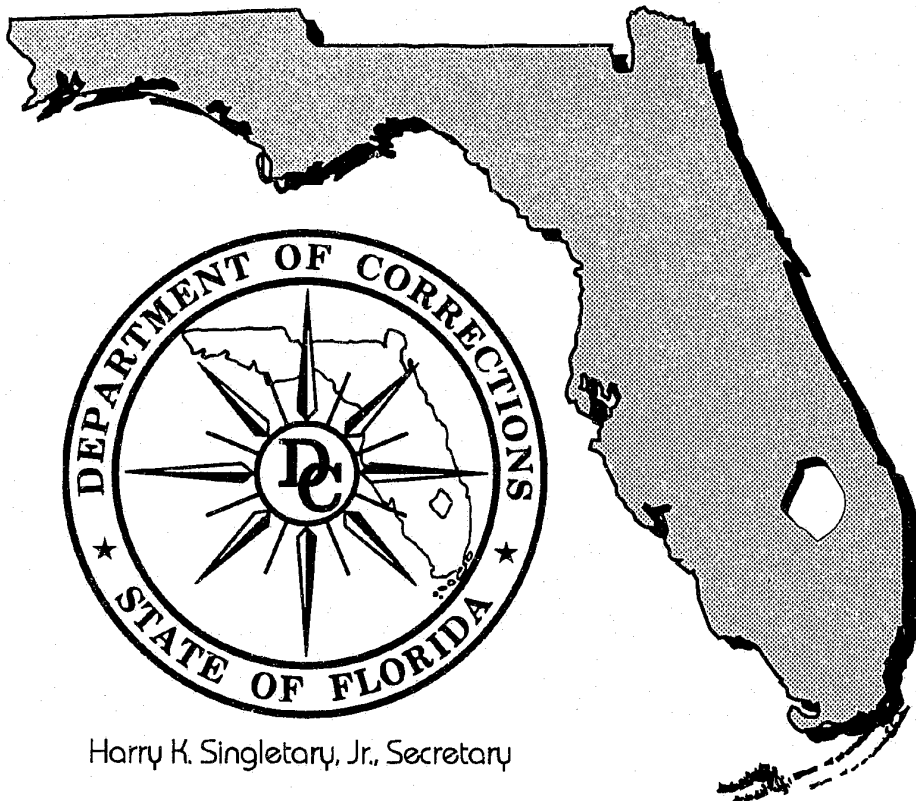


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AGENCY STRATEGIC PLAN

1993 to 1997



Harry K. Singletary, Jr., Secretary

Managing the Future™

DECEMBER 21, 1992

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**The Florida Department of Corrections
Agency Strategic Plan for 1993 to 1997
was coordinated
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EXECUTIVE SUMMARY

The Department of Corrections Strategic Plan signals a major change in the Department's planning process. The Strategic Plan consolidates the Agency Functional Plan (AFP) and the Comprehensive Correctional Master Plan (CMP) required by §186.021, F.S. and §994.023, F.S. respectively. The AFP's thirteen Priority Issues have been reduced to six, although many components remain the same. Another major change is that the Strategic Plan discriminates between issues which are internal and external to the Department.

The Strategic Plan sets out to resolve the following specific issues, which are posed as questions.

Issue #I

External

How can the Department better ensure the safety of the public?

Departmental goals are to reduce escapes, crimes in institutions and probation caseloads; and to ensure dangerous offenders serve at least 70% of their sentence.

The increasing proportion of inmates incarcerated for violent crimes demands that, in the interest of public safety, the Department should operate a sophisticated classification system capable of recognizing necessary levels of custody and potential for treatment. A comprehensive risk and needs assessment, in combination with sentencing policy, is considered essential to efficient use of resources, by providing a more comprehensive approach to the placement of offenders.

The Department will also work to facilitate restructuring of sentencing, gain time and early release so that the more dangerous offenders serve longer portion of their sentences. On average, violent offenders serve only about 35% of their sentences, largely because drug offenders compete for beds. There is a need to reconsider the actual risks, and initiate diversionary programs when feasible.

The Department should also undertake to update security systems commensurate with the security requirements of inmates in each facility. Implementation of a computerized regional staff utilization chart with use of emergency teams would reduce possibility of security problems arising due to reduced staffing patterns and large numbers of inmate transfers.

How can the Department promote its public safety leadership role in developing and maintaining a partnership with local communities and public safety agencies?

Departmental goals are to increase the Judiciary's awareness of the impact of sentencing outside guidelines; to implement the Community Corrections Partnership Act and a Crime Prevention/Diversions initiative; and to achieve a high level of satisfaction with the Department's efforts among local communities and agencies.

The Department will work to improve the ratio of sentences within guidelines. This will ensure that the majority of prison beds are used for inmates convicted of violent and repeat offenses. Less serious offenders are to be diverted into community programs. The Department will present a comprehensive plan for providing relevant information on sentencing options to the Judiciary and others involved.

The Department will adopt strategies to ensure that local communities and public safety agencies are satisfied with its efforts at implementing the Community Corrections Partnership Act. The Department of Corrections intends to take a leadership role in forging a partnership between state and communities by providing assistance, guidance and resources.

The Department will also take a leadership role in fostering community-based initiatives which prevent potential offenders or divert lesser offenders from entering the system. Research is still needed to create cost effective diversion programs which are sensitive to victims concerns and the demands of public safety. Crime prevention programs targeted to youth require added emphasis. By July 1995, the Department, in partnership with the Judiciary, local communities and public safety agencies will implement a Crime Prevention/ Diversionary Initiative through the establishment of at least 12 local pilot programs.

The Department, likewise, will exercise its regulatory function in respect to local jails by developing and enforcing standards, providing of technical assistance, and coordinating and approving jail construction. As a result of its jail assistance and inspection efforts, the Department expects there to be a 50% reduction in citable violations by July 1997.

Issue #III

External

How can the Department create or enhance programs and services to diminish the growth of the offender population?

Departmental goals provide for the Department to reverse the current trend and to reduce the recidivism rate and the rate of supervised revocations by 10% by June 1996, by providing treatment programs and services to better meet offenders' needs.

The typical offender is youthful, barely literate, has few job skills, and uses illicit substances. The Department must provide these individuals with an alternative to the cycle of crime by overcoming the inadequate level of support for rehabilitative programs within the corrections community. By June 30, 1995, the Department should have in place an integrated array of at least 10 programs and services that attack the issues and factors leading to continued criminality, and provide for their constant monitoring and evaluation. Innovative and potentially effective programs have often been dropped because their success was not "proven." The Department must measure program effectiveness first defining how success will be measured and the costs incurred. The public must also be continuously educated on the costs and benefits of their investment in corrections.

Issue #IV

External

How can the Department improve communication with the public and educate them concerning its mission and accomplishments?

The Department's goal is to conduct a general survey by January 1, 1995 which should indicate that at least 75% of the respondents are satisfied with their level of understanding and awareness of the Department's mission and accomplishments.

Media contact has frequently been initiated by negative events. News accounts have tended to foster public misconceptions about the criminal justice system. The Department will develop an on-going education and public awareness program to explain the complex problems. Common misconceptions such as the general belief that community supervision is non-productive, will be combatted and replaced by emphasis on the positive efforts and accomplishments seen in Corrections.

The Department also will familiarize educators and students with its role and responsibilities. Young people, including students, are at the highest risk of becoming involved in criminal related activities and among them the incidence of violent crime is increasing rapidly. The Department can provide educators, and through them their students, with a better understanding of the sanctions that can result. It is imperative that the state's educational system, including the parent-teacher organizations, become a part of the information network.

The Department must also communicate directly with the general public to avoid the distortions that arise from the media. By January 1, 1995, through a formal outreach program the Department will have communicated its mission and accomplishments to at least 1 million Florida citizens.

Issue #V

Internal

How can the Department obtain the financial resources and staffing patterns to better manage a quality correctional system at optimal efficiency?

The Department's goal is to obtain an approved annual appropriation of \$1,600,000,000 for 1993-94, rising to \$1,855,000,000 for 1995-96.

The system needs significantly increased financing. Bed needs by 1996-97 are projected to be double the present capacity. Construction on this scale is not the most efficient use of resources, and a balanced approach requires both new beds and community programs. A proactive approach is needed to educate the public and enhance the Department's image, and so garner public support.

The Department intends to present its plan and budget to the Legislature more effectively. On average over the past 5 years, the Department has received only 41% of new funding requested. This percentage is targeted to be increased to at least 75% in future years. Moreover, all components of the Public Safety System need to join in a concerted effort to present the system's resource needs.

How can the Department increase productivity through improvements to human resources, management techniques, and information technology?

The Department's goal is to achieve a 10% increase in productivity by July 1, 1995.

The Department will develop policies and procedures to attract and retain quality employees. These will include entry level salaries equal with other State law enforcement officers; a pay policy which allows employees to determine future earning potential; uniform procedures for the selection and promotion of staff; a pro-active program to attract potential employees; and work force alternatives such as compressed work weeks, telecommuting and more day care centers.

Quality Management Principles will become a part of the Department's administrative culture. These will embody leadership style, employee participation, power sharing, trust, training, team effort, systems thinking and statistical techniques. Regions and front-line staff must and will be prominent among those employees.

Greater emphasis should be placed on the quality of training, and steps taken to reduce the excessive workload now placed on the training staff. "Workforce 2000" projections envisage significant increases in the number of women, minorities and disabled persons. The Department should prepare with appropriate training and opportunities. High quality video materials and computer-based interactive video disc technology are required for training.

The Department will diligently seek to improve the information technology infrastructure to support its day-to-day activities and functions. This will involve additional terminals/workstations, more technical support staff, and training to keep their skills current. Drastic productivity improvements will result from the increased use of information technology in previously unautomated areas, and from emerging innovative technologies.

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TABLE OF CONTENTS

<i>Preface</i>	v
Explanation of Strategic Plan Format	vi
Vision, Values, Mission	viii
Issue # I: External - How can the Department better ensure the safety of the Public?	1
Issue Goal	1
Problems/Opportunities	2
1: How can the Department improve the classification system for inmates, parolees, probationers, and community controlees that addresses safety concerns, but also includes a component for referring offenders to treatment programs which meet their individual needs?	2
2: How can the Department, in conjunction with the Sentencing Guide lines Commission, facilitate the restructuring of sentencing, gain time, and early release legislation to insure that offenders considered to be the greatest threat to public safety serve a greater percentage of their sentences? .	6
3: How can the Department update security systems commensurate with the custody requirements of the inmates housed in each respective facility?	9
Issue #II: External - How can the Department promote its public safety leadership role in developing and maintaining a partnership with local communities and public safety agencies?	13
Issue Goal	13
Problems/Opportunities	14
1: How can the Department of Corrections improve the frequency with which offenders are placed with the Department in accordance with the sentencing guidelines?	14
2: How can the Department of Corrections ensure a high level of satisfaction among local communities and public safety agencies with its leadership efforts at implementing the Community Corrections Partnership Act?	16

3: How can the Department take a leadership role in fostering community-based initiatives designed to prevent potential offenders or divert lesser offenders from entering the corrections system?	16
4: How can the Department of Corrections assist local communities in their efforts to protect the public and administer the corrections program within the community?	20
Issue # III: External - How can the Department create or enhance programs and services to diminish the growth of the offender population?	22
Issue Goal	22
Problems/Opportunities	23
1: What programs and services would best meet the needs of the offender population, thereby reducing the rate of recidivism?	23
2: How can the Department sustain support and funding for intermediate sanctions, community-based intervention programs, and institutional treatment programs?	27
Issue # IV: External - How can the Department improve communication with the public and educate them concerning its mission and accomplishments?	29
Issue Goal	29
Problems/Opportunities	30
1: How can the Department improve communications with the print and electronic media in an attempt to bring about more objective and accurate reporting of corrections and criminal justice events?	30
2: How can the Department familiarize educators and students with the role and responsibilities of the Department?	32
3: How can the Department communicate directly with the general public to improve their awareness of the mission of the Department, its accomplishments and problems, as well as its commitment to ensuring the public safety?	35

Issue #V: Internal - How can the Department obtain the financial resources and staffing patterns to better manage a quality correctional system at optimal efficiency	37
Issue Goal	37
Problems/Opportunities	39
1: How can the Department overcome the lack of public awareness and support for its needs?	39
2: How can the Department effectively present and pass its plan and the budget to the Legislature?	42
3: How can the Department enlist broad based support for funding the Department of Corrections with respect to the Public Safety System as a whole?	44
Issue # VI: Internal - How can the Department increase productivity through improvements to human resources, management techniques, and information technology?	45
Issue Goal	45
Issue Areas	45
Human Resources Problems/Opportunities	46
1: How can the Department develop policy and procedures which will attract and retain quality employees?	46
2: How can the Department provide for uniform and equitable promotional opportunities?	48
3: How can the Department develop a diversified work force reflective of the available labor market?	49
4: How can the Department meet the needs and demands of a changing work force?	51
Quality Management Techniques Problems/Opportunities	53
1: How can the Department ensure a more stable work force and a high level of job satisfaction among employees through implementation of modern management techniques such as Total Quality Management?	53

Training Problems/Opportunities	57
1: How can the Department enhance the delivery of job-related training experiences for all employees?	57
2: How can the Department provide a sufficient number of training professionals to coordinate and conduct training for all employees?	59
3: How can the Department prepare for "Workforce 2000" projections regarding significant increases in the number of women and minorities entering the workforce; those participating in the Minority Business Enterprise programs; as well as expected increases in the number of impaired persons entering the workforce as a result of the Americans With Disabilities Act?	60
4: How can the Department produce high quality videotape training materials?	62
5: How can the Department more effectively use Computer-based Interactive Video Disc Technology for training its correctional officers and correctional probation officers?	64
Information Technology Problems/Opportunities	66
1: How can the Department improve the Information Technology infrastructure, (i.e. equipment, technical support staffing levels, networks, and software systems), in order to support the day-to-day activities of the various functional areas of the Department.?	66
2: How can the Department improve programs, services, and staff productivity by the increased use of Information Technology in previously unautomated areas and by the use of emerging innovative technologies?	69
Appendix I -- Agency Annual Performance Report	I-1
Appendix II -- Five Year Plan for Prison Construction	II-1
Appendix III -- Trends Analysis	III-1
Appendix IV -- State Comprehensive Plan Policies Related to Strategic Plan Issues	IV-1
Appendix V -- Estimated Resources Needed to Achieve Agency Strategic Plan Goals	V-1
Appendix VI -- Bibliography	VI-1

PREFACE

Under current statutes, the Department of Corrections is responsible for preparing and implementing two major plans. The Agency Functional Plan (AFP), now known as the Agency Strategic Plan (ASP), is required by s.186.021, F.S. It is a 5-year plan, updated annually. Intended to be streamlined and strategic, the ASP addresses specific State Comprehensive Plan (SCP) goals and policies. It also provides the strategic framework for the Department's Legislative Budget Request.

The second major plan is the Comprehensive Correctional Master Plan (CMP). Required by s.994.023, F.S., the CMP is also a 5-year plan, updated annually. This plan serves specific purposes set forth in the statutes. In brief, the CMP addresses classification of inmates, vocational and education training, short-term confinement of offenders, alternatives to incarceration, prison construction projections and an analysis of correctional trends.

In 1991 the Department of Corrections embarked upon a strategic planning initiative assisted by Florida State University's Center for Public Management. During development of the Strategic Plan (SP), it became obvious that the three plans — AFP, CMP, and the SP — overlapped one another in intent and content. A decision was made to combine the three plans into a single document which would satisfy all applicable statutory requirements.

The principal tasks associated with the consolidation were four-fold. First, a determination was made concerning the extent of overlap between the AFP, CMP and SP. The Strategic Plan was selected to be the framework into which portions of the other two plans were to be merged. Secondly, AFP objectives and CMP targets and actions were analyzed as to their "fit" into appropriate issues of the Strategic Plan. Concurrently, this analysis identified AFP and CMP objectives which were operational in nature, and therefore, not appropriate for inclusion in the Strategic Plan. Thirdly, a consolidated draft of the Strategic Plan was prepared and circulated among staff to elicit suggested changes to its language, if necessary, to accommodate incorporation of the remaining AFP/CMP objectives and actions. Finally, appendices were created to include performance reporting, summary projected prison construction data, State Comprehensive Plan policies not elsewhere addressed in the Strategic Plan issues, an analysis of trends, and a bibliography. Since some idea of the costs of accomplishing strategic plan goals is valuable, an appendix containing cost estimates has been added to this edition of the plan.

Explanation of Strategic Plan Format:

The Strategic Plan consists of six (6) major, or priority issues. Four of these issues are external issues, which focus on the Department's mission or responsibilities beyond the internal functioning of the agency. Two of the major issues are internal in nature, focusing on the running of the agency.

Each priority issues is defined by a measurable goal and sub-divided into varying numbers of Problems/Opportunities statements. These statements describe, in question form, the parameters of significant tasks which must be accomplished to achieve the stated goal. Condition Description statements provide sufficient background information and trend analysis for the reader to become familiar with the context of the problem/opportunity.

A dated, quantifiable objective will be found for each problem/opportunity stated. Specific strategic level strategies are provided which, if accomplished, will ensure necessary actions are taken toward accomplishment of their related objective. Cost estimates are included for each strategy and responsible units of organization are identified.

Attached to the Strategic Plan as appendices are:

Appendix I, which is the Department's Annual performance report evaluates progress in the attainment of Agency functional Plan goals established in 1991. The report is keyed to the numbered objectives in the 1991 Report and estimates a percentage of completion for each objective. The status of accomplishment for each objective is also included.

Appendix II, provides a summarized version of the Department's Five Year Plan for Prison construction. This data is included as a requirement formerly reported in the Comprehensive Correctional Master Plan.

Appendix III, also is included to meet requirements mandated for the Comprehensive Correctional Master Plan. This appendix considers estimated trends in the Criminal Justice arena, to include projections of incarcerated and community supervised populations; Florida incarceration rates and county jail incarceration estimates.

Appendix IV, consists of a matrix identifying State Comprehensive Plan (SCP) goals and policies related to the Department's Strategic Plan Issues and Problem/Opportunity Statements. The appendix also contains information concerning SCP goals and policies not addressed in the Department's priority issues, but which are being addressed as significant actions. The information is keyed to SCP goal and policy numeration and provide status information regarding each entry.

Appendix V, which is an aggregate listing of estimate costs related to the strategies set forth in the plan.

Appendix VI, is the bibliography called for in the AFP instructions. It also lists the statutes which constitute legislative authority for the Department to address each priority issue included in the Strategic Plan.

Strategic Plan Numbering System: The system for enumerating Strategic Plan issues, problem/opportunity statements and strategies is as follows: Issues are identified by a Roman numeral. Problem/Opportunity Statements are identified by an Arabic numeral. Strategies are lettered alphabetically under each problem/opportunity objective. Thus, the second strategy under the second problem/opportunity statement of the second priority issue would be identified as: II-2-B. Issue VI is an exception to this system since the issue is sub-divided into four distinct substantive areas, "Human Resources", "Total Quality Management", "Training" and "Technology". In the numbering of Issue VI, the letters H, Q, TN or T will appear in the identifying code to mark the strategy as one of these four substantive areas.

Vision

The Florida Department of Corrections envisions a leadership role in public safety including comprehensive institutional and community-based sanctions, services, and programs. The Department will assume a strong advocacy role for public safety to meet the challenges facing Florida. The Department will forge working partnerships with local communities and public safety agencies to reduce the growth of the offender population and will strive for excellence with a highly trained, ethical, and dynamic work force.

Values

We, the members of the Florida Department of Corrections, believe:

- In the worth of the individual;
- Our word is our bond;
- In maintaining individual and collective integrity;
- That we recognize the right to be different and differ but shall not allow it to be divisive;
- Our most valuable asset is a well-trained, dedicated staff working as a team to meet any challenge;
- In an innovative approach to decision-making based on sound correctional judgement;
- In treating all offenders firmly but fairly;
- That we have an obligation to be accountable and efficient in our use of resources.

Mission

The mission of the Florida Department of Corrections is to protect the public, provide a safe and humane environment for staff and offenders, work in partnership with the community to provide programs and services to offenders, and supervise offenders at a level of security commensurate with the danger they present.

Issue#1

EXTERNAL

How can the Department better ensure the safety of the public?

Issue Goal

By June 1996, the Department of Corrections will maintain an escape rate of no more than 4 per 1,000 inmates from all of its currently funded major institutions (45 in FY 1991-92), reduce by 20% the per capita number of felony crimes committed within correctional facilities, reduce the average caseload in regular probation to 50 offenders per officer*, and with the cooperation of the legislature and the Judiciary, ensure that dangerous offenders (convicted of murder or sex offenses) serve at least 70% of their sentences in prison. .

*According to the National Probation and Parole Association and the President's Commission on Law Enforcement and the Administration of Justice.

Problems/Opportunities

Problem /
Opportunity

1

How can the Department improve the classification system for inmates, parolees, probationers, and community controlees that addresses safety concerns, but also includes a component for referring offenders to treatment programs which meet their individual needs?

Condition Description

During the next five years, admissions to the Department of Corrections are projected to increase from 34,524 during FY 91-92 to 39,079 during FY 96-97. Releases are estimated to increase from 36,154 during FY1991-92 to 39,078 during FY 1996-97 and transfers from 106,321 during FY 1991-92 to 143,259 during FY 1996-97.

Admissions to the Department's supervised population have increased from 52,779 in FY1985-86 to 111,086 in FY1991-92. Supervised admissions are projected to increase to 119,418 by FY1996-97. This trend is expected to result in a supervised caseload of 122,598 in FY1996-97.

Each person placed under the Department's control is assessed to determine the appropriate level of security and the programs and services he will need during his incarceration. Integral to this assessment is the designation of the most appropriate facility to meet these needs. As a basic premise, this classification system is designed to ensure that resources can be most effectively utilized and that prison life is orderly, as well as to diminish the chances for escape. The magnitude of the classification process is evidenced by the fact that there were 65,691 classification actions during the period of July to December 1991.

The increasing incidence of violent offenses, and in particular the soaring rate of homicides committed by teenagers, have implications for the future composition of the prison population. Based on the increased number of violent offenders housed in prison (7.3% increase over the FY 1991 level), it is expected that a larger proportion of offenders will be in prison for violent crimes, and that the pressures of admissions and financial stringency will still mandate early release. In these circumstances, considerations of public and institutional safety demand that the Department have in place a sophisticated classification system, which can distinguish between offenders who can benefit from various types of treatment prior to release; and between those who are suitable for early release and those who are not; and among the latter, those requiring specific levels of custody.

Florida's criminal justice system does not currently emphasize a comprehensive risk and needs assessment which can be used to place and refer an offender to the appropriate institution or facility or community-based program. In combination with sentencing policy, a comprehensive risk and needs assessment can establish a uniform method by which the state's limited resources are utilized with maximum efficiency.

Presently, inmates confined in the Florida Department of Corrections' prisons are classified only by the type of custody, with the greatest emphasis placed on their risk of escape and risk to society. Only the custody classification of "close-management" addresses an inmate's institutional behavior, and this status is normally reserved only for the overtly uncontrollable inmate. In essence, the typical Florida prison houses a blend of all behavioral types of inmates. The violent, non-violent, weak, predatory, as well as those participating satisfactorily in rehabilitative programs and those who disrupt these programs, all sleep in the same open dormitories.

