



Florida
TaxWatch

2

CORRECTIONS IN CONTEXT

FLORIDA CRIME AND CORRECTIONS DATA OVER TIME

JANUARY 2017

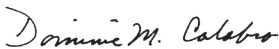
DEAR FELLOW TAXPAYER,

Florida's prison population is among the largest in the United States and, while currently in decline, is expected to resume growing in the coming years. Contributing to this trend is the fact that roughly one-quarter of Florida's inmates return to prison within three years of being released.

To identify areas in need of improvement, Florida TaxWatch conducted a longitudinal analysis of the state's sentencing, incarceration, prisoner, and correctional budget histories. Isolating and understanding patterns in these areas is crucial to improving public safety, informing public policy, and improving Florida's correctional system as a whole.

The sections outlined in this paper seek to highlight existing trends in Florida sentencing and corrections to help uncover opportunities for reform and allow for future improvement of policies and processes in these areas. By remaining vigilant in the continued examination of these characteristics and patterns, Florida's criminal justice system will be more efficient and effective, see better outcomes, and lessen strain on its taxpayers and residents.

Sincerely,

A handwritten signature in black ink that reads "Dominic M. Calabro". The script is fluid and cursive, with the first name "Dominic" and last name "Calabro" clearly legible.

Dominic M. Calabro
President & CEO

EXECUTIVE SUMMARY

It is essential that the state regularly evaluate components of its justice system to ensure efficient and effective policies and procedures. This report provides an in-depth examination of Florida sentencing and incarceration over the past two decades.

Summary of Key Findings

- As the “sentence lag time” increases, so can the cost of housing pretrial defendants in local jails;
- The majority of offenders sentenced in FY2015 took plea bargains and received sanctions for nonviolent offenses;
- Judges make use of opportunities to exercise discretion through downward departures, but it only affects a small portion of offenders;
- Stringent sentencing policies lead to lengthier prison stays and more inmates;
- Florida’s incarceration rate is declining as the inmate population begins to level-off;
- Floridians between the ages of 25 and 34 have the highest incarceration rate;
- Florida prison admission and release rates are in decline;
- Nonviolent offenders make up over half of yearly prison admissions;
- Year-and-a-day inmates comprise 7.5 percent of state prison admissions;
- Florida admits an increasing number of elderly inmates each year, many for nonviolent offenses;
- Inmates’ education levels entering prison remain low;
- Florida’s mentally ill inmate population continues to grow, as does the severity of diagnosis;
- Florida recidivism continues to decline, but lags behind states like Texas;
- Florida’s corrections budget is relatively constant as a portion of state general revenue;
- The majority of DOC spending went to institutional operations in FY2016; and
- Spending per inmate, per day has remained relatively constant.

INTRODUCTION

Today, America's approach to corrections reflects a combination of philosophies and seeks to keep dangerous offenders off the streets as well as rehabilitate offenders so they can safely and successfully reenter society. To determine if these goals are being accomplished—as well as to craft effective and efficient criminal justice policy, improve public safety, and lessen the burden on taxpayers—it is essential that Florida regularly evaluate sentencing guidelines, correctional programs and procedures, and the status of its inmates. This report seeks to aid in that endeavor. The following sections provide an in-depth examination of Florida sentencing and incarceration over the past two decades.

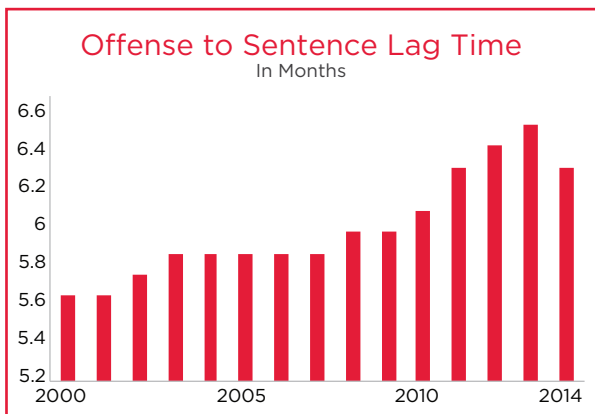
FLORIDA SENTENCING

Florida currently operates under a hybrid sentencing model that uses components of both structured and unstructured sentencing policies. Known as the Criminal Punishment Code, it is rooted in the state's previous guideline-oriented sentencing model, but additionally broadens judges' "upward discretion." This term means that while judges have little room to reduce a sentence, they have a lot of room to increase a sentence. This policy makes it easier for felony offenders to receive a prison sentence (as opposed to an alternative sanction) and allows for far greater sentence lengths than were permissible under previous guidelines.¹

As the “sentence lag time”² increases, so can the cost of housing pretrial defendants in local jails

Defendants who await trial in jail³ are very expensive, costing an average of \$64.38 per inmate, per day.⁴ The average sentence lag time has steadily increased for over a decade, only recently beginning to decline.⁵ This trend is concerning given the large number of inmates awaiting trial in local jails.

For any given month in FY2014 (most recently available data), an average of 26,801 defendants awaiting trial for a felony and 3,858 defendants awaiting trial for a misdemeanor were housed in county detention facilities.⁶ In April of 2016, approximately 58 percent of inmates in county detention facilities were awaiting trial. The county with the smallest proportion of pretrial inmates was Duval County, with 18 percent, while the highest was Taylor county, whose county inmate population was 98 percent pretrial defendants.⁷ While many offenders do not spend the entirety of the time between the commission of a crime and their sentencing for that crime under pretrial sanctions (as it typically takes time to apprehend them),⁸ at an average sentence lag time of 6.2 months for FY2014 counties spent up to \$315 million to house these defendants that year.

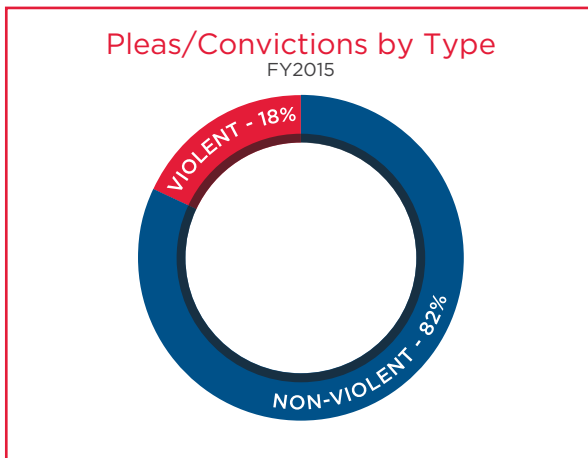


COUNTY DETENTION FACILITIES PRETRIAL INMATE POPULATION (2016)					
1	Taylor	98.0%	35	Suwannee	52.4%
2	Calhoun	82.5%	36	Indian River	52.2%
3	Hardee	81.9%	37	Washington	50.7%
4	Osceola	75.0%	38	St. Johns*	49.6%
5	Miami-Dade*	74.1%	39	Jefferson	48.6%
6	Okeechobee	69.9%	40	Okaloosa	47.4%
7	Glades	69.5%	41	Seminole	46.3%
7	Orange*	69.5%	42	Charlotte	44.5%
9	Gilchrist	68.5%	43	Marion	41.0%
10	Hendry	66.7%	44	Franklin	40.0%
10	Hillsborough	66.7%	45	Wakulla	39.5%
12	Alachua*	66.2%	46	Jackson	38.6%
13	Palm Beach	65.6%	47	Santa Rosa	37.8%
14	Collier	64.7%	48	Baker	23.0%
15	Hamilton	64.6%	49	Citrus	22.4%
16	Gadsden	64.5%	50	Duval	18.1%
17	Escambia	63.6%		Brevard	N/A
18	Columbia	63.5%		Broward	N/A
19	Manatee	63.4%		Desoto	N/A
20	Leon	63.1%		Dixie	N/A
21	Martin	61.9%		Gulf	N/A
22	Monroe	61.0%		Hernando	N/A
23	Clay	59.9%		Holmes	N/A
24	Pinellas	59.1%		Lafayette	N/A
25	Flager	58.5%		Lake	N/A
26	Bay	58.4%		Levy	N/A
27	Madison	58.3%		Liberty	N/A
28	Polk	56.4%		Nassau	N/A
29	St. Lucie	56.2%		Pasco	N/A
30	Volusia	56.1%		Putnam	N/A
31	Lee	56.0%		Sarasota	N/A
32	Highlands	55.8%		Union	N/A
33	Sumter	55.1%		Walton	N/A
34	Bradford	54.6%			

*Missing data for one or more facilities; N/A: County lacks sufficient data for ranking.

