programming.

### 1. DEFINE PROJECTS

- A. Establish project budget
- B. Establish project schedule
- C. Establish project scope

### 2. TOUR OF DETENTION FACILITIES

- A. Identify known (existing and operational) facilities which contrast and incorporate objectives, operation/design philosophy, etc.
- B. Establish tour purpose and objectives
  - 1. Evaluation forms
  - 2. Photographic requirements
  - 3. Participants
  - 4. Schedule and logistics
- C. Tour of selected facilities
- D. Assessment
  - 1. Evaluations and information
  - 2. Findings

### 3. MISSION STATEMENT

- A. Existing jail facility
  - 1. Current operational practices
  - 2. Existing facility limitations
  - 3. Operational requirements
- B. Operational goals and objectives for new facility
- C. Relationship scenarios
  - 1. Jail with Sheriff's operations - current and expanded
  - 2. Jail and Sheriff's operations with existing other CJ users, i.e., Local Police, State Attorney, Clerk and Judiciary
- D. Mission Statement for new jail facility
  - 1. Operational philosophy
  - 2. Security objectives
  - 3. Service objectives
  - 4. Management objectives

### 4. DESIGN OBJECTIVES

- A. Overall design essentials
  - 1. Constitutional standards
  - 2. State design requirements/guidelines
  - 3. Management philosophy
- B. Environment facility should create
  - 1. Impact of design on staff
  - 2. Impact of design on inmates
  - 3. Impact on surrounding neighborhood/area
- C. Essential design criteria, i.e.,
  - 1. Enhancement of operation effectiveness
  - 2. Efficient utilization of staff
  - 3. Flexibility of design, e.g., fluctuation in security, population, etc.
  - 4. Consolidation of appropriate support/service components
  - 5. Compliance with applicable national, state, local, operations and construction standards, requirements and codes

## 5. OPERATIONAL AND SPACE PROGRAM

### A. Key functional areas including

1. Public lobby
2. Administration services
3. Detention/security services
4. Intake (booking)/release
5. Intake housing
6. General population housing
7. Special management housing
8. Medical/mental health (forensic) housing
9. Visitation
10. Recreation
11. Education
12. Treatment
13. Religious services
14. Library/law library
15. Health services
16. Food services
17. Commissary
18. Laundry
19. Warehouse & Maintenance
20. Transportation

### B. Operational program for each functional area identified

1. Policy statement
2. Process/procedures
3. Hours of operation
4. Users - volume & circulation
5. Organization and staffing
6. Communications requirements

### C. Facility program for each functional area identified

1. Access/circulation
2. Adjacencies/functional relationships
3. Security
4. Architecture
5. Engineering



- D. Prepare an area space/program summary list for each functional area identified
  - 1. Area description
  - 2. Number (of each space/area)
  - 3. Applied space standards
  - 4. Net square feet
  - 5. Net-to-gross efficiency factor
  - 6. Total gross square feet
  
- E. Describe major activities within each functional area identified
  - 1. Activity components
  - 2. Area/space relationships
  - 3. Issues
  
- F. Develop adjacently/bubble diagrams for each functional area
  - 1. Relationships(s) of area components(s)/function(s)
  - 2. Access/movement
  - 3. Control
  
- G. Develop master space program summary for new facility(s)
  - 1. Functional areas
  - 2. Net square feet
  - 3. Efficiency factors
  - 4. Gross square feet
  
- H. Refine project budget
  - 1. Develop area budget projections
  - 2. Identify potential cost alternatives, if appropriate
  - 3. Revise program as necessary to meet County budget requirements
  
- I. Conduct program review
  - 1. Presentations (County, Sheriff's Office)
  - 2. Recommendations
  - 3. Define consensus opinion(s)
  - 4. Program adjustments as required
  
- J. Submit initial program draft
  
- K. Obtain approval of Facility Program document

## DESIGN

The design of a major correctional facility is a complex and highly technical, labor intensive undertaking. The outline that follows illustrates the major task elements of the primary phases of the design process; i.e.

- \* Concept Development and Site Master Plan
- \* Schematic Design
- \* Design Development
- \* Construction Documents

Since corrections personnel are typically more involved at the earlier stages of design, the Schematic Design phase is outlined in more detail than either Design Development or Construction Documents. In that the later two phases tend to involve technical applications and intensive documentation of specific details only their major task elements are identified.

## CONCEPT DEVELOPMENT AND SITE MASTERPLAN

Site masterplanning located and massed all structures on the site. Several options were developed. Each option was defined in terms of where new facilities would be located, their relationships with existing structures and major internal activity components. key building components, including building access and security perimeter requirements were identified.

Following selection of the preferred option by the County, conceptual design began. Preliminary floor plans were developed and actual physical connection requirements with the existing structures were identified.

1. PRELIMINARY SITE MASTERPLAN CONCEPTS TO COINCIDE WITH DESIGN OPTIONS TO ILLUSTRATE:
  - A. Movement of inmates into/out of site area
  - B. Official/Staff/Public/Service access to/from site.
  - C. Movement within/around site perimeter
  - D. Use/Re-use of existing facilities
  - E. Construction phasing scenarios
2. PROVIDE PRELIMINARY COST ESTIMATES FOR EACH CONCEPT DEVELOPED
3. PRESENTATION OF CONCEPTS:
  - A. Alternatives & Options
  - B. Staffing/Operations Impact (General)
  - C. Critique
  - D. Design Team Recommendations
4. IDENTIFICATION OF PREFERRED DESIGN CONCEPT
5. OBTAIN WRITTEN APPROVAL OF PREFERRED DESIGN CONCEPT BY DESIGNATED COUNTY STAFF & SHERIFF'S OFFICE
6. SUBMISSION OF PREFERRED DESIGN CONCEPT TO COUNTY FOR CONCURRENCE

7. DEVELOPMENT OF PRELIMINARY DESIGN CONCEPT SKETCHES  
FOR:

- A. New facility(s)
- B. Floor(s) & elevation(s)

## SCHEMATIC DESIGN

Based upon the approved concept option, the development of a schematic design for the new facility began. Throughout this phase, the design team held extensive review sessions with the Sheriff's staff and appropriate County personnel. Each functional area (e.g., Central Control, Administration, Intake, Housing, etc.) was discussed and reviewed with the staff representing each area. Transition Team members who worked on the Facility Program continued to work closely with design personnel, meeting no less than once per week, to assure that the schematic design reflected an accurate translation of the program elements and their previous operational decisions. The same team members then conducted an operations audit to insure the design met the operational requirements of the program. This process involved the step by step review and comparison of the written objectives and requirements of each operational area within the design floor plan. Following preliminary approval of Schematic Design(s) by the County and Sheriff's representatives, drawings were presented to appropriate regulatory agencies as required for review.

