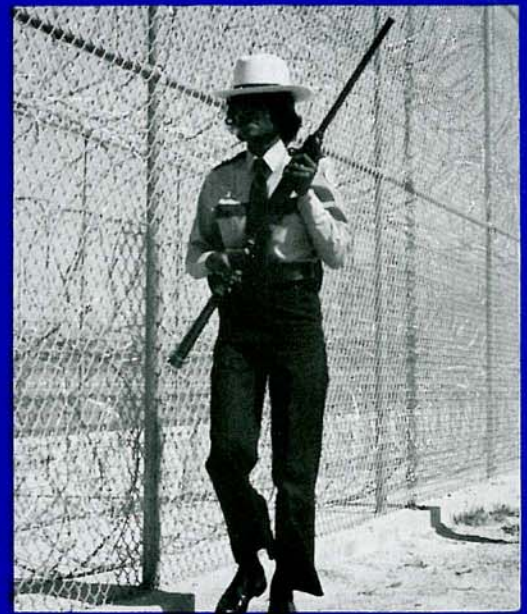


THE FUTURE OF FLORIDA'S PRISONS

A Task Force Report
On Ways to Improve
Our State Corrections System



PARTNERS
in
PRODUCTIVITY

Florida
TaxWatch
Inc.



PARTNERS **in** **PRODUCTIVITY**

Working for enhanced government performance on behalf of Florida taxpayers

"Partners In Productivity" is a unique public and private cooperative effort spearheaded by Florida TaxWatch and the Florida Council of 100 to identify, implement and reward major cost savings and performance enhancements in Florida state government. The program operates under an Executive Order of the Governor, a Cabinet resolution and support of the leadership of the Florida Legislature.

"Partners" is a three-tiered initiative aimed at increasing government performance and reducing waste in Florida government. It consists of a special task force, development of a system for measuring government productivity, and recognition and rewards for outstanding performance.

Productivity Task Force. This group of 39 of the state's top business leaders is charged with developing "big-ticket" cost saving ideas and management improvements for implementation in state government. The key areas of

concern are education, transportation, health and social services and corrections, which together spend almost three-fourths of the state's \$21 billion budget.

Productivity Measurement.

Florida TaxWatch, the Florida Council of 100 and our government leaders will develop and institutionalize a first-in-the-nation government performance measurement system to ensure that productivity enhancement in Florida government is an ongoing top priority. This measurement system will provide meaningful data for an annual awards program to reward exceptional performance achieved by state workers. Most importantly, this measurement system can invigorate citizen confidence.

Productivity Rewards and Recognition. As an extension of "Partners In Productivity", monetary and other rewards will be given to state agencies and individuals for cost savings, good management and innovation in the Florida work force.

THE FUTURE OF FLORIDA'S PRISONS

September 1988

*A Report to the Governor, Cabinet, Florida
Legislature and Florida Taxpayers*

INTRODUCTION	2
SUMMARY OF RECOMMENDATIONS	3
CAPACITY ENHANCEMENT	7
REVENUE ENHANCEMENT	17
RECIDIVISM REDUCTION	18
PRISON MEDICAL CARE	21
OPERATIONAL EFFICIENCIES	22

Prepared by

Partners in Productivity/Corrections Subcommittee

Chairman

Preston H. Haskell
The Haskell Company
Jacksonville

J. Hyatt Brown
Brown and Brown Inc.
Daytona Beach

Ander M. Crenshaw
Drexel Burnham Lambert
Jacksonville

Senator Philip D. Lewis
Philip D. Lewis Inc.
Riviera Beach

Charles P. Lykes
Lykes Bros., Inc.
Tampa

Louis E. Fischer
Fischer Associates, Inc.
Miami

David McIntosh
Gunster, Yoakley, Criser
and Stewart, PA
West Palm Beach

David H. Hughes
Hughes Supply, Inc.
Orlando

Fred Donovan
Baskerville-Donovan
Engineers, Inc.
Pensacola

Introduction

This report summarizes the findings of the Partners in Productivity subcommittee studying Florida's Corrections system. In developing its report, the subcommittee met four times between February 29 and May 26, 1988 in Tallahassee and Jacksonville and the Union Correctional Institution, with tours of nearby Florida State Prison and New River Correctional Institution. In addition to formal meetings, considerable independent work was conducted by subcommittee members, staff and Department of Corrections officials.

The work plan of the subcommittee was developed at its initial meeting, and served as a guide for the subcommittee's deliberations and recommendations throughout the study period. This work plan was organized around five critical issues: capacity enhancement, revenue enhancement, recidivism reduction, medical care, and operational efficiencies. Each chapter of this report corresponds to one of the five issues.

While definitive conclusions have been reached in most areas of study undertaken by the subcommittee, time did not permit complete closure on all of the subjects addressed. Where this was the case, recommendations were developed as far as possible, and the unfinished items were identified for future con-

sideration. In addition, the subject of productivity measurement was not addressed by the subcommittee, reserving this important matter to the next phase of Partners in Productivity.

The subcommittee is indebted to the Department of Corrections for considerable staff support and assistance provided at meetings and for efficiently responding to special requests between meetings. In particular, the personal interest and efforts of three senior officials — Secretary Richard L. Dugger, Assistant Secretary William J. Thurber, and Budget Chief Fred Schuknecht — were of invaluable assistance. All three were in attendance at each of the subcommittee meetings where they provided not only factual support of the proceedings, but rendered advice and judgments in a clear and objective fashion.

The subcommittee is likewise indebted to the staffs of Florida Tax-Watch, Inc. and the Florida Council of 100. Particular thanks must go to David M. Davis who served as principal staff support to the subcommittee, while concurrently performing the duties of Executive Director of Partners in Productivity.

Preston H. Haskell
Chairman



Summary of Recommendations

CAPACITY ENHANCEMENT

The Martinez administration and the Department of Corrections should develop and recommend to the Legislature a **Corrections Master Plan** covering at least five years. This plan should deal with capacity needs, site selection and acquisition, financing and providing space for prison industries concurrently with new beds. Such a plan should be developed in conjunction with the other elements of the criminal justice system, including state attorneys, public defenders and the judicial branch.

Cost Effective Expansion

- The Department should continue to review available prison designs to determine the feasibility of another type of close custody facility between the dormitory-style and the single-cell style.

- If the classification study currently being conducted by the Department determines there is a "class" of inmate which is not suitable for dormitory-style living, but does not require close custody, (ie: single or double occupancy of a single cell), a fourth type of cell should be appropriately used. The subcommittee recommends that a detailed study of such alternatives be undertaken.

- Equipped with a sophisticated inmate classification system and a cost-conscious array of facilities into which various classes of inmates can be housed, the Department should then implement the goal of housing inmates at the lowest possible cost while maintaining the necessary public safety.

- The Department should use information from the new inmate classification study to perform both short-term and long-term planning. In the short run, the Department should reallocate inmates to the appropriate type of facility. In the longer term, the Department should project inmate population by class in order to determine how many of each type of facility will need to be constructed.

- Whenever new major (single cell) facilities are constructed, sufficient land should be required to permit the addition of work camps and dormitories at a future date.

Construction Economics

- The use of inmate labor on work camps, dormitories and certain elements of major institutions should be continued and expanded.

- The use of lower cost prototype designs for single cell prisons should be expanded. This facility shows promise of fitting into the intermediate level (between \$14,000

and \$38,000 per bed) recommended above for careful consideration by the Department.

- "Fast tracking", either under the Department's direct supervision or with the assistance of a construction manager, should be continued and expanded.

- The Department should undertake, on a pilot basis, one or more projects using the design/build delivery approach. If successful, such a program could be expanded to improve delivery time, construction costs and unity of responsibility

Siting

- The state should not attempt to locate correctional facilities in geographical areas simply for the purpose of dispersing them on a somewhat homogeneous basis. Section 944.023, Florida Statutes, should be amended to modify or delete this requirement.

- The Department should develop a long term, proactive plan for identifying and acquiring prison facility sites.

- To the extent that prison facilities are needed in urban areas, particularly in South Florida, these needs should be identified early and a careful program of cultivation and public information should precede final siting decisions.

- Elsewhere, sites should be sought where local governments actively endorse the location of prison facilities. Such sites should be acquired, even in advance of need, where community support and/or cost of acquisition are favorable.

- The recommendations of this subcommittee and the February 1, 1988 Skelton report on siting criteria should become the basis for development of the long range plan referred to above.

Financing

- If the five year prison plan cited above recommends a level of construction reasonably supportable by annual legislative appropriation (probably \$80 million per year or less), the state should continue to utilize primarily pay-as-you-go financing. Concurrently, the Legislature must "buy into" the long range plan, making it committed to providing a consistent level of funding.