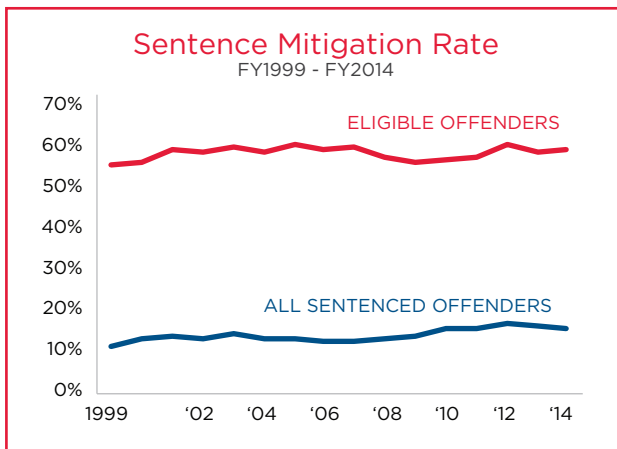
The majority of offenders sentenced in FY2015⁹ took plea bargains and received sanctions for nonviolent offenses

Some individuals awaiting sentencing in jail may represent a threat to public safety and should stay behind bars pending sentencing, but a large portion of this group is likely nonviolent. Almost 82 percent of offenders in FY2015 were sentenced for nonviolent crimes.¹⁰ It is important to note, however, that this statistic may not reflect offenders' original crimes, as plea bargaining is common. Plea bargains serve as compromises between prosecutors and defendants where the defendant agrees to plead guilty to an offense in exchange for concessions from the prosecutor. In FY2015, 76 percent of filed defendants took plea bargains before trial.¹¹



Judges make use of opportunities to exercise discretion through downward departures, but it only affects a small portion of offenders

Despite the limited discretion for downward departures under Florida's current sentencing structure, judges do exercise their professional discretion to reduce sentences where possible, appropriate, and just. The average sentence reduction has increased from 16.4 months to 26.7 months between FY1999 and FY2014. For prisons, this denotes a savings of up to \$40,300 per reduced sentence in FY2014.¹² But, while judges use their discretion to downward depart by reducing sentence length or opting for an alternative for about half of eligible cases, roughly 84 percent of sentences among all offenders sentenced are not eligible for mitigation.¹³ This is concerning for counties such as Nassau County, which imposes prison sentences for about 96 percent of its convicted offenders.¹⁴



SANCTIONS BY COUNTY FY2015: COUNTY JAIL

1	Palm Beach	45.4%	35	Leon	19.8%
2	Duval	38.1%	36	Highlands	19.5%
3	Indian River	37.5%	36	Okeechobee	19.5%
4	Orange	36.5%	38	Desoto	18.6%
5	Pinellas	35.3%	39	Hamilton	18.1%
6	Osceola	33.1%	40	Lake	16.9%
7	Sarasota	33.0%	41	St. Johns	15.7%
8	Clay	32.2%	42	Jefferson	15.5%
9	Hendry	31.7%	43	Okaloosa	15.0%
10	Manatee	30.4%	44	Polk	13.8%
11	Sumter	29.5%	45	Monroe	12.8%
12	Hernando	28.3%	46	Gilchrist	12.4%
13	Walton	28.1%	46	Union	12.4%
13	St. Lucie	28.1%	48	Madison	10.0%
15	Alachua	27.4%	49	Hardee	9.9%
16	Santa Rosa	27.3%	50	Gulf	9.7%
17	Marion	26.7%	51	Suwannee	9.5%
18	Miami-Dade	26.6%	52	Dixie	9.4%
19	Charlotte	26.5%	53	Jackson	8.2%
20	Bradford	26.2%	54	Liberty	7.9%
21	Escambia	24.9%	55	Calhoun	7.6%
22	Pasco	24.2%	55	Broward	7.6%
23	Levy	24.1%	57	Columbia	7.1%
24	Volusia	24.0%	58	Gadsden	6.3%
25	Collier	23.9%	59	Taylor	6.2%
26	Flagler	23.3%	60	Wakulla	5.4%
27	Brevard	22.9%	61	Franklin	4.9%
28	Citrus	22.3%	62	Washington	2.6%
29	Hillsborough	21.9%	63	Nassau	2.1%
30	Baker	21.8%	64	Holmes	1.5%
31	Martin	21.7%	65	Bay	1.4%
32	Seminole	20.4%	66	Lafayette	0.0%
33	Putnam	20.0%	66	Glades	0.0%
34	Lee	19.9%			

CORRECTIONS IN CONTEXT

SANCTIONS BY COUNTY FY2015: PROBATION					
1	Jefferson	70.7%	35	Manatee	40.1%
2	Franklin	65.0%	36	Pasco	40.0%
3	Lafayette	63.6%	36	Orange	40.0%
4	Broward	56.8%	38	Calhoun	39.9%
5	St. Johns	54.3%	39	Marion	39.7%
5	Hardee	54.3%	40	Charlotte	39.3%
7	Lake	53.9%	41	Martin	38.6%
8	Monroe	53.3%	42	Santa Rosa	38.4%
9	Okaloosa	52.4%	42	Flagler	38.4%
10	Seminole	49.9%	44	Suwannee	38.3%
11	Washington	48.9%	45	Hamilton	38.1%
12	Bay	48.2%	46	Hernando	38.0%
13	Liberty	47.6%	47	Taylor	37.6%
14	Lee	47.5%	48	Polk	37.5%
15	Levy	46.8%	49	Desoto	37.0%
16	Sumter	46.7%	49	Sarasota	37.0%
17	Hillsborough	46.4%	51	Citrus	36.6%
18	Baker	45.7%	52	Escambia	36.5%
18	Brevard	45.7%	52	Pinellas	36.5%
20	Miami-Dade	45.3%	54	Dixie	36.3%
21	Madison	45.0%	54	Okeechobee	36.3%
22	Volusia	44.9%	56	Highlands	35.9%
23	Union	44.3%	57	Alachua	35.1%
24	Osceola	43.7%	58	Indian River	34.6%
25	Jackson	43.6%	59	St. Lucie	34.5%
26	Leon	43.3%	60	Columbia	33.3%
27	Gulf	43.2%	61	Clay	31.6%
28	Gilchrist	43.0%	62	Palm Beach	28.6%
28	Collier	43.0%	63	Bradford	27.8%
30	Holmes	42.7%	64	Duval	19.0%
31	Gadsden	42.3%	65	Wakulla	0.0%
32	Hendry	42.2%	65	Nassau	0.0%
33	Walton	41.3%	65	Glades	0.0%
34	Putnam	40.2%			

SANCTIONS BY COUNTY FY2015: COMMUNITY CONTROL

1	Taylor	24.2%	35	Manatee	6.2%
2	Holmes	22.6%	36	Baker	6.0%
3	Dixie	20.0%	37	Leon	5.8%
4	Desoto	19.2%	38	Osceola	5.7%
5	Washington	17.5%	39	Miami-Dade	5.6%
6	Suwannee	16.2%	40	Pinellas	5.2%
7	Okaloosa	13.9%	40	Union	5.2%
8	Columbia	13.4%	42	Flagler	5.0%
9	Calhoun	13.3%	42	Volusia	5.0%
10	Franklin	12.2%	44	Hillsborough	4.8%
10	Bay	12.2%	45	Santa Rosa	4.5%
12	Gulf	11.6%	45	Gadsden	4.5%
13	Hamilton	11.4%	47	Martin	4.3%
13	Madison	11.4%	48	Indian River	4.2%
13	Brevard	11.4%	49	Levy	4.0%
16	Polk	10.5%	49	Orange	4.0%
17	Monroe	10.3%	49	Okeechobee	4.0%
18	Escambia	9.9%	52	St. Johns	3.9%
19	Jackson	9.6%	53	Alachua	3.6%
20	Highlands	8.9%	54	Hendry	3.5%
21	Hardee	8.2%	55	Jefferson	3.4%
22	Walton	8.1%	56	Marion	3.3%
23	Sarasota	7.7%	57	Clay	2.9%
24	Charlotte	7.6%	58	Sumter	2.5%
25	Citrus	7.4%	59	St. Lucie	2.3%
25	Gilchrist	7.4%	60	Nassau	2.1%
25	Seminole	7.4%	61	Palm Beach	1.6%
25	Collier	7.4%	62	Putnam	1.5%
29	Hernando	6.8%	63	Duval	1.4%
30	Lake	6.6%	64	Bradford	0.3%
31	Lee	6.5%	65	Wakulla	0.0%
32	Broward	6.4%	65	Lafayette	0.0%
33	Liberty	6.3%	65	Glades	0.0%
34	Pasco	6.2%			