### 1. ARCHITECTURE

- A. Floor Plans
- B. Construction Systems and Materials
- C. Outline Finishes
- D. Wall Construction Options
- E. Acoustical Requirements
- F. Vehicle Transportation Requirements
- G. State Jail Standards/Guidelines
- H. Regulatory Agencies
- I. Fire and Life Safety Code Requirements

### 2. QUALITY CONTROL

- A. Peer Review
- B. Criminal Justice Review

### 3. ENGINEERING CRITERIA

- A. Engineering Systems to Building Requirements
- B. Engineering Space Needs
- C. Engineering Distribution System

- D. Major Engineering Systems
- E. Fire and Life Safety Systems

#### 4. SECURITY CRITERIA

- A. Sightlines, Control Points and Operational Supervision Characteristics
- B. Circulation Patterns
- C. Population Containment Areas for Fire/Life Safety
- D. Perimeter and Sub-Perimeter Security
- E. Physical, Electric and Electronic Security Requirements
- F. Gauge, Material and Functional Requirements of Physical, Electric and Electronic Security Systems
- G. Physical, Electric and Electronic Security Requirements that can be Accommodated in Physical Design
- H. Staff Duress System
- I. Staff Watchtour System
- J. CCTV Requirements/Restrictions
- K. Security Alarm System

#### 5. OPERATIONS AUDIT

- A. Floor Plan Meets Operation Program Requirements
- B. Evaluate Staff Fixed Posts
- C. Evaluate Staff Roving Posts
- D. Evaluate Staff Loading,
- E. Develop Preliminary Staffing Pattern
- F. Conduct Operations Review with Sheriff's Department/ Corrections Staff to Identify and Address Concerns

#### 6. COST ESTIMATE

- A. Confirm Design Meets Program Requirements
- B. Prepare Schematic Design level Cost Estimate
- C. Review Cost Estimate with County Project Manager

#### 7. MODELS

- A. Massing Model of Site-Existing & Planned Construction
- B. Housing Unit Study Model: Individual Unit-foam Core

## DESIGN DEVELOPMENT

From the approved Schematic Design, the Design Development Documents were prepared for approval by the Owner. They consisted of drawings and other documents which fixed and described the size and character of the project, including architectural, structural, mechanical, electrical, and security systems.

1. ADMINISTRATION
2. ENGINEERING DISCIPLINE COORDINATION/DOCUMENT CHECKING
3. OWNER-SUPPLIED DATA COORDINATION
4. ARCHITECTURAL DESIGN/DOCUMENTATION
5. ACOUSTICAL DESIGN/DOCUMENTATION
6. JUSTICE TECHNOLOGY DESIGN/DOCUMENTATION
7. STRUCTURAL DESIGN/DOCUMENTATION
8. MECHANICAL DESIGN/DOCUMENTATION
9. ELECTRICAL DESIGN/DOCUMENTATION
10. FOOD SERVICES SYSTEMS DESIGN/DOCUMENTATION
11. SECURITY ELECTRONICS DESIGN/DOCUMENTATION
12. CIVIL DESIGN/DOCUMENTATION
13. LANDSCAPE DESIGN/DOCUMENTATION
14. INTERIOR DESIGN/DOCUMENTATION
15. MATERIALS RESEARCH/SPECIFICATIONS
16. PROJECT DEVELOPMENT SCHEDULING
17. STATEMENT OF PROBABLE CONSTRUCTION COST
18. PRESENTATIONS

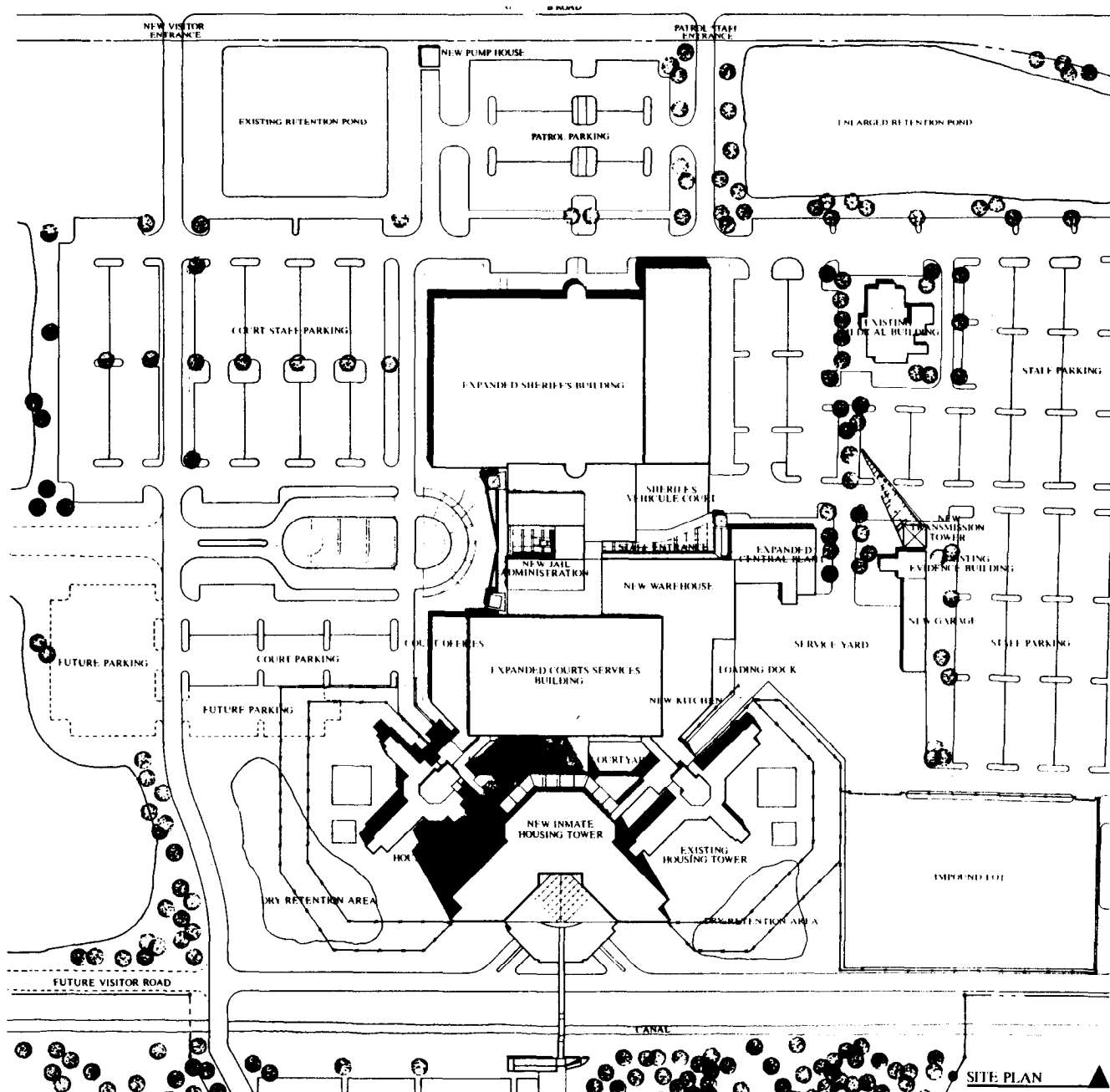
## CONSTRUCTION DOCUMENTS

During this phase, necessary services were provided to prepare, from the approved Design Development Documents, Construction Documents consisting of Drawings, Specifications and other documents setting forth in detail the requirements for bidding and contracting and for the construction of the Project.

1. ADMINISTRATION
2. ENGINEERING DISCIPLINE COORDINATION/DOCUMENT CHECKING
3. OWNER-SUPPLIED DATA COORDINATION
4. ARCHITECTURAL AND ENGINEERING DESIGN/ DOCUMENTATION
5. MATERIALS RESEARCH/SPECIFICATIONS
6. SPECIAL BIDDING DOCUMENTS/SCHEDULING
7. STATEMENT OF PROBABLE CONSTRUCTION COST
8. PRESENTATIONS
9. BIDDING

Following the Owners approval of the Construction Documents and of the most recent statement of probable construction cost, those services necessary to assist the Program Manager and the Owner in obtaining bids or negotiated proposals and in awarding and preparing contracts for construction, were performed as required.