- If the state adopts a policy to provide prison construction substantially in excess of the reasonably attainable level of annual appropriations, a funding process similar to the Florida Facilities Pool should be developed. Strong consideration should be given to a comprehensive state finance agency which would have responsibility for funding major facilities construction statewide, as opposed to a fragmented approach under which various agencies establish their own pools.

- The Department should anticipate the possibility of an increased rate of construction and make plans for strengthening its staff in the areas of site selection, site acquisition, and construction administration.

- The Department should undertake, on a pilot basis, one or more projects using the turnkey lease approach. If successful, such a program could be expanded to conserve capital, improve costs or both.

Diversions and Community Control

- Community Control should be significantly accelerated as an alternative to incarceration. Careful consideration should be given to Community Control replacing early release and gain time as the principal means of solving the prison bed deficit.

- The Department of Corrections' goal for increasing the proportion of offenders diverted to Community Control — while admirable — is not ambitious enough. The Department should set a higher goal of annual increase in utilization of Community Control.

- The long range plan frequently referred to in this report should evaluate and include the effectiveness and expanded utilization of Community Control in determining the optimum number of prison beds needed.

- Advanced forms of electronic surveillance provided under Community Control II should be aggressively expanded as rapidly as the proper management of technology permits. This will increase its application to more offenders (particularly third degree felons), freeing up prison beds for more serious offenders and for longer terms.

- The proposed video monitoring of community controllees is an initiative with considerable potential, particularly for higher risk offenders. The Department's investigation of this enhancement to Community Control should continue and — as soon as feasible — a pilot program should be undertaken to realistically evaluate its effectiveness.

- As stable results begin to be achieved at the various levels of electronic surveillance, a master plan for matching the level of surveillance with the risk category of the controllee should be developed and implemented. This

would be conceptually analogous to the plan for stratification of incarcerated inmates recommended in the section on cost effective expansion above.

REVENUE ENHANCEMENT

- Using the inmate classification study currently being developed, the Department of Corrections should devise a plan to utilize additional inmates in productive pursuits that contribute to the cost of their imprisonment.

- The Department of Corrections should place a higher priority on assignment of inmates to the Prison Industries Program (PRIDE) and other revenue enhancing enterprises.

- The Department of Corrections and PRIDE should develop and implement a plan to put a greater number of close security and long term inmates to work.

- The Department of Corrections should designate a high level manager in the Tallahassee central office to be accountable for monitoring inmate utilization and revenue enhancement efforts throughout the prison system.

RECIDIVISM REDUCTION

- Special emphasis should be placed on measuring the comparative success of lowering commitments in the Transition Assistance Program, the Supervised Community Release Program, the prison industries program and vocational training programs. This data should be compared to the commitment rate of a control group of former inmates who received no training or post-release assistance.

- The subcommittee recommends a pilot project under which offenders serving community control sentences would report to their

supervisors at community correctional centers, local jails or other detention facilities. The objective would be to measure the impact of the "shock value" of this approach. Further, these offenders' probation officers should be granted additional authority to commit them to jail for violation of the terms of their sentence.

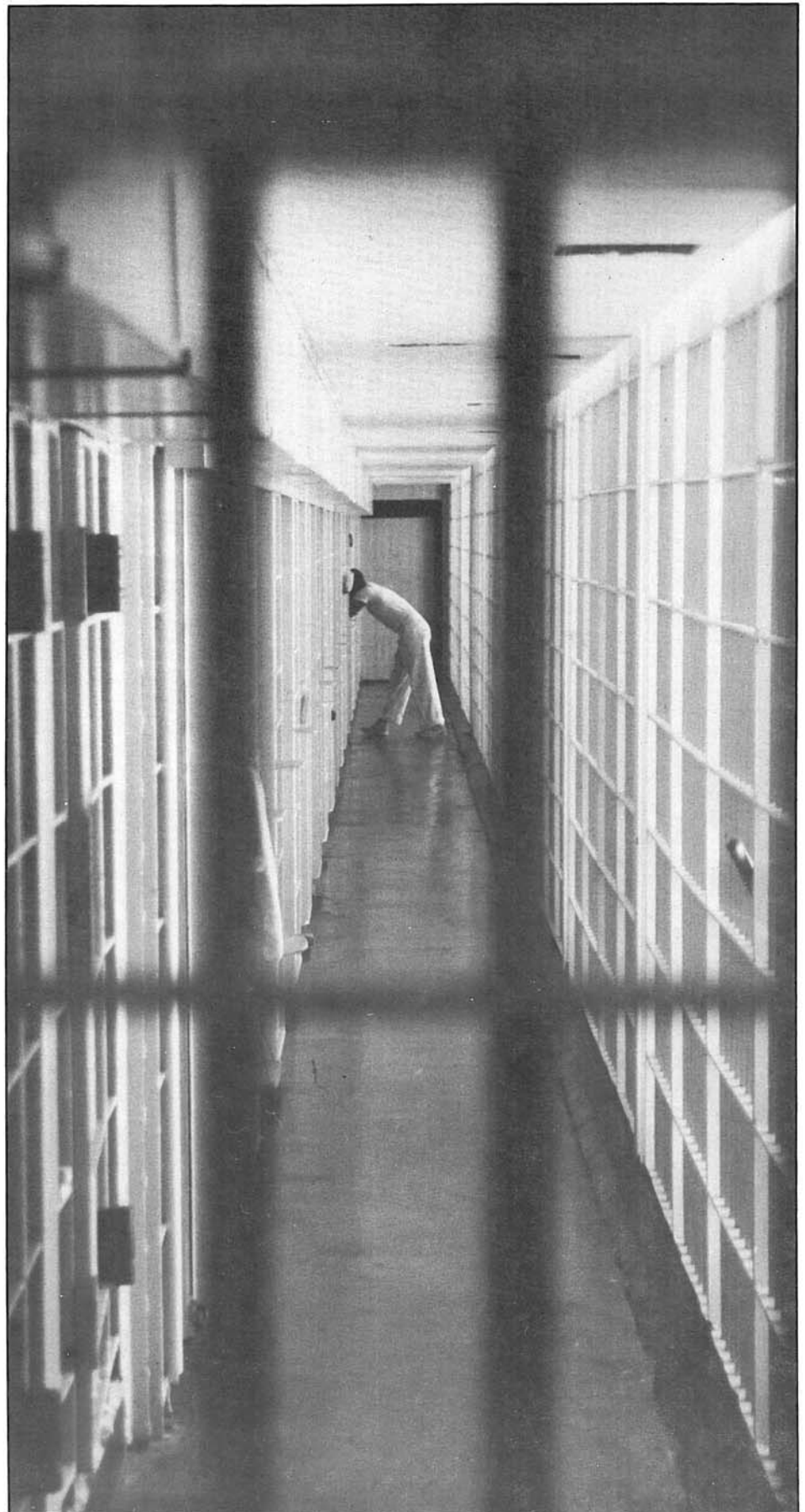
- Additional emphasis should be placed on determining which types of inmates and persons on community control (property criminals, drug offenders, etc.) recidivate more and thus need more intensive supervision. The current system may be improved by findings from the Department of Corrections' forthcoming offender classification study.