SANCTIONS BY COUNTY FY2015: STATE PRISON

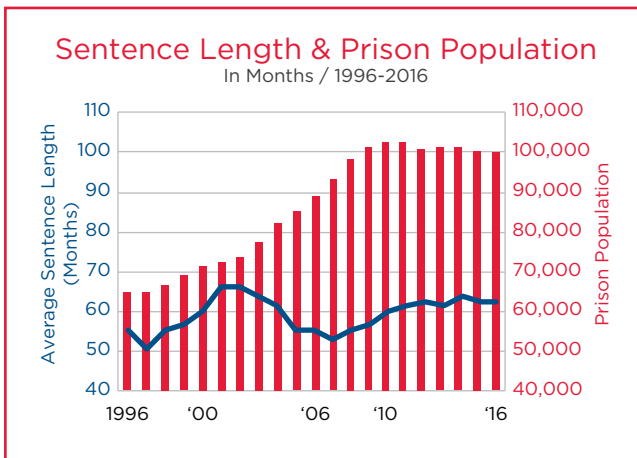
1	Nassau	95.8%	35	Santa Rosa	25.8%
2	Gadsden	46.8%	36	Collier	25.5%
3	Bradford	44.1%	37	Escambia	25.4%
4	Duval	41.5%	37	Volusia	25.4%
5	Columbia	40.0%	39	Desoto	25.1%
6	Okeechobee	39.6%	40	Gilchrist	24.0%
7	Calhoun	39.2%	41	Hernando	23.8%
8	Jackson	38.3%	41	Palm Beach	23.8%
9	Liberty	38.1%	43	Monroe	23.4%
10	Polk	37.9%	44	Manatee	22.9%
11	Union	37.1%	45	Miami-Dade	22.5%
12	Bay	36.6%	46	Walton	22.2%
13	Lafayette	36.4%	46	Hendry	22.2%
13	Putnam	36.4%	48	Dixie	21.9%
15	Martin	35.4%	49	Pinellas	21.8%
16	St. Lucie	35.2%	49	Baker	21.8%
17	Gulf	34.2%	51	Indian River	21.6%
18	Clay	33.2%	52	Levy	21.4%
18	Holmes	33.2%	53	Sumter	21.1%
20	Suwannee	32.9%	53	Sarasota	21.1%
21	Highlands	32.7%	55	Taylor	20.9%
22	Citrus	32.5%	56	Lake	20.2%
23	Alachua	31.5%	57	Seminole	19.6%
24	Leon	30.0%	58	Brevard	19.2%
25	Washington	29.9%	59	Orange	18.3%
26	Flagler	29.7%	60	Franklin	17.9%
27	Broward	28.2%	61	Osceola	17.5%
28	Marion	27.7%	62	Okaloosa	17.4%
28	Pasco	27.7%	63	Madison	13.6%
30	Hardee	27.0%	64	Wakulla	9.8%
31	Hillsborough	26.5%	65	Jefferson	8.6%
31	Charlotte	26.5%	65	Hamilton	8.6%
33	St. Johns	26.1%	67	Glades	0.0%
33	Lee	26.1%			

SANCTIONS BY COUNTY FY2015: OTHER DISPOSITION

1	Hamilton	23.8%	35	Pinellas	0.7%
2	Madison	20.0%	35	Volusia	0.7%
3	Gilchrist	13.2%	35	Hardee	0.7%
4	Dixie	12.5%	35	Okeechobee	0.7%
5	Taylor	11.1%	39	Palm Beach	0.6%
6	Columbia	6.2%	40	Manatee	0.4%
7	Baker	4.7%	40	Hillsborough	0.4%
8	Santa Rosa	4.0%	40	Hendry	0.4%
9	Levy	3.7%	43	Polk	0.3%
10	Flagler	3.6%	43	Jackson	0.3%
11	Escambia	3.2%	43	Monroe	0.3%
12	Suwannee	3.1%	46	Walton	0.2%
13	Hernando	3.0%	46	Sumter	0.2%
13	Highlands	3.0%	48	Martin	0.1%
15	Marion	2.7%	48	Charlotte	0.1%
16	Seminole	2.6%	48	Collier	0.1%
17	Lake	2.4%	48	Lee	0.1%
17	Alachua	2.4%	52	Franklin	0.0%
19	Indian River	2.1%	52	Gadsden	0.0%
20	Pasco	1.8%	52	Liberty	0.0%
20	Putnam	1.8%	52	Wakulla	0.0%
22	Jefferson	1.7%	52	Lafayette	0.0%
23	Bradford	1.6%	52	Clay	0.0%
23	Bay	1.6%	52	Duval	0.0%
25	Okaloosa	1.3%	52	Nassau	0.0%
25	Orange	1.3%	52	St. Johns	0.0%
25	Gulf	1.3%	52	Osceola	0.0%
28	Sarasota	1.2%	52	Miami-Dade	0.0%
29	Leon	1.1%	52	Desoto	0.0%
29	Citrus	1.1%	52	Calhoun	0.0%
29	Washington	1.1%	52	Holmes	0.0%
29	Broward	1.1%	52	St. Lucie	0.0%
33	Union	1.0%	52	Glades	0.0%
34	Brevard	0.8%			

Stringent sentencing policies lead to lengthier prison stays and more inmates

In the mid-to-late nineties, Florida repealed basic gain time for inmates, implemented 85 percent “Truth-in-Sentencing” laws, enhanced punishments for certain crimes under the 1995 Sentencing Guidelines, increased upward discretion in sentencing under the Criminal Punishment Code, and created 10-20-Life and “Three Strikes” laws that created mandatory minimums for certain offenses.¹⁵ These policies limit judges’ ability to use discretion, even when the facts of a case may warrant less severe sanctions. While well-intended, these determinate sanctions increase costs by expanding the prison population. Duval County currently has the highest mandatory minimum incarceration rate in the state, at roughly 308 per 100,000 residents.¹⁶ It is important to note, however, that the majority of those incarcerated under mandatory minimums in Duval County are in prison for a violent crime (roughly 63 percent of mandatory minimum incarcerations). Putnam County, however, has the second highest rate of mandatory minimum incarcerations at about 300 per 100,000 residents and almost 58 percent of them are for drug, property, or other nonviolent offenses.¹⁷



OVERALL MANDATORY MINIMUM INCARCERATION RATE (2016)					
1	Duval	307.8	35	Broward	130.9
2	Putnam	299.9	36	Columbia	130.2
3	Jefferson	291.2	37	Manatee	129.6
4	Leon	291.0	38	Holmes	129.4
5	Liberty	276.1	39	Bay	126.1
6	Okeechobee	268.6	40	Lake	124.9
7	Escambia	250.5	41	Dixie	123.4
8	Gadsden	245.5	42	Lee	122.4
9	Alachua	235.0	43	Miami-Dade	120.6
10	Madison	217.3	44	Glades	117.0
11	Martin	211.2	45	Clay	113.7
12	Pinellas	204.4	46	Hendry	112.5
13	Hamilton	202.9	47	Okaloosa	111.7
14	Marion	198.7	48	Calhoun	110.6
15	Baker	189.6	49	Indian River	108.8
16	Bradford	189.4	50	Seminole	104.2
17	Polk	184.3	51	Monroe	100.7
18	Jackson	177.0	52	Hernando	98.6
19	St. Lucie	173.5	53	Palm Beach	98.0
20	Desoto	172.0	54	Sarasota	93.5
21	Hardee	167.3	55	Pasco	93.2
22	Hillsborough*	164.1	56	Gulf	88.2
23	Union*	164.1	57	Franklin	85.0
24	Suwannee	162.2	58	Santa Rosa	82.0
25	Brevard	155.8	59	Nassau	76.5
26	Taylor	151.2	60	Wakulla	76.1
27	Levy	150.6	61	Charlotte	72.8
28	Walton	149.6	62	St. Johns*	69.3
29	Osceola	146.9	63	Lafayette*	69.3
30	Volusia	143.9	64	Flagler	65.5
31	Orange	142.1	65	Collier	64.9
32	Citrus	138.2	66	Gilchrist	64.0
33	Highlands	134.7	67	Sumter	47.9
34	Washington	133.7			

*Rates for this county may seem identical to another due to rounding.

VIOLENT MANDATORY MINIMUM INCARCERATION RATE (2016)					
1	Duval	193.2	35	Columbia	65.8
2	Leon	191.8	36	Bay	64.4
3	Gadsden	182.5	37	Lafayette	57.7
4	Madison	157.5	38	Wakulla	57.1
5	Hamilton	153.9	39	Okaloosa	56.4
6	Liberty	144.0	40	Clay	55.9
7	Jefferson	142.0	41	Lee	55.3
8	Union	137.8	42	Palm Beach	54.8
9	Alachua	133.1	43	Lake	54.0
10	Escambia	128.0	44	Osceola	53.7
11	Jackson	127.6	45	Glades	51.2
12	Putnam	126.3	46	Hendry	51.1
13	Taylor	120.0	47	Hernando	50.4
14	Pinellas	115.4	48	Seminole	50.3
15	Okeechobee	108.9	49	Indian River	49.4
16	Orange	103.4	50	Calhoun	48.4
17	Bradford	100.3	51	Monroe	47.8
18	Marion	98.8	52	Pasco	45.4
19	Hillsborough	96.4	53	Citrus	44.7
20	St. Lucie	89.8	54	Washington	44.6
21	Miami-Dade	88.5	55	St. Johns	41.5
22	Polk	88.4	56	Holmes	41.4
23	Levy	87.9	57	Sarasota	40.4
24	Dixie	86.4	58	Hardee	40.0
25	Desoto	79.0	59	Santa Rosa	37.1
26	Broward	77.4	60	Nassau	37.0
27	Manatee	75.7	61	Charlotte	34.7
28	Brevard	72.7	62	Walton	28.3
29	Volusia	71.8	63	Sumter	26.1
30	Martin	71.0	64	Franklin	25.5
31	Gulf*	69.3	65	Gilchrist	23.3
32	Baker*	69.3	66	Collier	23.2
33	Highlands	67.3	67	Flagler	21.8
34	Suwannee	66.3			

*Rates for this county may seem identical to another due to rounding.