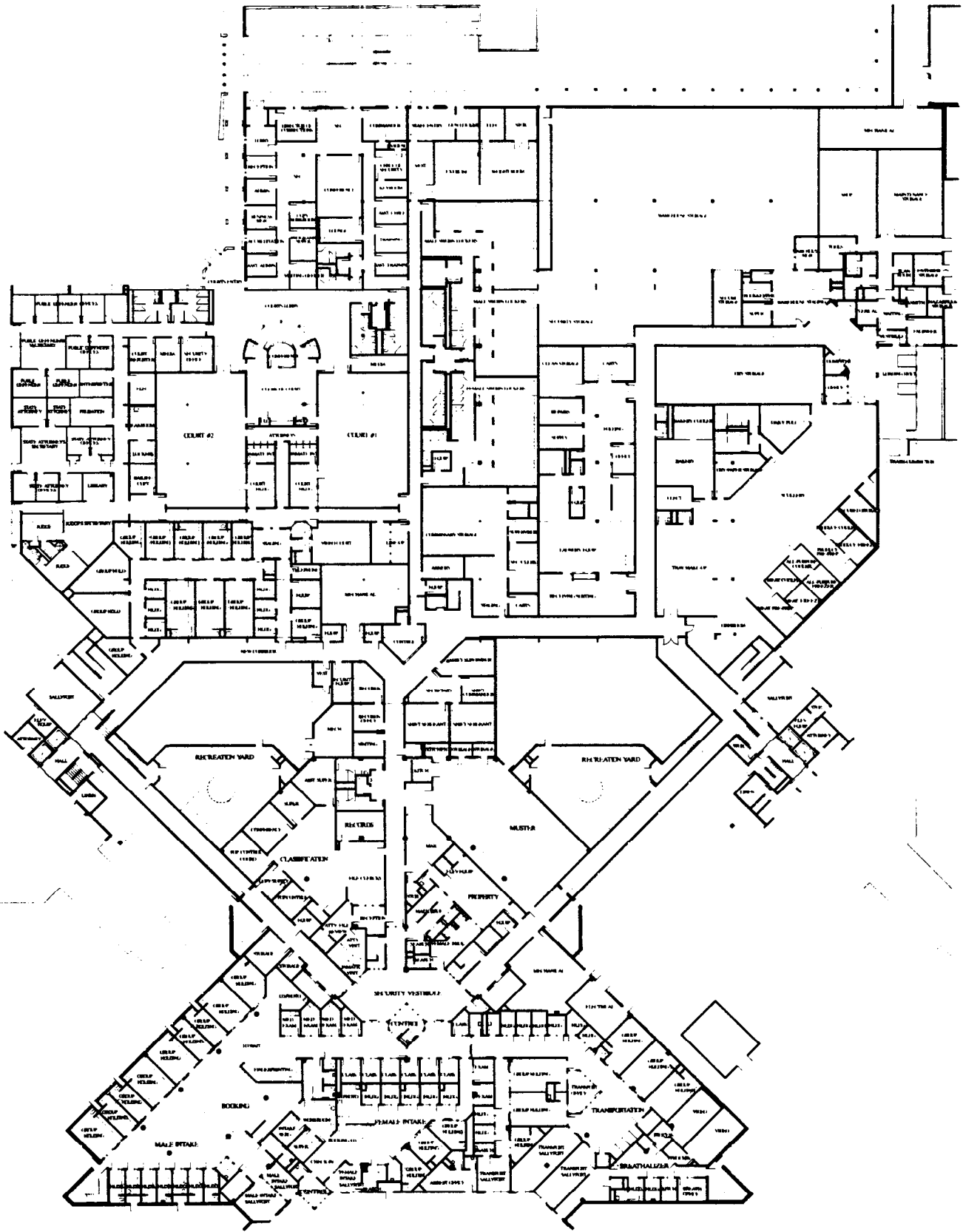




**PALM BEACH COUNTY CRIMINAL JUSTICE COMPLEX**

● ROSSER FABRAP ● JUSTICE SYSTEMS ● PALM BEACH COUNTY SHERIFFS OFFICE ● BRIEL RHAME POYNTER & HOUSER ●

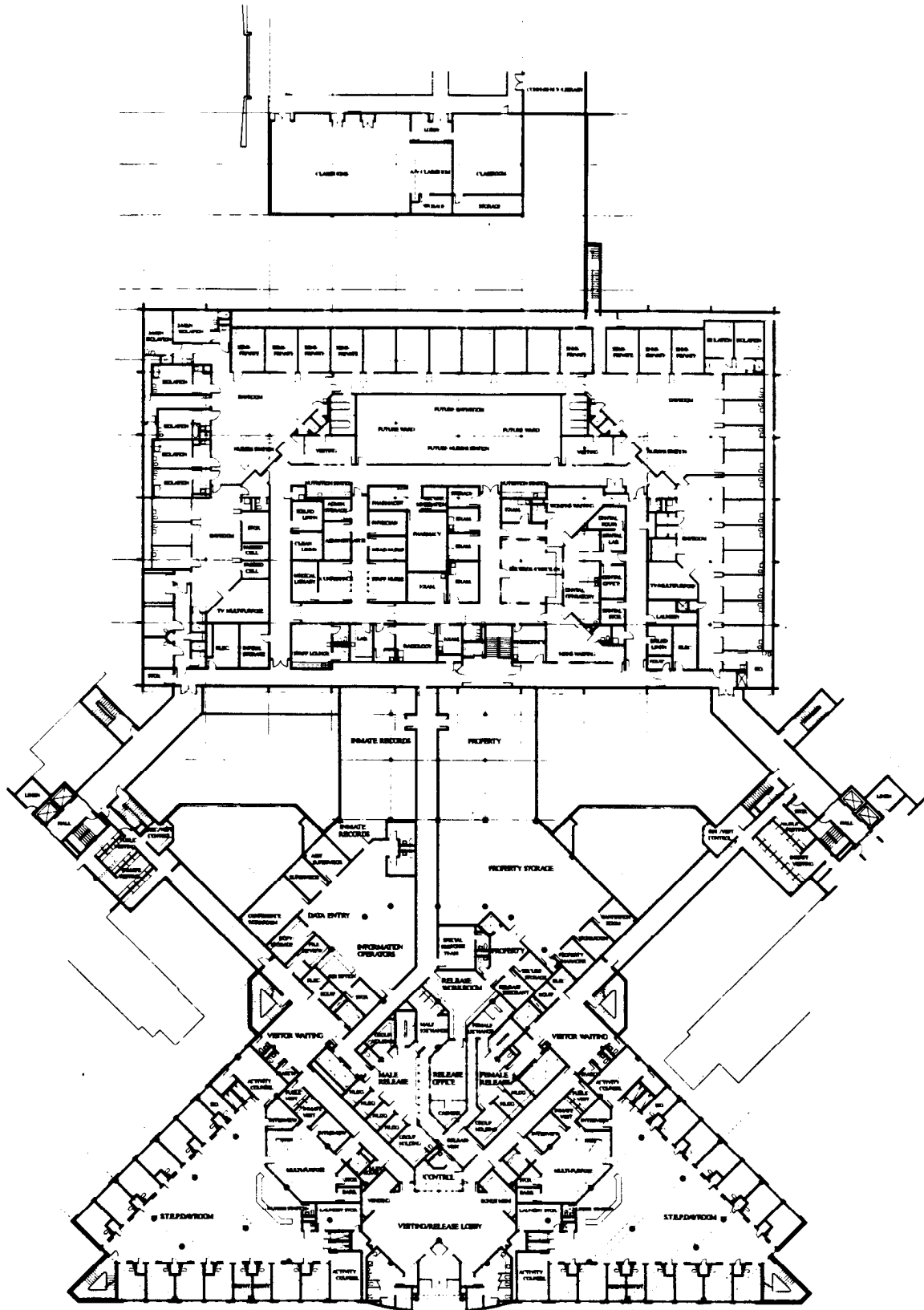
WEST PALM BEACH, FLORIDA



● FIRST FLOOR PLAN

PALM BEACH COUNTY CRIMINAL JUSTICE COMPLEX