The institutionally violent, disruptive inmate is a small minority of the inmate population at most Florida prisons, perhaps as low as 5%; however, they can create disharmony among the total inmate population and in the process disrupt prison life. There were 759 incidents of assaults by inmates on staff during fiscal year 1991-92. Inmate-on-inmate assaults totaled 1,357 during the same period. There were 53,380 disciplinary reports (DR's) applied during FY1991-92. In comparison, DR's totaled 34,300 during FY1985-86, an increase of 19,080 or 55.6%. Rehabilitative programs do not have a chance to work in this setting. To learn and be motivated, an inmate's basic survival needs must first be fulfilled. If an inmate's primary concern is his safety, there is only minimal chance for a rehabilitation program to be effective and successful. To make the prison environment safer and more conducive to rehabilitation efforts, this type of inmate must be removed from the prisons that offer rehabilitative programs and placed in prisons which have as their primary mission control of inmates' movement and behavior. This sort of institutional reshuffling would have a dramatic, positive impact on the effectiveness of the programs designed for the large number of inmates who are receptive to these programs.

In establishing a system of intermediate punishments, community based treatment programs, or institutional treatment programs, the difference between their success or failure is often attributable to placing the right person in the right program. In order to achieve success in the utilization of treatment approaches to reduce criminality, it is vitally important that existing programs be linked to those offender populations where the likelihood of success is enhanced and that such programs be cost-effective.

Unfortunately, resources have not kept pace with the rapid movement of inmates into and through the correctional system and with the changing inmate profile. Through a combination of improper placement in facilities, a lack of space in the appropriate facilities, and a dearth of programs and services, many inmates are ultimately released without

significant attention to their custodial requirements and program needs. Compounding this situation is the fact that approximately 2,440 of the 47,000 inmates in the Department have "special needs" stemming, for example, from their status as elderly, physically impaired, or mentally retarded.

Objective

By July 1, 1995, 100% of the offenders either placed in community-based programs or sentenced to prison will undergo a formal risk and needs assessment, the results of which will be the basis for making assignments and providing services, and at least 90% of the classification decisions which are analyzed by a monitoring program will meet established criteria.

Strategy

- A. Continue to conduct research into the risk factors and programs needs of the offender population.

Lead Org. Unit: Programs; Other Org. Units: Operations, CESA.

- B. Evaluate the existing resources in comparison to the needs identified above, and restructure the mission of selected facilities to meet these needs.

Lead Org. Unit: Programs; Other Org. Units: Operations.

- C. Hire Management Information Systems (MIS) assessment consultants to develop a proposal for an integrated assessment/placement system.

Lead Org. Unit: Office of Management and Budget; Other Org. Units: Programs.

- D. Develop a probation and parole risk assessment classification system which can also be applied to offenders sentenced to community supervision.

Lead Org. Unit: Programs; Other Org. Units: None.

- E. Enhance the new classification system to identify security management problems and better utilize program space.

Lead Org. Unit: Programs; Other Org. Units: Operations.

- F. Hire staff and purchase the necessary technology to implement an integrated classification and assessment system for parole and probation.

Lead Org. Unit: Office of Management and Budget; Other Org. Units: Programs.

G. Conduct 76 hours of in-service training per year for classification staff on consistent application of procedures and utilization of the computerized classification system.

Lead Org. Unit: Programs; Other Org. Units: None.

H. Complete the establishment of a formal program for monitoring classification team recommendations and decisions.

Lead Org. Unit: Programs; Other Org. Units: None.

I. Examine the reporting mechanism for inmates who "escape" from Community Work Release beds, work camps, outside work crews and major institutions to better identify the nature of the escapes.

Lead Org. Unit: Operations; Other Org. Units: Programs.

J. Formalize procedures to assess the special needs of certain inmates and place them accordingly.

Lead Org. Unit: Programs; Other Org. Units: Operations, Health Services.

K. Complete the automation of the reception process and inmate transfers between facilities.

Lead Org. Unit: Office of Management & Budget; Other Org. Units: Programs and Operations.

L. Develop baseline statistics and data collection procedures for felony crimes committed within correctional facilities.

Lead Org. Unit: Programs; Other Org. Units: Operations.

M. Mandate the linkage of local criminal justice data systems where they exist, authorize access by the Department to such information.

Lead Org. Unit: Office of Management and Budget; Other Org. Units: Programs, Operations; Legislation: s. 943.03, F.S.

N. Train staff to implement the assessment and classification system.

Lead Org. Unit: Office of Management and Budget; Other Org. Units: Programs.

O. Establish procedures to notify community agencies concerning inmate status on communicable diseases and treatments to ensure continuity of care on release.

Lead Org. Unit: Health Services; Other Org. Units: Classification.

How can the Department, in conjunction with the Sentencing Guidelines Commission, facilitate the restructuring of sentencing, gain time, and early release legislation to insure that offenders considered to be the greatest threat to public safety serve a greater percentage of their sentences?

Condition Description

Between September 1989 and September 1992 the proportion of the inmate population incarcerated for violent offenses grew from 46.7% to 52.4%. The future picture in Florida suggests the trend will continue, since violent offenders in the prison system typically serve longer sentences and tend to "stack up" in prisons. This will exert increasing strain on release mechanisms and thereby will pose a threat to public safety. The response proposed here, that of restructuring legislation, is a "front-end" solution and the logical counterpart to the "back-end" solution proposed on preceding pages.

Current law allows for a multitude of release mechanisms designed to alleviate overcrowding conditions in the prison system. These mechanisms were put in place to comply with federally mandated population caps which were imposed as a result of inmate lawsuits. While these early release mechanisms are designed to be selective in the type of inmates released, they are primarily focused on reducing the overall population. The result is that in FY1990-91 violent offenders served only about 35% of their sentences.

Complicating matters is another problem that is skewing sentences and leading to the early release of violent offenders: the current focus on drug-related crimes. Political reaction to the drug epidemic in our society is often leading to harsh sentences for drug-related offenses that rival the sentences imposed on people convicted, even habitually, of violent crimes. Changes in drug admissions over the past six years are demonstrated below:

Fiscal Year	Drug Admissions	% of All Admissions
1986-87	5,273	22.8%
1987-88	8,506	27.8%
1988-89	13,078	32.7%
1989-90	16,169	36.2%
1990-91	12,119	32.6%
1991-92	10,914	32.1%

With both types of offenders competing for a finite number of secure beds, it stands to

reason that more violent offenders are being released early than if drug offenders were not competing for the same beds and custodial requirements. An illustration of this point was made in a Department report which examined prison releases and admissions in a typical day in December 1991. To make beds available for 52 drug offenders, it was necessary to release 24 violent offenders (7 murderers, 5 sexual batterers, 5 robbers, and 7 other violent offenders). Given this fallout and the fact that there is still a question regarding whether the actual risks that these different types of offenders represent to the public are comparable, the time is ripe to revisit this situation from a policy standpoint.

A factor in ensuring that offenders who are the greatest threat to public safety serve a greater percentage of their sentences is the provision of alternatives to incarceration for those offenders who are a lesser threat to the public. As stated in the final report of the Governor's Commission on Government by the People, "significantly greater resources should be allocated to ensure a balanced and effective public safety system which builds prisons and invests in education, prevention, rehabilitation, and diversionary programs. Instituting diversionary programs for those less serious offenders is a rational approach to [addressing the problem of] prison overcrowding."

Objective

By July 1995, sentencing, gain time, and early release laws will be restructured, resulting in designated classes of violent and habitual offenders serving at least 70% of their sentences.

Strategy

A. Identify inmates that present the highest risk to the public, and eliminate this group from consideration for release credits and other early release mechanisms, and provide post-release supervision of violent offenders who are released.

Lead Org. Unit: Programs; Other Org. Units: Operations.

B. Provide an array of community-based intermediate sanctions consistent with assessment of risk as determined by sentencing policy in order to allow for the proper utilization of close-custody beds.

Lead Org. Unit: Programs; Other Org. Units: None;

Legislation: s. 944.277, 944.291, 947.146, F.S.

C. Establish an intensive supervision program to accompany community treatment services provided to offenders with histories of either current or prior sexual criminality.

Lead Org. Unit: Programs; Other Org. Units: None.

- D. Establish a section within the Department's Central office to develop and oversee the statewide implementation and management of the Community Corrections partnership Act by Region.

Lead Org. Unit: Programs; Other Org. Units: Operations.

- E. Reduce the offender to officer ratio to 50:1 for the probation population.

Lead Org. Unit: Programs.

- F. Increase officer safety by providing safety enhancements pursuant to the Parole and Probation Staff Safety Task Force Report.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- G. Support the restructuring of sentencing guidelines to reduce judicial latitude and return to utilizing gain time as a management tool rather than a release mechanism.

Lead Org. Unit: Programs; Other Org. Units: Operations;

Legislation: ch. 921, F.S.

- H. Develop baseline statistics and establish data collection procedures pertaining to the percentages of sentences served.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- I. Design and construct 7,987 medium/close-custody beds, 3,672 in FY1993-94, and 4,315 in FY 94-95.

Lead Org. Unit: Office of Management and Budget; Other Org. Units: Operations, Programs, Health Services, and CESA.

How can the Department update security systems commensurate with the custody requirements of the inmates housed in each respective facility?

Condition Description

The Department has experienced unprecedented growth in recent years, mandating vast expenditures of funds for the construction of new facilities. The design of these facilities was in compliance with the mission, security, and program mandates at the time funds were allocated. Many of the facilities designed and built to house lower security inmates are now needed for higher security inmates as a result of our ever-changing population, adjustments to mission, and changes in public expectations, and the trend towards greater numbers of violence-prone offenders alluded to in Problem/Opportunity 1.

Changes in the custody classification profile of the inmate population towards higher security levels is demonstrated with the following facts:

June 30th	Close Custody Population	% of Total Prison Population
1986	11,237	38.9%
1987	11,891	37.5%
1988	11,193	34.4%
1989	12,518	33.6%
1990	17,971	43.0%
1991	21,691	47.3%
1992	20,526	45.6%

As a result, the security capability at numerous facilities must be enhanced to meet these changing security needs. Upgrades are necessary in the physical facilities as well as the overall security staff ratios. Attention is needed in the areas of standardized staffing formula based upon the mission of the facility and established national standards. Thus, if the mission of a facility changes, a standardized staffing package will be factored into the cost estimates. It is unrealistic for a facility to be expected to provide a higher level of security if appropriately trained and equipped staff are not provided to meet the new mission requirements.

Another critical area affecting security is the inadequate relief factor. This is a problem throughout the Department and is not just restricted to selected locations, even though the problem becomes more critical at higher level security locations. It is unrealistic to expect security needs to be met when security staff are pulled off their posts to attend training or are away for sick, annual, or compensatory leave. Although these all represent legitimate "time away" from the post, the staffing pattern makes no provision for these absences. As a result of the lack of a relief factor, the freeze on positions, unexpected staff absences, other such factors, innovative approaches to staffing are called for. This is such a critical area that monitoring at the local, regional, and central office levels is needed to ensure the most effective use of resources. This would involve computerized statistics on resource allocation and utilization being made available to managers at all levels on daily needs. Consideration needs to be given to the use of shared or regional emergency teams or other staff resources to fill identified gaps. A computerized utilization chart would enhance the possibility of such an approach succeeding because it would enable managers to identify and consider the impact of a particular resource reallocation proposal on the resources of other areas.

We are presently transferring approximately 500 inmates between facilities of the Department each week. This number is only expected to grow. As it does, the possibility of human error posing a security problem increases simply because of the sheer numbers involved, the short turn-around time permitted, and the reduced staffing patterns. Yet, the establishment of some minimum standards within a computerized transfer system would ensure that these minimum requirements are not violated. Maximum utilization of equipment must be used to free up staff to attend to other issues vital to maintaining a safe and secure transfer process.

Because of the critical nature of the security responsibilities of this Department, a constant monitoring, and sharing of Departmental and surrounding community resources, as well as an on-going review of needs, is vital.

Objective

By July 1995, staffing patterns at security departments will meet or exceed the formula-driven standards prescribed in the Post Chart and Mission of Institution; manpower utilization and inmate movement will be 100% automated and computerized; and security resources will be up-dated, improved, and deemed to be commensurate with the security needs of the missions of the facilities.

Strategy

- A. Develop a formula for staffing at all institutions based on size, mission, custody classification, type of institution, and requirements of the Security Operations Manual.
Lead Org. Unit: Operations; Other Org. Units: OMB.
- B. Compute the relief factor based on actual needs by including regular days off, annual leave, compensatory leave, sick leave, mandatory training, supplemental training, and special squad training.
Lead Org. Unit: Operations; Other Org. Units: OMB.
- C. Institute and incorporate a mechanism for regionally reallocating security staffing for short-time needs.
Lead Org. Unit: Operations; Other Org. Units: OMB.
- D. Computerize manpower utilization (daily staffing) information at the institutional level with on-line, real-time feeds to the Central and Regional Offices.
Lead Org. Unit: Office of Management and Budget; Other Org. Units: Operations.
- E. Evaluate existing special security teams such as the Corrections Emergency Response Teams and the Confrontation Management Team and consolidate manpower and equipment whenever possible.
Lead Org. Unit: Operations; Other Org. Units: OMB.
- F. Computerize institutional inmate and officer intra-facility movement.
Lead Org. Unit: Office of Management and Budget; Other Org. Units: Operations.
- G. Have Quarterly Regional Chief Correctional Officer Meetings to coordinate activities, with the major emphasis being on sharing information and solving problems.
Lead Org. Unit: Operations; Other Org. Units: None.
- H. Identify deficiencies in security resources at each institution and eliminate those deficiencies through realignment and enhancement.
Lead Org. Unit: Operations; Other Org. Units: OMB.
- I. Continue to assess staff training needs and provide the necessary training pertaining to the proper application of all security devices and equipment available for use in the institution or facility.
Lead Org. Unit: Office of Management and Budget; Other Org. Units: Operations.

- J. Negotiate inter-agency cooperation agreements with the local law enforcement community to share resources such as canine units, drug interdiction, helicopters, communications and training.

Lead Org. Unit: Operations; Other Org. Units: Legal and OMB.

Issue #II **EXTERNAL** How can the Department promote its public safety leadership role in developing and maintaining a partnership with local communities and public safety agencies?

Issue Goal

By July 1, 1995, the Department of Corrections will demonstrate a leadership role by increasing the Judiciary's awareness of the impact of the placement of offenders outside of the statewide sentencing guidelines, resulting in an increase in appropriate placements from 88% to 95%, and by working to fully implement the Community Corrections Partnership Act and a Crime Prevention/Diversionary initiative, while achieving a satisfaction level of 90% among local communities and public safety agencies with the Department's leadership efforts. Problems/Opportunities Problem/Opportunity 1 How can the Department of Corrections improve the frequency with which offenders are placed with the Department in accordance with the sentencing guidelines?

Problems/Opportunities

Problem /
Opportunity

1

How can the Department of Corrections improve the frequency with which offenders are placed with the Department in accordance with the sentencing guidelines?

Condition Description

The principle of local responsibility enshrined in the system of elected county judgeships necessarily entails a tendency towards the fragmentation of uniform statewide sentencing for similar crimes. However, there is an overriding need for punishment to be fairly administered, or justice itself is brought into disrepute. The statewide fairness of sentencing affects inmate morale and prospects for rehabilitation, hence it is a security concern to the Department of Corrections. There is a need for the Department of Corrections to take a leadership role in promoting uniform sentencing practices by the Judiciary, officers of the court, defense attorneys, and others who have an impact on offender placement decisions. This need becomes apparent when one considers that annual admissions to the Department of Corrections are projected to increase from 34,524 during FY1991-92 to 39,079 during FY 1996-97.

Because of this anticipated growth in the inmate population, more emphasis should be placed on the proper utilization of the State prison resources. During FY1991-92, there were 8,462 offenders admitted to prison with sentences of two years or less. These inmates served an average of three months in the Department's custody. A balanced approach is needed to ensure that the majority of prison beds are allotted for inmates convicted of violent or repeat offenses. It has been estimated that as high as 20% of sentences meted out are not in accordance with the sentencing guidelines. Assuring appropriate placement of offenders into the Department of Corrections in accordance with sentencing guidelines will reduce the number of less violent offenders entering the prison system and occupying beds needed by inmates convicted of more violent or repeat offenses and result in the diversion of less serious offenders into community-based correctional programs. In addition, state officials should be given the authority to determine which inmates should be released from prisons and placed under enhanced levels of community supervision, as necessary.

As stated in the final report of the Governor's Commission on Government by the People, "significantly greater resources should be allocated to ensure a balanced and effective public safety system which builds prisons and invests in education, prevention, rehabilitation, and

diversionary programs. Instituting diversionary programs for those less serious offenders is a rational approach to [addressing the problem of] prison overcrowding."

Objective

By July 1994, the Department of Corrections will develop and complete a comprehensive plan for providing accurate, useful, and relevant information on sentencing options to the Judiciary and others involved in the sentencing process, and by July 1996, the sentences meted out will be in accordance with the sentencing guidelines at least 90% of the time.

Strategy

- A. Organize a 7-member work group for a period of six (6) months to evaluate the effectiveness of the current Pre-sentence Investigation instrument and make modifications as needed.

Lead Org. Unit: Programs; Other Org. Units: None.

- B. Conduct 4 hours of in-service training per year for Probation and Parole staff on uniform sentencing guidelines and placement.

Lead Org. Unit: Programs; Other Org. Units: Office of Management and Budget;

- C. Conduct 4 hours of in-service training per year for classification staff on uniform sentencing guidelines and placement.

Lead Org. Unit: Programs; Other Org. Units: Office of Management and Budget;

- D. Prepare quarterly information flyers within each Region to keep Judges and officers of the court informed of Department of Corrections matters.

Lead Org. Unit: Programs; Other Org. Units: None.

- E. Consistent with sentencing guidelines reform, supplement information gathering for the judiciary in order to provide increased efficiency in placement of offenders for non-state prison sanctions.

Lead Org. Unit: Programs; Other Org. Units: None.

- F. Set up an on-going system to gather sentencing data, evaluate it for compliance with sentencing guidelines, and calculate rates of compliance.

Lead Org. Unit: Programs; Other Org. Units: OMB.

How can the Department of Corrections ensure a high level of satisfaction among local communities and public safety agencies with its leadership efforts at implementing the Community Corrections Partnership Act?

Condition Description

The trend toward increasing crime, rising prison admissions, and early release actions has led to a significant decline in public confidence in the corrections system. During the next five years, admissions are projected to increase from 34,524 to 39,079 annually by the end of FY 1996-97. Average time served by a typical inmate remains at about 35.5% of the sentence length.

To combat this flagging confidence and try a fresher, more balanced approach to corrections, Florida enhanced the role of local communities in the corrections arena by enacting the Community Partnership Act of 1991. The basic concept behind the act is to encourage citizen and community involvement in reducing criminal activity by providing State funds for local programs designed in the communities themselves and by providing an array of community-based sanctions for non-violent felony offenders. Community efforts from both the private and public sector are needed to provide the community based-services required by the rising offender population.

This fresh, new approach will require a better partnership between the state and its communities if it is to work. The Department of Corrections must take a leadership role in forging that partnership. The state must share in the responsibility of ensuring that local communities have the capability to carry out their new duties, and it can do this by providing assistance, guidance, and resources.

Objective

By July 1993, the first annual survey of local community leaders, members of the Judiciary, and public safety agencies will indicate that at least 60% are satisfied with the quality and quantity of the Department of Corrections' initial efforts related to the Community Corrections Partnership Act, with satisfaction increasing to 85% by July 1995.

Strategy

- A. Establish a section within the Department of Corrections Central Office to develop and oversee the statewide implementation and management of the Community Corrections Partnership Act by Regions.

Lead Org. Unit: Programs; Other Org. Units: Operations.

- B. Identify and obtain commitments from public and private agencies interested in participating in the Community Corrections Partnership Act.

Lead Org. Unit: Programs; Other Org. Units: Operations.

- C. With the support and sponsorship of local organizations, organize a kick-off meeting to acquaint local partnership act agencies with the intent and expectations of the Community Corrections Partnership Act.

Lead Org. Unit: Programs; Other Org. Units: None.

- D. Draft a model agreement and negotiate final agreements between the Department of Corrections and Partnership Agencies.

Lead Org. Unit: Legal; Other Org. Units: Programs and OMB.

- E. Conduct an evaluation of the results of participating local communities and public safety agencies concerning the effectiveness of the Department in implementing the Act.

Lead Org. Unit: Programs; Other Org. Units: Operations.

- F. Use the results of the initial survey to propose any redirection or expansion of efforts to implement the Community Corrections Partnership Act.

Lead Org. Unit: Programs; Other Org. Units: Operations and OMB.

How can the Department take a leadership role in fostering community-based initiatives designed to prevent potential offenders or divert lesser offenders from entering the corrections system?

Condition Description

It is clear from the rising trend of prison admissions (see Appendix III), that it makes good sense to try to avoid the human and fiscal costs of imprisonment if there is a sensible alternative. Avoiding the fiscal costs alone are worth it. The average cost for each inmate at a major institution is \$15,458 annually, and at a less-secure facility similar to a contract drug treatment facility, it runs \$11,680 annually.

Diversion of lesser offenders away from correctional institutions is one approach to avoiding these various cost. Additional research and experimentation is still needed to develop new and creative diversion programs and to demonstrate their potential for success and cost savings. Of course, this must be done in a way that is sensitive to both the rights of victims and the safety of the public.

Added emphasis also needs to be given to programs that help prevent youth from engaging in criminal activity in the first place. If progress is to be made in stemming the growth of the inmate population, this is an area that must be explored in more depth than in the past. By definition, prevention must be tackled at the community level, but the state has a keen interest in participating as a partner in the development and implementation of these programs. After all, the state also benefits significantly if these youth stay out of prison.

Objective

By July 1995, the Department of Corrections, in partnership with the Judiciary, local communities, and public safety agencies, will fully implement the principles, policies, and practices in a Crime Prevention/Diversionary Initiative (in accordance with the Secretary's Mission Statement of May 7, 1991) through the establishment of at least 12 local pilot programs.

Strategy

- A. Identify partners interested in participating in the pilot programs.

Lead Org. Unit: Programs; Other Org. Units: None.

- B. Hold strategy sessions with partnership agencies to brainstorm and develop designs for prevention and diversion pilot programs.

Lead Org. Unit: Programs; Other Org. Units: None.

- C. Enter into agreements with willing participants, spelling out the roles and responsibilities of all partners.

Lead Org. Unit: Programs; Other Org. Units: Legal and OMB.

- D. Evaluate the pilot programs and use the findings to make decisions regarding future statewide efforts.

Lead Org. Unit: Programs; Other Org. Units: None.

How can the Department assist local communities in their efforts to protect the public and administer the corrections program within the community?