NONVIOLENT MANDATORY MINIMUM INCARCERATION RATE (2016)					
1	Putnam	173.6	35	Bay	61.7
2	Okeechobee	159.6	36	Hendry	61.4
3	Jefferson	149.1	37	Madison	59.8
4	Martin	140.1	38	Franklin*	59.5
5	Liberty	132.0	39	Indian River*	59.5
6	Hardee	127.3	40	Clay	57.9
7	Escambia	122.5	41	Okaloosa	55.4
8	Walton	121.2	42	Manatee*	53.9
9	Baker	120.4	43	Seminole*	53.9
10	Duval	114.6	44	Broward	53.6
11	Alachua	101.9	45	Sarasota	53.0
12	Marion	99.9	46	Monroe	52.9
13	Leon	99.2	47	Jackson	49.4
14	Suwannee	96.0	48	Hamilton	49.0
15	Polk	95.8	49	Hernando	48.2
16	Citrus	93.6	50	Pasco	47.8
17	Osceola	93.2	51	Santa Rosa	44.9
18	Desoto	93.1	52	Flagler	43.6
19	Bradford*	89.1	53	Palm Beach	43.3
20	Washington*	89.1	54	Collier	41.7
21	Pinellas	89.0	55	Gilchrist	40.7
22	Holmes	88.0	56	Nassau	39.5
23	St. Lucie	83.7	57	Orange	38.7
24	Brevard	83.1	58	Charlotte	38.1
25	Volusia	72.0	59	Dixie	37.0
26	Lake	70.9	60	Miami-Dade	32.1
27	Hillsborough	67.7	61	Taylor	31.1
28	Highlands	67.3	62	St. Johns	27.8
29	Lee	67.1	63	Union	26.3
30	Glades	65.8	64	Sumter	21.9
31	Columbia	64.4	65	Wakulla	19.0
32	Gadsden	63.0	66	Gulf	18.9
33	Levy	62.8	67	Lafayette	11.5
34	Calhoun	62.2			

*Rates for this county may seem identical to another due to rounding.

CORRECTIONS IN CONTEXT

PROPERTY MANDATORY MINIMUM INCARCERATION RATE (2016)					
1	Jefferson	71.0	35	Madison	16.3
2	Franklin	59.5	36	Washington	16.2
3	Leon	52.0	37	Wakulla	15.9
4	Alachua	51.5	38	Clay	15.7
5	Okeechobee	48.1	39	Indian River*	15.5
6	Putnam	47.2	40	Holmes*	15.5
7	Pinellas	45.7	41	Monroe*	15.5
8	Polk	40.1	42	Hendry*	15.3
9	Gilchrist	34.9	43	Nassau*	15.3
10	Duval	34.2	44	Manatee	14.3
11	Bradford	33.4	45	Calhoun	13.8
12	Citrus*	32.6	46	Hernando*	13.4
13	Gadsden*	32.6	47	Miami-Dade*	13.4
14	Escambia	32.5	48	Union	13.1
15	Martin	32.0	49	Sarasota	11.8
16	Brevard*	31.9	50	Lafayette	11.5
16	Volusia*	31.9	51	Orange	11.3
18	Highlands	31.2	52	Bay	10.5
19	Marion	30.6	53	Collier	10.1
20	St. Lucie	27.8	54	Flagler	9.5
21	Hillsborough	26.0	55	Santa Rosa	9.0
22	Seminole	25.2	56	St. Johns	8.8
23	Levy	25.1	57	Okaloosa	8.1
24	Broward	24.7	58	Osceola	7.7
25	Liberty	24.0	59	Hamilton	7.0
26	Pasco	23.9	60	Jackson	6.2
27	Suwannee	22.9	60	Dixie	6.2
28	Walton	22.0	62	Hardee	3.6
29	Columbia*	21.9	63	Sumter	3.4
30	Baker*	21.9	64	Desoto	2.8
31	Palm Beach	20.0	**	Glades	0.0
32	Lake	18.1	**	Gulf	0.0
33	Lee	17.7	**	Taylor	0.0
34	Charlotte	17.3			

*Rates for this county may seem identical to another due to rounding.

**No reported Property MM inmates

DRUG MANDATORY MINIMUM INCARCERATION RATE (2016)					
1	Hardee	101.8	35	Santa Rosa	30.5
2	Martin	96.6	36	Volusia	29.7
3	Putnam	88.9	37	Pinellas	29.4
4	Walton	86.6	38	Jackson	28.8
5	Liberty	84.0	39	Flagler	28.5
6	Baker	83.9	40	Brevard*	28.0
7	Osceola	79.6	41	Hamilton*	28.0
8	Suwannee	66.3	42	Manatee	27.2
9	Washington	64.8	43	Collier	26.6
10	Okeechobee	63.3	44	Leon	26.2
11	Escambia	60.4	45	Hernando	24.7
12	Desoto	59.2	46	Alachua	24.2
13	Jefferson	56.8	47	Highlands	23.1
14	Holmes	51.7	48	Madison*	21.7
15	Glades	51.2	49	Gadsden*	21.7
16	Marion	49.8	50	Broward	21.3
17	Citrus	45.4	51	Seminole	20.7
18	Lee	42.0	52	Gulf	18.9
19	Lake	39.3	53	Orange	18.8
20	Polk	39.1	54	Nassau	16.6
21	Indian River*	35.8	55	Pasco	16.5
22	Hendry*	35.8	56	Levy	15.1
23	St. Lucie	35.2	57	St. Johns	15.0
24	Calhoun	34.6	58	Charlotte	14.4
25	Okaloosa	34.2	59	Sumter	14.3
26	Bay*	33.6	60	Palm Beach	14.0
27	Monroe*	33.6	61	Miami-Dade	12.9
28	Bradford	33.4	62	Taylor	8.9
29	Duval*	33.3	63	Union	6.6
30	Sarasota*	33.3	64	Gilchrist	5.8
31	Clay	32.8	65	Wakulla	3.2
32	Columbia	32.2	**	Franklin	
33	Dixie	30.9	**	Lafayette	
34	Hillsborough	30.8			

*Rates for this county may seem identical to another due to rounding.

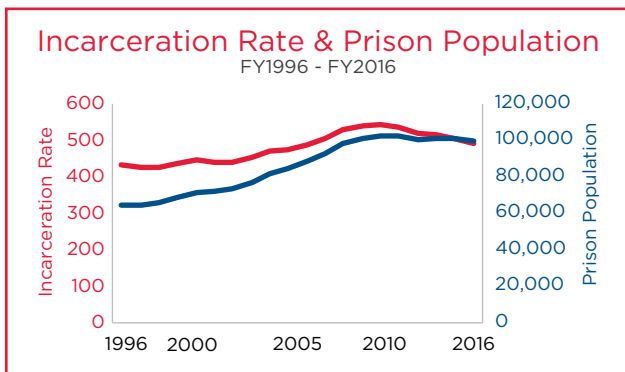
**No reported Drug MM inmates

FLORIDA PRISON POPULATIONS

Due to changes in sentencing strategies in the '80s and '90s, Florida's prison population has increased by 54 percent since FY1996.¹⁸ Further, the state maintained a prison population of more than 100,000 inmates between FY2009 and FY2015. It has recently begun to decline,¹⁹ dipping below 100,000 in FY2016 for the first time since FY2008, but forecasts from Florida's Criminal Justice Estimating Conference indicate that this decrease might be short-lived, projecting increases in the year-end prison population beginning in FY2020.²⁰

Florida's incarceration rate is declining as the inmate population begins to level-off