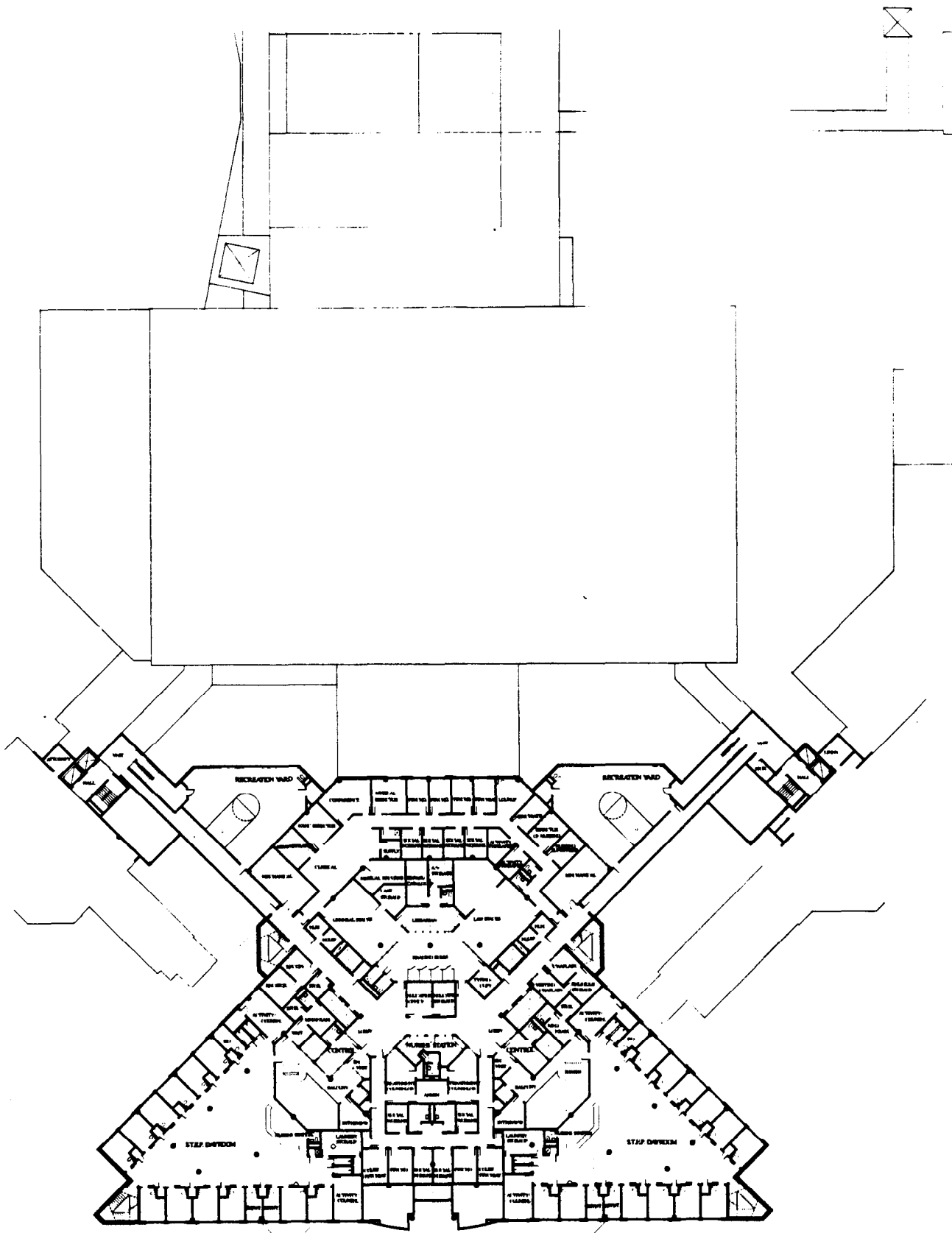
● ROSSER FABRAP ● JUSTICE SYSTEMS ● PALM BEACH COUNTY SHERIFFS OFFICE ● BRIEL RHAME POYNTER & HOUSER ●



● SECOND FLOOR PLAN

**PALM BEACH COUNTY CRIMINAL JUSTICE COMPLEX**

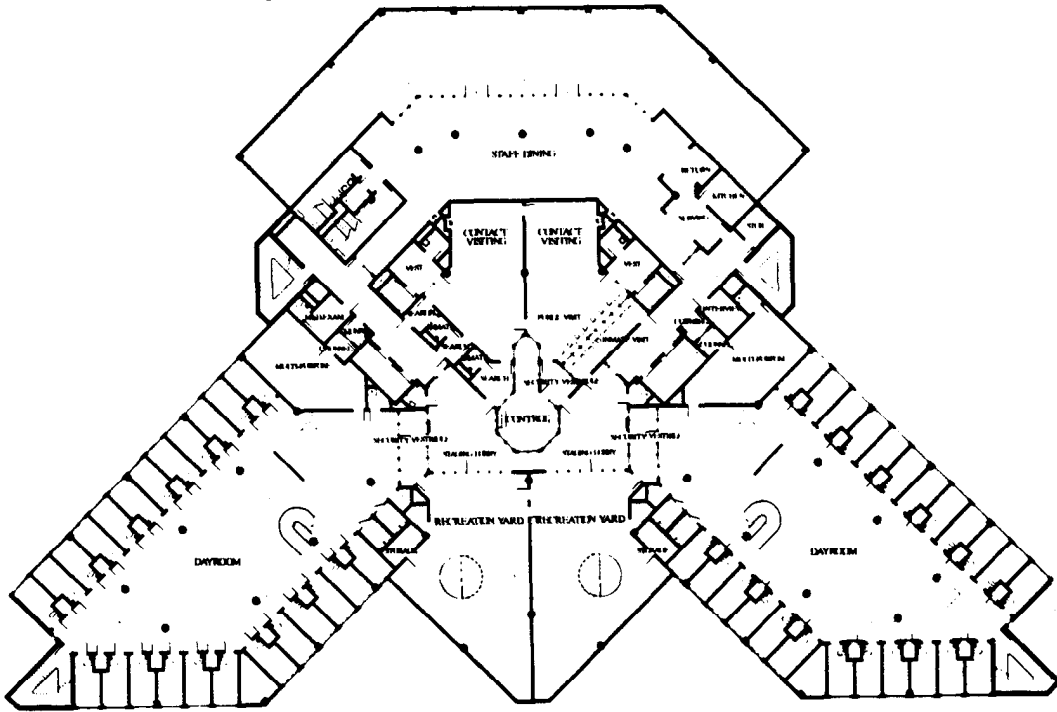
● ROSSER FABRAP ● JUSTICE SYSTEMS ● PALM BEACH COUNTY SHERIFFS OFFICE ● BRIEL RHAME POYNTER & HOUSER ●