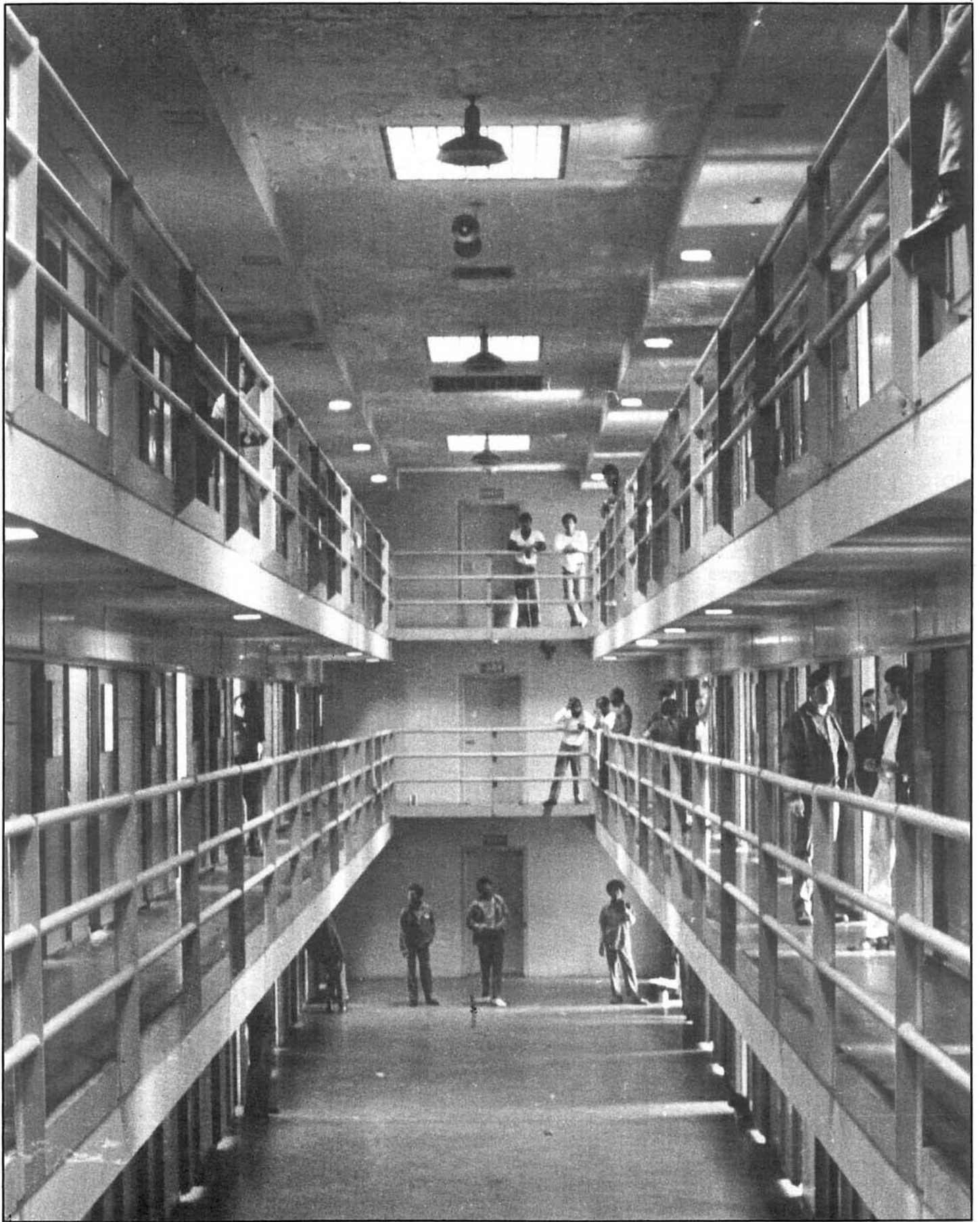
PRISON MEDICAL CARE

- The Department of Corrections should work to continue implementing cost saving improvements in the prison medical care system recommended by Florida TaxWatch and the Correctional Medical Authority. This includes curbing overspending which resulted in an \$8 million deficit for 1987-88. The subcommittee will continue to closely monitor this program and provide an update in our next report.

OPERATIONAL EFFICIENCIES

- The Department of Corrections should act to save millions of dollars annually by implementing more than 20 ideas examined by the subcommittee to cut energy costs, save on equipment and inmate subsistence items, and further contract out selected operational functions.







Capacity Enhancement

Introduction

This chapter of the report addresses the issue of cost-effective design, construction, site selection and financing of additional prison capacity over a five-year planning horizon. Additionally, it discusses alternatives to incarceration as a means of enhancing offender capacity.

There exists considerable diversity of opinion on the extent of capacity expansion needed in the Florida prison system over the next five years. Based on Criminal Justice Estimating Conference (CJEC) projections, there is a need for 51,926 new prison beds between June 1988 and June 1992. The Department of Corrections is in the process of constructing 7,065 new prison beds (net of phase out of plywood beds) over the next two years.

Criminal justice officials who advocate significant revision in sentencing guidelines and/or gain time releases feel that the CJEC's estimate should become the policy goal, while others believe that a more moderate pace of new construction, combined with enhanced diversions and community control, provides the most cost-effective response to capacity requirements.

It is not within the scope of authority of the subcommittee to determine the optimum level of new prison construction. Rather, its responsibility is to recommend the most cost-effective means of reaching whatever level of new construction is established by state policy makers.

In responding to this responsibility, it became clear to the subcommittee that its recommendations in the area of design, construction, site selection and financing must be

accompanied by a coherent long-range plan to replace the fluctuating level of legislative appropriations for prison construction in recent years. Between 1978 and 1988, annual appropriations have ranged from \$1,100,000 (20 beds) to \$77,432,000 (4,158 beds). The subcommittee determined that such extreme fluctuations resulted from shifts in political climate and pressures, varying availability of sites, fluctuations in revenues available, and differing perceptions as to the seriousness of capacity needs.

Clearly, a long-range plan is needed to address these issues and provide coherent, predictable and cost-effective policy in these areas. *Hence, the subcommittee's first and most fundamental recommendation is that the Governor and Department recommend to the Legislature a five-year plan which deals with capacity needs, facility design, prison industries and alternatives to incarceration.*

Cost-Effective Expansion

Background

As noted above, opinions differ as to the extent of the need for additional facilities, but there is consensus that the need exists to expand our present system. It is the belief of the subcommittee that the proper focus on cost-effective facilities expansion (a major reason for the subcommittee's existence) necessitates close scrutiny of two major components: An up-to-date inmate classification system and a variety of correctional facility types. By matching the level of security needed with the level of physical security provided, more cost-

effective construction can be achieved.

Inmate Classification

The current inmate classification system provides, in broad terms, for (1) close custody, (2) medium custody and (3) minimum custody. While this is an acceptable method of classification, *the subcommittee believes that a classification system which takes into account not only an inmate's behavioral profile but also the type of facilities which are available would be preferable.* The subcommittee has recommended to the Department that a study of our current classification system, together with recommendations for improvement and refinement, be undertaken. The Department has applied for and received a grant from the National Institute of Corrections to provide funding for a consultant to assist in such a study. A final report is to be completed before December 1988.

Facilities Classification

Florida presently employs three different types of facilities for housing inmates. For reference herein, they are termed (1) work camps, (2) dormitory-style facilities and (3) single-cell facilities.

Work Camps are designed to house medium custody and minimum custody inmates. In general, they hold approximately 200 inmates and have a construction cost (exclusive of land cost) of approximately \$1.5 million, or \$7,500 per bed. They are efficient in that they require no sophisticated design features and are susceptible to construction by inmate labor. These camps are the least costly of all types of facilities, especially when located in relative proximity to ex-

Work camps can be built for \$7500 per bed; dormitory facilities cost nearly \$14,000 per bed; single cell prisons \$38,000 per bed. There must certainly be some type of facility between these extremes that is worthy of consideration.

Inmates should be housed in the least expensive facilities which assure their security and proper treatment. A more sophisticated approach to inmate classification and housing can be of significant savings to Florida's taxpayers.

isting major prisons which allow joint use of medical equipment and water, sewer and power facilities. There are presently seven work camps under construction or in operation and the Department believes that it should proceed to build as many of these as is feasible.

Dormitory-style Facilities can be designed for inmates at all classification levels provided they have what is referred to as a "hardened perimeter" (i.e., razor wire and towers). Two of these facilities are presently under construction, one in Holmes County and one in Calhoun County. While the site work is contracted out, construction is performed by inmates. The design is a prototype which keeps the cost to a minimum.

Each dormitory-style facility is expected to house approximately 760 inmates on approximately 150 acres of land. Exclusive of land acquisition cost, construction is estimated at \$10.5 million, or nearly \$14,000 per bed. The Department points out that not all close-custody inmates are suitable for housing in a dormitory-style environment, some clearly needing single-cell housing.

Single-cell Facilities are designed for close custody prisoners, generally containing 672 cells, with a system maximum capacity of approximately 900 inmates. Under the 1979 *Costello v. Wainwright* federal court agreement, the Department of Corrections can increase capacity by 1/3 higher than design capacity. This is done by placing two inmates in some one-man cells. The cost of such a facility, again exclusive of land, is approximately \$34 million, or \$38,000 per bed. The achievement of cost at this level is the result of a two-phase process of construction. Phase I involves the construction of the housing units and basic support structures such as medical, administration and confinement by outside contractors. Phase II, which includes such elements as academic buildings, vocational shops and libraries — constructed after the basic housing is in place — is built with inmate labor.

While it is difficult to quantify, there are clearly economies which are achieved through the use of inmate labor on Phase II construction activities. The issue of utilization of inmate labor is discussed in the next chapter of this report.