Condition Description

As the "first line" of corrections, local detention facilities provide protection of the public from criminal acts of both misdemeanor and felon. There are county and municipal detention facilities in each of the sixty-seven counties within the state. Twenty-one counties have multiple facilities. Estimates of future growth in jail populations indicate that the average daily jail population (ADP) statewide will continue to increase at essentially the same rate as that experienced in 1992, i.e., 2.70 per 1,000 population (See Appendix III). In July 1992, thirteen counties (19.4%) had average daily populations exceeding their rated capacity, a standard set by the Florida Department of Corrections. To try to identify the causes of the overall increase in ADP statewide would be a difficult task, requiring the examination of criminal justice practices in each of the numerous local jurisdictions.

The Department of Corrections serves as a regulatory agency for county and municipal jails. The department has established a separate bureau within the Inspector General's Office to carry out this function. The bureau is responsible for the development and enforcement of standards, provision of technical assistance and coordination and approval of jail construction and innovation plans. The bureau receives its general policy and direction from the Jail Standards Committee subject to the authority of the Secretary of the department. This committee, currently comprised of the Inspector General, Chief Inspector and the Architectural Engineering Manager, makes recommendations to the Secretary on rule interpretation and enforcement actions. The department in its role as a regulatory agency has the authority to bring suit against local jurisdictions when their jail facilities fail to meet established standards. The purpose behind the department's actions is to reduce violations relating to life, health and safety issues. The effectiveness of the department's efforts can be judged by the fact that there have been no successful class action lawsuits filed in the state relative to conditions in jails since 1980.

Objective

By July 1997, the Department's jail assistance and inspection efforts will result in a 50% reduction in citable violations in county and municipal detention facilities from 1992 levels.

Strategy

- A. Provide technically accurate and timely responses to 100% of the requests for assistance received from local jurisdictions.

Lead Org. Unit: Inspector General

- B. Conduct an in-depth inspection twice a year on each local detention facility and appropriate follow-up inspections when violations are noted.

Lead Org. Unit: Inspector General

- C. Reduce the rate of litigation stemming from jail conditions at both the federal and state level by 100%.

Lead Org. Unit: Inspector General

- D. Establish a Jail Standards Committee whose membership reflects a wider spectrum of parties either impacted by the standards or otherwise interested in maintaining adequate jails.

Lead Org. Unit: Inspector General

- E. Explore strategies which would improve consistency and objectivity in the inspection process.

Lead Org. Unit: Inspector General

- F. Establish a more formalized process to respond to requests for interpretations or clarifications of the Florida Jail Standards as they relate to specific situations.

Lead Org. Unit: Inspector General

- G. Establish a means to document rulings and communicate them to all inspection staff and jail administrators so that they may serve as the basis for future decision making when similar circumstances arise.

Lead Org. Unit: Inspector General

- H. Complete a thorough editing of Chapter 33-8, F.A.C., to ensure that language is consistent throughout and the language meets the test of being specific, directive and measurable.

Lead Org. Unit: Inspector General

Issue #III How can the Department create or *EXTERNAL* enhance programs and services to diminish the growth of the offender population?

Issue Goal

By June 1996, the Department will reduce by 10%* (from 44.3% to 39.9%) the rate of recidivism (within 3 years) of offenders committed to the Department's prison system and will reduce by 10% (from 24.1% to 21.7%) the rate of supervised revocations by providing treatment programs and services targeted to better meet the offenders' needs.

**Using FY1990-91 as the baseline*

Problems/Opportunities

Problem /
Opportunity

1

What programs and services would best meet the needs of the offender population, thereby reducing the rate of recidivism?

Condition Description

The percentage of offenders returning to the state prison system has risen from 22% in FY 1980-81 to 50% in FY 1991-92. This increase should be read in conjunction with the increase in releases, up from 9,043 to 35,416 over the same period. Without effective intervention, this trend is likely to continue. It is clear that an improvement in recidivism rates will affect the future picture in Florida, having a significant effect on early release policy, as well as on public safety. The projections for the community supervised population emphasize this point; this population will continue to number well over 100,000, and it is expected that at least 24.1% of all supervised admissions will violate the terms and conditions of their supervision within twelve months.

At least 90% of the prison population will at some point be released. Without the implementation of treatment programs and services, offenders will continue to be released to society with the same problems which brought them into the criminal justice system in the first place. It is the Department's intent to target those individuals most likely to re-offend by providing programs and services which impact both on the offender and the problems which so often cause the released offenders to come back into contact with the criminal justice system.

The credibility of the Department, and indeed the Criminal Justice System as a whole, is challenged each time an offender who has been "processed" through the system commits another crime. This is perhaps the most telling barometer of success or failure for corrections professionals, and one which is very difficult to measure or control. Once an offender is released back into the community in which he or she cultivated a life of crime, there are tremendous pressures to revert to old habits.

The Department of Corrections' Annual Report for FY 1990-91 notes that the majority of the offender population (custody and supervision) is non-violent and:

- Unemployed

- Substance Abusers
- Functioning at the 7th grade level educationally
- Aged 18 to 30

Thus, the typical offender can be viewed as youthful, possessing very few job skills, barely literate, and a user of illicit substances. And since these offenders have so little to offer the work-a-day world, the Department must expose them to and prepare them for opportunities that are alternatives to the cycle of crime which so often traps released offenders. Unfortunately, too often the effect of incarceration and community supervision on offenders fails to equip them with the tools they need to break old patterns of behavior and assume a crime-free lifestyle.

Yet despite this past track record, it is incumbent on the Department to provide these individuals with opportunities which will provide them an alternative to the cycle of crime. To do this, the Department must overcome an inadequate level of support for rehabilitative programs within the corrections community. Over the last 10 years, overall funding for incarceration activities have increased 363%, while funding support for rehabilitation programs and services have grown by only 176%. To change this trend, existing programs will need to be better utilized and new programs must be conceived and given a chance to succeed. The only study conducted to determine the effectiveness of the Community Control program was performed by the National Council on Crime and Delinquency (NCCD). This study found that community control is cost-effective, with a 54% prison diversion rate and with lower rates of recidivism than for similar offenders sentenced to prison. Anecdotal data indicates that spiritual/moral insights gained by inmates who participated in religious programs while incarcerated help them direct their energy away from future criminal activities. The Department needs to do a better job of continually evaluating the effectiveness of these programs and widely communicating the results objectively. Only in this way will rehabilitation programs and services garner policy and budgetary support in proportion to the benefits they yield.

Objective

By June 30, 1995, the Department will have in place an integrated array of at least 10 programs and services that attack the issues and factors leading to continued criminality by reshaping both the offenders' view of society and their ability to enter the workforce.

Strategy

- A. Establish "One-Stop Centers" in major urban judicial circuits to ensure that individual services are provided to the supervised population which address the following areas: world of work, education, vocational training, substance abuse, mental health, cognitive treatment, community assistance, and life skills training.
Lead Org. Unit: Programs; Other Org. Units: Operations; Legislation: new statutory authority needed in ch. 948, F.S.
- B. Provide a program of mandatory literacy training and other educational and training opportunities for inmates.
Lead Org. Unit: Programs; Other Org. Units: CESA.
- C. Implement a special education program with CESA for inmates with special needs, including the physically and mentally impaired.
Lead Org. Unit: Programs; Other Org. Units: CESA.
- D. Provide inmates who are within 5 years of release the opportunity for training in one or more vocational fields.
Lead Org. Unit: Programs; Other Org. Units: CESA.
- E. Provide life management skills training to inmates prior to release.
Lead Org. Unit: Programs; Other Org. Units: None.
- F. Open a clinic to provide intensive treatment for inmates who suffer from sexual disorders.
Lead Org. Unit: Health Services; Other Org. Units: Programs, Operations.
- G. Implement a Cognitive Treatment program for the violent offender population.
Lead Org. Unit: Programs; Other Org. Units: Operations.
- H. Implement the Transition Planning Center concept at Lancaster Correctional Institution.
Lead Org. Unit: Programs; Other Org. Units: None.
- I. Implement a Community Work Assistance Center at no fewer than 4 institutions.
Lead Org. Unit: Programs; Other Org. Units: Operations.
- J. Utilize the inmate custody classification system to maximize the number of inmates assigned to community correctional center beds in order to aid in job placement, contribute toward family support, and victim restitution.
Lead Org. Unit: Programs; Other Org. Units: Operations.

- K. Implement the Mental Health Plan, which is a plan of increased mental health programs at designated institutions and basic mental health programs at all other institutions.
Lead Org. Unit: Health Services; Other Org. Units: Operations.
- L. Develop a program which addresses the different needs of elderly and physically impaired offenders which includes, in the case of elderly offenders, provisions which ensure smooth transition to local communities.
*Lead Org. Unit: Programs; Other Org. Units: Health Services and Operations;
Other Agencies: Department of Elder Affairs; HRS Division of Aging.*
- M. Provide two comprehensive outpatient alcohol treatment programs.
Lead Org. Unit: Programs; Other Org. Units: None.
- N. Provide substance abuse treatment programs to all institutions and work release centers where no program presently exists, and expand treatment services for the dually diagnosed inmate.
Lead Org. Unit: Programs; Other Org. Units: None.
- O. Enhance health education of chronic disease inmates to strengthen self-care therapy contributing to their post-release productivity, employability, and adjustment.
Lead Org. Unit: health Services; Other Org. Units: Programs - Adult Services, Youthful Offender Services.
- P. Implement recruiting and training programs for chaplains and citizen volunteers representing all faith groups which will increase spiritual activities for inmates by 25%.
Lead Org. Unit: Programs
- Q. Establish routine communication with DHRS and local health program offices and public health units with regard to inmate health needs upon release.
Lead Org. Unit: Health Services; Other Org. Units: Classification.

How can the Department sustain support and funding for intermediate sanctions, community-based intervention programs, and institutional treatment programs?

Condition Description

The probability that Florida's fiscal problems will continue over the next five or ten years demands the Department of Corrections justify its expenditures to the public against objective and accepted measures if it is to continue to fulfill its mission in the future. Innovative and potentially effective programs are often implemented with "pilot" funding, as was the case with the Department's drug treatment program. Due to their short life span and the lack of clear-cut objectives, performance standards, and monitoring and evaluation, potentially promising programs may be dropped because their success was not "proven". In the past, the Department has not had the technical capability and resources to capture and present data to justify program components. Yet, in the Department's efforts to implement effective programs in communities and institutions, it must be certain to measure the effectiveness of these programs and continually educate the public on the costs and benefits of their investment.

To achieve this, the Department must define how success will be measured and costed out. The public needs to be made aware that even programs which only extend the amount of time between incidents of relapse can be cost-effective. Successes in dealing with the criminal offender population tend to come in small increments and expectations must be kept reasonable. If small gains can be measured and translated into cost savings or cost avoidance, then support can be generated and sustained among the public and policy-makers for these types of programs.

Objective

By October 1, 1996, the Department will annually meet at least 85% of a set of identified basic needs associated with its programs related to intermediate sanctions, community-based intervention, and institutional treatment.

Strategy

- A. Establish base line standards for program performance using statutory standards, court orders and decrees, and professional judgement of Departmental staff.
Lead Org. Unit: Programs; Other Org. Units: None.
- B. Establish performance goals for programs by using existing data, research findings, and professional judgement of DC staff.
Lead Org. Unit: Programs; Other Org. Units: Operations.
- C. Establish new positions and purchase technology needed to fully implement a comprehensive evaluation system, including a monitoring component.
Lead Org. Unit: Programs; Other Org. Units: Office of Management and Budget.
- D. Train staff in how to conduct the monitoring process.
Lead Org. Unit: Office of Management and Budget; Units: Programs.
- E. Set up a tracking system to identify return rates for inmates in certain identified categories.
Lead Org. Unit: Programs; Other Org. Units: OMB.

Issue #IV **EXTERNAL** How can the Department improve communication with the public and educate them concerning its mission and accomplishments?

Issue Goal

By January 1, 1995, a survey of public officials, media representatives, civic and educational leaders and organizations, and the general public will indicate that at least 75% of the respondents are satisfied with their level of understanding and awareness of the Department's mission and accomplishments.

Problems/Opportunities

Problem /
Opportunity

1

How can the Department improve communications with the print and electronic media in an attempt to bring about more objective and accurate reporting of corrections and criminal justice events?

Condition Description

There is an ongoing and frequently occurring tendency for media contact to be initiated by negative events such as a disturbance or riot, an escape, or the commission of a violent crime by an offender who is under community supervision. Recent allegations of substance abuse by inmates and staff have also been the focus of media reports. High profile cases like those of Johnny Forte, Donald Dillbeck, and Charles Street were sensationalized by the media. News accounts of these events tended to focus on emotions and fostered public misconceptions about the way the criminal justice system functions. In some cases, these news reports have attempted to affix blame for the events without examining all of the facts, and this has incited public hostility toward the Department and its employees.

One result of these incomplete or inaccurate news accounts is that many Florida citizens erroneously believe that the Department is solely responsible for the early release of inmates. To address this deficiency, the agency needs to develop and maintain an on-going education and public awareness program, explaining the complex problems facing Florida's criminal justice system, and detailing the Department's positive efforts and accomplishments.

Another common public misconception is that community supervision is non-productive and that the Department lacks consideration for the victims of crime. Many citizens view incarceration and community service as insufficient methods of punishment and ineffective deterrents to crime. These views also need to be addressed in order to assure public support for effective criminal justice programs.

Objective

By June 1, 1994, an analysis of a random sample of print and electronic media reports on correction- and criminal justice-related issues in the preceding 12 months will indicate that at least 85% of the material facts and conclusions in those reports are deemed by the Department to be objective and accurate.

Strategy

- A. Conduct an annual survey to assess the media's awareness of the Department's public safety role and mission and the complexity of the issues it faces.

Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services.

- B. Compile and present educational material to various news media, including specified print and broadcast groups, editorial boards, and broadcast commentators.

Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services.

- C. Identify and train Department staff to discuss with the media pertinent issues and facts about the Department.

Lead Org. Unit: Assistant to the Secretary; Other Org. Units: OMB.

- D. Annually publish and disseminate a manual indicating the challenges and the accomplishments of the Department.

Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services.

- E. Establish and maintain an up-to-date library of videos, slides, brochures and speeches on various correctional issues for use by staff during discussions or presentations.

Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services and OMB.

- F. Annually analyze a random sample of print and electronic media reports on corrections-related issues for objectivity and accuracy.

Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services.

Condition Description

Violent crime has been increasing nation-wide and has been spreading to the younger age groups. The homicide arrest rate for 17 year-olds has jumped by 121% since 1985, and rates among 15 and 16 year-olds have risen even faster. Last year, the FBI recorded about 1,500 homicide arrests among 13 to 16 year-olds. Researchers suggest that the increase is caused by systemic factors: more violence in the media and less family guidance; more drugs and less after-school and community programs; more guns and a decline in the number of teachers. In Florida, 188 juveniles were arrested for homicide in 1991, compared with 82 in 1985. This is an increase of 129%.

The causative factors cited by researchers apply in Florida as elsewhere in the nation. Unless there is intervention to halt the trend, the state's future regarding juvenile crime will continue to deteriorate. Some options include additional funding for drug treatment programs, after-school programs, teachers, and also gun-control legislation, all of which appear unacceptable to the public at the present time. In their absence, the Department can take one inexpensive and cost-effective initiative, which is to educate the young people.

Education is the key to understanding the relationship between the Department and other law enforcement agencies, and with the community they serve. Young people, including students, are at the highest risk of becoming involved in criminal-related activities, and they are too often unaware of the dire consequences of that behavior.

Because educators themselves are rarely familiar with the role of the Department and the criminal justice system in dealing with criminal offenders, they are sometimes unable to convey to their students the difficult consequences they might face. If educators had a better understanding of the criminal justice system, they could be more effective in deterring young people from criminal behavior. At the same time, they would be enhancing the image of the Department and its role in protecting the community.

The Department can provide educators, and through them students, with a better understanding of the sanctions that can result from engaging in criminal activities, as well as of the agency's mission. But to enable the Department to share this message with a

meaningful number of young citizens, it is imperative that the state's educational system, including parent-teacher organizations and other educational associations, become a part of the overall information network.

Objective

By January 1, 1994, at least 90% of Florida's students from grades 7 through 12 will be able to answer correctly 75% of a set of multiple-choice questions about Florida's criminal justice system.

** Each grade will be administered a separate test commensurate with that grade level's general skills and abilities.*

Strategy

- A. Conduct an annual survey to assess the awareness among educators and educational organizations of the Department's public safety role and mission and the complexity of the issues it faces.
Included in Issue #IV, P/O #1(A)
- B. Implement a speaker's bureau composed of knowledgeable people and experts inside and outside of the Department and schedule appearances.
Cost: within existing resources;
Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services.
- C. Identify and train Department staff to make presentations and then have them schedule their appearances.
Included in Issue #IV, P/O #1(C)
- D. Create and present an audio-visual program to specified educational groups.
Included in Issue #IV, P/O #1(B)
- E. Annually publish and disseminate a manual for distribution indicating the challenges and the accomplishments of the Department.
Included in Issue #IV, P/O #1(D)
- F. Establish and maintain an up-to-date library of videos, slides, brochures and speeches on various correctional issues for use by staff when making presentations.
Included in Issue #IV, P/O #1(E)

- G. Work with the public school system and education community to develop and annually administer a set of tests to students in grades 7-12 to measure their understanding of the state's criminal justice system.

Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services.

How can the Department communicate directly with the general public to improve their awareness of the mission of the Department, its accomplishments and problems, as well as its commitment to ensuring the public safety?

Condition Description

Over the past decade, the crime rate per 100,000 Florida population has risen from 7,493.9 to 8,561. The public has become increasingly aware of the gradual increase in crime and the deterioration of neighborhood safety. Such public perceptions may continue, even in times when the crime rate seems to be decreasing, as in the case of the last four years when the rate declined from 8,937.6 to 8,561 per 100,000 population. The Department is committed to the continuance of the decline and to improving the future picture of Florida regarding citizens' perception of public safety. To do so, the Department must have the capacity to communicate its successes and achievements, as well as its difficulties, to the public.

The general public does not often have contact with the Department other than through media coverage which is usually the result of a negative event. Escapes, riots, and early releases of inmates who commit additional crimes are often sensationalized by the media, and the result is a negative impression by the general public. They read and hear about the increase in violent crimes and the early release of inmates and obtain a distorted perception of the overall effectiveness of the criminal justice system. Moreover, they often are left with an exaggerated sense of the Department's role and responsibilities.

If the general public had a better understanding of the relationship of the various agencies involved in the criminal justice system, they would recognize that the Department is just one component. The Department has a responsibility to inform the public of its accomplishments and challenges so the general public is exposed to a broader and more balanced perspective. Without providing this type of information, it will be difficult to get the public's support for proposed changes to the correctional system that would make it even more effective in ensuring the safety of the public.

Objective

By January 1, 1995, the Department will directly communicate its mission and accomplishments to at least 1 million of Florida's citizens through a formal outreach program.

Strategy

- A. Conduct an annual survey to assess the general public's awareness of the Department's public safety role and mission and the complexity of the issues it faces.
Included in Issue #IV, P/O #1(A)
- B. Create and present an audio-visual program to specified civic, social, and governmental groups.
Included in Issue #IV, P/O #1(B)
- C. Implement a speaker's bureau composed of knowledgeable people and experts inside of the Department and schedule appearances.
Within existing resources; See Issue #IV, P/O #2(B)
- D. Identify and train Department staff to make presentations and then have them schedule their appearances.
Included in Issue #IV, P/O #1(C)
- E. Annually publish and disseminate a manual for distribution indicating the challenges and the accomplishments of the Department.
Within existing resources; See Issue #IV, P/O #1(D)
- F. Establish and maintain an up-to-date library of videos, slides, brochures and speeches on various correctional issues for use by staff when making presentations.
See Issue #IV, P/O #1(E)
- G. Establish a mechanism to count or estimate the number of Florida citizens who participate in the Department's formal communications outreach programs
Lead Org. Unit: Assistant to the Secretary; Other Org. Units: Information Services.

Issue #V How can the Department obtain the financial resources and staffing patterns to better manage a quality correctional system at optimal efficiency?

INTERNAL

Issue Goal

The Department will obtain an approved total annual appropriation of:

\$1,050,000,000 for 1992-93

\$1,600,000,000 for 1993-94

\$1,700,000,000 for 1994-95

\$1,855,000,000 for 1995-96

Key Facts

1. Inmates (5.4 percent are women) are housed statewide, in 47 major institutions, 36 community correctional centers (eight for women), 5 road prisons, 20 work camps, 1 vocational center, 3 forestry camps, and numerous drug treatment facilities. For 1991-92, the average daily cost to care for and supervise an incarcerated male inmate was \$38.29 a day or \$13,976 a year; \$54.57 per day or \$19,918 per year for a female inmate; and \$45.54 per day or \$16,622 per year for a youthful offender.
2. The Department supervises more than 100,000 probationers and parolees. Cost of supervision for each offender averages \$3.51 per day. During 1991-92, over \$20 million was collected in cost of supervision fees and over \$26 million was collected in restitution to victims of crime, including court costs and fines.
3. The Criminal Justice Estimating Conference forecasts that without additional early releases, the prison population will increase from 45,990 on 7/1/91 to 100,376 in 1996-97.
4. Habitual offenders increased from 261 on June 30, 1988 to 7,338 (including violent habitual offenders) on June 30, 1992. The Criminal Justice Estimating Conference projects that if current trends continue, more than 25,000 habituals will occupy prison beds by June 1996.
5. In 1990-91 violent offenders served only about 35% of their sentence; the Governor's goal

is for them to serve at least 70% of their sentence in the future.

6. The close-custody inmate population has increased from 38.9% on June 30, 1986 to 45.6% on June 30, 1992.
7. Community supervised offender admissions are projected to increase from 100,646 in 1990-91 to 119,418 by 1996-97, resulting in a supervised caseload of 122,598 in 1996-97.

Problems/Opportunities

Problem /
Opportunity

1

How can the Department overcome the lack of public awareness and support for its needs?

Condition Description

These key facts point to a system that is in need of significant increases in financial resources. Increasing crime, rising prison admissions, and the early release of inmates have led to a decline in public confidence in the criminal justice system.

The Department's bed space is not sufficient to house all inmates for the full term of their sentence. Because of the limited bedspace, habitual and violent offenders are taking up more of the available space. The current funded bed capacity is 52,493; the projected needed bed capacity by 1996-97 without early release is 100,376. Construction of this number of beds is not the most cost efficient use of scarce resources. Therefore, the Department advocates a "balanced approach" to addressing the ever-increasing inmate population. The balanced approach is to build additional secure prison beds so that violent offenders will serve a greater portion of their sentence; divert those offenders amenable to community-based programs; and continue early release of eligible offenders, which will leave the critical bed space for the most serious offenders.

The Department's Five Year Construction Plan (FY1993-98) calls for 21,132 new beds at a cost of \$547 million with an annual operating cost ranging from \$9 million in the first year to \$220 million in the fifth year. The other major component of the plan is community-based programs which will have an annual cost of \$175 million by 1996-97.

In order to address these budgetary needs, it is important that public understanding and support be garnered which heretofore has not been present.