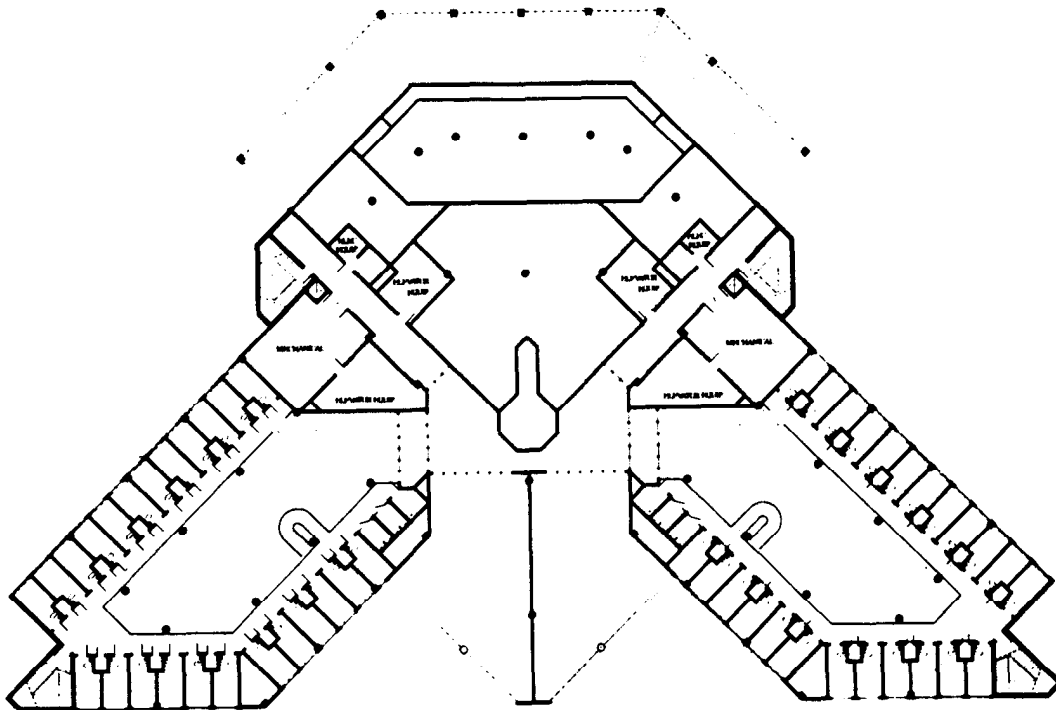
● THIRD FLOOR PLAN

**PALM BEACH COUNTY CRIMINAL JUSTICE COMPLEX**

● ROSSER FABRAP ● JUSTICE SYSTEMS ● PALM BEACH COUNTY SHERIFFS' OFFICE ● BRIEL RHAME POYNTER & HOUSER ●



● TWELFTH FLOOR PLAN

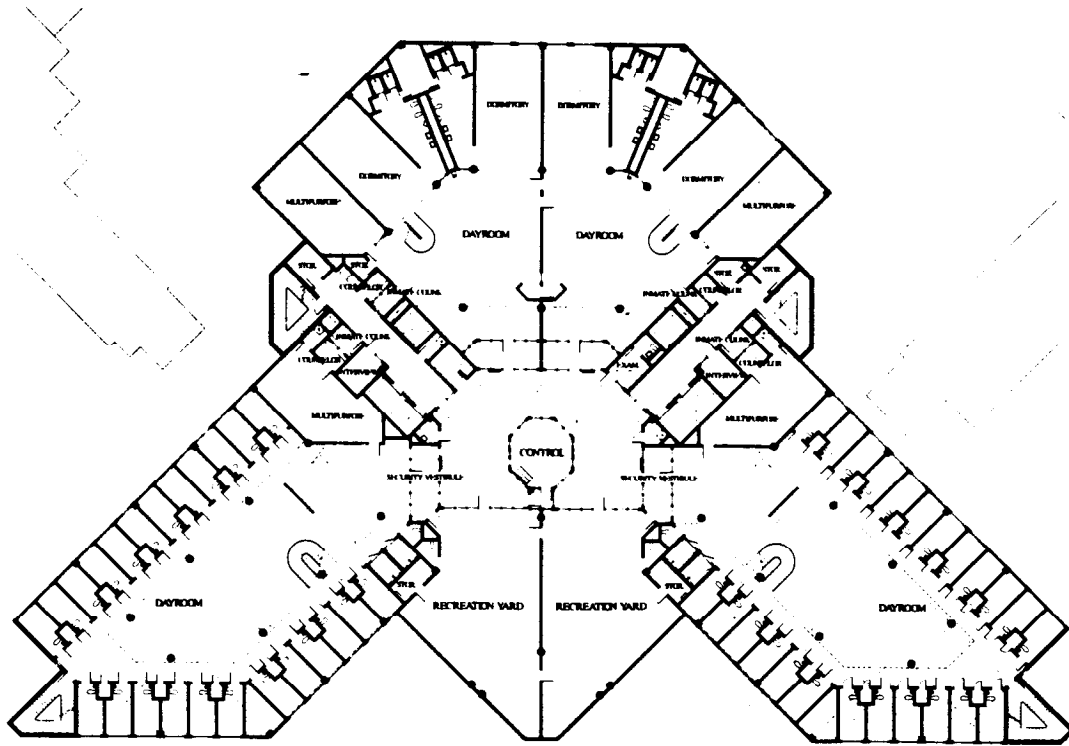


● THIRTEENTH FLOOR PLAN

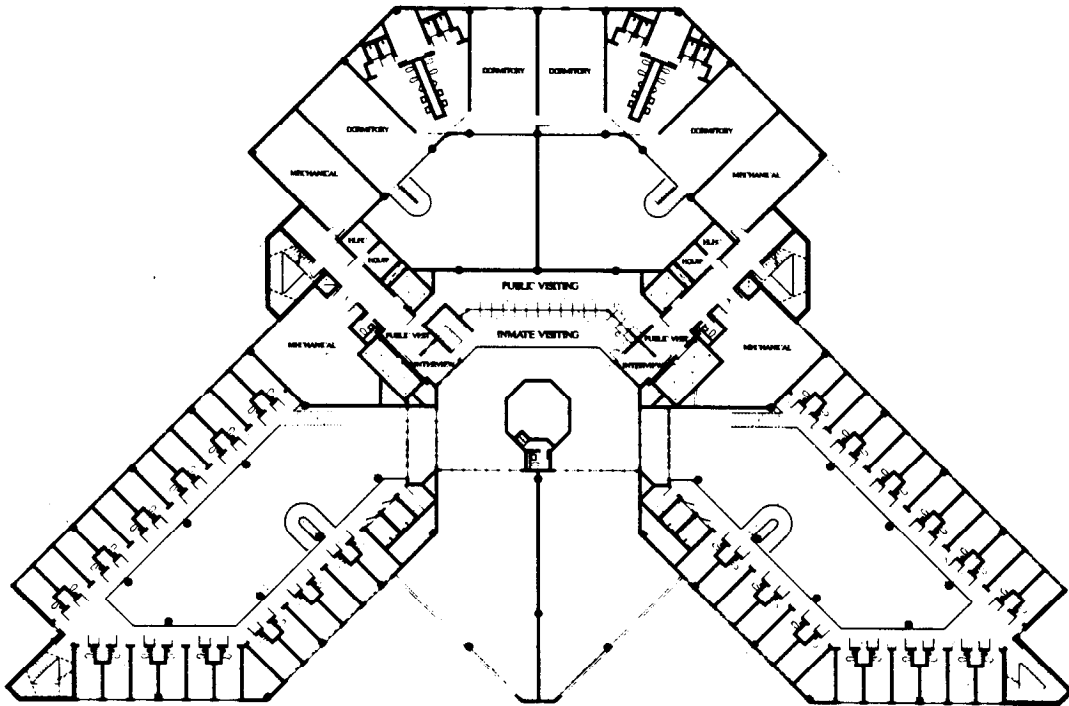
PALM BEACH COUNTY CRIMINAL JUSTICE COMPLEX