Observing the wide disparity in cost per bed between dormitory-style facilities (\$14,000) and single-cell facilities (\$38,000), the subcommittee feels there must certainly be some type of facility between these ranges which would be suitable for consideration. In other words, ever mindful of the important issue of public safety, the subcommittee believes that inmates should be housed in the least expensive facilities which assure their proper treatment by our corrections system.

Recommendations

Based upon the foregoing, the subcommittee recommends as follows:

- The Department should continue to review available designs, seeking another type of close custody facility which falls somewhere between the dormitory-style and the present single-cell style.
- Equipped with a sophisticated inmate classification system and a cost-conscious array of facilities into which various classes of inmates can be housed, the Department should then implement the goal of housing inmates at the lowest possible cost while maintaining the necessary public safety.
- When the inmate classification study is received and the types of facilities are determined, the Department should use the information for both short-term and long-term planning. In the short run, the Department should reallocate inmates to the appropriate type of facility. In the longer term, the Department should project inmate population by class in order to determine how many of each type of facility needs to be constructed.
- Whenever new major (single-cell) facilities are constructed, sufficient land should be required to permit the addition of work camps and dormitories at a future date.

The subcommittee strongly believes that a more sophisticated approach to inmate classification and housing can be of significant savings to Florida's taxpayers. By determining a reasonable percentage of inmates who can be housed in each type of facility over the long term, new facility construction can be planned at a blended cost which is lower than traditional levels, making possible the construction of more beds for the same available funding.

Construction Economics

Background

Prior to 1986, the Department obtained delivery of new facilities in the traditional manner: engage an architect to prepare construction documents, solicit competitive bids from general contractors, award to the low bidder. While consistent with established notions about public works contracting, this system often breaks down in practice.

The contractor is frequently in an opposing position with the owner (ie: the state agency) and architect, very little teamwork exists among the various entities, the low bidder often makes his only profit in change orders and claims for extras, and there is no input from the contractor during the design phase. As a result, many projects experience cost overruns, schedule delays, and little innovation or creativity in design and construction.

More recently, the Department has sought to improve upon such traditional practices through the utilization of prototype designs, fast-track construction and inmate labor. These initiatives have been largely successful and should be continued and enhanced. Additionally, however, there are a number of techniques which jurisdictions elsewhere are utilizing, and could be applicable to Florida's needs. Chief among these are:

- Design/build, wherein a single entity is responsible for detailed design and construction. The owner

or its consultant develops overall program requirements and on the basis of design/build competition, the contractor develops detailed documents and performs construction on a single-responsibility basis. This is a viable option if the Department decides to change its current prototype correctional facility.

- Construction management, wherein a professional construction manager is selected to act on behalf of the owner, supervising the architect's work and letting multiple construction contracts for various phases of a major facility on the basis of competitive bids.

Both design/build and construction management facilitate the overlapping and telescoping of design, procurement and construction, referred to as "fast tracking."

Recommendations

Based upon the foregoing, the subcommittee recommends as follows:

- The use of inmate labor on work camps and dormitories should be continued and expanded. Greater and more diverse use of inmate construction serves two major purposes: It saves money and trains inmates in good paying construction jobs.

- The use of inmate labor on certain elements of institutions should be continued and expanded.

- The use of prototype designs for single-cell prisons such as the Orange Correctional Institution should be expanded. This facility shows promise of fitting into the intermediate level (between \$14,000 and \$38,000 per bed) recommended above.

- Fast tracking, either under the Department's direct supervision or with the assistance of a construction manager, should be continued and expanded with the assurance that responsibility and accountability for any design/construction/inspection errors or shortcomings is pinpointed.

- If the Department decides to change its current prototype correc-

Since 1986, the Department of Corrections has sought to improve upon traditional construction practices through the utilization of prototype designs, fast track construction, and inmate labor. These initiatives have been largely successful and should be enhanced.

Geographic dispersion of new prisons is not a cost effective strategy. Metropolitan areas, especially in South Florida, do not have the potential work force required by major correctional facilities at the compensation levels offered by the state.

New prison sites should be acquired where community support and/or cost of acquisition are most favorable.

tional facility, it should undertake, on a pilot basis, one or more projects using the design/build delivery approach. This should initially be tested on a relatively simple prison facility to gain experience and compare the economics of design/build against traditional delivery systems. If successful, such a program could be expanded to improve the delivery time, construction costs and unity of responsibility.

Site Selection

This section deals with the issue of identifying and acquiring appropriate sites for construction of new prison facilities. It is divided into two parts: Background and Findings, and Recommendations.

Background and Findings

Section 944.023 (1)(a), Florida Statutes, provides that: "Priority in planning shall be given to the placement and location of facilities and programs in regions of the state representative of the geographic origin of commitments to the prison system." However, the subcommittee received considerable testimony which is inconsistent with this statutory provision, namely:

- Department officials consistently testified that metropolitan areas of the State, especially those in South Florida, do not have the potential work force which major correctional facilities require at compensation levels offered by the State.
- In recent years, several counties in North Florida offered substantial economic incentives as inducements (e.g. free land and utilities) to locate major facilities in those counties.
- Most urbanized areas, particularly in South Florida, actively resist placement of state prison facilities within their localities.
- Major prison facilities should be located within approximately one

hour of acute care hospitals. However, the North Florida cities of Jacksonville, Gainesville, Tallahassee, Pensacola, Ocala and others provide ample such resources, and sites within one hour of these facilities would be adequately close.

A principal argument advanced in support of proportionate dispersion of prison facilities throughout the State was that having proximity to the homes of certain inmates, such as third-degree felons and work-releesees, would have a beneficial impact in that they could be visited by family, relatives and friends. This, however, was the only significant argument advanced in support of representative dispersion throughout the State.

Additionally, the subcommittee received at its meeting of April 29, 1988 the report of Paul A. Skelton, Jr., Special Consultant and former Assistant Secretary of the Department of Corrections. His February 1, 1988 report deals with site selection criteria to be used in the location of correctional facilities. It contains a detailed discussion of the physical location characteristics developed for the site selection of facilities. In general, it notes numerous arguments, mostly paralleling those of the subcommittee set forth above, for locating prison facilities at sites which are not necessarily uniformly dispersed throughout the State.

Recommendations

Based upon the foregoing, the subcommittee recommends as follows:

- The State should not attempt to locate correctional facilities in geographical areas simply for the purpose of dispersing them on a somewhat homogeneous basis. Section 944.023, Florida Statutes, should be amended to modify or delete this requirement.
- As part of the five year recitons plan recommended in this report, the Department should develop a long-term, proactive *strategy* for identifying and acquiring prison facility sites.

- To the extent that prison facilities are needed in urban areas, particularly in South Florida, these needs should be identified early and a careful program of cultivation and public information should precede final site selection decisions.

- Elsewhere, sites should be sought where local governments actively endorse the location of prison facilities. Such sites should be acquired even in advance of current prison bed demand, so long as official Criminal Justice Estimating Conference projections of future (five to ten year) demand are not exceeded and where community support and/or cost of acquisition are favorable.

- Care should be exercised by local governments providing subsidies or inducements to insure that site selection decisions (and the long term consequences of such decisions) are not unduly driven by such considerations.

- The recommendations of this subcommittee and the Skelton report should become the basis for development of the long-range plan referred to above.

Financing

There are two principal approaches to financing construction of prison facilities: (1) cash (pay-as-you-go), and (2) deferred payment (borrowing). As used herein, the latter approach is actually a cluster of techniques which includes long-term bonds, short-term debt, leasing and contracting for services.

General Characteristics

Annual legislative appropriations to pay for construction as facility needs are identified has been the preferred means of paying for prisons in the past. Pay-as-you-go financing reduces the cost in that

there is no direct cost for the capital needed to build or acquire the facility.

However, this does mean that other needs cannot be met at the same time because there is no leveraging of the available cash. Delays in building or acquiring capital facilities generally entail additional cost due to inflationary increases. Early site selection and acquisition is particularly important.

Various provisions of the Florida Constitution control the use of long-term debt for the financing of capital projects. *General Obligation bonds*, which are the most credit worthy and command the lowest interest rate, are difficult to issue and require a vote of the electors. *Revenue bonds* must be serviced from sources other than state tax revenues and would require legislative action for a significant program of prison construction.

A structure which is already in place and is utilizing revenue bonds for major office building construction is the Florida Facilities Pool, under the control of the Department of General Services (DGS). All facilities under the jurisdiction of DGS are automatically entered into the pool and the rents paid by user agencies for pool facilities are used to pay revenue bond debt service. A parallel structure could be established by legislative action specifically for prisons.