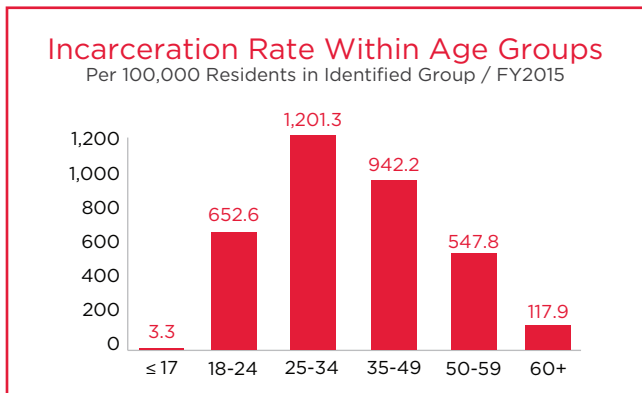
Examining incarceration rates, which provide a better measure by accounting for general population growth, shows a less pronounced (compared to total number of prisoners), but still substantial increase of 10.4 percent since FY1996.²¹ After reaching a peak of 543.7 inmates per 100,000 Floridians,²² the incarceration rate in Florida has been in decline, likely due to the relative leveling-off of the state inmate population beginning in FY2009 despite continued increases in the state population; Florida's inmate population decreased by 2 percent between 2009 and 2016, while the state's population increased by almost 8 percent in the same time frame. Currently, the county with the highest per capita incarceration rate is Okeechobee County, at 1,254.1 incarcerations per 100,000 County residents.²³



INCARCERATION RATE PER 100,000 RESIDENTS (By County Of Conviction, 2016)					
1	Okeechobee	1254.1	35	Pinellas	585.3
2	Putnam	1138.5	36	Volusia	573.7
3	Liberty	1104.3	37	Okaloosa	544.1
4	Taylor	1098.1	38	Gilchrist	540.7
5	Bradford	1065.8	39	Hamilton	538.6
6	Columbia	1008.1	40	Seminole	534.9
7	Bay	1003.1	41	Hendry	529.2
8	Suwannee	996.3	42	Lafayette	519.5
9	Washington	939.8	43	Glades	519.4
10	Holmes	916.0	44	St. Lucie	516.3
11	Escambia	889.7	45	Monroe	515.0
12	Gadsden	884.1	46	Brevard	503.3
13	Baker	868.0	47	Hillsborough	491.6
14	Jackson	851.9	48	St. Johns	483.7
15	Duval	851.6	49	Hernando	478.0
16	Union	840.2	50	Wakulla	475.7
17	Hardee	821.8	51	Indian River	469.9
18	Desoto	812.2	52	Clay	456.0
19	Madison	798.6	53	Manatee	445.3
20	Leon	794.0	54	Charlotte	443.1
21	Jefferson	781.2	55	Orange	433.4
22	Calhoun	774.4	56	Osceola	427.2
23	Marion	760.4	57	Nassau	418.1
24	Citrus	757.1	58	Broward	404.8
25	Franklin	756.7	59	Pasco	400.7
26	Dixie	709.7	60	Lake	391.9
27	Highlands	707.6	61	Lee	377.4
28	Levy	685.4	62	Flagler	316.9
29	Sarasota	673.3	63	Collier	296.1
30	Alachua	664.7	64	Miami-Dade	294.9
31	Martin	660.3	65	Palm Beach	282.8
32	Polk	656.8	66	Sumter	248.1
33	Gulf	649.0	67	Santa Rosa	162.3
34	Walton	626.7			

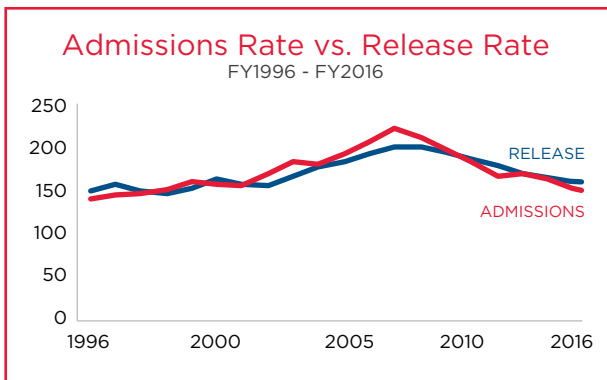
Floridians between the ages of 25 and 34 have the highest incarceration rate

Florida's overall incarceration rate in FY2016 was 492.4 per 100,000,²⁴ but the majority (99.9 percent) of Florida's current prison population is comprised of adults over the age of 18.²⁵ In FY2016, roughly 42 percent of inmates were between the ages of 18-34, 51 percent were ages 35- 59, and about 7 percent were 60 years of age or older. Using 2015 data to match inmate age groups with their counterparts in the general population, it becomes clear that the highest incarceration rate in the state is for Floridians aged 25-34, at 1,201.3 inmates per 100,000 adults in that age group.²⁶ This rate is almost 2.5 times as high as the Florida's overall incarceration rate.



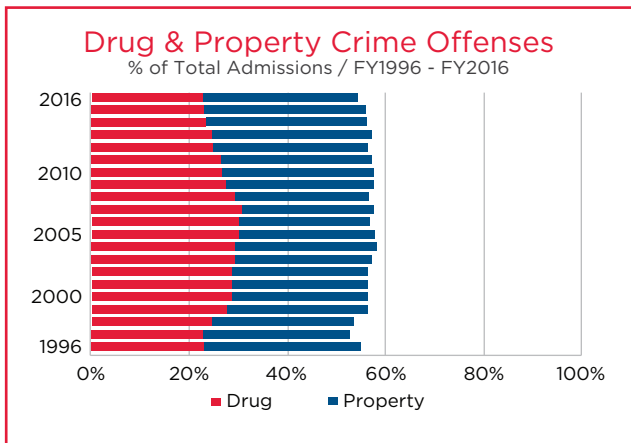
Florida prison admission and release rates are in decline

The prison admission rate increased between FY1996 and FY2008, but has decreased since then. As of FY2016, the overall prison admission rate is 150.5 per 100,000 Floridians, the lowest it has been since FY1997.²⁷ The same is true of the prison release rate, which has decreased to 158.7.²⁸ This reduction in the prison release rate is one reason decreases in incarceration are less apparent than they should be, given decreases in crime²⁹ and admission rates. It also may contribute to the increases in the prison population projected by the Criminal Justice Estimating Conference for FY2020.³⁰



Nonviolent offenders consistently make up over half of yearly prison admissions

Despite declines in prison admissions, it is important to note that drug and property offenders continue to comprise the majority of those admitted to Florida prisons each year.³¹ Property and drug offenses comprised 32 percent (9,456) and 23 percent (6,708),³² respectively, of all prison admissions for FY2016. Further, 31 percent (2,120) of all drug admissions were for possession.³³ Florida spends more than \$38.5 million each year to keep this fraction of a subset of nonviolent offenders in prisons³⁴ that do not adequately address their underlying issues; individuals with substance abuse issues are among the most likely to return to prison after being released.³⁵



Year-and-a-day inmates comprise 7.5 percent of state prison admissions

Typically, inmates sentenced to less than a year behind bars (or with a year or less of their sentence left if granted partial time-served) are placed in county jails whereas those sentenced to over a year are sent to state prisons. A sentencing difference of just one day determines whether the state or the county shoulders the costs of an inmate.

As of June 30, 2016, inmates with 366 day (“year-and-a-day”) sentences comprised 1 percent of inmates currently in state prisons,³⁶ but roughly 7.5 percent (2,258)³⁷ of all admissions to state prisons for FY2016 were for year-and-a-day sentences. The majority of these inmates are from Hillsborough County, which comprised 14 percent of all year-and-a-day prison admissions for FY2016³⁸ and 16 percent of Florida’s total year-and-a-day prison population on June 30, 2016.³⁹

(See table next page)

CORRECTIONS IN CONTEXT

"YEAR AND A DAY" INCARCERATION RATE (RATE PER 100,000 RESIDENTS BY COUNTY OF CONVICTION, 2016)					
1	Hillsborough	931.5	35	Wakulla	3.2
2	Miami-Dade	270.7	36	Broward	3.1
3	Jackson	142.0	37	Clay*	2.9
4	Leon	118.0	38	Duval*	2.9
5	Taylor	71.1	39	Putnam	2.8
6	Flagler	68.0	40	Pinellas	2.0
7	Washington	52.7	41	Sarasota	1.8
8	Gulf	42.0	42	Charlotte	1.7
9	Desoto	30.9	43	Walton	1.6
10	Bay	29.7	44	Santa Rosa	0.9
11	Hernando*	26.1	45	Sumter	0.8
12	Volusia*	26.1	46	Lake*	0.7
13	Escambia	18.0	47	Holmes*	0.7
14	Gadsden	17.4	48	Hendry	0.6
15	Marion	14.7	49	Highlands	0.5
16	Polk*	13.8	50	Alachua	0.4
17	Calhoun*	13.8	51	Lee*	0.3
18	Columbia	13.2	52	Manatee*	0.3
19	Indian River	12.3	53	Collier*	0.3
20	Jefferson	11.5	54	Martin*	0.1
21	Okeechobee	10.1	55	Dixie*	0.1
22	Seminole	8.4	56	Bradford	0.0
23	Union	6.6	56	Franklin	0.0
24	Citrus	6.4	56	Gilchrist	0.0
25	Palm Beach	6.0	56	Glades	0.0
26	Monroe	5.2	56	Hamilton	0.0
27	Hardee	5.1	56	Lafayette	0.0
28	St. Lucie	4.7	56	Levy	0.0
29	Suwannee	4.6	56	Liberty	0.0
30	Osceola	4.3	56	Madison	0.0
31	Brevard*	4.0	56	Nassau	0.0
32	Orange*	4.0	56	Okaloosa	0.0
33	Baker*	3.6	56	St. Johns	0.0
34	Pasco*	3.6			