The Department has historically been perceived as the agency that operated the prisons. The public has little knowledge of the community-based programs we operate and almost no understanding of the high degree of professionalism the Department has instilled in its employees over the years. This perception was fairly consistent with Corrections departments across the country. This of course was an inaccurate perception, and efforts began in the early 1980's to dispel the negative connotations associated with prison guards. Governor

Graham appointed a Corrections Task Force, chaired by then Attorney General Jim Smith, to set a new tone and course for the corrections system. One of the major efforts to evolve was establishing correctional officers as full fledged law enforcement professionals. With this came mandatory training, significant salary increases, education salary incentive payments, new uniforms, as well as a uniform maintenance allowance. Although the image of correctional officers has come a long way, the overall understanding of what the Department is all about is still not where it needs to be, and correctional officer salaries are still significantly below that of other law enforcement officers. Additionally, the "Dillbeck situation" in which an escapee killed a woman in Tallahassee in June 1990, placed the Department in a serious negative light and placed pressure on the Department to do something about the short time served by offenders.

The lack of public understanding and support is evidenced by the very low attendance at public hearings held on the Department's budget request and the Department's Five Year Plan as well as at Legislative Committee hearings.

With the advent of Governor Chiles and Secretary Singletary's administration, public perception and the image of state government has come into renewed focus. A proactive approach to educating the public about the Department and garnering support for its mission has taken hold. The image of the Department is being enhanced.

Objective

By June 30, 1994, the Department will improve the public's understanding of what it does and what its goals and objectives are, and in turn, will increase the public's support for the agency's mission and resources.

Strategy

- A. Institute a "speakers bureau" whereby the Secretary as well as other professional staff offer to speak at civic and social functions, to educational and other community groups, and to the business community on what the Department is all about and how they, the public and business community, have a stake in it.

Lead Org. Unit: Information Office.

- B. Communicate with all employees information they will need for a complete understanding of what the mission and values of the Department are, so they in turn can lobby those they come in contact with in support of the Department.

Lead Org. Unit: Programs Office.

- C. Enhance the information services of the Department so that the emphasis is on positive publicity versus the historical pattern of reacting to the negative.

Lead Org. Unit: Information Office.

- D. Institute training for all senior level staff on how to influence the external environment, including how to deal with the media. (The National Institute of Corrections has a training component specifically designed for this purpose.)

Lead: Staff Development.

- E. Articulate the legal requirements for health services provided to inmates and the costs of meeting those demands.

Lead Org. Unit: Health Services; Other Org. Units: General; OMB - Budget.

- F. Document and publish the impact of cost control measures instituted in health services delivery.

Lead Org. Unit: Health Services; Other org. Units: OMB - Budget and General Services.

Condition Description

Over the last five years, the department has been appropriated, on average, only 41% of the new funding it has requested each year. In spite of unrelenting increases in workload, the Department has been unable to obtain quality increases in its level of funding. The only two significant areas of new funding have been for additional prison beds and increases in health services funding. The new beds were not a quality improvement, but in effect a case of enlarging the same system ("widening the net"). The health services increases did include quality improvements, but were in large part a response to the Costello Federal Court litigation.

Examples of other budget issues include inmate release assistance which received initial funding to begin a new effort, but then got deleted in subsequent years' budget reductions under the guise of new programs being eliminated first. Another issue is for Probation and Parole Caseload Supervision. The workhour formula had been requested for close to 15 years without ever being totally addressed; in actuality the caseload ratio for probation supervision has continued to deteriorate over the last five years to where it is now at its worst level. The reasons behind these funding problems include:

1. Lack of state revenues which has negatively affected all state agencies.
2. Overwhelming workload increases for the Department, specifically significant increases in inmate admissions. In effect, the Department's bed space needs far outstripped the state's normal allocation of resources.
3. By having such significantly demanding needs for new beds and health services deficiencies, most other budget issues have gotten little or no visibility. It is hard to address security needs in current institutions when it's difficult to get funding to just meet the increased need for new beds.
4. Lack of understanding of Corrections issues by the Legislature. For example, the need for an adequate relief factor for correctional officers seems difficult for the Legislature to understand or accept since they perceive us as somehow absorbing the workload anyway.

5. The Legislature tends to respond to crises. For example, the Department requested improved staffing at Sumter C.I. for years and never received funding. In the early 1980's, promptly after experiencing a riot, Sumter received 40 new positions in the next session of the Legislature.
6. The view of the Legislature and general public seems to be that enhanced funding for Corrections is giving too much to inmates. It is increasingly difficult to defend the needs of inmates against the tremendous needs of the state's education system, children's programs and needs of the poor and aged.

Objective

By July 1, 1995, increase the level of funding for the Department to at least 75% of new funds requested.

Strategy

- A. Establish a plan for the Secretary and top managers to meet with selected Legislators/staff about identified needs, including scheduled visits to facilities to illustrate those needs.
Lead Org. Unit: Legislative Office.
- B. Join with other members of Public Safety in making more of a concerted request to the Legislature. This could include state attorneys, public defenders, the courts, Florida Department of Law Enforcement, and public education, to name a few.
Lead Org. Unit: Legislative Office.
- C. Prioritize the Department's needs by streamlining and simplifying the budget request process. Reduce the number of issues and summarize the request more concisely.
Lead Org. Unit: Budget Office.
- D. Present the overall plan versus presenting the individual issues.
Lead Org. Unit: Secretary's Staff.
- E. Garner positive publicity that can involve Legislators.
Lead Org. Unit: Legislative Office.
- F. Train senior level staff in how to lobby and work with the Legislature.
Lead Org. Unit: Staff Development.

How can the Department enlist broad based support for funding the Department of Corrections with respect to the Public Safety System as a whole?

Condition Description

After years and years of talking about a Public Safety System, individual components (Courts, Judges, Law Enforcement, Public Defenders, States Attorneys, Juvenile Justice, Corrections, etc.) still lobby their needs independently of one another, even though they are not lobbying against one another. We still do not have a concerted Public Safety effort with respect to presenting the system's resource needs.

Objective

By July 1, 1994, the Department will have 80% of the Public Safety Community supporting it's Legislative Budget Request.

Strategy

- A. Establish a plan for the Secretary and top managers to meet with agency heads of other Public Safety entities about identified needs and how best to present these needs in a joint fashion to the Legislature.

Lead Org. Unit: Secretary's Office.

- B. Meet with key Legislative staffs and with key staff in the Governor's Office along with appropriate legislative committee chairpersons to obtain a consensus on how to address Public Safety as a whole.

Lead Org. Unit: Secretary's Office.

Issue #VI **INTERNAL** How can the Department increase productivity through improvements to human resources, management techniques, and information technology?

Issue Goal

By July 1, 1995, the Department will achieve a 10% increase in productivity.

Issue Areas

Human Resources
Quality Management Techniques
Training
Information Technology

Human Resources Problems/Opportunities

Problem /
Opportunity

H1

How can the Department develop policy and procedures which will attract and retain quality employees?

Condition Description

At the current time the majority of employees are covered by four separate collective bargaining agreements, none of which outline a pay policy designed to attract and retain employees. Each year the unions bargain salary increases for the following year, therefore, employees have no indication of where they may be in the pay range at some future date. Most competitive employment systems have either developed a step pay plan or a minimum annual percentage increment which allows employees an increase if their job performance is satisfactory. In addition, increases are usually provided for merit as either a continuing cost or one time bonus.

In regard to the correctional officer salaries, there still remains an inequity between the entry level Correctional Officer and Law Enforcement Officer. Based on 1991 salary levels, the entry level Law Enforcement Officer earns \$2,557 annually more than a Correctional Officer. In order for this Department to be competitive with other law enforcement agencies, all entry level salaries should be at an equal level.

Objective

By July 1, 1995, the entry level salary for Correctional Officers should be equal with other State law enforcement officers and a pay policy / procedure developed to allow employees to determine future earning potential.

Strategy

A. Establish a phase in of salary adjustment beginning July 1, 1994 to reach pay equity

between Correctional Officers and other State law enforcement officers by July 1, 1995.

Lead Org. Unit: OMB

- B. Develop and negotiate a step or percentage increment pay plan which will allow employees to project their future earnings.

Lead Org. Unit: Personnel; Other Org. Units: OMB; Dept of Administration.

- C. Analyze workloads and provide pay equity adjustments for health services staff.

Lead Org. Unit: Health Services; Other Org. Units: OMB - Personnel and Budget.

Condition Description

At the present time there are no uniform procedures on how entry level or promotional positions are filled, except for the Correctional Officer Promotional Policy. While many locations use a team approach for filling positions, there is no consistency as to the members of the committee, what factors will be considered or how the committee will conduct the interview. Some committees rely only on an oral interview, others also require work samples, or some other type of selection technique. Many supervisors choose to interview applicants alone and make a selection without the input from other staff. Because of the wide disparity in selection methods, employees are not aware of what is expected of them in order to receive a promotion. Additionally, standards for selection vary widely from one location to another or even within the same institution or region.

Objective

By July 1, 1994, establish and implement uniform procedures for the selection and promotion of staff.

Strategy

- A. Develop standardized selection procedures for the hiring of employees into entry level positions, reduce Correctional Officer turnover and Correctional Probation Officer turnover to 10% annually.

Lead Org. Unit: personnel

- B. Develop standardized selection procedures for filling promotional positions within the Department.

Lead Org. Unit: Personnel; Other Org. Units: Operations; Health Services; Programs; and OMB.

How can the Department develop a diversified work force reflective of the available labor market?

Condition Description

The Department is committed to the development of a quality work force which is balanced to reflect diversity in the work force. The current Affirmative Action Plan includes realistic, obtainable and measurable goals by each of the five regions. These goals were developed by surveying each region by Equal Employment Opportunity (EEO) category to determine underutilization by minorities and females. In addition, as a result of the USA Case, the Department has entered into a Settlement Agreement which will provide females with greater employment and promotional opportunities. Each Superintendent, P&P Administrator, Regional Director and Assistant Secretary is accountable for fulfilling the requirements of the Settlement, as well as, the Plan.

To reach our goals the Department must be pro-active in recruiting employees in terms of race, ethnicity and gender. The conventional process of placing advertisements in newspapers does not go far enough to reach our goals.

Objective

By July 1, 1995, the Department will have developed a program which will be pro-active in reaching and attracting potential employees in the available market.

Strategy

- A. Establish a recruitment program which will reach minorities and women in the community and help eliminate any impediments to employment with the Department. The program would also coordinate recruitment efforts between institutions, regions, and the Central Office.

Lead Org. Unit: Personnel; Other Org. Units: Regions and Institutions.

- B. Establish student Internship Programs with each of the State's Universities, as well as private colleges and junior colleges.
Lead Org. Unit: Staff Development; Other Org. Units: OMB; Operations; Programs; and Health Services.
- C. Establish part-time student programs by employing students through OPS. This program would be coordinated with each of the State's universities, as well as private colleges and junior colleges.
Lead Org. Unit: OMB.
- D. Develop a policy which outlines the various knowledge, skills and abilities an employee would need to follow their desired career tracking. At the same time, the Department would project what openings would become available during the next 5, 10, 15 and 20 years.
Lead Org. Unit: Personnel; Other Org. Units: Staff Development; Operations; Programs; OMB; and Health Services.
- E. Develop a mentor program to counsel and guide potential supervisors and/or managers.
Lead Org. Unit: Personnel; Other Org. Units: Staff Development; OMB; Operations; Programs; and Health Services.

Condition Description

For many years the Department followed a strict policy that all employees would work full-time jobs and no allowances were made for individual situations. These past practices will not allow the Department to recruit and retain a qualified work force as we approach the year 2000. Managers and supervisors must learn to become more flexible to meet the needs of our future workers.

The Department has developed policies on shared employment and alternate work schedules and is piloting a day care center. While these policies have been developed, they have not been widely implemented. In addition, the Department should consider other work force alternatives such as compressed work weeks, telecommuting and more day care centers.

Objective

By July 1, 1995, the Department will finalize a work force plan for the Department that would meet the needs and demands of the Department.

Strategy

- A. Establish a task force of employees to explore the various ways the Department can meet the demands of a changing work force and develop specific recommendations.

Lead Org. Unit: Personnel; Other Org. Units: OMB; Operations; Programs; and Health Services.

- B. Include in management development training and employee orientation a section of flexible benefits available to Department employees.

Lead Org. Unit: Staff Development.

- C. Expand child day care centers to other areas of the State that have sufficient need and demand of such services.

Lead Org. Unit: OMB; Other Org. Units: Operations.

Quality Management Techniques Problems/Opportunities

Problem /
Opportunity

Q1

How can the Department ensure a more stable work force and a high level of job satisfaction among employees through implementation of modern management techniques such as Total Quality Management?

Condition Description

During the next 5 years as admissions to the Department of Corrections increase at a projection from 34,524 in FY91-92 to 39,079 during FY96-97, the Department's supervised offender population is expected to increase from 110,897 in FY91-92 to 122,598 by FY96-97. Such increases will require a proportionate enlargement in staffing levels as well as greater efficiency in employment of staff in both institutions and community supervised sites. Past experience indicates that to be effective, enlightened management techniques must originate, emanate from and have the support of top management. Accordingly, Central Office staff should lead the way in this undertaking. Since governance in the past may not have empowered nor fully utilized the complete range of skills and abilities of the work force, modern management techniques not currently in place will be required to reach optimum utilization of human resources in the future.

Accordingly, the following Quality Management Principles should become a part of the Department's administrative culture:

- a) Leadership Style Employing Participation, Powersharing, Trust, and Training - Open communications and policy deployment of principles emphasizing leaders who coach, motivate, and develop a trained, productive, and recognized work force.
- b) Leadership Reflecting Vision and Values - A plan that proceeds from a clear idea of organizational values and an organizational vision. Use of organizational credos and mission statements. Comprehensive planning related to these central commitments.
- c) Leadership through Reflective Practice - Regular and intensive critique of organizational practices at all levels. Awareness of mental models and how organizational problems are habitually framed. Ability to reframe.
- d) Public Safety as a Customer Focus - Identification of Internal and External customers.

Attention to quality in fact and quality in perception while maintaining a core concern for public safety. Attention to valid customer requirements.

- e) Teams are the Heart of Quality Improvement - Use of teams for project-based improvements. Continuous attention to teambuilding and effective group dynamics.
- f) Continuous Improvement - There is constant and continuous effort to improve the quality and productivity of our processes and systems. A coherent reward and recognition system is in place to reinforce these behaviors.
- g) Value-added Criteria - All organizational activities are subjected to value-added scrutiny.
- h) Systems Thinking and Statistical Techniques - Use of ways of thinking that help people define problems and solve them together with systematic analysis.
- i) Fact-based Management - Improvement projects, benchmarking, and other factually-based techniques.

Teams empowered to find efficiencies will do so. Employees should be freed to observe with a critical eye and feel motivated to make cost-saving and productivity enhancement recommendations. Employees empowered to promote efficiency in the work place can result in significant financial savings. For example, installing electronic soap dispensers on all laundry machines with a capacity of 50 pounds or more has reduced the average cost per pound washed from 2.2 cents to 1 cent. After the initial cost recovery of \$850 per machine the Department will realize savings in excess of \$650,000 annually. This example is not unique as an indicator that efficiencies are available and will be brought forward with an empowered work force.

Involving the work force in decision making is a quality initiative. A practical example of participatory management was introduced and is underway in developing and implementing recommendations to solve specific problems addressed at a recent Administrative Managers Meeting of March 30-April 1, 1992. These recommendations have been farmed out to the five regions where locally formed rank-and-file teams will generate proposed solutions. This process should be nurtured and assisted through management focus and through training in such areas as team building, goal setting, productivity enhancement, knowledge sharing, and development of performance measurements for all operations. Lessons learned from this experience should be captured and incorporated in future management initiatives where innovation and total work force participation are desired.

A baseline of staff views on major issues has been established. During the Department's Strategic Planning survey completed in December 1991, the following are among the opinions which were collected:

- Fifty percent stated that they are encouraged to improve the quality of work in their work units.
- Thirty-two percent felt there are good top level communication to front-line staff.
- Twenty-six percent strongly stated that good top level to front-line communication does not exist.

These results indicate a need to introduce a system-wide program to improve communications, involve the work force, and empower them to make continuous changes, thus using all available minds to chart the Department's future and achieve a higher level of productivity.

Objective

By July 1, 1994, the Department of Corrections will have improved the above baseline indicators by at least 10 percent where they registered below 50 percent in the December 1991 survey and to that end will have instituted a comprehensive TQM program with 70% of the trained having been completed. Training levels will approximate the following indicators:

- Eighty percent of senior managers - one week
- Fifty percent of middle managers - one week
- Twenty-five percent of front-line staff - one week
- All new employees - one day
- Within each region, ten teams will have selected problems and submitted recommended solutions for increased productivity

Strategy

- A. Improve the quality of services and products of the Department by examining the organizational structure needed to carry out the mission, statutes, and strategic initiatives by using TQM principles and best practices, then realigning as necessary for maximum efficiency.

Lead Org. Unit: Programs; Other Org Units: OMB.

- B. Develop and deliver an Executive Level Training Program incorporating assistance to

the 6 Issue Focus Groups which sprang from the Administrative Managers Meeting of March 30-April 1, 1992.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- C. Develop and deliver a middle management level TQM training program which will be administered to Central Office and field managers alike.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- D. Develop and conduct a TQM orientation program for all Department rank-and-file personnel.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- E. Institute a program within the personnel system whereby all new employees are briefed and oriented on the Department's TQM philosophy.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- F. Establish a monitoring and measuring system whereby the progress toward the July 1994 TQM targets are reviewed and reported.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- G. Provide work unit input/output analysis at three work units, prepare a book/audit trail of the DC Strategic Planning and Strategic Alignment, expand TQM work to 25 groups in the Department.

Lead Org. Unit: Programs; Other Org. Units: OMB.

- H. Establish further capability in OBIS-HS to collect Total Quality Management data and to access Special Reports for the various levels of health management, both clinical and administrative.

Lead Org. Unit: Health Services; Other Org. Units: OMB - Personnel, Accounting, Budget, MIS.

Training Problems/Opportunities

Problem /
Opportunity

TN 1

How can the Department enhance the delivery of job-related training experiences for all employees?

Condition Description

At the present time, all full-time Department employees, excluding designated clerical and support employees, shall successfully complete 40 hours of in-service training each calendar year. Clerical and support employees designated by the Bureau of Personnel shall successfully complete 20 hours of in-service training each calendar year. All part-time employees shall successfully complete training equal to the number of hours in their normal work week. In each case, the first year training requirement is prorated by the number of calendar quarters worked.

While the Department's policy regarding training requirements is appropriate; greater emphasis should be placed on the quality of instruction provided. Quality of instruction is directly linked to the skills and abilities of staff assigned to conduct the training. The Department's ability to attract and retain seasoned employees who have the experience, knowledge and competence to appropriately address complex training issues has not kept pace with increased compensation in other job classes. Likewise, the Department Minority Business Enterprise (MBE) program appears adequate on the surface; however, upon closer review, African Americans, Hispanic Americans and other minority members are not being provided with equal access/opportunities to the purchasing/contracting arena partially because of the need for training and awareness with this group on the MBE program and how it can be better accrued.

Objective

By July 1993, the salary and other job benefits of all positions responsible for the delivery of staff training services shall be equal with other State criminal justice agencies responsible for training criminal justice professionals.

Strategy

- A. By February 1, 1993, survey community colleges and other state agencies responsible for training criminal justice professionals to determine the salary level and other benefits provided.

Lead Org. Unit: Personnel; Other Org. Units: Staff Development; Human Resources Development.

- B. By July 1, 1993 adjust the salary of all positions responsible for staff training services to a level commensurate with training professionals employed by community colleges and other state criminal justice agencies as determined by the survey.

Lead Org. Unit: Personnel; Other Org. Units: Staff Development; Human Resources Development

How can the Department provide a sufficient number of training professionals to coordinate and conduct training for all employees?

Condition Description

At present, the Department has 42 professional training positions assigned to major institutions; 10 professional training positions assigned to regional offices; and, 14 professional training positions assigned to Florida Corrections Academies North and South. In total, 66 professional training positions are responsible for providing all services required to conduct field training operations. With a target population exceeding 22,000 employees, the current trainer to staff ratio is approximately one training professional for every 333 employees. This excessive workload, which includes maintaining individual employee training records, is aggravated by the absence of clerical support; and, unequal distribution of work considering the variance in the number of employees from one institution to the other.

Objective

By July 1994, increase the number of training professionals to achieve a ratio of one training professional for every 240 employees, or increase the total number of trainers from 66 to 95, and provide appropriate clerical support at all training locations.

Strategy

- A. Modify the Department's staffing/funding formula to establish one professional training position for every 240 employees.

Lead Org. Unit: OMB; Other Org. Units: Personnel; Human Resources Development.

- B. Locate professional training positions as determined by employee density.

Lead Org. Unit: Personnel; Other Org. Units: Staff Development; Human Resources Development.

How can the Department prepare for "Workforce 2000" projections regarding significant increases in the number of women and minorities entering the workforce; those participating in the Minority Business Enterprise programs; as well as expected increases in the number of impaired persons entering the workforce as a result of the Americans With Disabilities Act?

Condition Description

The Department has commenced training for all employees on appreciating racial, cultural and gender diversity. The Department has also commenced training for administrative managers and supervisors on how to manage a racial, cultural, and gender diverse workforce. Additionally, a unique training program entitled "Women Facing the Future", which is intended to provide the opportunity for women to enhance their professional skills in the supervision of male inmates as well as their ability to work with and supervise male employees is also being provided for all women serving the Department as correctional officers. A Task Force on the Americans with Disabilities Act has been established to provide direction concerning full implementation of this act. Likewise, the Department's completely revised Affirmative Action/EEO Plan has been implemented throughout the Department with sufficient monitoring/enforcement by the Deputy Secretary, acting as AA/EEO Officer for the Department, along with AA/EEO committees statewide, at the Central Office, regions and institutions. Included in the work of the AA/EEO arena is the Minority Business Enterprise (MBE) program geared to providing equal access to departmental purchasing and contracting for African Americans, Hispanics, other minorities and female vendors.

Objective

By July 1, 1995, provide the opportunity for all staff to participate in appropriate training addressing racial, cultural and gender diversity; the Minority Purchasing/Contracting Program; and accommodation of Americans with Disabilities.

Strategy

- A. Secure appropriate funding to conduct training addressing this area by July 1 of each fiscal year.

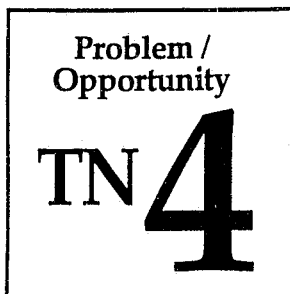
Lead Org. Unit: Staff Development; Other Org. Units: OMB; Human Resources Development.

- B. Prepare Request for Proposals and select external training professionals by the competitive bid process.

Lead Org. Unit: Staff Development; Other Org. Units: General Services; Human Resources Development.

- C. Coordinate training delivery phase.

Lead Org. Unit: Staff Development; Other Org. Units: Human Resources Development.