However, this alternative raises the strong possibility of a proliferation of implementing acts to accommodate the use of revenue bonds for various types of facility construction across all areas of state government. As more of these requests are made and acted upon, the more complex and confusing become Florida's debt programs and budget decision making. Thus, a more coordinated approach may be the creation of a state finance agency that could coordinate all activities and monitor the State's debt burden, revenue capacities and other factors in a comprehensive way.

Another alternative for financing capital facilities when annual appropriations are insufficient is for the State to enter into a lease with a

At the current level of new prison construction (approximately \$40 million a year) an annual legislative appropriation is preferable to issuing long term debt. If an accelerated construction program is undertaken, creation of a state finance agency should be carefully considered.

The Criminal Justice Estimating Conference projects a deficit of more than 50,000 prison beds by 1992. Meeting this deficit entirely by traditional means could cost \$2 billion.

private sector owner. There are many different types of leases that can be used, with such leases and various other devices collectively known by the term "privatization." Privatization has become a popular idea because it offers the public sector access to lower-cost capital assets and services through construction savings and operating efficiencies available in the private sector. Such arrangements usually avoid public debt by substituting private debt or equity through leasing or contracting for services.

Contracting for services is authorized under Florida Statutes and enables the State to pay a private provider for performing a service under a contract. The viability of this device may be limited because of the State's inability to enter into firm long-term contractual arrangements, which necessitates a trade-off in terms of higher annual costs than might be otherwise negotiated. Thus far, contracting for the overall operation of a prison facility has been undertaken at the local government level (i.e., Bay County) but has yet to be attempted by the state prison system.

A more appropriate device is the *turnkey lease*, whereby the State can lease a privately built facility constructed to its specifications. This could allow quicker construction than state procedures permit, and would be attractive to private investors since long term use of the facility is required for the performance of an essential government function. Such leases can be further enhanced with purchase options and other provisions favorable to the State, allowing it to exercise its option at the best time in terms of business conditions, cost of debt and revenue availability.

Prison-Specific Considerations

Based upon the alternatives presented in the previous section, the subcommittee concluded that no single choice in the array of available financing options was obviously superior. All of the deferred payment approaches contain certain impediments in practical application. However, the subcommittee

would not reject any of them out of hand and rely solely on traditional techniques. Therefore, the subcommittee established additional criteria by which the appropriateness of alternative financing techniques should be judged:

- The magnitude of immediate capital needs compared to reasonably attainable annual legislative appropriations.
- The ability of the Department of Corrections administratively to implement a program of construction in excess of the magnitude which has been historically undertaken via annual appropriations.
- The potential economic advantage of immediate construction versus a deferred or stretched-out program, i.e., whether future costs might escalate more rapidly than the underlying cost of capital.
- Whether some form of privatization might bring construction and/or financing costs below those available using traditional public sector delivery methods.

Each of these considerations is examined in further detail:

Magnitude of Need. As pointed out earlier, many have observed a critical need for expanded capacity of Florida's corrections facilities. The Criminal Justice Estimating Conference's projections reflect a deficit of 51,926 beds by 1992, and some criminal justice officials advocate the construction of this number of beds to meet that need. The cost of such a program could approach \$2 billion, clearly exceeding the available annual appropriations during the period and requiring a major bond issue.

Other observers, by contrast, believe that current appropriations for construction of 7,065 new beds over the next two years is more appropriate, particularly in view of alternatives for incarceration which are available. Department of Corrections officials agree that some upward adjustment in the ad-

ministration's bed count could be accommodated — with the caution that each new prison bed would also require \$12,900 per year in operating expense.

The program of 7,065 new beds to be built over two years could be accommodated at the recent average annual appropriation level of approximately \$40 million. Members of the subcommittee felt that up to twice that amount could be funded by annual appropriations if made a part of a comprehensive long-range plan.

Thus, the degree of deferred payment financing of near-term needs is not determinable by the subcommittee, but is dependent upon the development of a state incarceration needs plan. It further appears that this question will not be answered definitively in the near term. *The subcommittee's position is that the five year plan for prison facilities construction advocated throughout this report would provide appropriate guidance in this area.*

Administrative Capacity. On the question of the Department's internal capability to undertake a larger program of facilities construction, Department officials testified that present administrative capacity was fully utilized to meet the current level of construction. The Department is currently diverting human resources to build new facilities in lieu of renovating and maintaining existing facilities. Moreover, finding suitable sites for new facilities construction, in itself, would make an increase in the rate of new construction extremely difficult.

While administrative capacity could probably be increased significantly if necessary, the question of identifying and acquiring suitable sites will require much more time. *Here again, a long-range plan which includes site identification and acquisition is crucial to resolving this issue.*

Economic Advantage. In the area of comparative economics, the subcommittee found little justification for an accelerated program of construction. Unlike certain areas of public works (eg: transportation

right-of-way costs), prison land and construction costs are rising at roughly the rate of general inflation. Since this rate does not exceed the cost of capital which would be required for deferred payment financing, no economic advantage would be achieved by the early acquisition of land or other resources except in certain high-growth urban areas.

Privatization. Finally, the subcommittee examined whether the private sector might deliver capital assets at a lower cost through construction savings and/or operating efficiencies. Of the various privatization options, turnkey leasing appears to offer considerable promise. Research performed by legislative staff and made available to the subcommittee indicated that this device could allow more expedient and lower cost construction.

If combined to take advantage of federal tax incentives that are not available to local or state governments, lease payments could replace debt service, resulting in savings to the State. Certain agencies throughout the State have undertaken this type of leasing for office buildings and other general purpose facilities, but it has yet to be attempted in prison construction.

Recommendations

Based upon the foregoing, the subcommittee makes the following recommendations:

- The Martinez administration and the Department of Corrections should develop a long-range plan recommendation to the Legislature for prison construction over a planning horizon of at least five years. This process must reconcile the questions of number of prison beds needed, site selection and related considerations. Such a plan should be developed in conjunction with the other elements of the criminal justice system, including state attorneys, public defenders and the judicial branch.

- If the plan recommends a level of construction reasonably supportable by annual legislative appropriation (probably \$80 million per year or less), the State should

A five-year master plan for corrections encompassing the number and type of facilities needed (based on a sophisticated inmate classification system), site identification and acquisition, and method of financing is the cornerstone of a rational state corrections policy.

It is apparent that Florida is unwilling or unable to build its way out of the prison bed deficit. Therefore, expansion of cost-effective alternatives to incarceration such as Community Control are inevitable.

Community Control was instituted in Florida in 1983 to help address prison overcrowding by diverting selected non-violent offenders from incarceration. More than 26,000 offenders have been placed in Community Control. The current caseload is 8,000.

continue to utilize primarily pay-as-you-go financing. Concurrently, the Legislature must "buy into" the long-range plan, replacing the historical pattern of extreme annual budgetary fluctuations with a commitment to a consistent level of construction funding.

- If the State adopts a policy to provide prison construction substantially in excess of the reasonably attainable level of annual appropriations, a funding process similar to the Florida Facilities Pool should be developed. Strong consideration should be given to a comprehensive state finance agency which would have responsibility for funding major facilities construction statewide, as opposed to a fragmented approach under which various agencies establish their own pools.

- The Department should anticipate the possibility of an increased rate of construction and make plans for strengthening its staff in the areas of site selection, site acquisition (getting as much land as possible donated in appropriate areas) and construction administration.

- The Department should undertake, on a pilot basis, one or more projects using the turnkey lease approach. This should initially be tested on a relatively small and simple prison facility to gain experience and compare the economics of turnkey leasing versus traditional delivery systems. If successful, such a program could be expanded to conserve capital, contain costs or both.

Diversions and Community Control

Since the onset of the prison crowding crisis, it has been apparent that Florida is unwilling or unable to "build its way out" of its prison bed deficit, a condition which will continue into the foreseeable future. Various forms of gain time and early release have been the principal means of addressing this deficit, which has resulted in actual time served for most types of crime averaging some

37 percent of the original sentence.

Recognizing the drawbacks inherent in excessive early releases as the sole means of balancing needs and capacity, Florida during the past five years has actively sought alternatives to incarceration of non-violent, non-career criminals. Such alternatives include restitution programs, community service, "shock incarceration", probation and house arrest.

The subcommittee finds that the most promising of these alternatives in terms of penal effectiveness, cost effectiveness and potential for expansion is house arrest, technically referred to as Community Control. This section deals with the background, present effectiveness and opportunities for expanding the scope and effectiveness of Community Control.