● ROSSER FABRAP ● JUSTICE SYSTEMS ● PALM BEACH COUNTY SHERIFF'S OFFICE ● BRIEL RHAME POYNTER & HOUSER ●

WEST PALM BEACH, FLORIDA



● TYPICAL HOUSING DAYROOM LEVEL

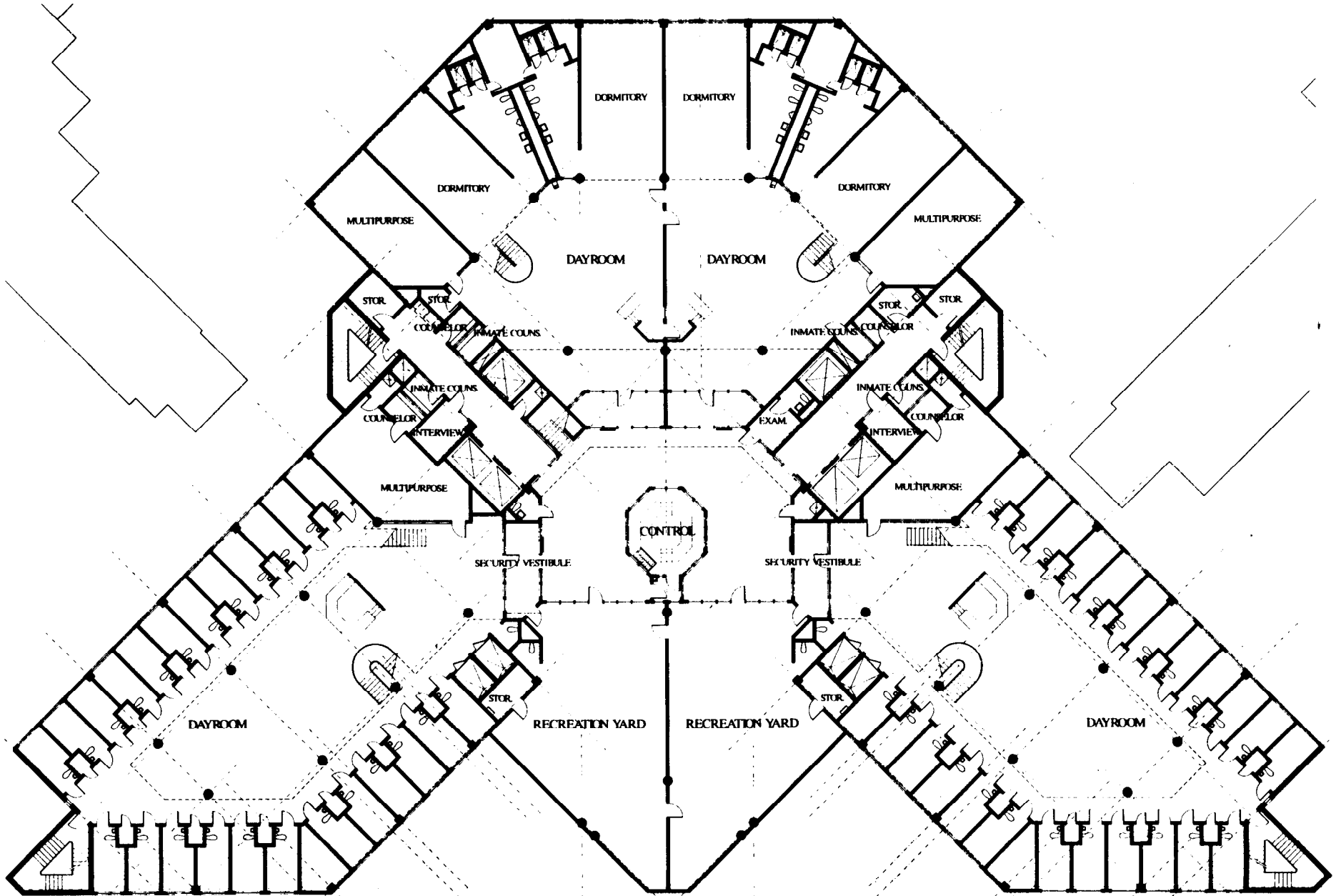


● TYPICAL HOUSING MEZZANINE LEVEL

PALM BEACH COUNTY CRIMINAL JUSTICE COMPLEX

● ROSSER FABRAP ● JUSTICE SYSTEMS ● PALM BEACH COUNTY SHERIFF'S OFFICE ● BRIEL RHAME POYNTER & HOUSER ●

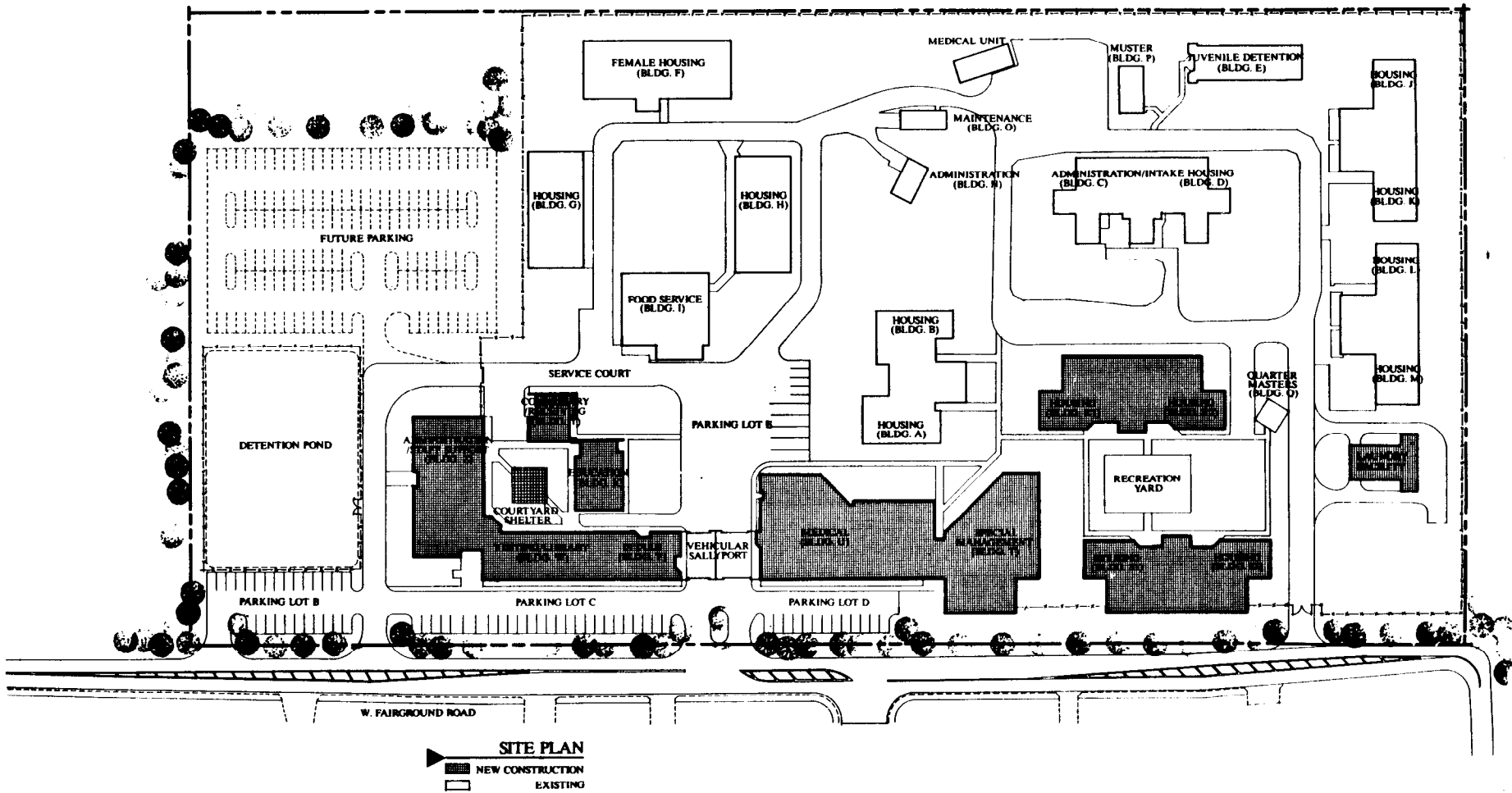
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**PALM BEACH COUNTY CRIMINAL JUSTICE COMPLEX**