How can the Department produce high quality videotape training materials?

Condition Description

At the present time all of the video production needs of the entire department are met by one employee with a strong background in video production. There are currently four video based projects that could keep this one employee busy more than 80% of the time through the end of September 92. More projects are on the horizon. Effective video production is not a single person endeavor. The current producer/director has to handle almost all production related tasks such as script writing, production planning, production (which includes camera operation, lighting, sound, and talent direction), and video tape editing. Other production related tasks include minor equipment repairs and maintenance, and videotape duplication. When an extra hand is necessary for tasks such as monitoring sound recording levels, operating a second camera, and carrying equipment, non technically-skilled employees have been utilized with varying results.

Non video production related tasks also take up a great deal of time. These include monitoring and maintaining inventory for audiovisual equipment and Interactive Videodisc equipment, researching and recommending new audio-visual equipment purchases, and monitoring the delivery of traditional stand-up instruction. This employee has also been responsible for some desk top publishing.

Quality development of videotape based instructional materials is accomplished by a skilled team, not by a single person. As the quality and complexity of the instruction increases, lack of skilled production personnel can lead to problems such as poor sound, improper lighting, inadequate performance by on screen talent, and inadequate camera work. One person cannot monitor all of these attributes during production and must depend on the skills of other team members.

Objective

By July 1993, the Department will establish two additional positions responsible for video production.

Strategy

- A. By March 1993, research possible positions within the state system which would meet the needs of two new video production specialists.

Lead Org. Unit: Staff Development; Other Org. Units: Personnel; Human Resources Development.

- B. By May 1993, write position descriptions for each of two positions.

Lead Org. Unit: Staff Development; Other Org. Units: Personnel; Human Resources Development.

- C. By July 1993, advertise, interview, and fill two additional positions responsible for video productions.

Lead Org. Unit: Staff Development; Other Org. Units: Personnel; Human Resources Development.

How can the Department more effectively use Computer-based Interactive Video Disc Technology for training its correctional officers and correctional probation officers?

Condition Description

Currently, the Department employs one full-time professional at the central office who is responsible, on a 40% time basis, for all principal Computer-based Training/Interactive Video (CBT/IV) program functions at the Department's 30 locations with 52 learning stations statewide. These principal functions include coordinating and managing CBT/IV delivery; CBT/IV learning station installation, troubleshooting, maintenance, and support; supervision of new CBT/IV course design and development, repair and alteration of existing CBT/IV courses; development of user guides and manuals; and analysis and report generation on performance and usage.

While all these functions are valid and necessary, their fulfillment in an efficient, effective, timely, and quality manner is not possible for a single person, even on a part-time basis, to perform. The use of CBT/IV by Departmental personnel is rapidly increasing. In addition, CBT/IV program has realized a 79% productivity gain over traditional instructor led courses - proving it to be a highly valuable mode of delivery. Both the increasing use as well as effectiveness of CBT/IV requires not only an expansion of our existing sites, learning stations, and training software, but more personnel to provide superior support for the CBT/IV program.

Objective

By June 30, 1994, there shall be two full-time professionals, one clerical position, and one half-time technical position responsible for statewide management of the Department's CBT/IV program.

Strategy

- A. By December 31, 1993, hire and train a clerical person to perform all CBT/IV related clerical/secretarial functions.

Lead Org. Unit: Staff Development; Other Org. Units: Human Resources Development.

- B. By March 1, 1994, hire a computer/electronics technical person, 50% of whose duties will be the installation, troubleshooting, maintenance, and support of the CBT/IV learning station hardware and software. The remaining 50% of this person's duties and responsibilities will be to provide technical and production assistance for video.

Lead Org. Unit: Staff Development; Other Org. Units: Human Resources Development.

- C. By June 30, 1994, hire 2 CBT/IV professionals to perform.

Lead Org. Unit: Staff Development; Other Org. Units: Human Resources Development.

Information Technology Problems/Opportunities

Problem /
Opportunity

T 1

How can the Department improve the Information Technology infrastructure, (i.e. equipment, technical support staffing levels, networks, and software systems), in order to support the day-to-day activities of the various functional areas of the Department?

Condition Description

Computer information systems are under utilized because not enough terminals/workstations and printers are available for staff to use. Access to the computerized information has become critical to many jobs. New systems are not being brought on-line as fast as they could be because of a lack of workstations for system access. Potential productivity gains are not being realized because of a lack of equipment.

Field staff are suffering from poor response times and processing delays due to over-taxed processors. The demands placed on these processors have exceeded their design limits. Processor capacity upgrades have not kept up with additional demands being placed upon the systems and the utilization of systems continues to grow.

Technical support staffing levels are inadequate for a department the size and scope of Corrections. Central Office and technical support staff are very small (0.3%) compared to similar Departments (LES, DOT, HRS, which average 1.5%), and the recommended 0.8%, according to the 1990 Andersen Consulting Report (Strategic Information Systems Plan). Also, according to Andersen, the ratio of technical support staff is at 108 to 1, compared to a desired industry standard of 50 to 1.

Training of technical staff is not keeping pace with the changing computer industry. Because of the high cost and highly specialized nature of courses, usually conducted out of state, the MIS staff are not getting the needed training to keep their skills current and make optimal use of available technology. Even basic courses on the Department's current product set are difficult for MIS staff to obtain approval to attend.

The Department's existing data communication networks are not keeping pace with the demands placed on them. The volume of daily traffic continues to grow and the responsiveness and reliability of the networks continues to degrade. High speed, stable, responsive networks are critical to moving the high volumes of data traffic the Department will require in the next few years.

Many competing demands for scarce information technology resources are causing the MIS section to stay in a reactionary mode rather than a proactive mode in support of the Department's information needs. Because of this, the Department's Strategic Information Technology needs are not always receiving the appropriate priority and resources.

Objective

By July 1, 1995, the Department will have installed workstations, according to targeted ratio numbers, for access by each staff member with a legitimate need for access; each distributed processor will have sufficient capacity to be servicing no more than the number of users recommended by the manufacturer; mainframe capacity will be within manufacturer recommended levels; and technical support staffing will be within 20% of the levels recommended by the Strategic Information Systems Plan. (This study recommends that information technology staff represent 0.8% of total Department staff.)

Strategy

- A. Acquire and install equipment, complete software enhancements, and implement the Court Ordered Payment System statewide.
Lead Org. Unit: Programs/P&P Other Org. Units: OMB/MIS
- B. Upgrade processor capacity on two Probation and Parole circuit mid-sized processors.
Lead Org. Unit: OMB/MIS.
- C. Replace outdated and incompatible distributed systems in four Probation and Parole offices.
Lead Org. Unit: OMB/MIS.
- D. Replace outdated and incompatible distributed system in Health Services Central Office and add distributed computing power to Regional Health Services.
Lead Org. Unit: OMB/MIS Other Org. Units: Health Services
- E. Provide improved and increased interactive video and computer based training.
Lead Org. Unit: OMB/Staff Development.
- F. Continue Justice Data Center Operations to provide mainframe computing, network, operations and telecommunications support.
Lead Org. Unit: OMB/MIS.

- G. Continue to provide adequate capacity at Justice Data Center, including capacity in the central processor (CPU), disk storage space, memory, and other hardware areas, as well as insuring equipment does not become obsolete and unreliable.

Lead Org. Unit: OMB/MIS.

- H. Convert the Department's statewide telecommunications network to the SUNCOM backbone and digital service, to improve network response time and reliability.

Lead Org. Unit: OMB/MIS.

- I. Provide additional Central Office MIS support staff to improve the level of information technology support to the Department to meet the targeted 80% of Andersen recommendations.

Lead Org. Unit: OMB/MIS.

- J. Establish additional field support staff to improve the level of information technology support to field personnel to meet the targeted 80% of Andersen recommendations.

Lead Org. Unit: OMB/MIS, Other Org. Units: Regional Admin.

How can the Department improve programs, services, and staff productivity by the increased use of Information Technology in previously unautomated areas and by the use of emerging innovative technologies?

Condition Description

The Department of Corrections has responsibility for many complex tasks which must be accomplished on a daily basis. Many of these tasks, if automated, could result in drastic productivity improvements. Many areas have been suggested as good candidates; but the Department has been unable to capitalize upon these opportunities because of a lack of resources. These resources are needed to perform feasibility studies, cost/benefit analysis, and basic research & development tasks. The computer industry is constantly evolving and many new types of technology are becoming well developed and cost effective alternatives. New projects must be identified, which are good candidates for technology, and the appropriate research and development needs to be done to maximize automation opportunities.

Objective

By July 1, 1995, the Department will have implemented special projects, such as inmate records imaging, and at least 80% of the nineteen (19) strategic technology projects identified in the Strategic Information Systems Plan.

Strategy

- A. Provide expansion of distributed processing into major institutions to handle local information needs.

Lead Org. Unit: OMB/MIS.

- B. Monitor location of inmates throughout the compound electronically.

Lead Org. Unit: Operations. Other Division: OMB/MIS

- C. Establish regional distribution center, with automation, to warehouse food and other

inventory items for eighteen major institutions and nine community facilities, as a pilot project.

Lead Org. Unit: OMB/General Services, Other Org. Units: Operations, OMB/MIS.

- D. Enhance mainframe health services information system to provide vital sign history and medication records components.

Lead Org. Unit: Health Services, Other Division: OMB/MIS.

- E. Implement inmate record imaging system at Central Office File room and two reception centers.

Lead Org. Unit: OMB/MIS, Other Division: Programs/Admission & Release.

- F. Implement automated systems in Inspector General's Office inspection and investigation monitoring, management review maintenance, case management, and document tracking and text retrieval.

Lead Org. Unit: Inspector General, Other Division: OMB/MIS.

- G. Complete implementation of Cashless Canteens in all major institutions by June 30, 1993.

Lead Org. Unit: OMB/MIS and Accounting Other Org. Units: Operations.

- H. Convert Inmate Banking application from the mainframe machine to run on the Cashless Canteen minicomputer.

Lead Org. Unit: OMB/MIS and Accounting Other Org. Units: Operations.

APPENDIX I:

AGENCY FUNCTIONAL PLAN PROGRESS ASSESSMENT 1992

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Agency Functional Plan Progress Assessment 1992

Executive Summary

In general, the Department moved forward in many aspects of the priority issues identified in the 1991 AFP. Specific major objectives achieved included installation of a new classification procedure; identification of special needs inmates; development of long range forecasting capabilities; reduction of certain clinical staff vacancy rates; expansion of surgical cost containment efforts; and implementation of additional drug and alcohol treatment services. Major training and management efficiency milestones were reached, to include establishment of a corrections internship program and staff training regarding the inmate special needs population, racial and cultural diversity management and personal infringement. Significant progress has been made in increasing public awareness and understanding of the Department's efforts in contributing to public safety. Internal and external operations are being streamlined via a strategic planning effort in conjunction with the Center for Public Management.

Departmental efforts have been slowed in some areas of desired achievements mainly due to funding nonavailability. Some of these areas are community assistance programs for released offenders; restructuring of sentencing guidelines; health care; continuing education; expansion of Tier I drug treatment services and services to dually-diagnosed offenders; Correctional education and vocational training services also have been hampered by funding cuts. Compensation comparable to entry level law enforcement personnel for correctional officers and adequate relief factors for correctional officer posts have been delayed due to reduced funding, as has advancement of the Department's technological capability.

In conclusion, the Department will continue to press ahead to accomplish the goals outlined in the current Strategic Plan. The future direction the Department must go continues to clarify as strategic planning efforts continue to evolve. Forthcoming programs and operations will lean toward "the business aspects" of corrections as we seek to organize and streamline the Department for the twenty-first century.

Agency Functional Plan Progress Assessment 1992

The following assessments are keyed to priority issues and objectives found in the Department of Corrections Agency Functional Plan dated December 16, 1991.

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
I-1	A	44%	7,360 appropriated new beds and 1,024 requested beds to be phased-in during 1991-1993. In December 1991, the Legislature postponed the phase-in of 3,108 additional beds, including those at Gulf and Columbia. Funding was provided in the 1992 special Legislative session to open these beds in FY 1992-93.
I-1	B	65%	A less-than-lethal stun device has been adopted for use by transport officers. Approximately 40 employees have been certified to train officers as to the proper ways to use the device. Full implementation of the program is pending a change in the use of force rule (F.A.C. 33-3.0066) which is currently in the review stage.
I-1	C	--	Inmate work positions were increased 15% as reported in inmate work utilization reports compared from calendar year 1991 to 1992. The limitation of Legislative funding affecting Correctional Education School Authority (CESA) decreased trained inmates and subsequently inmates for Prison Rehabilitative Industries and Diversified Enterprises, (P.R.I.D.E.) work positions. Also, the accelerated release of lower custody inmates limited potential assignment to outside work sites.
I-1	D	5%	A task force is appointed to develop a proposal for an efficient communication system for correctional operations.
I-1	E	50%	Guidelines reform developed and forwarded to Legislature. Further action by Legislature is pending.
I-1	F	50%	Sex offenders, section 794.011 F.S. are Control Release ineligible. In special session 1992, the Legislature passed into law prohibiting sex offenders from receiving basic gain time.
I-1	G	50%	Guidelines reform developed and forwarded to Legislature. Further action by Legislature is pending.
I-1	H	Ongoing	
I-2	A	50%	Guidelines reform developed and forwarded to

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
			Legislature. Further action by Legislature is pending.
I-2	B	100%	Completed.
I-2	C	50%	The Department's efforts to accomplish the provisions of the Community Corrections Partnership Act are outlined in the 1992-93 Legislative budget request. A report of these efforts will be forthcoming at the end of the fiscal year.
I-2	D	100%	Completed.
I-2	E	100%	Completed.
I-2	F	35%	1991-92 funding included 360 non-secure drug beds and 90 secure beds. The 1992 Legislature deleted the 90 secure drug beds, but expanded the number of non-secure beds by authorizing 60 additional beds.
I-2	G	100%	Completed.
I-2	H	100%	Completed.
I-2	I	50%	Plan to accomplish expansion of the Community Corrections Partnership Program has been completed. Funding to complete the expansion has not been awarded by the Legislature.
I-2	J	100%	Completed.
I-2	K	75%	New Correctional Probation Specialist Class approved. Positions allocated. Will be on line by 1/1/93.
I-2	L	25%	A plan to accomplish required supervision has been developed. Due to the budget shortfall, further action is being held in abeyance.
I-2	M	100%	Initial core group of 80 Correctional Probation Officers (CPO's) have been trained in Client Management Classification Strategy.
I-2	N	80%	Data gathered and analyzed. Complete report being drafted.
I-2	O	10%	This objective has been changed due to other priorities and unavailability of funds to develop the risk assessment instrument. The National Council on Crime and Delinquency (NCCD) will assist in developing this instrument.

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
I-2	P	0%	The restructuring of sentencing guidelines to expand eligibility for consideration for Control Release to include low risk offenders not currently eligible was considered by the Legislature but not acted upon.
I-2	Q	25%	Auditor General has issued series of reports. Further examination underway.
I-2	R	10%	Reestablishment of a community assistance program to released offender is entirely contingent upon Legislative funding. To date appropriations have not been forthcoming.
I-2	S	25%	Funding was received in 1991-92 for one county work camp which is to be located in Marion County. Two new Probation and Restitution Centers (80 beds) and three additional county work camps are requested in the 1992-93 Legislative budget request.
I-2	T	10%	Reestablishment of an assistance program for offenders supervised in the community is entirely contingent upon legislative funding. To date appropriations have not been allocated for this purpose.
I-3	A	100%	Completed.
I-3	B	100%	Completed.
I-3	C	25%	Additional staff have recently been assigned to classification services to assist in the development of this process.
I-3	D	100%	Completed.
I-3	E	70%	The development and implementation of the system is progressing on schedule. Installation across all five reception centers will be subject to available funding.
I-3	F	25%	Individual program areas have been surveyed, however, a comprehensive survey of existing program resources is on hold, pending completion of survey procedures.
I-3	G	25%	Pending completion of survey of existing program needs (see I-3 F above)
II-1	A	100%	Completed.
II-1	B	100%	Completed.

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
II-1	C	70%	The initial design of the OBIS-HS Mental Health component was completed 5/92. The subsequent programming should be completed by 7/92. A field test is planned at three (3) institutions from 8/1/92 through 10/92. Statewide implementation of the system will begin shortly after 10/92 and probably continue through 3/93.
		80%	Programming of the system is complete and user training and system implementation is underway.
II-1	D	85%	The construction of the 95-bed inpatient unit will be completed by June 30, 1992. This unit will contain 10 crisis stabilization unit beds, and 85 transitional care unit beds. Additional office space required to expand outpatient care services is 100% complete.
II-1	E	0%	Due to limited health services funding for health care continuing education, this goal could not be attained. The target date will need to be advanced one year to June 13, 1993. Sufficient training data to evaluate the objective was unavailable. In 1993 physicians will be trained utilizing standards required for the award of credentials and through Continuing Medical Education (CME) opportunities.
II-1	F	40%	Personal computers have been purchased and installed at each major institution in order to automate pharmacy prescriptions, inventory, and purchasing. A pharmacy operational manual is being written. In addition, a software user's manual will be written. At a later date, it is hoped that this system will be integrated with the OBIS-HS system in order to further automate medication records as part of the inmate's current electronic health record. Progress on automated medication records has been deferred until completion of the vital signs component of the system.
II-1	G	10%	Although the Department has requested the required funding for the implementation of a pilot sexual disorders clinic, the 1992 Florida Legislature did not fund the budget request. The required funding is needed for the accomplishment of this objective.
II-1	H	100%	Completed.

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
II-2	A	60%	Progress in developing a training program for pregnant women and substance abusers has been delayed due to turnover of lead staff. However, health training for inmates with AIDS has been completed. There has been some improvement in health education to female and pregnant offenders. A small cancer society grant purchased standardized inmate training materials on breast self-exams/mammograms including videotape flip chart breast model and pamphlets. Additional video was produced at Florida Correctional Institution on AIDS education with heavy emphasis on substance abuse connection. This was distributed to all female institutions and has been received very well. Other female/pregnancy training will be enhanced when health education is funded in the budget. 100% get breast self-examination (BSE)/ AIDS education.
II-2	B	40%	Initial assessment made; task force appointed to continue development of programs.
II-2	C	Ongoing	Cost effective health care, including preventive health education is provided through the chronic disease clinics.
11-2	D	50%	Mental Health Services are evaluated quarterly to determine whether they are of sufficient quality and quantity to meet the needs of the inmate population. In addition, focused review of specific aspects of mental health services delivery are reviewed by the Department's quality Management Program. Two additional quarterly reviews will be performed this year. The final review will take place during the month of December, 1992. A report of the quarterly finding will be prepared by March 1, 1993.
II-2	E	100%	Health Services bulletin 15.03.13 was changed on March 15, 1992, to include impaired inmate category X-5. These inmates are totally unable to perform any type of duties or participate in educational or recreational activities. Inmates who are X-4, X-3, X-2, or X-1 are required to work or participate in work or recreational activities with the tolerance/restrictions imposed by the chief health officer.
II-2	F	90%	Female inmate program availability is similar to program availability for male inmates based upon the female equality study conducted by the Department. Special female history and physical examination profiles were completed to assure health care needs are equitably provided.

<u>Priority Issue</u>	<u>Objective</u>	<u>Approx. % of Completion</u>	<u>Discussion of Influencing Factors</u>
II-2	G	75%	The female basic training program task force has developed a plan for implementing the program at Florida Correctional Institution.
II-2	H	75%	An operational manual developed with Correctional Education School Authority (CESA) and Department of Education (DOE) to be used to classify inmates into special education programs has standard uniform assessment procedures for mental health classification of inmates was fully implemented at all reception centers in September, 1991.
II-2	I	35%	Contracts have been developed with members of the Association of Retarded Citizens to develop linkage with community agencies. Research has been completed and a plan developed to work with citizen volunteer groups and community service groups to assist mentally retarded offenders when released. Funding should be provided through the Inmate Welfare Fund for a coordinator. Further program development pending funding of transition program.
II-2	J	90%	A special education program with the Correctional Education School Authority and the Department has been developed and the system is in place to provide special education to inmates having disabilities who are under 21 years of age. Final implementation will depend upon funding by the Legislature.
II-2	K	75%	Program implemented to maximize job and program opportunities for physically impaired and elderly. Steering committee for elder inmate issues will be pursuing grant funds for innovative pilot programs.
II-2	L	0%	Pending action of steering committee for elder inmate issues.
II-2	M	25%	Detail plan to be completed by November 1992.
II-2	N	50%	Pending completion of statewide classification training to be done September 1992, full implementation will be completed by October 31, 1992.
II-2	O	0%	Pending action of steering committee for elder inmate issues.
II-2	P	70%	Liaison has been established with Department of Elder Affairs. Services to be provided are pending action of steering committee for elder inmate issues.
II-3	A	100%	Completed.

<u>Priority Issue</u>	<u>Objective</u>	<u>Approx. % of Completion</u>	<u>Discussion of Influencing Factors</u>
II-3	B	80%	Delay in construction and a bid protest have resulted in the Brooksville Drug Treatment Center (DTC) not being fully operational. It is anticipated that the week of July 13, 1992, the initial contingent of inmates will be transferred to the center.
II-3	C	0%	This objective contingent upon legislative funding.
II-3	D	100%	Completed.
II-3	E	0%	Specific outpatient alcohol treatment programs were not funded by the Legislature. Other forms of substance abuse programs are being developed.
II-3	F&G	20%	Legislature approved random testing of inmates. The Department is exploring the procedures for random urinalysis testing at all Correctional Institutions.
II-3	H	5%	Completion of this objective is contingent upon receiving additional financial resources.
II-3	I	100%	Funding request was submitted and awaiting release funds.
II-4	A	0%	The Legislature imposed further budget reductions for FY 1992-93, preventing restoration of previous positions and funding losses.
II-4	B	0%	Due to budget reductions education programs will be limited to existing programs with some reorganization and cutbacks in services to those programs.
II-4	C	0%	Budget reduction will prevent expansion of education services to road prisons, work camps and other correctional facilities.
II-4	D	0%	Competitive salaries with those of school districts for CESA employees will not be implemented because no funding was provided by the legislature.
II-4	E	0%	Due to lack of funds the Educational Management System will not be implemented in fiscal year 1992-93.
II-4	F	50%	Recommendation has been drafted and submitted to the Legislature for their review.
II-4	G	85%	The Legislature has not appropriated the required funding for education services to be provided at all institutions. This prevents eligible inmates from receiving the 150 hours of mandatory instruction.