Background

Community Control was instituted in Florida in 1983 to help address prison overcrowding by providing a safe diversionary alternative to incarceration of selected non-violent offenders. These persons are confined to their places of residence except while on a job or participating in designated public service work or self-improvement programs. Controllees must maintain regular employment, pay a monthly supervision fee to the State and maintain daily activity logs for review by supervising officers.

Since its inception, over 26,000 offenders have been placed in Community Control. The current caseload is 8,000. Community Control officers are limited to 20 cases each, and are required to make a minimum of 28 contacts per month with each offender. The Department of Corrections is currently undertaking a study to review caseload management. The results should provide a much clearer indication as to the proper caseload ratio.

The operating cost of Community Control is approximately \$2,500 per year per offender versus approximately \$12,900 (to which should be added \$2,000 per year for amortization of facilities cost) for traditional incarceration. The Department's goal is to increase

Community Control to 11 percent of commitments in 1988-89 and an additional one percent each year for the next four years to a total of 15 percent. At this level, the savings compared to traditional incarceration would be \$14 million annually.

Technological Developments

In the original Community Control program, some electronic devices such as wristlet verifiers supplement officer contacts. However, these are passive devices that provide verification by spot checking only. Continuous surveillance is not possible.

Community Control II is an extension of regular Community Control. It has the same control and surveillance capability of the original program, but in addition provides continuous 24-hour-per-day computer surveillance. An electronic anklet worn by the offender allows detection of any movement beyond 150 feet of the offender's home telephone. This strengthens the surveillance, control and supervision of cases placed in Community Control II by the courts.

Pilot programs in continuous 24-hour-per-day electronic monitoring were implemented by the Department of Corrections during 1987 in five judicial circuits throughout the State. This program was expanded to 16 locations and two more electronic devices (pagers and cellular telephones) were added. The Department estimates that Community Control II costs only \$1.29 per day (less than \$500 per year) more than the original community control program.

In most locations, the pilot programs have met with considerable success. Initial problems such as false tampers, computer discrepancies and other minor concerns are being effectively overcome. Many locations are reporting increased utilization and are requesting additional anklets, pagers and cellular phones. In general, it appears that this is very effective technology which holds great promise for increasing the level of security at a relatively small cost. As of August 1988, however, only 623 electronic monitoring devices were in use, corresponding to less than 8% percent

of those under community control.

The Department of Corrections is currently reviewing the possible utilization of video devices to be placed in controlees' residences with the capability to actually view them on monitors located in probation offices. The Department is also working with the firm of Third Wave Technology in the development of a video tracking system which does not require the use of telephone lines and allows continuous monitoring at any location.

Recommendations

Based upon the foregoing, the subcommittee recommends as follows:

- Community Control should be significantly accelerated as an alternative to incarceration. Annual objectives for each of the next five years should be part of the master plan for corrections recommended throughout this report.
- Careful consideration should be given to Community Control replacing early release and gain time as the principal means of solving the prison bed deficit.
- The Department of Corrections' goal of a one-percent increase annually (above an initial 10%) for the proportion of offenders diverted to Community Control — while admirable — is not ambitious enough. The Department should re-examine its goal with a view toward an upward increase in the rate of increase of utilization of Community Control.
- The long-range plan frequently referred to in this report should evaluate and include the effectiveness and expanded utilization of Community Control in determining the optimum number of prison beds needed.
- Advanced forms of electronic surveillance provided under Community Control II should be aggressively expanded, setting a high but achievable objective, as rapidly as the proper management of

Community Control II costs approximately \$3,000 per inmate annually vs. \$12,900 for traditional incarceration.

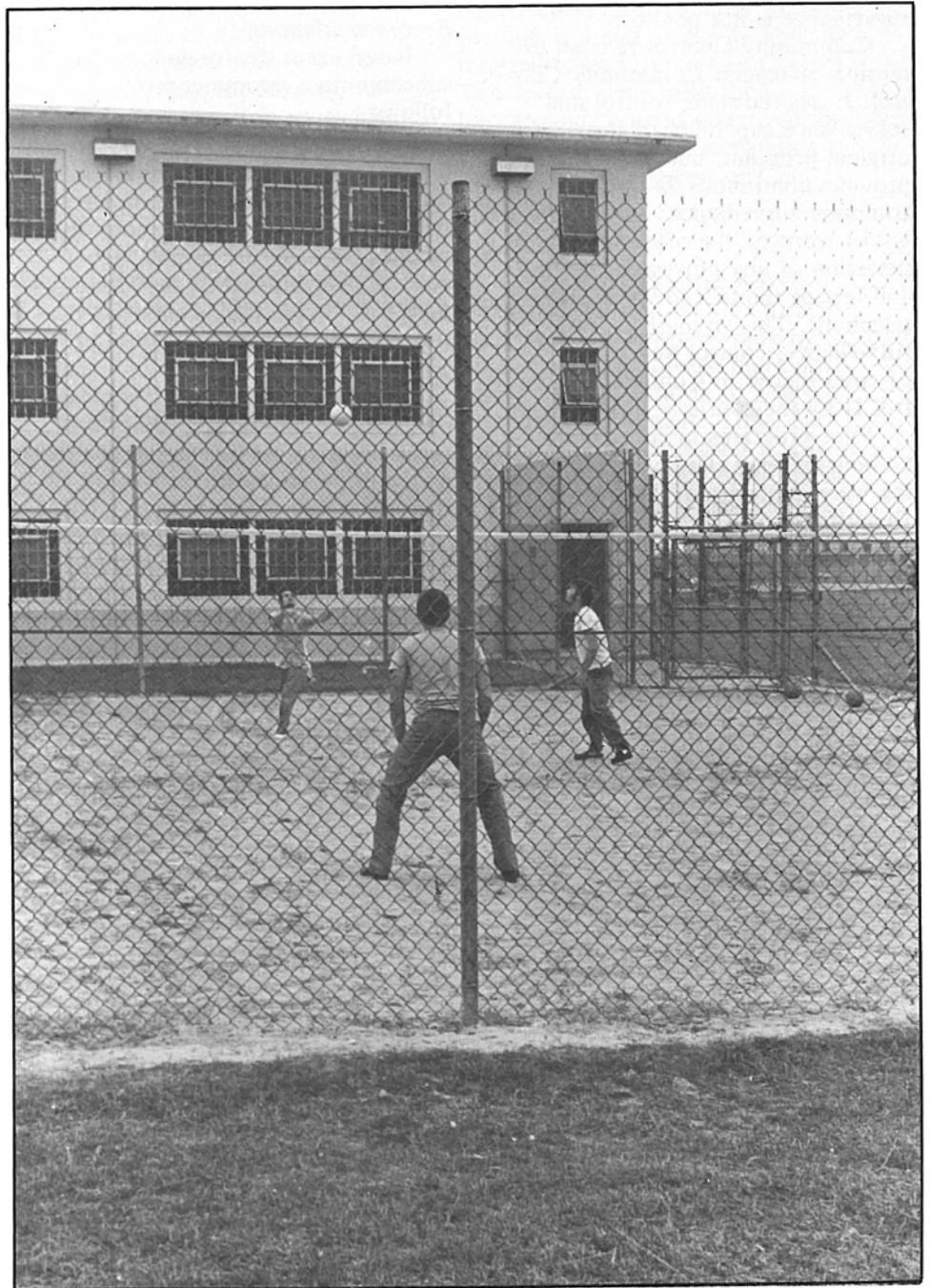
The Department of Corrections' plans to expand Community Control over the next five years are not ambitious enough. Advanced forms of electronic surveillance should be aggressively expanded.

technology permits. This will increase its application to more offenders (particularly third-degree felons), freeing up prison beds for inmates and for longer terms.

- The proposed video monitoring of controllees is an initiative with considerable potential, particularly for higher risk offenders. The Department's investigation of this enhancement to Community Control should continue and — by January 1990 — a pilot program

should be undertaken to realistically evaluate its effectiveness.

- As stable results begin to be achieved at the various levels of electronic surveillance, a master plan for matching the level of surveillance with the risk category of the controllee should be developed and implemented. This would be conceptually analogous to the plan for stratification of incarcerated inmates recommended earlier in this report.





Revenue Enhancement

Background

Operating Florida's corrections system costs more than \$600 million annually. Most of this amount is provided by legislative appropriation of tax dollars.

The subcommittee examined whether the prison system itself can produce more revenue to help hold down the rate of increase of operational costs. Our objective was to understand current inmate utilization and identify ways that it may be improved in order to make a greater contribution to the cost of incarceration and supervision.

There are four major reasons why inmates work in Florida's corrections systems: (1) the potential reduction of recidivism through job training for post-release placement, (2) revenue enhancement through production of goods and services, (3) institutional maintenance and (4) reduction of idle time.