- DIRECT SUPERVISION-TYPICAL HOUSING UNIT
- ROSSER FABRAP ● JUSTICE SYSTEMS ● PALM BEACH COUNTY SHERIFFS OFFICE ● BRIEL RHAME POYNTER & HOUSER ●

WEST PALM BEACH, FLORIDA



## PALM BEACH COUNTY STOCKADE

● ROSSER FABRAP ● ADMINISTRATION AND 256-BED HOUSING ● JUSTICE SYSTEMS ●

WEST PALM BEACH, FLORIDA



# PARDON OUR MESS!



## Transition Team Development

Planning a Transition Team can bring about operational problems, such as the number of staff required, budgeting, developing policy, and procedure and equipment.

In most cases Transition Team development came into play during and after construction was underway. Utilizing staff for construction check lists, security, orient staff to these activities, preventing isolation of the Team and to encourage support for their operations and the new philosophy on the part of the rest of the staff.

In Palm Beach County, Director Gerald Toles, elected to create the Transition Team in February of 1988. This made it possible for the team to participate in programs, concepts, schematic design, design development, and construction documents.

Transition Team Section Manual  
Palm Beach County Sheriff's Office

Created by Colonel Gerald Toles, Director of Corrections on November 6, 1988, the P.B.S.O. Transition Team undertook the task of assisting in the eventual construction of a 960 bed direct supervision facility, project number 00001.54.

This mission given the Transition Team involves a complex set of tasks which must be begun and completed before actual "Occupancy".

Transition is clearly a task beyond the ability of a single individual.

Tasks of the Transition Team

1. Identify functional areas and facility wide needs as they relate to a specific system or activity.
2. Collect and analyze available data as it pertains to fixtures, furniture, and equipment.
3. Address unresolved issues and suggest corrective/operational action.
4. Assist in development of written policies and procedures pertaining to operations of new facility.
5. Assist in orientation and training of staff in direct supervision mode.

Transition Principles

People support what they help to create

Take time and do it right

New buildings don't solve problems, staff do

Take advantage of the opportunity

Overcome resistance to change

## Goals & Objectives

The Transition Team section manual addressed the major issues to an effective transition plan. These issues are grouped into eight (8) areas.

1. Transition organization issues
2. Transition coordination issues
3. Transition training issues
4. Security issues
5. Inmate program issues
6. Support services issues
7. Transition administration issues
8. Move logistics issues

## Transition Coordinator

The transition coordinator is the single most important individual in the transition process. In a sense, the coordinator serves as the central nervous system for the transition process - receiving and providing information, facilitating informal communication between the individual post coordinator relaying messages, and integrating feedback so that a single unified response occurs.

The transition coordinator is responsible for establishing the overall objectives and structure of the transition process, including:

1. Defining the role of the Post Coordinator in the decision making process, either input/advisory or true decision making.
2. Establishing the memberships of the individual post coordinator.
3. Establishing the general time parameters for the transition process.
4. Establishing the initial meeting schedules for the post coordinator.

In addition, the coordinator serves as the chief enforcer for the transition. He/she must constantly monitor the activities of the post coordinator to ensure that they are accomplishing their activities in an efficient and timely manner. The coordinator also chairs the transition coordinating committee, bearing primary responsibility for the objective quality of the post coordinator decision making process.

Finally, the transition coordinator serves as the principal motivator for the transition team. He/she must maintain enthusiasm, mediate philosophical and operational coordinator has the responsibility for minimizing the disadvantages to the post coordinators approach.

### Administrative

The administrative coordinator should assist in planning activities for personnel recruitment and selection, records, and filing, budgeting and facility administration. To include the following:

1. A development of new facility management plan.
2. Preparation of transition budget.
3. Determination of system for inmate information management.
4. Requisition of new facility equipment and supplies.
5. Arrangement of facility tours, and opening ceremonies.
6. Review of new facility policies, procedures, and post orders.
7. Arrangement of media coverage of transition process.

### General Duty Description:

The administrative coordinator is responsible to assist in planning and developing a budget for the first year in which the facility will become operational. Prepare data and internal communication in planning and designing the new facility. To provide a requisition of equipment and supplies for the new facility. Identify the new facility staffing requirements

## Training

The training coordinator should assist in verifying staffing needs and skill deficiencies. Develop scheduling and managing training programs to match personnel resources with the needs of the new facility.

A minimum of eight (8) tasks should be conducted in order to develop, implement and evaluate the effective transition training program.

1. Preparation of transition training program.
2. Selection of transition trainers.
3. Development of transition training arrangements and curricula.
4. Preparation of transition training budget, delivery of training program.
5. Delivery of in-service training for existing personnel.
6. Delivery of pre-service training for new personnel.
7. Evaluation of training programs effectiveness.
8. Scenario developing.

### General Duty Description:

The training coordinator is responsible in assisting that all personnel possess the necessary skills to function in the new facility. To work with the construction manager, systems/equipment manufactures or representatives, and facility management and supervisory personnel in order to identify for each system or piece of equipment the skills to be acquired for each classification of personnel. The training coordinator must identify appropriate training methods, personnel, and materials. The training coordinator will assist in orienting all jail personnel and the inmate population to the new facility, its' equipment, systems, services, and relevant policies and procedures.

## Security

The security post coordinator will ensure the security and safety in opening a new facility. To effectively incorporate existing emergency plans, i.e.; fire evacuation, escape, natural disaster, riot and hostage. Bomb threat, hunger strike, mass arrest, work stoppage. The plan should address the physical plant and equipment, personnel, policy and procedures, inmate understanding of the plans and staff training of the same.

The following security system tasks should be addressed:

1. Development of new facility security approach.
2. Development of new facility safety approach.
3. Development of inmate intake, classification and release system.
4. Preparation of security & safety policies and procedures.
5. Facility shake down.