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
II-4	H	75%	Required funding is not appropriated by the Legislature, therefore, not all eligible inmates receive adult basic education services.
II-4	I	55%	Inadequate legislative funding prevents many eligible inmates from receiving vocational training.
II-4	J	0%	No legislative funding has been appropriated to provide life management skills training for inmates.
II-4	K	75%	Education services are not provided at all of the major correctional institutions due to a lack of legislative funding for expansion.
II-4	L	0%	Grant for year terminated and no continuance of funding to further program.
II-4	M	0%	The grant for this past fiscal year has concluded and there is no advance funding to continue CESA's efforts.
II-4	N	0%	The lack of legislative expenditures has thwarted the increase of the number of inmate work stations.
III-1	A	100%	Completed.
III-1	B	100%	Completed.
III-1	C	Ongoing	Certified public manager program is the current executive level training vehicle utilized by the Department. All eligible personnel are screened and nominated by their regional director.
III-1	D	Ongoing	To date, 82 students have graduated from the Certified Public Manager Program. Presently, 56 students are enrolled in the program. Increased emphasis by the present administration and perseverance by all of the participants have allowed the training to remain on track. All of the eligible candidates will graduate on schedule during the upcoming fiscal year.
III-1	E	100%	Computerized interactive video disc course delivery is now a primary means of providing mandatory recertification training for certified correctional officer and correctional probation officers. Courseware providing training in the areas of youthful offenders, first responder to medical emergencies, prison suicide prevention, and crisis prevention, is now being developed by a private vendor. Public relations training to management and line staff has been tentatively scheduled to begin in the second quarter of fiscal year 1993. Information Services Personnel will provide training to assistant secretaries, regional directors,

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
			superintendents or other administrators who may handle media inquiries.
III-1	F	100%	Completed.
III-1	G	100%	Completed.
III-1	H	30%	Feasibility studies conducted at six (6) correctional institutions have produced favorable results indicating a desire and support of staff to establish a work site child care facility on the grounds of their institution. Requested fund proposals (RFPS) have been drafted and review is pending at the Department of Administration (DOA). Trailers are being purchased for delivery and setup at two (2) of the six (6) potential sites for use as day care centers.
			Broward Correctional Institutions's "Child Jubilee" Day Care Center began operation on September 3, 1991. It is an excellent facility that is gaining in use and reputation.
III-1	I	100%	Policies and Procedures have been distributed department wide.
III-1	J	0%	No funds have been made available by the Legislature
III-1	K	20%	Included in the Department's contract the Florida State University Center for Public Management is orientation, training and staff development activities specifically geared to the Total Quality Management (TQM) concept. Key staff at Central Office and selected trainers have participated in TQM Teleconference training sessions sponsored by the Department of Transportation and participate regularly with the Tallahassee TQM council.
			Department wide implementation of TQM as the management philosophy began with the initial stage of strategic planning, which included the Administrative Managers' meeting in Tallahassee, March 31 - April; 1, 1992 and is continuing with the work of regionally based focus groups' work of Departmental issues.
III-1	L-M	0%	Insufficient staff available to conduct the study.
III-1	N	0%	The legislature did not provide funds for the relief factor.
III-1	O-P	0%	The legislature did not provide funding for differential compensation.

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
III-1	Q	0%	The legislature did not provide funding to establish sufficient correctional officer positions to fill core positions.
III-1	R	20%	The project is progressing according to schedule.
III-2	A	100%	The Strategic Plan External and Internal critical issues have been drafted, coordination of three plans (AFP, Corrections Master Plan, and Strategic Plan) is in progress.
III-2	B	Pending	Held in abeyance, to be considered on completion of III-2 A.
III-2	C	25%	Formal plan for obtaining input from public/private interested agencies implemented; consolidation of three plans (AFP, Corrections Master Plan, and Strategic Plan) will impact planning cycle.
III-2	D	Ongoing	Continuing effort in Strategic Plan.
	E-F	Ongoing	Accreditation efforts are underway with the review of files and updating of documentation in preparation for the October, 1992 audits.
III-3	A	80%	Reference manuscripts have been prepared, slide presentations suitable for use at community presentations have been developed.
III-3	B	--	Still on schedule to be completed by the deadline.
III-3	C	100%	Completed.
III-3	D	100%	Completed.
III-3	E	100%	Plan Developed. Public relations training to management and line staff has been tentatively scheduled to begin in the second quarter of fiscal year 1993. Information Services Personnel will provide training to assistant secretaries, regional directors, superintendents or other administrators who may handle media inquiries.
IV-1	A	100%	Completed.
IV-1	B	50%	Additional staff have been provided internally. The budget request is not currently recommended due to lack of revenue. The earliest staff could be obtained through the budget process is July 1, 1993.
IV-1	C	10%	Preliminary survey has been completed to establish inventory of current monitoring activities.

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
IV-2	A	20%	This initiative has been delayed due to lack of financial resources.
IV-2	B	60%	This issue is progressing slower than projected due to funding cutbacks.
IV-2	C-D	25%	The Department is addressing the Anderson Study strategic applications on an individual basis, subject to available funding.
IV-2	E	Inconclusive	Implementing the first project of a state supported county work camp, adjacent to Marion Correction Institution. Meeting with other agencies, under supervision of the Department of Natural Resources (DNR), to locate sites for small Department of Health & Rehabilitative Services (HRS) facilities.
IV-2	F	25%	The Strategic Plan process, Phase II, has been initiated to review the Department's structure and recommend changes.
IV-2	G	45%	This project is progressing slower than originally planned, due to funding shortages.
IV-2	H	70%	This application is still under development and implementation is anticipated within six months.
IV-2	I-J-K-L	0%	This application has been deferred, subject to available resources.
IV-3	A	30%	This objective has been significantly impacted by rules of the Department of Environmental Regulation (DER) which now require setbacks from roads, buildings, etc. Additionally, the concept of irrigating via underpiping has been patented with costly licensing implications. These factors have resulted in (DER's) rejection of this Department's permit application to install such a system at the Polk Correctional Institution, although the system was encouraged by the Water Management District. The Department is upgrading treated wastewater and initiating at Dinsmore Community Correctional Center an enlarged sprayfield and a holding pond (completion date 1/1/93); at Jefferson Correctional Institution an irrigation sprayfield will be added to supplement the wetland treatment system; at Putnam Correctional Institution an irrigation sprayfield will be installed and surface water discharge will be discontinued. At Lakeland Community Correctional Center a mounded drainfield is utilized (this area is grassed and maintained as lawn.)

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
IV-3	B	100% Ongoing	All wastewater treatment plants are permitted and monthly reports are recorded and maintained, as they are received (there are approximately 75 operating wastewater permits a month the Department's more than 1,000 environmental permits are obtained for new construction involving surface drainage.
IV-3	C	95%	Radon testing has been conducted within the mandated time frames for all previously constructed buildings. On June 30, 1992 all buildings built in the 1991-92 fiscal year will have to be tested and reported. Radon mitigation has been completed in two of the seven buildings needing corrective action. (25% completion) Work is in process to complete four more buildings, the seventh building must await the abatement of an asbestos problem before mitigating for radon.
IV-3	D	10%	No funding available. Have investigated alternatives via privatization, and with P.R.I.D.E. for using scrap tires as fuel. Will continue to request funding to connect Florida State Prison to this system.
IV-3	E	Ongoing	
IV-3	F	Ongoing	The co-generation concept works most effectively in conjunction with central plants producing hot water, however, the facilities for distributing hot water make these systems more expensive. We will continue to look for opportunities at the few central plants within the Department.
IV-3	G	30%	The Department is coordinating energy consumption monitoring by a private solar energy firm to determine the feasibility of expanding our use of solar water heating systems. Four institutions will be evaluated with the first one commencing this month. The Department is also working in conjunction with the Florida Solar Energy Center to retrofit our existing solar water heating systems at 14 institutions. Four systems are presenting being upgraded; maintenance personnel representing most of the Department's solar system have received training in system operation and maintenance.
IV-3	H	Ongoing	The Department is concurrently working toward a physically upgraded status of energy preparedness, including energy conservation aspects, while also coordinating through the Department of Community Affairs with the Public Service Commission, toward designation in the statewide energy plans as a "critical" need which along with hospitals, must be protected against such rolling energy blackouts as occurred in

Priority Issue	Objective	Approx. % of Completion	Discussion of Influencing Factors
			<p>1990 during the Arab Oil Embargo. The Department has also initiated contact with the Department of Community Affairs (DCA) toward gaining access to large strategically-located, flatbed trailer mounted, generator units which can be dispatched to an area of need by the National Guard. Finalization of these procedures will result in the fuller development of the Department's energy emergency preparedness plan.</p> <p>This program implements the portion of the state energy management that is appropriate to the mission of the agency. We will continue to focus on concrete measures and programs for success. The following provides a status report on the varying energy preparedness aspects of the Department Plan.</p>
		50%	<p>Correct report process with Department of General Services (DGS) and energy tracking program.</p> <ul style="list-style-type: none"> - Coordinate with staff at all facilities.
		15%	<p>Greenlights program.</p> <ul style="list-style-type: none"> - Implementation; including Central Office.
		35%	<p>Low-cost and no-cost energy savings program.</p> <ul style="list-style-type: none"> - Statewide
		30%	<p>Shared saving energy projects.</p> <ul style="list-style-type: none"> - Three institutions; Polk, Glades, and Union Correctional Institution
		10%	<p>Preventive Maintenance.</p> <ul style="list-style-type: none"> - Percentage of energy saved when incorporated with maintenance.
		5%	<p>Alternative fuels.</p> <ul style="list-style-type: none"> - To meet emission standards, fleet vehicles.
		5%	<p>Air conditioning system power reduction liquid pressure application (LPA).</p> <p>Request for additional position; Energy Administrator.</p>
IV-3	I-J-K	100%	Completed, Action ongoing.
IV-3	L	50%	<p>The Tri-county Landfill will open July 1, 1992. The Union Correctional Institution will stop using their landfill at that time and close its landfill by June 15, 1993, in accord with the Department of Environmental Regulation (DER) consent order, as amended. All departmental work possible, until after the tri-county landfill is operable, has been accomplished.</p>

<u>Priority Issue</u>	<u>Objective</u>	<u>Approx. % of Completion</u>	<u>Discussion of Influencing Factors</u>
IV-3	M	90%	Class III Landfill is in operation. Approved ground water monitoring plan will be completed, per permit, by June 30, 1992, and was delayed by water management district and D.E.R. efforts to agree on depths of monitor wells.
IV-3	N	0%	Presently funding for Federal Grant/ Aide is not available for water or wastewater projects. In the future if Federal Grant/ Aid funds become more accessible the Department, as in the past, will apply for funding for environmental improvements. Where state funding is available (petroleum cleanup), the Department has applied but could not gain an adequate priority for favorable consideration.
IV-3	O	28%	Programs have been implemented. Florida Correctional Institution by Florida Power Company; Broward Correctional Institution by Florida Power and Light Company. Florida Power and Light Company has been testing and approving a new switching system which is to be installed in the remaining nine institutions with 60 days.

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APPENDIX II:

**PROPOSED
FIVE-YEAR PLAN
FOR
PRISON CONSTRUCTION**

(SUMMARY)

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Department of Corrections

Proposed Construction of New Beds

Overview

A decade of rising prison admissions has exceeded the system's ability to provide prison bed space for all sentenced offenders and has led to the utilization of early release mechanisms since 1987. This has reduced actual time served to less than a third of the average sentence and has weakened the public's perception of the criminal justice system. Additionally, violent offenders, habitual offenders, and control release ineligible offenders are growing at an increasing rate, placing even more pressure on the system.

To address these issues, the Department of Corrections recommends a balanced approach that includes ensuring that violent offenders serve a greater portion of their sentence, building additional secure prison beds, diverting those offenders amenable to community based programs, and continuing control release of eligible offenders. This report describes the new bed portion of the Department's plan, which is based on an average of 4,226 beds per year.

Explanation of Charts

Graph I:

Reflects the actual and projected prison admissions from 1985-86 through 1996-97 per the Criminal Justice Estimating Conference of October 12, 1992.

Graph II:

Compares the current funded bed capacity with the projected inmate population if there were no early releases.

Construction Program

For fiscal year 1993-94 the Department is requesting 3,672 new beds.

For the second year of the plan the request is for 4,315 new beds, 4,403 new beds for the third year and 4,371 new beds for the last two years of the plan at an average annual construction appropriation of \$109 million.

In construction of new beds, the Department utilizes force account construction (inmate labor) and contract facilities. The force account construction is referred to as prototype Quick Construction. The quick construction buildings are designed by staff architects and engineers. The construction process makes extensive use of inmate labor and is substantially less expensive than contract

construction. Buildings are single story, concrete block construction and dorms are open bay design.

By using the same design for each prototype facility, the Department is able to minimize architectural and engineering costs and pay nominal reuse fees. Also reuse of plans and bid packages saves time associated with planning, permitting and reduces development costs by adapting a prototype plan to a specific site.

Major Institutions

- **Prototype Single Cell**

These facilities are built by construction contracts in which all site preparation, utilities, paving and construction of buildings is accomplished through a contractor. The construction of these single cell units requires sophisticated electronic locking devices and more complicated mechanical and structural systems. A considerable amount of effort is required in construction coordination of these larger, multilevel buildings, making it impractical to accomplish this construction through inmate labor.

Once the contract portion is completed and occupied, two open bay dormitories will be built by force account, providing a total of 1,152 beds at an overall cost of \$32,639 per bed.

- **Combo**

This type of institution combines five open bay dormitories with two single cell units having a 938 bed capacity at a cost of \$21,695 per bed. The two single cell units, gate house, health/classification, warehouse and food service buildings will be built by contract. The remaining five open bay dormitories and other support facilities will be constructed by force account. With this facility, the institution has the flexibility of housing inmates that need more protective confinement or more security than is provided in dormitory housing. The construction of the two single cell units, support facilities, and perimeter fences by contract enables the Department to utilize close custody inmates in the construction of the five open bay dorms.

The three combo institutions requested for 1993-94 are Everglades Correctional Institution, to be located in Dade County, an institution in Taylor County and an institution at a site to be determined.

The cost per bed for each type of facility is based on the cost reflected for fiscal year 1993-94. This proposed plan includes inflationary adjustments for each subsequent year.

Work Camps

This is a Quick construction prototype facility requested in the Five Year Plan at a cost of \$8,789 per bed for 1993-94. This facility is built by force account (inmate labor). In our current construction program, this facility is most often adjacent to an existing major institution; however, this facility is self contained and can operate independent of a major institution. Inmates assigned to these facilities provide labor for State and local governmental agencies.

Additions to Current Facilities

• Housing Units

The first consideration of providing new beds is given to constructing new dormitories at existing facilities. The Department continues to review this option to insure that adequate support capabilities are available in food service, health services and that there is sufficient water and sewage capacities to support the increased population. Consideration is also given to the cost and time associated with expanding necessary support facilities to support additional beds in the future. These housing units are both the single cell prototype unit and the open bay dormitory.

• Reconstruction of Avon Park Correctional Institution

Due to the age, deterioration and type of construction of the facilities at Avon Park Correctional Institution, \$4,900,000 is requested to rebuild the Institution. This will consist of three 128 bed dormitories, new laundry with equipment, 4 towers, administration, warehouse, food service expansion, confinement, control room/visiting and classification expansion, at an average cost of \$12,760 per bed.

• Mental Health Beds

Construction of sufficient mental health beds is a major component of the Department's Mental Health Plan. The Department currently has been appropriated funds for the construction a 200 bed unit at Zephyrhills Correctional Institution and a 50 bed unit at Union Correctional Institution. Additional beds are still required in order to meet the needs of the mental health population as well as the requirements for full implementation of the mental health plan. There are two types of units:

- Crisis stabilization provides intensive mental health treatment devoted principally toward rapid stabilization (two weeks or less) of acute symptoms.
- Mental health intermediate or transitional care beds are step-down units from crisis stabilization or from a correctional mental health institution. This care is relatively low stress residential treatment designed to provide transitional care between out patient and acute care. The goal of intermediate care is eventual reintegration into the inmate population.

The requested mental health beds are summarized as follows:

<u>Institution</u>	<u>Crisis</u>	<u>Transitional</u>	<u>Total</u>
	<u>Stabilization</u>		
	<u>Beds</u>	<u>Beds</u>	<u>Beds</u>
Lake	15	75	90
Everglades		200	200
Union		32	32
TOTAL	15	307	322

Planning Funds

The construction of new facilities can be accelerated by appropriating planning funds in the prior year. This affords the Department the opportunity to contract for engineers, conduct soil tests, begin the permitting process, and develop site adaptation plans for the prototypes. Once the funds have been appropriated, construction can start approximately four months sooner, resulting in earlier phase in of new beds.

The Department will continue to evaluate available sites on existing state lands and those offered to the State by local communities. Water and sewage capacities will be an important factor in the siting of facilities. In some locations, the construction of additional beds at current facilities and the location of work camps adjacent to major institutions will require expansion of our own water and sewage treatment plants, which is a costly part of the construction program.

Land Acquisition

Donated land by local government has become an integral part of the construction program but it is anticipated that we will not be able to obtain donated sites for all of the fourteen major institutions requested over the five years. Therefore, it will be necessary for the State to purchase land. Sites in the Central and Southern part of the State will most likely have to be purchased.

Appropriations

To enable the Department to construct new facilities in an expeditious manner and maximize cost savings, all construction funds are requested to be appropriated directly to the Department.

Operating Costs

The operating costs for the Five-Year Plan are based on the cost for operations, reception function, health services and education. These operating costs take into account the phase in of staff to allow for training and supervision of inmates during the construction phase of the facilities. The annual operating cost does not include an inflationary cost adjustment.

DEPARTMENT OF CORRECTIONS
APPROPRIATION REQUEST FOR NEW BEDS BY FISCAL YEAR

FISCAL YEAR 1993-94 SUMMARY	BEDS	AMOUNT
MAJOR INSTITUTIONS:		
COMBO		
"1" EVERGLADES	682	\$25,100,000
"2" TAYLOR	938	20,100,000
"3" TBA	938	20,600,100
WORK CAMPS		
"1" LIBERTY	256	2,250,000
"2" HOLMES	256	2,250,000
ADDITIONS TO CURRENT FACILITIES:		
LAKE CORRECTIONAL INSTITUTION – MENTAL HEALTH CRISIS/TRANSITION UNIT	90	8,000,000
AVON PARK – 3 DORMS	384	4,900,000
CENTURY – 1 DORM	128	267,000
PLANNING FUNDS:		
PROTOTYPE SINGLE CELL		900,000
COMBO INSTITUTIONS		1,410,000
SINGLE CELL HOUSING UNIT		75,000
LAND ACQUISITION:		2,500,000
TOTAL:	3,672	\$88,352,000

DEPARTMENT OF CORRECTIONS
APPROPRIATION REQUEST FOR NEW BEDS BY FISCAL YEAR

FISCAL YEAR 1994-95 SUMMARY	BEDS	BEDS
MAJOR INSTITUTIONS:		
SINGLE CELL		
"1" TBA	1,152	\$37,600,000
COMBO		
"4" TBA	938	20,500,000
"5" TBA	938	20,500,000
"6" TBA	938	20,500,100
ADDITIONS TO CURRENT FACILITIES:		
MENTAL HEALTH CRISIS/TRANSITION UNIT	200	7,335,000
SINGLE CELL HOUSING UNIT "1" -LAKE	149	4,065,000
PLANNING FUNDS:		
PROTOTYPE SINGLE CELL		900,000
COMBO INSTITUTIONS		1,410,000
WORK CAMP - WALTON		50,000
SINGLE CELL HOUSING UNIT		75,000
LAND ACQUISITION:		2,500,000
TOTAL:	4,315	\$115,435,00

DEPARTMENT OF CORRECTIONS
APPROPRIATION REQUEST FOR NEW BEDS BY FISCAL YEAR

FISCAL YEAR 1995-96 SUMMARY	BEDS	AMOUNT
MAJOR INSTITUTIONS:		
SINGLE CELL		
"2" TBA	1,152	\$38,800,000
COMBO		
"7" TBA	938	21,100,000
"8" TBA	938	21,100,000
"9" TBA	938	21,100,100
WORK CAMP		
"3" WALTON	256	2,350,000
ADDITIONS TO CURRENT FACILITIES:		
MENTAL HEALTH CRISIS/TRANSITION UNIT	32	1,081,000
SINGLE CELL HOUSING UNIT "2" – TBA	149	3,583,000
PLANNING FUNDS:		
PROTOTYPE SINGLE CELL		900,000
COMBO INSTITUTIONS		1,410,000
WORK CAMP		50,000
SINGLE CELL HOUSING UNIT		75,000
LAND ACQUISITION:		1,000,000
TOTAL:	4,403	\$112,549,000

DEPARTMENT OF CORRECTIONS
APPROPRIATION REQUEST FOR NEW BEDS BY FISCAL YEAR

FISCAL YEAR 1996-97 SUMMARY	BEDS	AMOUNT
MAJOR INSTITUTIONS:		
SINGLE CELL		
"3" TBA	1,152	\$40,000,000
COMBO		
"10" TBA	938	21,750,000
"11" TBA	938	21,750,000
"12" TBA	938	21,750,100
WORK CAMP		
"4" JACKSON	256	2,420,000
ADDITIONS TO CURRENT FACILITIES:		
SINGLE CELL HOUSING UNIT "4" - TBA	149	3,693,000
PLANNING FUNDS:		
PROTOTYPE SINGLE CELL		900,000
COMBO INSTITUTIONS		1,410,000
WORK CAMP		50,000
SINGLE CELL HOUSING UNIT		75,000
LAND ACQUISITION:		1,000,000
TOTAL:	4,371	\$114,798,000

DEPARTMENT OF CORRECTIONS
APPROPRIATION REQUEST FOR NEW BEDS BY FISCAL YEAR

FISCAL YEAR 1997-98 SUMMARY	BEDS	AMOUNT
MAJOR INSTITUTIONS:		
SINGLE CELL		
"4" TBA	1,152	\$41,300,000
COMBO		
"13" TBA	938	22,400,000
"14" TBA	938	22,400,000
"15" TBA	938	22,400,100
WORK CAMP		
"5" JACKSON	256	2,495,000
ADDITIONS TO CURRENT FACILITIES:		
"4" SINGLE CELL HOUSING UNIT – TBA	149	3,805,000
LAND ACQUISITION:		1,000,000
TOTAL:	4,371	\$115,800,000

DEPARTMENT OF CORRECTIONS

PROPOSED CONSTRUCTION OF NEW BEDS

	1993-94		1994-95		1995-96		1996-97		1997-98		TOTAL	
	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT
BUDGET SUMMARY												
Total -- Construction Cost	3,672	88,352,000	4,315	115,435,000	4,403	112,549,000	4,371	114,798,000	4,371	115,800,000	21,132	546,934,000
Average Cost Per Bed		22,993		26,149		25,335		26,035		26,857		25,554
Operating Cost:												
TOTAL -- OPERATIONS COST		\$9,004,518		\$36,569,423		\$93,362,437		\$156,572,486		\$220,531,982		\$516,040,848