In 1987, about \$57 million worth of revenue and cost avoidance was generated by the prison industries program, public works squads for the Department of Transportation and local governments, other work release and probationers' restitution to their victims. Florida is one of the highest among the fifty states in percentage of corrections costs paid by offenders.

Subcommittee Findings

The Subcommittee's investigation of inmate utilization to enhance revenue and support the other work objectives yields the following observations:

- Maintenance of institutions gets top priority for inmate labor.
- According to a 1988 Department of Corrections survey of its

institutions, there are at least 2300 additional inmates who could be put to work in the prison industries program (PRIDE), but are not being utilized for this purpose.

- Inmates working for PRIDE, for the Department of Transportation and local governments, plus offenders performing other work release jobs or in restitution centers appear to be working eight-hour days. However, an undetermined number of the inmates assigned to the 16,400 work stations needed to maintain the correctional institutions work one-half day or less. This is due in part to the difficulty of finding full-time work for close custody prisoners.

- Some of the 7,000 inmates taking vocational training and academic courses could work during the day and receive this instruction at night.

- Close security/long-term inmates are the most under utilized. The Department of Corrections and PRIDE agree that they need to be worked more.

- The prisoner classification study currently being prepared for the Department of Corrections should promote improvements in the utilization of inmate labor within the next twelve months.

Recommendations

Based on our examination of this issue, the subcommittee recommends:

- The Department of Corrections should place a higher priority on assignment of inmates to the prison industries program, public works projects, Department of

Transportation projects, inmate construction of correctional facilities and other potential revenue enhancing enterprises.

- Using the inmate classification study currently being developed, the Department should devise a plan to utilize additional inmates in productive pursuits that contribute to the cost of their imprisonment.

- The Department and PRIDE should develop and implement a plan to put a greater number of close security/long-term inmates to work.

- The Department and PRIDE should develop measures of whether the prison industries program and other uses of prison inmate labor help reduce recidivism of various types of offenders over a period of one, three and five years following release from prison.

- The Department should designate a high-level manager in the Tallahassee central office to be accountable for monitoring inmate utilization and revenue enhancement throughout the prison system.



Recidivism Reduction

Background

Most people acknowledge that recidivism is costly and should be reduced. Beyond that basic agreement, however, the issue is a quagmire because prison officials do not know for sure what works and what doesn't. In fact, there is lack of agreement on how large a problem recidivism is — with estimates ranging from 25% to 50% and higher. The reason for this is that there is not system to collect, maintain, manage and make a determination of improved policy decisions based on such evidence.

Why do offenders stop returning to prison? Several major efforts in Florida's corrections system are predicated on the view that recidivism can be reduced through productive job training and education during incarceration, followed by post-release employment opportunities and other assistance. A \$50 million prison industries program and an \$18 million vocational and academic training program have been principally established to accomplish this worthy objective.

On the other hand, it may be that none of these efforts actually have a significant impact on reducing recidivism. Major reasons offenders stop returning may be more related to factors such as offender "burn out" (literally getting tired of coming back into the system) or inmates being so shocked with prison life they want no more of it. Still others may develop spiritual strength or an interpersonal relationship with non-criminal people that helps to keep them out of further trouble.

The problem is that neither the Department of Corrections, prison industries officials or vocational

education experts really know what works and what does not. *Thus, the subcommittee emphatically endorses substantially greater attention to empirical measurement of the different approaches for reducing recidivism to determine where the State gets the greatest bang per dollar investment in dealing with this dilemma. Then, and only then, can the state and its citizens know where and how the mutual interests of prisoner rehabilitation and public safety can be more cost effectively served. Currently, the state is just "shooting from the hip" with few results and more tax dollars.*

Training and Education

Several types of training and education intended to positively impact recidivism are offered in Florida's prison system.

Prison Industries Program (PRIDE)

In 1981, the Florida Legislature authorized establishment of PRIDE as a private non-profit corporation to take over responsibility for managing the prison industries system from the Department of Corrections. Florida is the only state in the nation to transfer management of an entire prison industries program to the private sector.

PRIDE's overriding statutory mission is to provide job training and post-release placement to help keep offenders from returning to prison.

PRIDE assumed full responsibility for managing Florida's prison industries program in July 1984. It currently has industries in 21 of 36 correctional institutions

and employs about 2,000 inmates. A major two-year study of PRIDE's effectiveness and cost/benefit public value by Florida TaxWatch is scheduled for release this Fall. The subcommittee will closely track this important evaluation and report on future improvements.

Vocational/Academic Training

This is provided by the Correctional Education School Authority (CESA). Its goal is to ensure that every inmate who will likely be released from prison within five years is provided with at least one entry level marketable job skill. Approximately 7,000 inmates are involved in education programs annually. CESA has an \$18 million budget and employs 464 people.

Work Release

The purpose of assigning inmates to the Department of Transportation and local governments is to perform public service work and provide inmates some contact with the society to which they will one day return. Work release centers provide inmates with opportunities to return to their home area during the last 18 months of incarceration.

The subcommittee has several unresolved questions and concerns about these inmate training/education and work initiatives:

- Is there sufficient coordination between vocational/academic training programs, PRIDE and other inmate rehabilitation initiatives — or unnecessary and nonproductive overlap?
- Do inmates involved in the

vocational education program actually produce any tangible products? Shouldn't they produce something of value while they learn?

- To what extent, if any, do PRIDE's cross purposes of profit making and post-release employment/rehabilitation impede the optimal success of this prison industries initiative?

- Why isn't and when will the impact and success of these vocational/academic and job training programs be rigorously measured to assess where the State gets the best return on its investment? Without such an essential accountability and public management scorecard, we will not know what works, how and why and how we can do more of what works. Without it, we simply cannot make much of a difference in prisoners' and in our citizens' lives.

Post Release Efforts

Several parallel and potentially duplicative efforts to provide post release job assistance have been undertaken by the Department of Corrections, the Department of Labor and Employment Security, and PRIDE.

Transition Assistance Program

This initiative was authorized by the 1987 Legislature to help bridge the gap between prison and free society. The Department of Corrections insures that 100% of the inmates released through the Transition Assistance Program who are in need of employment are provided employment assistance.

This program is designed to be coordinated with the Department of Labor and Employment Security and PRIDE to avoid duplication. The subcommittee is concerned that it should be carefully monitored and evaluated to gauge its success relative to methods used by PRIDE and other groups.

Supervised Community Release Program

This program, begun in 1983, is designed to allow inmates to be

released up to 90 days early in conjunction with supervision by correctional probation officers. It is not clear how it differs from the Transition Assistance Program. Further study should be undertaken to compare these two programs with a view toward consolidation, if possible. If sufficient differentiation of objectives and methods exists to warrant both programs, they should be more clearly defined and delineated.

PRIDE

PRIDE provides post-release assistance to its former inmate workers. It has developed a pilot project with the employment firm of Snelling and Snelling to operate an employment services office at a community correctional center in Tampa. It has begun development of a tracking system to monitor the short term job success of these people.

PRIDE is spending over \$300,000 in 1988 for job placement and assistance. It is also in the process of establishing a \$200,000 post-release program to help former inmate workers with initial housing and subsistence costs.

The subcommittee recommends that special emphasis be placed on measuring the comparative success of the Transition Assistance Program, the Community Release Program, the Prison Industries Program (PRIDE) and programs offered by the Correctional Education School Authority (CESA) plus the recommitment rate of a control group of former inmates who received no assistance.

Alternatives to Prison

Florida is the nation's leader in the use of Community Control, house arrest and electronic surveillance. There are currently 8,000 inmates in these programs.

The subcommittee recommended in the first chapter of this report that the Department of Corrections should actively pursue development of a video system to improve monitoring of Community Control by probation officers.

The subcommittee recommends a pilot project under which of-

The issue of recidivism is a quagmire because prison officials do not know for sure what works and what doesn't. There is no system to collect and evaluate recidivism data to make determinations for improved policy decisions. Meanwhile, programs approaching \$100 million annually have been set up to deal with the problem.

Offenders may actually stop recidivating more because of prison "burn-out", the shock of prison life or development of interpersonal relationships with non-criminal people — rather than the success of rehabilitation programs.

Florida leads the nation in use of Community Control. The subcommittee recommends several initiatives to improve its effectiveness.

enders serving Community Control sentences would report to their supervisors at community correctional centers, local jails or other detention facilities. The objective would be to measure the impact of the "shock value" of this approach. Further, these ex-offenders' probation officers should be granted additional authority to commit them to jail for violation of the terms of their sentence/probation.