**Rates for this county may seem identical to another due to rounding.*

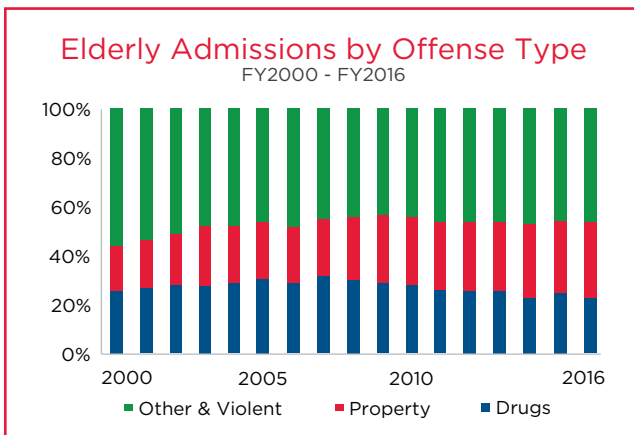
FLORIDA INMATES

Young to middle-aged adult males comprise the majority of Florida's inmate population. About 93 percent of the prison population is male, and over 77 percent of inmates fall between the ages of 18 and 49.⁴⁰ Many of these inmates have a history of mental illness, lack of education, or other social issues.

Florida admits an increasing number of elderly inmates each year, many for nonviolent offenses

Elderly prisoners (defined as those over 50)⁴¹ are incarcerated more frequently than in previous years; the elderly inmate population is more than six times as high as it was in FY1996.⁴² Holmes County has the highest elderly incarceration rate in the state, imprisoning roughly 83 out of every 100,000 people aged 50 or older residing in the county.⁴³

A large portion of these elderly offenders continues to be incarcerated for drug or property crimes.⁴⁴ Combined, these two offense categories have increased from 44 percent of all elderly admissions in FY2000 to 54 percent of elderly admissions to prison in FY2016.⁴⁵ It is important to note that growth in Florida's elderly inmate population may be attributed to the state's aging resident population. The median age in Florida has increased by 2 years and the population of residents 50 years of age or older has grown by 11 percent since 2010.⁴⁶



TOTAL ADMISSION RATE (2015)					
1	Taylor	502.4	35	Calhoun	207.4
2	Bay	496.6	36	Highlands	201.0
3	Holmes	419.2	37	Jefferson	198.8
4	Baker	401.2	38	St. Lucie	191.8
5	Okeechobee	397.8	39	Lafayette	184.7
6	Liberty	384.1	40	Hernando	183.8
7	Columbia	357.0	41	Wakulla	180.8
8	Washington	356.5	42	Martin	178.5
9	Suwannee	351.9	43	Glades	175.6
10	Putnam	351.3	44	Nassau	160.6
11	Bradford	345.4	45	Pinellas	160.2
12	Gulf	333.9	46	St. Johns	159.8
13	Jackson	325.1	47	Charlotte	158.9
14	Hardee	320.0	48	Seminole	158.1
15	Dixie	308.6	49	Brevard	151.6
16	Desoto	290.5	50	Pasco	140.8
17	Gilchrist	284.9	51	Clay	140.7
18	Franklin	280.6	52	Osceola	138.9
19	Madison	260.8	53	Hendry	138.0
20	Escambia	249.2	54	Hillsborough	131.7
21	Levy	248.5	55	Hamilton	118.9
22	Polk	243.0	56	Manatee	118.6
23	Okaloosa	238.1	57	Lee	114.7
24	Alachua	232.3	58	Orange*	114.3
25	Monroe	231.0	59	Indian River*	114.3
26	Union	229.7	60	Broward	110.0
27	Marion	229.3	61	Flagler	101.5
28	Leon	228.1	62	Lake	94.5
29	Volusia	224.8	63	Collier	92.9
30	Citrus	219.8	64	Palm Beach	85.3
31	Sarasota	219.3	65	Sumter	74.9
32	Duval	216.5	66	Miami-Dade	65.0
33	Walton	215.7	67	Santa Rosa	57.9
34	Gadsden	210.7			

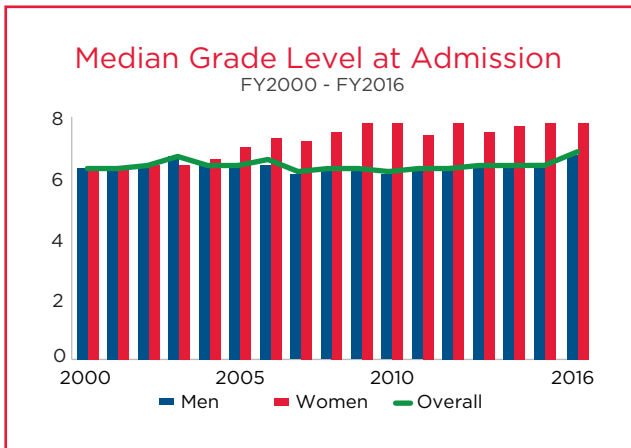
*Rates for this county may seem identical to another due to rounding.

ELDERLY (50+) ADMISSION RATE (2015)					
1	Holmes	82.8	35	Hernando	23.5
2	Taylor	62.2	36	Gilchrist	23.3
3	Monroe	54.2	37	Pinellas	23.0
4	Okeechobee	50.7	38	Highlands	21.1
5	Gulf	50.4	39	Indian River	21.0
6	Suwannee	50.3	40	Walton	20.5
7	Levy	50.2	41	Okaloosa	19.6
8	Bay	49.0	42	Brevard	18.5
9	Putnam	48.6	43	Charlotte	17.9
10	Bradford	44.6	44	Nassau	17.8
11	Madison	43.5	45	Seminole*	17.4
12	Washington	40.5	46	St. Johns*	17.4
13	Columbia	36.6	47	Franklin	17.0
14	Hardee	36.4	48	Osceola	16.7
15	Jefferson	35.5	49	Manatee	16.5
16	Gadsden	34.8	50	Pasco	16.3
17	Desoto	33.8	51	Wakulla	15.9
18	Citrus	33.3	52	Sumter	15.1
19	Marion	32.9	53	Hillsborough	14.8
20	Martin	31.4	54	Clay	14.2
21	Polk	31.2	55	Broward	13.7
22	Leon	31.1	56	Collier	13.2
23	Dixie	30.9	57	Lee	12.8
24	Baker	29.2	58	Orange	12.6
25	Alachua	28.9	59	Lafayette	11.5
26	Jackson	28.8	60	Lake	11.4
27	Escambia	28.3	61	Palm Beach	10.8
28	Duval*	28.1	62	Miami-Dade	10.5
29	St. Lucie*	28.1	63	Hendry	10.2
30	Hamilton	28.0	64	Santa Rosa	8.7
31	Union	26.3	65	Flagler	7.6
32	Volusia	25.5	66	Glades	7.3
33	Sarasota	24.7	67	Calhoun	6.9
34	Liberty	24.0			

*Rates for this county may seem identical to another due to rounding.