DEPARTMENT OF CORRECTIONS

FIVE YEAR PLAN CONSTRUCTION SUMMARY DETAIL

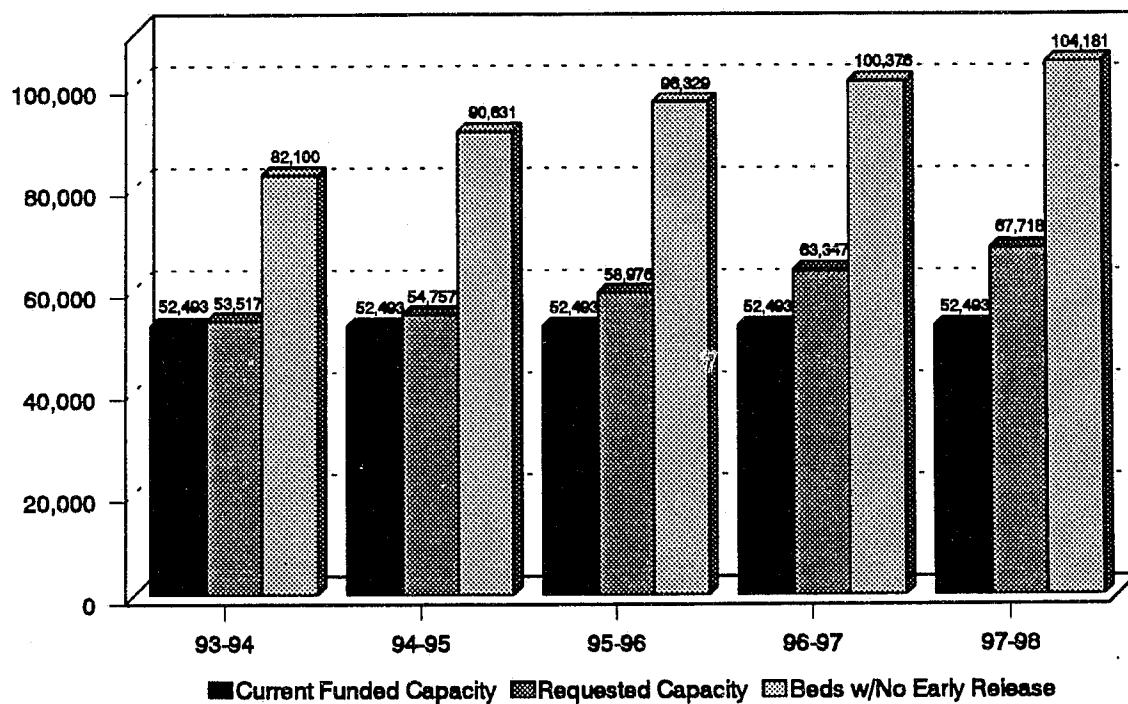
	1993-94		1994-95		1995-96		1996-97		1997-98		TOTAL	
	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT	BEDS	AMOUNT
CONSTRUCTION COST:												
Major Institutions												
Contract Construction												
Prototype Single Cell			1,152	37,600,000	1,152	38,800,000	1,152	40,000,000	1,152	41,300,000	4,608	157,700,000
Quick Construction												
Combo	2,558	65,800,000	2,814	61,500,000	2,814	63,300,000	2,814	65,250,000	2,814	67,200,000	13,814	323,050,000
Work Camps	512	4,500,000			256	2,350,000	256	2,420,000	256	2,495,000	1,280	11,765,000
Additions to Current Facilities												
Mental Health Crisis/Transition Unit	90	8,000,000									90	8,000,000
Mental Health Transition Unit			200	7,335,000	32	1,081,000					232	8,416,000
Reconstruction of Existing Facility	384	4,900,000									384	4,900,000
Open Bay Dorms	128	267,000									128	267,000
Single Cell Housing			149	4,065,000	149	3,583,000	149	3,693,000	149	3,805,000	596	15,146,000
Planning Funds												
Prototype Single Cell		900,000		900,000		900,000		900,000				3,600,000
Combo Institutions		1,410,000		1,410,000		1,410,000		1,410,000				5,640,000
Work Camps				50,000		50,000		50,000				150,000
Single Cell Housing Units		75,000		75,000		75,000		75,000				300,000
Land Acquisition		2,500,000		2,500,000		1,000,000		1,000,000				8,000,000
Total -- Construction Costs	3,672	88,352,000	4,315	115,435,000	4,403	112,549,000	4,371	114,798,000	4,371	115,800,000	21,132	546,934,000
Average Cost Per Bed		22,993		26,149		25,335		26,035		26,857		25,554

DEPARTMENT OF CORRECTIONS

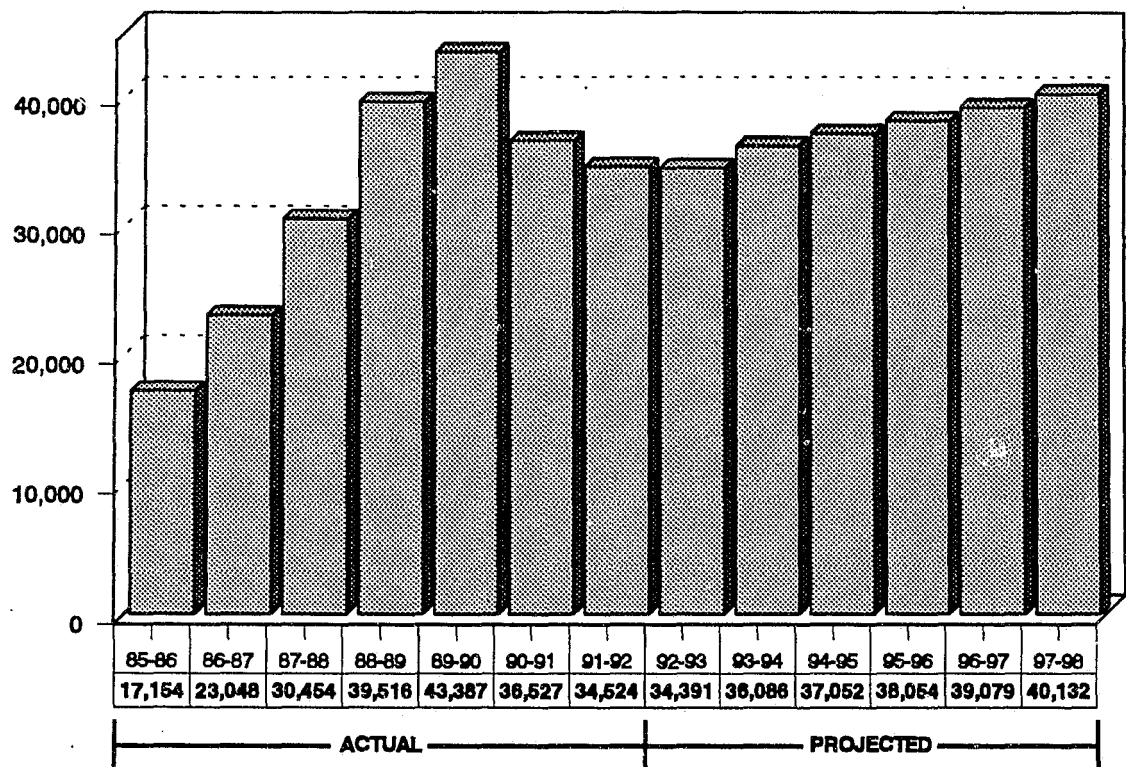
SUMMARY PHASE IN OF BEDS

	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98
Funded On-Line Capacity	49,143	52,363	52,493	52,493	52,493	52,493	52,493
<u>5 Year Construction Plan</u>							
Funding Authorization			3,672	4,315	4,403	4,371	4,371
On-Line			1,024	1,240	4,219	4,371	4,371
Cumulative On-Line			1,024	2,264	6,483	10,854	15,225
On Line Capacity with New Beds	49,143	52,363	53,517	54,757	58,976	63,347	67,718

Requested Capacity Versus Bed Requirements with No Early Release



Prison Admissions



Facilities Siting Plan

The Department's siting plan is an on-going process of reviewing existing state lands that would be appropriate for the siting of a correctional facility. An additional option is the utilization of surplus federal lands transferred to the State for the purpose of constructing prison facilities. The Department's third source of obtaining new prison sites is through land donated to the State by counties. The final option would be for the State to purchase land for a prison site.

The sites deemed acceptable are continually compared to new sites in order to select the most cost effective site to develop. Site selection is finalized annually after funds have been appropriated to construct new prison beds.

Throughout the year the Office of Management and Budget makes presentations to professional and civic organizations and at public meetings scheduled by local government. Due to the economic impact of a correctional facility the construction of new prison beds has received tremendous support in North Florida.

Site selection requires the support of the Board of County Commissioners, and is limited to some extent by available planning funds which allows for the Department to conduct preliminary testing, archeological studies and to identify permitting issues.

The basic site selection criteria include but are not limited to the following:

- 20/250 usable acres
- Correct zoning
- Paved access road
- Minimum noise level
- Adequate drainage or drainable
- Reasonable level for placement of the compound
- No hazardous material on site
- All utilities can be provided
- Minimum population in a two-mile radius
- Available labor market within 30 mile radius
- Local fire protection and law enforcement available
- Access to hospital services
- Solid waste disposal available off-site
- Clear uncontested title to the acceptable site
- Above 100 year flood plain
- Soil bearing capacity for buildings and roadway

Facility Construction Options Beyond Currently Used Methods

The Department of Corrections is recognized by other states as having a construction program that provides new beds within an extremely short time frame at minimum costs. The Department of Corrections staff has made presentations to legislative committees in Kentucky and North Carolina. Corrections representatives from Maryland, California, the Federal Bureau of Prisons and New South

Wales, Australia visited Florida to review organizational structure and procedures relating to the construction program.

The construction program utilizes prototype facilities. Using the same design for each prototype enables refinement of design and minimizes architectural and engineering costs. The reuse of plans and bid packages saves time associated with planning and permitting. The construction process makes extensive use of inmate labor and is substantially less expensive than contract construction.

The Department continues to work toward improving the efficiency of the construction program by reviewing construction techniques to reduce construction time and costs. The Department has reviewed and will continue to consider a variety of pre-cast systems, modular cells and other systems that have application to new prison bed construction.

Habitability Plan

Occupancy/Inventory Procedure

The following procedures are incorporated into the Agency Strategic Plan (ASP) to meet the requirements of §944.023(5) FS (1992 Supp.) relative to the Comprehensive Correctional Master Plan (CCMP), which has been integrated into the ASP.

Criteria Determining Habitability:

The Department established the following criteria for use as an internal management tool, prior to decisions being made to increase bed capacity either by renovation of an existing structure by new construction or by contracting:

- There will be substantial completion of construction or renovation of housing space in accordance with plans and specifications approved by the Department of General Services (when required) and certification by the State Fire Marshal's office. Certification of substantial completion will be made by the Architect or Engineer in charge of the project.
- The bed capacity to be added will be physically measured and certified by Department staff to meet floor space criteria set forth in the Costello Overcrowding Settlement Agreement.
- Perimeter security, security equipment and security paraphernalia appropriate to the custody level of the inmates who will occupy the bed space will be installed and operational.
- Security staff commensurate with the custody level of inmates and construction design of the facility will be in place.
- Staff and equipment adequate to operate the added bed space at the actual level of occupancy and for the purposes for which it will be occupied will be in place.
- Adequate Food Service meeting the same dietary standards as provided at existing, established institutions will be available.

- Adequate medical resources comparable to similarly situated existing institutions will be available. The medical grade of inmates to be housed will be considered in determining and allocating those resources.

Procedures:

A review team composed of Department staff to include security, medical and construction disciplines, will apply criteria to all new construction and renovation projects prior to beds being added to inventory.

A review team composed of Department staff to include Programs, Inspection Services and General Services will apply these criteria to all contract jail beds and also:

- Review the daily census of the jail for a six (6) month period;
- Review inspection reports for a one year period to detect any:
 - (a) Aggravated violations;
 - (b) Staffing violations;
 - (c) Violation of authorized capacity; and
 - (d) Violations of medical regulations;
- Review corrective action to ensure that violations have been corrected, if any; and
- Determine if the jail is presently free of litigation surrounding conditions of confinement.

A review of a contract work release facility will be made by the Regional Superintendent of Community Facilities and/or his designee. The Superintendent or designee will visit the contract work release facility and record findings for compliance. The facility will be monitored for compliance quarterly.

All findings and recommendations of the review team for new construction and renovations, contract jail beds and contract work release beds will be reported to the Assistant Secretary for Operations' office. The Assistant Secretary for Operations, after review with the Secretary, will then add beds to or remove beds from the inventory.

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APPENDIX III:

TRENDS ANALYSIS

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Criminal Justice Estimating Conference

Correctional System Projection Summary

Incarcerated Projection*

<u>Fiscal Year</u> <u>Change</u>	<u>Prison</u> <u>Admissions</u>	<u>Annual</u> <u>Change</u>	<u>Prison*</u> <u>Population</u>	<u>Annual</u> <u>Change</u>
Historical				
1985-86	17,154		29,712	
1986-87	23,102	+34.7%	32,764	+10.3%
1987-88	30,644	+32.6%	33,681	+2.8%
1988-89	40,039	+30.7%	38,059	+13.0%
1989-90	44,701	+11.6%	42,733	+12.3%
1990-91	37,631	-15.8%	46,233	+8.2%
1991-92	34,524	-8.3%	47,012	+1.7%
Projected				
1992-93	34,391	-0.4%	65,950	+40.3%
1993-94	36,086	+4.9%	82,100	+24.5%
1994-95	37,054	+2.7%	90,631	+10.4%
1995-96	38,054	+2.7%	96,329	+6.3%
1996-97	39,079	+2.7%	100,376	+4.2%
1997-98	40,132	+2.7%	104,181	+3.8%

* Projections based on CJEC meeting of October 12, 1992. Prison populations projections based on discontinued use of Provisional Release Credits or Control Release to maintain lawful prison capacity.

Supervised Populations Projection*

<u>Fiscal Year</u>	<u>Probation</u>	<u>Comm. Control</u>	<u>Control Release</u>	<u>Parole</u>	<u>Cond'l Release</u>	<u>Provis'l Release</u>	<u>Supv'd Release</u>
Historical							
1985-86	64,123	5,134		3,883			
1986-87	65,758	6,777		3,090			653
1987-88	68,551	7,868		2,677			605
1988-89	70,220	8,887		2,395		1,600	923
1989-90	76,986	9,944		2,219	54	3,380	387
1990-91	79,467	11,483	3,413	2,243	267	460	
1991-92	82,966	13,059	6,539	2,596	623	197	182
Projected							
1992-93	83,784	14,242	6,778	2,791	1,103	118	
1993-94	85,183	15,233	7,959	2,845	1,400	0	
1994-95	85,699	15,965	7,750	2,891	1,595	0	
1995-96	86,222	16,392	7,827	2,935	1,786	0	
1996-97	86,841	16,581	7,910	2,985	1,876	0	

* Projection based on October 12, 1992 Criminal Justice Estimating Conference (CJEC)

Projected Florida Incarceration Rates Per 100,000 Population

Two types of future incarceration rates are presented in the following table of projected data. The "Early Release Forecast" is based on the currently appropriated prison capacity and the planned construction of new and expanded institution. This forecast indicates that Florida's prison incarceration rate will rise to a high of 370 in fiscal year 1992-93. The "no Early Release Forecast" is based on the assumption of unlimited prison capacity and termination of the early release program currently required to maintain lawful capacity. If all prison beds were available, the incarceration rate would increase to 476 per 100,000 population in fiscal year 1992-93.

<u>Fiscal Year</u>	<u>Florida Population</u>	<u>Prison Population With Early Release **</u>	<u>Incarceration Rate Per 100,000 Population</u>	<u>Prison * Population With No No Early Release</u>	<u>Incarceration Rate Per 100,000 Population</u>
1992-93	13,857,410	51,210	370	65,950	476
1993-94	14,156,580	51,337	363	82,100	580
1994-95	14,442,340	51,337	355	90,631	628
1995-96	14,707,580	51,337	349	96,349	655
1996-97	14,956,030	51,337	343	100,376	671
1997-98	15,193,620	51,337	338	104,181	686

* Projections for July 1 at each fiscal year end based on Florida County Population estimates as of May 6, 1992.

** Projections based on currently funded bed capacity (97.5%)

***Projections based on CJEC meeting on October 12, 1992.

Analysis of Current Incarceration Rates of State and County Correctional Systems

State Correctional System

The incarceration rate is defined as the number of offenders in prison per 100,000 of Florida's general population. The table below indicates that since fiscal year 1981-82, the incarceration rate has increased from 254 to 349 inmates per 100,000 population. From fiscal year 1989-90, the incarceration rate increased 6.4% from 328 to 349.

Historical Florida Incarceration Rates Per 100,000 Population

<u>Fiscal Year</u>	<u>Florida Population</u>	<u>Prison Population</u>	<u>Incarceration Rate per 100,000</u>
1981-82	10,286,683	26,161	254
1982-83	10,504,500	27,717	264
1983-84	10,793,972	26,471	245
1984-85	11,154,382	28,310	254
1985-86	11,516,936	29,712	258
1986-87	11,896,283	32,764	275
1987-88	12,280,902	33,681	274
1988-89	12,629,375	38,059	301
1989-90	13,003,490	42,733	328
1990-91	13,256,200	46,233	347
1991-92	13,470,487	47,012	349

County and Municipal Detention Facilities

Local detention facilities are required to operate in accordance with established standards aimed at protecting society, providing humane conditions for offenders and ensuring staff and inmate safety. These standards are contained in Chapter 33-8, Florida Administrative Code.

The Department of Corrections serves as a regulatory agency for county and municipal detention facilities pursuant to Section 951.23 F.S. Data current as of June 30, 1992 indicates that statewide there was a total of 39,211 beds on line in county detention facilities. The average daily population as of the same date was 36,038 or 3,173 inmates under the total authorized capacity. Based on July 1992 data, thirteen (19.4%) of the counties in the State had average daily inmate populations that exceeded their Department of Corrections rated capacity. Fifty-four (80.6%) of Florida's counties were at or below capacity.

Although, the data reflects that 80.6% of the facilities were either below or at capacity, this figure is misleading. Twenty-one counties have multiple facilities. The data reflects county wide inmate population vs bed space. It does not reflect an inmate-to-bed ratio for individual facilities. Therefore, a county might not exceed its authorized county wide capacity but could be severely overcrowded in

individual facilities. Additionally, many counties that do not exceed their capacity on a specific date may be within a couple of inmates of doing so. County and municipal detention facilities cannot operate at full capacity without jeopardizing the classification program and the need to separate prisoners by categories. For example, if a facility has a 15 bed female housing unit but only incarcerates 10 female prisoners then the facility would have 5 vacant beds which they could not use since males cannot be housed with females. The same situation would hold true for juveniles since by law they must be separated from adults. In reality many counties are experiencing overcrowding when room-by-room or cell-by-cell capacities are examined.

The 1991 Florida Legislature enacted legislation requesting the Department of Corrections, the Florida Sheriff's Association, and the Florida Association of Counties to jointly conduct a study of Chapter 33-8, Florida Administrative Code. That study was completed by Rosazza Associates, Inc., a criminal justice consulting firm based in Colorado Springs, Colorado on October 21, 1991, resulting in the following recommendations:

- The jail standards and inspection program should remain in the department with possible creation of a Jails Bureau;
- The standards of Chapter 33-8, FAC, have a firm basis in case law, Florida Statutes, administrative law or essential correctional practices and should be retained;
- Establish within the Jail Review Committee a membership which reflects a wider spectrum of parties impacted by the standards or interested in maintaining adequate jails, and delegate certain responsibilities;
- Explore strategies which would improve consistency and objectivity in the inspection process;
- Establish a more formalized process to respond to requests for interpretations or clarifications of the standards, and communicate rulings to all interested parties;
- Jail standards should be mandatory regulations;
- Completely edit Chapter 33-8, FAC, to ensure consistent language throughout;
- Establish a strong jail technical assistance function within the Department, and;
- Establish a separate set of standards for police/ municipal short-term lock-ups.

The 1992 Florida Legislature passed SB 1489. This bill enacts many of the recommendations listed above. The bill establishes a Jail Standards Committee within the department to make recommendations and issue determinations as to minimum standards and requirements and provides for enforcement of the standards. Membership of the Committee is comprised of interested parties who are impacted by and involved in the process. Additionally, the Department has established a working group with the Florida Sheriff's Association to review and update Chapter 33-8 F.A.C.

Statewide data on local jails has been collected by the Department since 1986. The table below displays the changes that have occurred in the Average Daily Population (ADP), jail capacity, and the incarceration rate per 1,000 general population for Florida's jails. There are a myriad of factors which effect changes in legislation, and level of funding to accommodate pressures to build more jail beds.

The data below show that there were substantial annual increases in the ADP from June, 1986 through June 1992. The causes of this unexpected change cannot be isolated without examining criminal justice practices at each of the numerous local levels. Making conclusions based on a June to June comparison must be made with caution because an abnormal change in the ADP for a particular month could mask the overall trend on an annual basis. For example, the May, 1990 ADP was 33,520 which is 494 above the ADP of June, 1989.

The local jail capacity has grown consistently, and sometimes dramatically, over the period of June, 1986 through June, 1992. The ADP exceeded jail capacity when considering all local jail facilities in total until June, 1990. The level of jail capacity in the future is difficult to determine due to the fact that there are 67 different governmental entities making those determinations.

Historical and Projected State-Wide Local Jail Incarceration Figures

<u>June 30th</u>	<u>State Population</u>	<u>Avg. Daily Population</u>	<u>Jail Capacity</u>	<u>ADP Over (+)/ Under (-) Capacity</u>	<u>Incarc. Rate Per 1,000</u>
Historical					
1986	11,529,397	20,591	19,478	+1,113	1.79
1987	11,870,457	24,100	21,542	+2,558	2.03
1988	12,205,703	28,653	26,801	+1,852	2.35
1989	12,530,899	33,026	31,225	+1,801	2.64
1990	12,833,257	32,957	33,387	-430	2.56
1991	13,100,296	34,645	36,746	-2,101	2.64
1992	13,332,535	36,038	39,211	-3,173	2.70
Projected					
1993	13,566,673	36,630	(Data upon which to base an accurate projection of future jail capacities is unavailable.)		
1994	13,871,795	37,454			
1995	14,183,095	38,294			
1996	14,472,220	39,075			
1997	14,740,823	39,800			

The table of state-wide jail figures presents a projection of the jail ADP over the next five years. The forecast is based on the assumption that the incarceration rate for 1992 (2.70 per 1,000) will remain constant over the next several years. Applying the incarceration rate to the predicted state population results in a predicted jail population of 39,800 by June 1997.

Based on the nature of county and municipal detention facilities and historical and projected average daily populations, local facilities do not provide a feasible option for housing state inmates.