### General Duty Description:

The security coordinator is responsible to assist the planning of activities, such as the internal and external movement of inmates after the transition, related to all jail security system & equipment. It shall include, but not be limited to booking & release (to include inmate records), contraband, escape/attempts, hostages, headcounts, inmate disturbances, inspections, internal movement, transportation, visiting, fire safety, mass arrest, weapons and restraints.

## Program Coordinator

The program coordinator will recognize that additional space has been provided for inmate programming, such as social services, religious programs, recreation, education, and vocational, library services and leisure time activities. Effective use of this new space will depend on considered attention to the following tasks:

1. Development of new facility programs.
2. Identification of existing program resources.
3. Development of program phasing plan.
4. Development of program policies, procedures and post orders.

**General Duty Description:**

The program coordinator is responsible for planning all activities for the following:

1. Intake and Classification System.
2. Social Services (Caseworkers) and treatment services, including religious, educational and recreational services; and similar programs (alcohol, substance abuse, education, library).

**Support Services Coordinator**

The support services coordinator will assist in planning the following services in the existing and new facility. The following services include health care, food services, mail and telephone communications, laundry commissary, storage and visitation. The following tasks are:

1. Development of new facility support services and delivery approach.
2. Identification of existing support services resources.
3. Development of support services policies, procedures and post orders.



General Duty Description:

The support service coordinator is responsible to assist the planning of activities for the following functional areas and systems:

1. Food Service
2. Laundry
3. Supplies & Storerooms
4. Maintenance and Janitorial Services
5. Mail Service & Commissary
6. Health Services

Move Logistics Coordinator

The move logistics coordinator will assist in planning the actual occupancy of the new facility. Move logistics involves 5 major tasks, they are as follows:

1. Establishment of move plan and schedule.
2. Determination of movement resources.
3. Training of occupancy/movement staff.
4. Completion of new facility shakedown.
5. Orientation of inmates regarding movement.

General Duty Description:

The move logistics coordinator is responsible for all planning of the physical move of equipment, materials personnel, and inmates from the old facility to the new facility. Duties are to include establishing the move timetable based on completion and acceptance of the new facility.

-

TRANSITION COORDINATOR

(Title or Name of Post Order)

Hours of Duty: 0800 - 1600

Days: Mon. - Fri.

S h i f t s : B.

Equipment: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

General Instructions:

General Duty Description:

The Transition Coordinator is responsible for establishing the overall objectives and structure of the transition process, including:

1. Defining the role of each post coordinator in the decision-making process. either input/advisory or decision-making;
2. Establishing the memberships of the individual post coordinator;
3. Establishing the general time parameters for the transition process;
4. In the initial stages, establishing the meeting schedules for the post coordinators, and
5. Supervisory input of payroll and annual leave, etc.

In addition, the Transition Coordinator monitors the activities of the Post Coordinators to insure that they are accomplishing their activities in an efficient and timely manner. The Transition Coordinator serves as the chair-person of the transition coordinating committee, and bears primary responsibility for insuring the objective quality of the Post Coordinators decision-making process.

ADMINISTRATIVE COORDINATOR

(Title or Name of Post Order)

Hours of Duty: 0800 - 1600

Days: Mon. - Fri.

Shifts: B

Equipment: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

General Instructions:

General Duty Description:

The Administrative Coordinator is responsible to assist in planning and developing a budget for the first year in which the facility will become operational. Prepare data and internal communication in planning and designing the new facility. To provide a requisition of equipment and supplies for the new facility. Identify the new facility staffing requirement.

PROGRAM COORDINATOR

(Title or Name of Post Order)

Hours of Duty: 0800 - 1600

Days: Mon. - Fri.

Shifts: B.

Equipment: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

General Instructions:

General Duty Description:

The Program Coordinator is responsible for planning all activities for the following: Intake and classification system, court liaison, social services (caseworkers) and treatment services, including religious, educational and recreational services, and similar programs (alcohol, substance abuse, education, library).

SECURITY COORDINATOR

(Title or Name of Post Order)

Hours of Duty: 0800 - 1600

Days: Mon. - Fri.

Shifts: B.

Equipment: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

General Instructions:

General Duty Description:

The Security Coordinator is responsible to assist the planning of activities, such as the internal and external movement of inmates after the transition, related to all jail security systems and equipment. It shall include but not be limited to booking and release (to include inmate records), contraband, escape/attempts, hostages, headcounts, inmate disturbances, inspections, internal movement, transportation, visiting, fire safety, mass arrest, weapons and restraints.

TRAINING COORDINATOR

(Title or Name of Post Order)

Hours of Duty: 0800 - 1600

Days: Mon. - Fri.

Shifts: B.

Equipment: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

General Instructions:

General Duty Description:

The Training Coordinator is responsible in assisting that all personnel possess the necessary skills to function in the new facility. To work with the construction, systems/equipment manufacturers or representatives, and facility management and supervisory personnel in order to identify for each system or piece of equipment the skills to be acquired for each classification of personnel. The Training Coordinator must identify appropriate training methods, personnel, and materials. The Training Coordinator will assist in orienting jail personnel and the inmate population to the new facility, its equipment, systems, services, and relevant policies and procedures.

-

SUPPORT SERVICES COORDINATOR

(Title or Name of Post Order)

Hours of Duty: 0800 - 1600

Days: Mon. - Fri.

Shifts: B

Equipment: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

General Instructions:

General Duty Description:

The Support Service Coordinator is responsible to assist the planning of activities for the following functional areas and systems: food service, laundry, supplies and storerooms, maintenance and janitorial services, mail service, commissary, and health services.

MOVE LOGISTICS COORDINATOR

(Title or Name of Post Order)

Hours of Duty: 0800 - 1600

Days: Mon. - Fri.

Shifts: B

Equipment: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

General Instructions:

General Duty Description:

The Move Logistics Coordinator is responsible for all planning of the physical move of equipment, materials, personnel, and inmates from the old facility to the new facility. Duties are to include establishing the move timetable based on completion and acceptance of the new facility.



## LIST OF INTERVIEWS

SHERIFF RICHARD P. WILLE	PALM BEACH COUNTY SHERIFF
COL. GERALD TOLES	DIRECTOR OF CORRECTIONS
MAJOR ROBERT KERR	DETENTION CENTER COMMANDER
CAPTAIN JOHN J. CHONKO	SECURITY OFFICER
CAPTAIN STEVEN G. LASLEY	TRANSITION TEAM/COORDINATOR
LT. GEORGE E. OTTMER, JR.	ADMINISTRATOR
LT. ROBERT CATANESE	ADMINISTRATOR
CPL. PETE M. TARTAGLIONE	TRANSITION TEAM
D/S ROBERT F. SANTUCCI	TRANSITION TEAM
DR. FRED REINFELD	MENTAL HEALTH
HONORABLE WILLIAM A. BOLLINGER	JUDGE
DR. ALLEN L. AULT	ROSSER FABRAP/JUSTICE SYSTEMS
JOHN W. PYLANT, JR.	ROSSER FABRAP/JUSTICE SYSTEMS

## SPECIAL THANKS TO:

STEPHEN J. ALLAN	EDITING/ ROSSER FABRAP/JUSTICE SYSTEMS
SANDY TRETTER	ROSSER FABRAP/JUSTICE SYSTEMS
JAMES S. STILLWELL	DESIGN /ART WORK STILLWELL ASSOCIATES

## REFERENCES:

PBS0 DETENTION FACILITIES

MASTER PLAN/EXECUTIVE SUMMARY STUDY 1985- 1986

**NATIONAL INSTITUTE OF CORRECTIONS  
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**JAIL PLANNING**

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