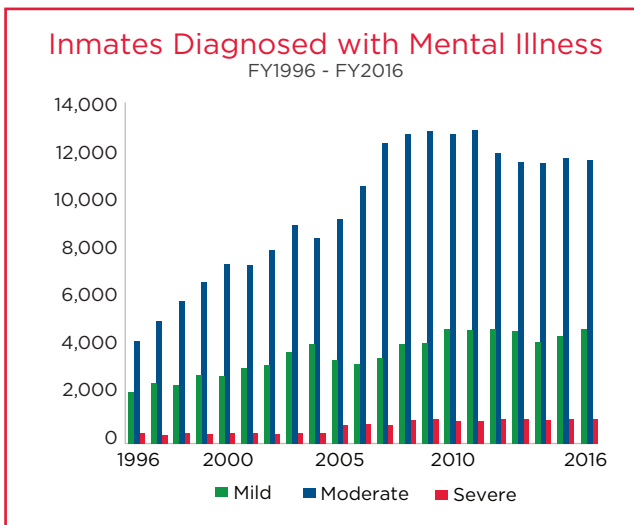
Inmates' education levels entering prison remain low

Upon admission to Florida prisons, inmates are given Tests of Adult Basic Education to determine their education levels. The majority of inmates admitted to Florida prisons have very low educational attainment, most test at around a 6th grade level, though female inmates tend to test higher than their male counterparts. Median education levels for females and males were roughly the same in 2000, but females began to take the lead around FY2005 (Figure 12).⁴⁷ Today, female inmates test a full grade level higher than male inmates.⁴⁸



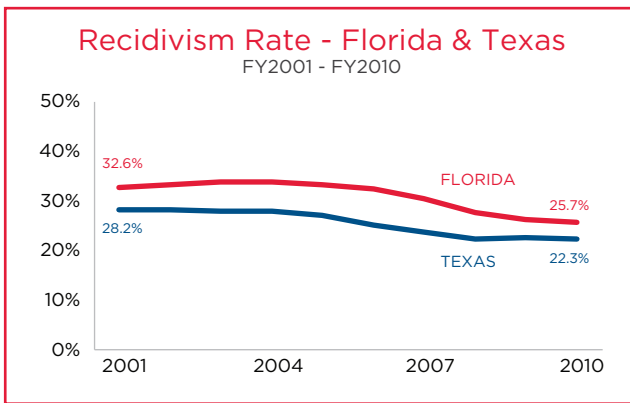
Florida's mentally ill inmate population continues to grow, as does the severity of diagnosis

The Florida Department of Corrections has a health grade range from S-1 to S-6 used to classify mentally ill inmates. Individuals on the lower end of the range have either no or mild impairments in functioning while those on the higher end have severe impairments associated with diagnosed disorders that require coordinated services.⁴⁹ The number of inmates falling into this spectrum is growing. More than 17,000 (about 18 percent) of Florida's inmates were diagnosed with mild, moderate, or severe⁵⁰ mental illness in FY2016 compared to just under 6,800 (about 10.5 percent) in FY1996.⁵¹ During that same time period, the severity of cases within the mentally ill population has also worsened, with the moderately ill population almost tripling (Figure 13).⁵²



Florida recidivism continues to decline, but lags behind states like Texas⁵³

The term “recidivism rate” can mean many different things, from a 12-month re-arrest rate to a 36 month re-conviction rate. The Florida Department of Corrections adheres to the definition as put forth by the Association of State Correctional Administrators, which defines the recidivism rate as the percentage of prisoners who return to prison with a new conviction within 36 months of being released.⁵⁴ This recidivism rate in Florida continues to decline, currently under 26 percent,⁵⁵ but has consistently remained several percentage points higher than recidivism rates in other Southern states with large prison populations, like Texas. Texas’ recidivism rate (defined the same as Florida’s) is just over 22 percent.⁵⁶

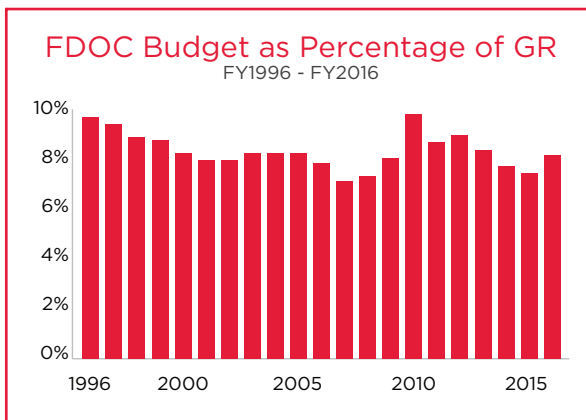


FLORIDA DEPARTMENT OF CORRECTIONS BUDGET

Florida's Department of Corrections (DOC) budget continues to grow despite decreases in crime, recidivism, prison admissions, and incarceration rates, increasing from \$739 million in FY1990 to \$2.4 billion in FY2016;⁵⁷ a 225 percent increase in expenditures. Adjusting for inflation, the growth is still substantial, increasing by almost 77 percent.⁵⁸

Florida's corrections budget is relatively constant as a portion of state general revenue

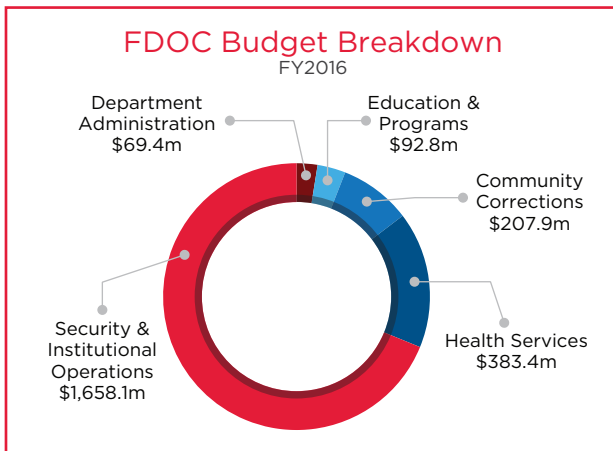
Some of the increase in DOC expenditures may be accounted for by inflation and increases in demand due to increased length of stay. The budget has remained a relatively consistent portion of state General Revenue (GR), staying between 7 and 10 percent of the budget for all but one year in the past two decades.⁵⁹ It was at its highest in FY1996 and FY2010, where it peaked at 9.4 percent and 9.5 percent of GR, respectively.⁶⁰ The Department of Corrections currently comprises 7.9 percent of the state's General Revenue appropriations.



The majority of DOC spending went to institutional operations in FY2016⁶¹

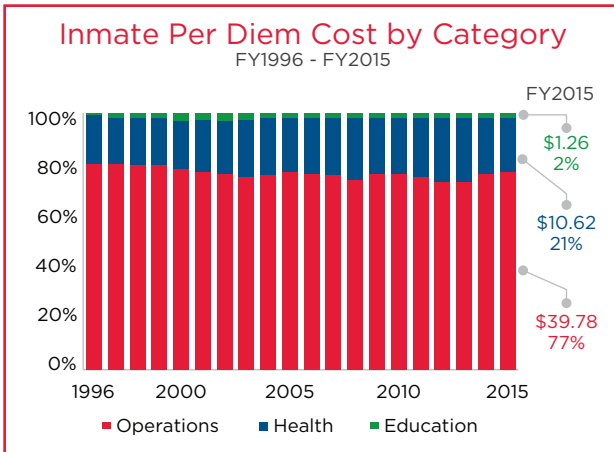
The majority of Florida's \$2.4 billion DOC budget for FY2016 went toward security and institutional operations, with department administration receiving the smallest portion of the budget. These two categories comprised 69 percent (\$1.7 billion) and 3 percent (69 million) of the DOC budget, respectively.

The second smallest portion of the DOC budget went to education and other inmate programs, at 4 percent (\$92.8 million).⁶²



Spending per inmate, per day has remained relatively constant

When discussing department expenditures regarding inmates, it is typically referred to as the cost “per diem” or, per inmate, per day. The average cost per diem has remained relatively constant since FY1996, reaching a low of \$44.51 in FY1996 and a high in FY2008 of \$55.09 (Figure 17).⁶³ The majority of that per diem expenditure consistently goes towards operational costs (70-80 percent), with the rest going toward healthcare (18-25 percent) and education (1-3 percent).⁶⁴ The most recently available (2015) data puts the current average per diem for Florida at \$51.65.⁶⁵



CONCLUSION

There are a number of factors that come determine the success of a justice system. Florida focuses on practices that keep dangerous offenders off the street and help guide reentry. More emphasis needs to be placed on the details of those practices. On the front end, punishment needs to fit the crime and on the back end, inmates must have the post-release supports to continue aiding reentry as well as addressing any underlying issues. To accomplish these goals, the state needs to continuously evaluate sentencing and incarceration policies, as well as the status of inmates housed in state and local facilities.

This report finds that, while incarceration rates are dropping, the prison population is projected to resume growing in the coming years, even in the face of longstanding decreases in crime. Factors identified that may be contributing to this growth are decreasing prison release rates; rapid growth of the elderly inmate population; the proliferation of mental illness among inmates; high recidivism rates; and determinate sentencing schemes that limit judicial discretion and increase sentence length. Florida needs to address these factors to determine which kinds of reforms are needed to improve outcomes and promote public safety in the most efficient and effective way.