* Florida Population Fiscal Year Data, Florida State Data Center, June 19, 1992

APPENDIX IV:

STATE COMPREHENSIVE PLAN POLICIES RELATED TO STRATEGIC PLAN ISSUES

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Department of Corrections Strategic Plan Issues and Objectives Related to State Comprehensive Plan Goals and Policies

DOC Assigned State Comp. Plan Goals & Policies	1991 AFP References	DC Strategic Plan Issues & Objectives															
		I				II				III			IV				
		Issue 1 (ext)	P/O 1	P/O 2	P/O 3	Issue 2 (ext)	P/O 1	P/O 2	P/O 3	Issue 3 (ext)	P/O 1	P/O 2	Issue 4 (ext)	P/O 1	P/O 2	P/O 3	
(4) The Elderly																	
5	II-2										●						
6	II-2										●						
12	II-2										●						
(6) Health (b)																	
2a					APPENDIX IV												
2d					APPENDIX IV												
(7) Public Safety																	
1	I-2		●					●				●					
2	I-1, I-3, III-1		●		●												
3	I-1, I-2						●										
4	I-1, I-2, II-1, II-2										●						
5	I-1, II-2, II-4										●						
6	I-6, II-1, II-2, II-3		●		●						●						
7	III-1																
*9				●													
(8) Water Resources																	
11	IV-3				APPENDIX IV												
12	IV-3				APPENDIX IV												
13	IV-3				APPENDIX IV												
(11) Air Quality																	
1					APPENDIX IV												
(12) Energy																	
2	IV-3				APPENDIX IV												
6	IV-3				APPENDIX IV												
7	IV-3				APPENDIX IV												
9	IV-3				APPENDIX IV												
10	IV-3				APPENDIX IV												
(13) Hazard/Non-hazard Mat/Waste																	
1	IV-3				APPENDIX IV												
4	IV-3				APPENDIX IV												
5	IV-3				APPENDIX IV												
7	IV-3				APPENDIX IV												
11	IV-3				APPENDIX IV												
12	IV-3				APPENDIX IV												
(16) Land Use																	
4	III-4				APPENDIX IV												
(18) Public Facilities																	
2					APPENDIX IV												
4					APPENDIX IV												
7					APPENDIX IV												
(20) Transportation																	
10					APPENDIX IV												
(21) Govt. Efficiency																	
1	I-2, II-1, III-2, III-3, IV-2					●	●	●							●		
8																	
9	I-1, III-1, IV-1, IV-2							●					●	●			
10	I-2, III-3, IV-1, IV-2																
13																	
(22) The Economy																	
10					APPENDIX IV												
(25) Employment																	
3	I-2, I-3		●								●						
6	II-4										●						
8	III-1																
(26) Plan Implementation																	
1	III-2						●										
5	III-2															●	
6	III-3						●	●						●		●	

Department of Corrections Strategic Plan Issues and Objectives Related to State Comprehensive Plan Goals and Policies (Continued)

DOC Assigned State Comp. Plan Goals & Policies	1991 AFP References	DC Strategic Plan Issues & Objectives																	
		V	V-1	V-2	VI	VI-H1	VI-H2	VI-H3	VI-H4	VI-Q1	VI-TN1	V1-TN:	VI-TN3	VI-TN4	VI-TN5	VI-T1	VI-T		
		Issue 5 (Int)	P/O 1	P/O 2	Issue 6 Int	P/O 1	P/O 2	P/O 3	P/O 4	P/O 1	P/O 1	P/O 2	P/O 3	P/O 4	P/O 5	P/O 1	P/O 2		
								H=Human Res.				Q=TQM				TN=Training			
(4) The Elderly																			
5	II-2																		
6	II-2																		
12	II-2																		
(6) Health (b)																			
2a						A	P	ND	X	I									
2d						A	P	ND	X	I									
(7) Public Safety																			
1	I-2																		
2	I-1, I-3, III-1																		
3	I-1, I-2																		
4	I-1, I-2, II-1, II-2																		
5	I-1, II-2, II-4																		
6	I-6, II-1, II-2, II-3																		
7	III-1																		
*9																			
(8) Water Resources																			
11	IV-3					A	P	ND	X	IV									
12	IV-3					A	P	ND	X	IV									
13	IV-3					A	P	ND	X	IV									
(11) Air Quality																			
1						A	P	ND	X	IV									
(12) Energy																			
2	IV-3					A	P	ND	X	IV									
6	IV-3																		
7	IV-3					A	P	ND	X	IV									
9	IV-3					A	P	ND	X	IV									
10	IV-3					A	P	ND	X	IV									
(13) Hazard/Non-hazard Mat/Waste																			
1	IV-3					A	P	ND	X	IV									
4	IV-3					A	P	ND	X	IV									
5	IV-3					A	P	ND	X	IV									
7	IV-3					A	P	ND	X	IV									
11	IV-3					A	P	ND	X	IV									
12	IV-3					A	P	ND	X	IV									
(16) Land Use																			
4	III-4					A	P	ND	X	I									
(18) Public Facilities																			
2						A	P	ND	X	IV									
4						A	P	ND	X	IV									
7						A	P	ND	X	IV									
(20) Transportation																			
10						A	P	ND	X	IV									
(21) Govt. Efficiency																			
1	I-2, II-1, III-2, III-3, IV-2																		
8																			
9	I-1, III-1, IV-1, IV-2																		
10	I-2, III-3, IV-1, IV-2																		
13																			
(22) The Economy																			
10						A	P	ND	X	IV									
(25) Employment																			
3	I-2, I-3																		
6	II-4																		
8	III-1																		
(26) Plan Implementation																			
1	III-2																		
5	III-2																		
6	III-3																		

State Comprehensive Plan Policies Not Addressed in Priority Issues

GOAL	POLICY	STATUS
(6) Health (b)	2a	DC Rule 33-20.01 Smoking Rules HSAM 89-7 Environmental Health Services DC Environmental Health Services Manual July 1986
	2d	Vol 9, Chapter 1 Personnel Procedures Manual
	(c) 2a	HSB 15.03.05 Chronic Illness Monitoring HSB 15.03.24 Breast Cancer Monitoring
	2c	DC Rule 33.19.002 Health Services for Pregnant Offenders
(8) Water Resources	11	The Department's permit application to install an underpinning irrigation system at the Polk Correctional Institution was rejected. The Department is upgrading treated waste water and initiating at Dinsmore Community Correctional Center an enlarged sprayfield and a holding pond. At Jefferson Correctional Institution an irrigation sprayfield to supplement the wetland treatment system has been added. At Putnam Correctional Institution, an irrigation sprayfield had been added and discharge of surface water has been discontinued. At Lakeland Community Correctional Center, a mounded drainfield has been established.
	12	All waste water treatment plants are permitted and monthly reports are recorded and maintained, as they are received (there are approximately 75 operating waste water permits among the Department's more than 1,000 environmental permits). Stormwater management permits are obtained for new construction involving surface drainage.
	13	The Department attempt at using underpinning irrigation system was disapproved due to the expense of this method.
(11) Air Quality	1	Radon testing has been conducted within the mandated time frames for all previously constructed buildings. Radon mitigation has been completed in two of the seven buildings needing corrective action. Work is in process to complete four more buildings, the seventh building must await the abatement of an asbestos problem before mitigating for radon.

<u>GOAL</u>	<u>POLICY</u>	<u>STATUS</u>
(12) Energy	2	The co-generation of electricity and hot water from the same source works most effectively in conjunction with central plants producing hot water. The facilities for distributing hot water make these systems more expensive. Efforts are continuing to find opportunities to co-generate electricity and hot water at the few central plants within the Department.
	6	The efficient use of energy is incorporated into departmental plans for new correctional facilities. Feasibility studies are being conducted and standards developed where appropriate to determine the feasibility of converting the Department's vehicles to operate on an alternative energy source. New vehicles will be equipped with liquid propane (LP) capabilities at the time of purchase and an analysis of gas savings will be conducted to determine the long term implementation possibility.
	7	The Department is coordinating energy consumption monitoring by a private solar energy firm to determine the feasibility of expanding our use of solar water heating systems. The Department is also working in conjunction with the Florida Solar Energy Center to retrofit our existing solar water heating systems at 14 institutions. Maintenance personnel representing most of the Department's solar system have received training in system operation and maintenance.
	9	The Department has investigated alternatives via privatization, and with P.R.I.D.E. for using scrap tires as fuel.
	10	The Department is working toward a physically upgraded status of energy preparedness, while also coordinating through the Department of Community Affairs with the public service commission, toward designation in statewide energy plans as a "critical" need. This will assure the Department will be protected against energy blackouts such as the one which occurred in 1990 during the Arab Oil Embargo. The Department has also initiated contact with the DCA toward gaining access to large strategically-located, flatbed trailer mounted, generator units which can be dispatched to an area of need by the National Guard. Finalization of these procedures will result in the fuller development of the Department's energy emergency preparedness plan.
(13) Hazardous and Non-hazardous Materials and Waste	4	Efforts continue in the development of non-hazardous clean-up plans and schedules acceptable material and waste to the Department of Environmental Regulation for treatment, storage and disposal of hazardous waste.

GOAL	POLICY	STATUS
	5	Efforts continue to systematically report annually on treatment storage and disposal of hazardous waste materials in accordance with Department of Community Affairs (DCA) directives.
	7	Policies have been established governing safe disposal of chemical and medical hazardous materials.
	11	(See (8) 12 above)
	12	(See (13) 4 above)
(18) Public Facilities	2	DC converts existing facilities e.g. section of State Mental Health Institution converted to Correctional Mental Health Institutions.
	4	DC routinely seeks opportunities to work with private developers to construct Correctional Facilities.
	7	DC consistently seeks to share facility services with local government e.g. the Department contracts to receive sewage from the town of Malone, Florida.
(20) Transportation	10	DC Memo authorizes altered work schedule to facilitate car pooling.
(21) Gov't Efficiency	11	DC Rules 13-14 Contract Bidding Procedures. The Minority Business Enterprise Program (MBE) will be enhanced to make it more accessible and attractive to African Americans, Hispanic Americans, other minorities and women.
(22) The Economy	10	Vol 3, Chapters 3 and 5 Personnel Procedures Manual.

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APPENDIX V:

ESTIMATED RESOURCES NEEDED TO ACHIEVE AGENCY STRATEGIC PLAN GOALS

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Estimates of Resources Needed to Achieve Agency Strategic Plan Goals

ER = Existing Resources to be used

Issue #	P/O# / Tgt. Date / Pg. #	Strategy	Recurring	Non-Recurring	New FTE Position
I. Protection of the Public	1 (July '95) [p. 2]	A	\$311,407	\$11,529	3
		B	ER		
		C	\$125,000		
		D		\$100,000	
		E	\$2,968,956	*****	191
		F	\$400,660	\$3,000,000	2
		G	\$1,425,000		
		H	\$403,625	\$14,624	4
		I	ER		
		J	ER		
		K	\$807,573	\$529,800	2
		L	ER		
		M	\$232,370	\$383,434	2
		N	\$18,000	\$360,000	
		O	ER		
	2 (July '95) [p. 6]	A	\$5,596,571	\$461,762	100
		B	\$117,548,771	\$8,793,248	505
		C	\$18,263,376	\$755,876	164
		D	\$373,195	\$23,029	3
		E	\$197,717,569	\$9,305,457	2,022
		F	\$18,491,685	\$2,562,000	
		G	ER		
		H	ER		
		I	\$148,814,678	*****	2,889
	3 (July '95) [p. 9]	A		\$100,000	
		B	\$53,244,945	\$64,900	591
		C	ER		
		D	\$318,863	\$2,057,769	1
		E	ER		
		F		(1) \$375,000	
		G	ER		
		H	\$107,248,555	\$8,013,756	1,115
		I	\$390,000		
			ER		
Issue Total			\$674,700,799	\$326,925,549	7,594

(1) \$352,000 recurring and \$11,500,000 non-recurring added in FY 1995-96 and 1996-97.

Issue #	P/O# / Tgt. Date / Pg. #	Strategy	Recurring	Non-Recurring	New FTE Position
II. Community Partnerships	1 (July '94) [p. 14]	A	ER		
		B	ER		
		C	\$50,000		
		D	ER		
		E	ER		
		F	ER		
	2 (July '93) [p. 16]	A	(Same as Issue I, P/O 2(D))		
		B	(Same as Issue I, P/O 2(B) and (D))		
		C	ER		
		D	(Same as Issue I, P/O 2(B) and (D))		
		E	(2) \$50,000		
		F	(Same as Issue I, P/O 2(B) and (D))		
	3 (July '95) [p. 18]	A	(Same as Issue I, P/O 2(B) and (D))		
		B	(Same as Issue I, P/O 2(D))		
		C	(Same as Issue I, P/O 2(B) and (D))		
		D	(Same as Issue I, P/O 2(D))		
	4 (July '97) [p. 20]	A	ER		
		B	ER		
		C	ER		
		D	ER		
		E	ER		
		F	ER		
		G	ER		
		H	ER		
	Issue Total		(3) \$50,000	(3) \$50,000	

(2) \$5,000 recurring starting in FY 1994-95

(3) Costs not previously identified

Issue #	P/O# / Tgt. Date / Pg. #	Strategy	Recurring	Non-Recurring	New FTE Position	
III. Programs/Services to diminish offender population growth	1 (June '95) [p. 23]	A	\$3,195,000	\$90,000	48	
		B	\$44,648,722	\$3,426,509	400	
		C	\$471,190	\$24,868	4	
		D	\$15,342,286	\$7,661,686	104	
		E	\$8,024,810	\$89,775	29	
		F	\$617,270	\$99,990	5	
		G	\$539,590	\$50,000	2	
		H	ER			
		I	\$521,367	\$16,868	4	
		J	(Same as Issue I, P/O I (C))			
		K	\$32,997,162	11,694,079	372	
		L		\$25,000		
		M	\$407,462	\$16,868	4	
		N	\$10,245,817	\$550,615	80	
		O	ER			
		P	\$20,000	\$10,000		
		Q	ER			
	2 (October '96) [p. 27]	A		\$50,000		
		B	ER			
		C	\$204,769	\$9,404	2	
		D	\$15,000	\$15,000		
		E	ER			
Issue Total			\$117,250,445	\$23,830,662	1,054	

Issue #	P/O# / Tgt. Date / Pg. #	Strategy	Recurring	Non-Recurring	New FTE Position
IV. Increase Public Awareness	1 (June '94) [p. 30]	A	ER		
		B	ER		
		C	\$40,000		
		D	ER		
		E	\$7,000		
		F	ER		
	2 (January '94) [p. 32]	A	(Included: Issue IV, P/01(A))		
		B	ER		
		C	(Included: Issue IV, P/01(C))		
		D	(Included: Issue IV, P/01(B))		
		E	(Included: Issue IV, P/01(D))		
		F	(Included: Issue IV, P/01(E))		
		G	ER		
	3 (January '95) [p. 35]	A	(Included: Issue IV, P/01(A))		
		B	(Included: Issue IV, P/01(B))		
		C	(4) ER		
		D	(Included: Issue IV, P/01(C))		
		E	(5) ER		
		F	(See Issue IV, P/O 1 (E))		
		G	ER		
	Issue Total		(6) \$47,000		

(4) See Issue IV, P/O 2(B)

(5) See Issue IV, P/O 1(D)

(6) Costs not previously identified

Issue #	P/O# / Tgt. Date / Pg. #	Strategy	Recurring	Non-Recurring	New FTE Position
V. Obtaining Funding and Staffing	1 (June '94) [p. 39]	A	ER		
		B	ER		
		C	ER		
		D	ER		
		E	ER		
		F	ER		
	2 (July '95) [p. 42]	A	ER		
		B	ER		
		C	ER		
		D	ER		
		E	ER		
		F	ER		
	3 (July '94) [p. 44]	A	ER		
		B	ER		
	Issue Total		Existing Resources to be used		

Issue #	P/O# Tgt. Date / Pg. #	Strategy	Recurring	Non-Recurring	New FTE Position
VI. Increase Department Productivity	H1				
	(July '95)	A	\$39,002,997		
	[p. 46]	B	\$100,000,000		
		C	\$90,000,000		
	H2				
	(July '94)	A	ER		
	[p. 48]	B	ER		
	H3				
	(July '95)	A	\$105,000	\$5,000	
	[p. 49]	B	ER		
		C	\$1,000,000		
		D	ER		
		E	ER		
	H4				
	(July '95)	A	ER		
	[p. 51]	B	ER		
		C	ER		
	Q1				
	(July '94)	A		\$65,200	
	[p. 53]	B		\$28,500	
		C		\$22,500	
		D		\$6,000	
		E	\$5,000	\$10,000	
		F	\$88,504	\$10,399	2
		G		\$46,000	
		H	\$25,000	\$100,000	
	TN1				
	(July '93)	A	ER		
	[p. 57]	B	\$250,000		
	TN2				
	(July '93)	A	\$891,000	\$92,774	2
	[p. 59]	B	ER		
	TN3				
	(July '95)	A	\$300,000		2
	[p. 60]	B	(Included: P/O 3(A))		
		C	ER		
	TN4				
	(July '93)	A	ER		
	[p. 62]	B	ER		
		C	\$89,000	\$60,000	
	TN5				
	(July '94)	A	\$30,000	\$3,095	1
	[p. 64]	B	\$8,000	\$4,217	5
		C	(4) \$0	\$8,434	1

(4) \$89,000 per year thereafter

Issue #	P/O# / Tgt. Date / Pg. #	Strategy	Recurring	Non-Recurring	New FTE Position	
	T1 (July '95) [p. 66]	A	\$387,000	\$2,037,809	1	
		B	\$122,800	\$1,584,500		
		C	\$31,900	\$472,000		
		D	\$86,426	\$254,250		
		E	\$1,300,000			
		F		\$17,231,525		
		G		\$4,600,844		
		H	\$2,400,000	\$525,560		
		I	\$2,717,770	\$453,750		
		J	\$1,279,865	\$130,727		
	T2 (July '95) [p. 69]	A	\$114,000	\$1,900,000	55 31	
		B	(Included: Issue I, P/O 3(F))			
		C	\$28,200	\$214,300		
		D	\$83,800	\$865,000		
		E	\$27,600	\$690,000		
		F	\$17,400	\$145,000		
		G	\$199,525	\$2,082,727		
		H	\$51,658	\$237,657		
	Issue Total		\$240,642,445	\$33,887,768	120	
Total All Issues			\$1,032,690,689	\$384,693,979	8,768	

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APPENDIX VI:

**STATUTORY AUTHORITY
AND
BIBLIOGRAPHY**

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The following Florida Statutes, Administrative Regulations, Rules and contract govern operations of the Florida Department of Correction.

FLORIDA STATUTES

20.315	Created a Department of Corrections
110.105	Employment Policy of the State
110.205	Career Service Exemptions - Exempt position
186.022	State Agency Functional Plans: Consistency with State Comprehensive Plan
187.201	State Comprehensive Plan 229.565(3) Educational Evaluation Procedure Education Evaluation
242.68	Education for State Prisoners: CESA: Board of Correction Education
252	Emergency Management
273.02	Record and Inventory of Certain Property
284.50	Loss Prevention Program; Safety Coordinators; Interagency Advisory Council on Loss Prevention; Employee Recognition Program
403	Environmental Control
440.56	Safety Rules and Provisions: Penalty
442	Occupational Health and Safety
447.203(2)	Definitions of "Public Employees"
633.085	Inspections of State Buildings and Premises: Tests of Fire Safety Equipment: Building Plans to be Approved
794.011	Sexual Battery
917	Mentally Disordered Sex Offenders
921	Sentence
943.03	Department of Law Enforcement
944.012	Legislative Intent
944.012(5)	Authority to Coordinate with Various Agencies
944.023	Comprehensive Correctional Master Plan
944.025	Pretrial Intervention Program
944.026	Community-Based Facilities and Programs
944.033	Community Correctional Centers
944.08	Commitment to Custody of Department: Venue of Institutions
944.09	Rules of the Department: Offenders, Probationers, and Parolees
944.105	Contractual Arrangements with Private Entities for Operation and Maintenance of Correctional Facilities and Supervision of Inmates
944.11	Department to adopt Rules as to Admission of Books
944.1905	Initial Inmate Classification: Inmate Reclassification
944.277	Provisional Credits
944.291	Prisoner released by reason of gain-time allowances or attainment of provisional release date
944.602	Notification of DHRS Before Release of Mentally Retarded Inmates
944.705	Release Orientation Program
945.091	Extension of the Limits of Confinement: Restitution by Employed Inmates
945.12	Transfers for Rehabilitative Treatment
945.41	Legislative Intent of SS.945.40945.49 Corrections Mental Health Act
945.49	Operation and Administration

946	Inmate Labor and Correctional Work Programs
947.146	Control Release Authority
948	Probation and Community Control
948.01	When Court May Place Defendant on Probation or into Community Control
948.03	Terms and Conditions of Probation or Community Control
948.50	Community Corrections Partnership Act
949.07	Compacts with Other States
949.09	Short Title: ss.949.07-949.08 Uniform Law for Out-of-State Probation and Parole
	Supervision
951.23	County and Municipal Detention Facilities
958.04	Judicial Disposition of Youthful Offenders

DEPARTMENT OF CORRECTIONS ADMINISTRATIVE RULES

Rules 33-1-1.01(5) - Assistant Secretary for Programs	
33-3.001	Responsibilities of Superintendents
33.3.002	Care of Inmates
33-3.0025	Inmate Property
33-3.0045	Package Permits
33-3.006	Control of Contraband
33-3.0066	Use of Force
33-3.0081	Administrative Confinement
33-3.0082	Protective Confinement
33-3.0083	Close Management
33-3.0084	Disciplinary Confinement
33-3.017	Use of Inmates in Public Works
33-3.018	Inmate Bank Trust Fund
33-4.008	Relief Factor for Staffing Security Posts
33-7.008	Transition Assistance Program
33-8	County and Municipal Detention Facilities
33-9.18	Program Facilities
33-13	Mutual Participation Program
33-14	Procedures For Contracting For Professional Services
33-19.002	Health Services for Pregnant Inmates
33-19.003	Policy and Administration
33-19.01	Mentally Disordered Sex Offender Programs
33-20.001	Smoking Rules
33-21	Interstate Cooperation
33-23.03	Corrections Mental Health Facilities

DEPARTMENT OF CORRECTIONS POLICY AND PROCEDURE DIRECTIVES

1.01.02	Inter and Intra Governmental Cooperation
2.02.34	Industrial/Fire Safety, Loss Control and Prevention
3.01.01	The Processing of Inmates Impounded Personal Property
3.01.01	Inmate Personal Property
3.04.07	Contraband
3.04.11	Inmate Package Permits
4.07.32	Probation and Restitution Centers

CONTRACTS

Department of Corrections/Department of Labor Employment Security Contractual Agreement for services, 1985 for Services Under Item 316 of the 1981-89 State of Florida Appropriations Act.

OTHER AGENCY ADMINISTRATIVE RULES

DER Rules 17-2 and 17-712 FAC Biohazardous Waste Disposal
DHRS Rule 10D-104 FAC
CESA- Title 33C-1.001 through 33C-2.704 FAC

OTHER SOURCES REFERRED TO IN THE STRATEGIC PLAN

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Department of Corrections Annual Report 1990-91
Department of Corrections Strategic Information Systems Plan 1990 (Anderson Report)
Department of Corrections Environmental Health Services Manual July 1980
Governor's Commission For Government By The People December 1991
Health Services Bulletin 15.13.01
Health Services Bulletin 15.03.13
Health Services Bulletin 15.03.05
Health Services Bulletin 15.03.24
Information Resources Council (IRC) Plan
National Council on Crime & Delinquency: Evaluation of the Florida Community Control Program 1987
National Probation and Parole Association and The President's Commission on Law Enforcement
and the Administration of Justice
Parole & Probation Staff Safety Task Force Report
Personnel Procedures Manual, Vol. 3, Chapters 3 & 5