ENDNOTES

- 1 "Florida's Criminal Punishment Code: A Comparative Assessment (FY2013-2014)." (2014). Florida Department of Corrections.
- 2 The average length of time that passes between the day an offender commits a crime and the day he or she is sentenced for that crime. Source: "Florida's Criminal Punishment Code: A Comparative Assessment (FY2013-2014)." (2014). Florida Department of Corrections.
- 3 Once an offender is caught, depending on the severity of the crime and the defendant's criminal history (or lack thereof) a judge may allow defendants to await sentencing at home (with or without community supervision components, like ankle bracelets) or in a local jail.
- 4 "2014 Annual Jail Capacity Survey." (2014). Department of Corrections.
- 5 Florida TaxWatch analysis of the Florida Department of Corrections' Sentencing Reports titled "Florida's Criminal Punishment Code: A Comparative Assessment," from FY2000 to FY2014.
- 6 Florida TaxWatch analysis of Florida Department of Corrections monthly reports titled "Florida County Detention Facilities' Average Inmate Population" for July 2013 to June 2014 (to equate with the fiscal year).
- 7 Calculated using data from: "Florida County Detention Facilities Average Inmate Population." (April 2016). Florida Department of Corrections.
- 8 Not all offenders are caught at the time an offense is committed.
- 9 Most recent year with available data.
- 10 Florida TaxWatch analysis of Florida Court Statistics on Circuit Criminal Defendants for July 2014 through June 2015 (to roughly replicate a fiscal year). Data and statistics on Florida courts can be found at: <http://trialstats.flcourts.org/>
- 11 *Ibid.*
- 12 Calculated using the FY2014 average inmate per diem rate of \$49.49. Sources: "Florida's Criminal Punishment Code: A Comparative Assessment (FY2013-2014)." (2014). Florida Department of Corrections; "2013-2014 Agency Statistics: Budget." (2014). Florida Department of Corrections.
- 13 "Florida's Criminal Punishment Code: A Comparative Assessment (FY2014-2015)." (2015). Florida Department of Corrections.
- 14 *Ibid.*
- 15 "Historical Summary of Sentencing and Punishment in Florida." (accessed 8/31/2016). Florida Department of Corrections.
- 16 Florida TaxWatch analysis of Florida Department of Corrections Data received 8/11/2016 and 8/29/2016.
- 17 *Ibid.*
- 18 *Ibid.*
- 19 *Ibid.*
- 20 "Executive Summary: Criminal Justice Estimating Conference." (November 29, 2016). Office of Economic and Demographic Research Criminal Justice Estimating Conference.
- 21 Per capita rates were calculated using June 30th inmate populations and census population data from 1996-2016. Sources: "Agency Statistics: Inmate Population." (1996-2016). Florida Department of Corrections; Intercensal and Historical population data, available from the U.S. Census Bureau at <http://www.census.gov/popest/data/historical/index.html>.
- 22 *Ibid.*
- 23 Florida TaxWatch analysis of U.S. Census Bureau data and incarceration by county of conviction data from the Florida Department of Corrections, received on 8/11/2016 and 8/29/2016.
- 24 Per capita rates were calculated using June 30th inmate populations and census population data from 1996-2016. Sources: "Agency Statistics: Inmate Population." (1996-2016). Florida Department of Corrections; Intercensal and Historical population data, available from the U.S. Census Bureau at <http://www.census.gov/popest/data/historical/index.html>.
- 25 "2015-2016 Agency Statistics: Inmate Population." (2016). Florida Department of Corrections.
- 26 Incarceration rates were calculated using inmate population estimates by age group and their corresponding statewide populations. Sources: U.S. Census Bureau; "2015-2016 Agency Statistics: Inmate Population." (2016). Florida Department of Corrections.
- 27 Per capita rates were calculated using yearly admissions numbers and census population data from 1996-2016. Sources: "Agency Statistics: Inmate Admissions." (1996-2016). Florida Department of Corrections; Intercensal and Historical population data, available from the U.S. Census Bureau at <http://www.census.gov/popest/data/historical/index.html>.

- 28 Florida TaxWatch analysis of yearly admissions and releases numbers and census population data from 1996-2016. Sources: "Agency Statistics: Inmate Admissions." (1996-2016). Florida Department of Corrections; "Agency Statistics: Inmate Releases." (1996-2016). Florida Department of Corrections Intercensal and Historical population data, available from the U.S. Census Bureau at <http://www.census.gov/popest/data/historical/index.html>.
- 29 "A State of Incarceration." (April 2015). Florida TaxWatch.
- 30 "Executive Summary: Criminal Justice Estimating Conference." (November 29, 2016). Office of Economic and Demographic Research Criminal Justice Estimating Conference.
- 31 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled "Agency Statistics: Inmate Admission" from FY1996 to FY2016.
- 32 *Ibid.*
- 33 "2015-2016 Agency Statistics: Inmate Admissions." (2016). Florida Department of Corrections.
- 34 The most recent Florida Department of Corrections data reported the average total per diem (per inmate, per day) cost to be \$51.65, including operational costs. At 2,044 inmates for 365 days, this results in an expenditure of roughly \$38.5 million. Source: "2014-2015 Agency Statistics: Budget." (2015). Florida Department of Corrections.
- 35 "Recidivism of Prisoners Released in 30 States in 2005: Patterns from 2005 to 2010." (April 2014). U.S. Bureau of Justice Statistics.
- 36 Florida TaxWatch analysis of Data received from the Florida Department of Corrections on 8/2/2016.
- 37 "Population, Total New Commitments, and Year-and-a-Day New Commitments by County." (accessed 9/30/2016). Florida Department of Economic and Demographic Research.
- 38 *Ibid.*
- 39 Florida TaxWatch analysis of Data received from the Florida Department of Corrections on 8/2/2016.
- 40 "2015-2016 Agency Statistics: Inmate Population." (2016). Florida Department of Corrections.
- 41 Section 944.02, F.S.
- 42 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled "Agency Statistics: Inmate Admissions" from FY1996 to FY2016.
- 43 Florida TaxWatch analysis of FY2016 Admissions data received from the Florida Department of Corrections on 8/2/2016.
- 44 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled "Agency Statistics: Inmate Admissions" from FY1996 to FY2016.
- 45 *Ibid.*
- 46 Florida TaxWatch analysis of statewide historical population data, available from the U.S. Census Bureau at <http://www.census.gov/popest/data/historical/index.html>
- 47 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled "Agency Statistics: Inmate Admissions" from FY1996 to FY2016.
- 48 "Agency Statistics: Inmate Admissions." (2016). Florida Department of Corrections.
- 49 "2015-2016 Agency Statistics." (2016). Florida Department of Corrections.
- 50 Mild/Outpatient: "an inmate who does not have an impairment in adaptive functioning associated with a mental disorder that requires ongoing mental health treatment...[or] an inmate with mild impairment in adaptive functioning associated with a diagnosed mental disorder that requires ongoing outpatient mental health treatment"; Moderate/Outpatient with Medication: "moderate impairment in adaptive functioning associated with a mental disorder that requires ongoing outpatient mental health treatment"; Severe/Inpatient: "severe impairment in adaptive functioning that is associated with a diagnosed mental disorder and requires inpatient mental health treatment in a transitional care unit (TCU), a crisis stabilization unit (CSU), or the Correctional Mental Health Treatment Facility (CMHTF)."; Source: "2015-2016 Agency Statistics: Inmate Population." (2016). Florida Department of Corrections.
- 51 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled "Agency Statistics: Inmate Population" from FY1996 to FY2016.
- 52 *Ibid.*
- 53 Texas recidivism (3 year reincarceration) rates: 2001 to 2008- "States Support Reductions in Recidivism." (Sept. 2012). Justice Center Council of State Governments; 2009 to 2010- "Statewide Criminal and Juvenile Justice Recidivism and Revocation Rates." (Feb. 2015). State of Texas Legislative Budget Board. Florida recidivism rates: 2001 to 2005- "2009 Florida Prison Recidivism Study: Releases from 2001 to 2008." (May 2010). Florida Department of Corrections; 2006 to 2010- "2014 Florida Prison Recidivism Study." (June 2015). Florida Department of Corrections.
- 54 "2014 Florida Prison Recidivism Study." (June 2015). Florida Department of Corrections.

- 55 *Ibid.*
- 56 Statewide Criminal and Juvenile Justice Recidivism and Revocation Rates.” (Feb. 2015). State of Texas Legislative Budget Board.
- 57 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled “Agency Statistics: Budget” from FY1990 to FY2015 and HB 5001 - Ch. 2016-66, Laws of Florida.
- 58 Adjustments for inflation were calculated using the CPI Inflation Calculator tool from the U.S. Department of Labor Bureau of Labor Statistics.
- 59 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled “Agency Statistics: Budget” and Office of Economic and Demographic Research reports titled “Fiscal Analysis in Brief” from FY1996 to FY2015.
- 60 Florida TaxWatch analysis of Florida Department of Corrections Annual Reports titled “Agency Statistics: Budget” for FY1996 to FY2015, HB 5001 - Ch. 2016-66, Laws of Florida for FY2016, and Office of Economic and Demographic Research reports titled “Fiscal Analysis in Brief” from FY1996 to FY2016.
- 61 Most recent year with available data.
- 62 “2014-2015 Agency Statistics: Budget.” (2015). Florida Department of Corrections.
- 63 Florida TaxWatch analysis of Florida Department of Corrections reports titled “Agency Statistics: Budget” from FY1996 to FY2015.
- 64 *Ibid.*
- 65 “2014-2015 Agency Statistics: Budget.” (2015). Florida Department of Corrections.

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