The subcommittee also recommends that additional emphasis

should be placed on determining which types of inmates and persons on community control (property criminals, drug offenders, etc.) recidivate more and thus need more intensive supervision. The current system may be improved by findings from the Department of Corrections' forthcoming inmate classification study. Such a study can also shed additional light on the issue of the appropriate ratio of offenders to supervisors in Community Control programs.





Prison Medical Care

Background

Florida's prison medical care budget has risen over 500% (\$14 million to \$85 million) between 1981 and 1988. Part of the reason for this huge increase stems from a federal court settlement (*Costello v. Wainwright*) in 1979, subject to which the courts have mandated better medical care without setting standards. In effect, the State is being held hostage by the *Costello* agreement.

But *Costello* is only part of the story. A Florida TaxWatch report issued in May 1987 examined a poorly managed prison medical system that was spending out of control. The TaxWatch report and a December 1987 report by the Correctional Medical Authority found basic problems such as:

- Virtually non-existent utilization review programs to check the appropriateness of hospital admissions, treatment regimens and lengths of stay.
- No schedule of negotiated rates for health services provided to inmates by community hospitals.
- No central contracting system to monitor the costs and benefits of some 1,600 medical services contracts.
- A lack of basic information for effective management, budgeting and program planning to correct what a consultant to the Department characterized as "a chaotic financial planning environment."

The Secretary of Corrections stated to the subcommittee that most of the problems in the system

are managerial, not medical. He conceded that no serious effort has been made to control the prison medical health budget during the 1980's. He said that the system has enough money, but that it has not been managed wisely. One of his top priorities is to cut the absolute cost of the prison medical care budget.

Findings and Recommendations

Based on the Secretary's statements, a presentation by the Department of Corrections' Inspector General and reports provided to the subcommittee, we find that the Department of Corrections has made progress during the past year to correct major management problems in the prison medical care system.

Improvements include reorganization of prison medical care management, streamlining reporting relationships to end situations such as 27 people being directly accountable to one top manager. Also, personnel changes such as hiring an experienced manager instead of an M.D. as Chief of Administrative Services (number two position) for the prison health care system. And, a recently negotiated contract with a hospital in Jacksonville includes required utilization review to decrease the number of days of hospital stays and an 8% savings (albeit much less than the Department's anticipated 15% savings) over the hospital's normal rates.

Notwithstanding these improvements, the prison medical program continues to have spending problems. The subcommittee is concerned about an \$8 million deficit

in the 1987-88 budget. Further, despite Secretary Dugger's statement about not needing more money, the Department received an additional \$12 million increase to \$85 million for 1988-89.

The subcommittee recommends that the Department of Corrections should act with due haste to continue implementing cost saving improvements in the prison medical care program as outlined by Florida TaxWatch and the Correctional Medical Authority. The subcommittee will continue to closely monitor this program and provide an update in its next report.



Operational Efficiencies

Working with Florida TaxWatch staff, the Department of Corrections has targeted a number of potential operational efficiencies. Individually, these items represent modest savings but as a package they could be substantial.

The Department is currently working on more than 20 separate issues in three general categories.

Energy Costs

As a first phase to reduce energy costs, the Department has identified selected correctional institutions for implementation and/or testing of different energy programs. Some of the facets of this effort include:

- Doing a third party financing program at Glades Correctional Institution wherein the Governor's Energy Office will fund a consultant to assist the Department in putting out a bid for a private firm to retrofit the institution with new energy equipment. The firm would be expected to do this at its own cost, and then recoup it by getting a percentage of the energy savings in future years. A follow-up evaluation would determine if this has merit for other correctional institutions.

- Doing a shared savings program at Tomoka Correctional Institution. This would involve a private vendor bringing the solar capabilities at Tomoka on-line, as well as maintaining them. A percentage of the cost savings would be returned to the vendor for him to recoup his cost. This test program would be evaluated for possible statewide implementation.

- Doing energy audits at all DOC facilities in conjunction with the Governor's Energy Office and/or utility companies.

- The Department, if funded by the Legislature, would expand service from the wood chip boiler plant at Union Correctional Institution in order to use the full capacity of the plant as well as reduce the amount of oil and natural gas being consumed. This would encompass extending the steam line to Florida State Prison and New River Correctional Institution as well as evaluating use of the plant for co-generation of electricity.

A Federal law requiring utility companies to buy excess power from qualifying entities may make this a more cost-effective option than a 1980 report showed. The funding requirements for this effort are \$120,000 for planning during the first year and \$1.2 million for construction in the second year. Additional funds would be required for co-generation.

An alternative being explored is the feasibility of Prison Rehabilitative Industries and Diversified Enterprises, Inc. (PRIDE) taking over operation of the plant and paying the cost of extending the steam lines to Florida State Prison and New River Correctional Institution.

- The Department is in need of additional funding to provide for consultant services to examine replacement of windows at correctional facilities throughout the State, and the potential for the conversion of electrically heated water to gas heated water. Funding would also allow for conversion of mercury vapor lighting to high pressure sodium lighting. A survey is currently underway on windows, air conditioning systems and water heating systems to determine utilization and the cost to convert to more economical systems.

Operational Costs

The Department will soon issue canvas shoes rather than leather brogans to inmates not involved in outside work details for first year savings of more than \$100,000. The Department is also looking into installing voltage suppressors to minimize burnouts from lightning strikes. This involves reviewing previous damage experienced and surge protection available in order to estimate the cost of providing additional protection.

Contracting Out and Privatization

Currently, the Department has contracted services for work release and drug treatment beds; health service providers, including both physicians and outside hospitals; food service vendors who provide complete food service operation at four major institutions; educational contracts with local school systems; and prison industries (PRIDE).

It is the Department's policy that one or more of the following conditions must exist in order to consider contracting for services:

- The service is not available within the Department.
- The service must be more cost effective than provided by the Department.
- The service can be provided more effectively than provided by the Department.

The Department is currently exploring several other areas where contracting for needed services may meet its policy on privatization. These include:

• *Electronic Security Systems.* The Department needs one point of responsibility for preventative maintenance of these highly sensitive and technical systems within the institutions. Reliable and continuous operation is essential and the technical expertise required over the total system is beyond in-house capabilities.

• *Sprinkler, Fire Alarm and Smoke Detector Systems.* These systems are essential to health, safety and security in the institutions. Each system has specific requirements for installation and maintenance that cannot be performed in-house.

• *Food Service (Dishwashers).* The Department is considering contracting through the private sector

for service maintenance and repair of Hobart dishwashers in major institutions. Maintenance staff members within the Department are not trained to repair this technical equipment. A contract for service could help prevent breakdowns and reduce cost of repairs.

• *Residential Services.* An important non-technical area in which a pilot project has just begun is the Transition Assistance Program (TAP). This pilot will provide temporary housing (15 days), food, job services, transportation and counseling for participants while they search for permanent housing and employment. The Department is seeking service providers in nine counties to test this program.



**Partners In Productivity Task Force
Sponsored By Florida TaxWatch, Inc. and
The Florida Council of 100**

Chairman
Dr. J.A. Boyd
Harris Corporation
Melbourne

Vice Chairman
H.L. Culbreath
TECO Energy, Inc.
Tampa

Executive Director
David M. Davis
Florida TaxWatch, Inc.
Tallahassee

Corrections Subcommittee

Chairman
Preston H. Haskell
The Haskell Company
Jacksonville

Senator Philip D. Lewis
Philip D. Lewis Inc.
Riviera Beach

David McIntosh
Gunster, Yoakley,
Criser and Stewart, PA
West Palm Beach

J. Hyatt Brown
Brown and Brown, Inc.
Daytona Beach

Charles P. Lykes
Lykes Bros., Inc.
Tampa

David H. Hughes
Hughes Supply, Inc.
Orlando

Ander M. Crenshaw
Drexel Burnham Lambert
Jacksonville

Louis E. Fischer
Fischer Associates, Inc.
Miami

Fred Donovan
Baskerville-Donovan Engineers, Inc.
Pensacola

Education Subcommittee

Chairman
Robert A. Morris, Jr.
Ramar Group Companies, Inc.
Sarasota

D. Burke Kibler, III
Holland and Knight
Lakeland

DuBose Ausley
Capital City Bank Group, Inc.
Tallahassee

Willard Dover
Attorney At Law
Ft. Lauderdale

A. Gordon Oliver
Citizens and Southern
Florida Corporation
Ft. Lauderdale

Pat L. Tornillo, Jr.
Florida Education Association
Miami

H.C. Henry, Jr.
Southern Bell
Miami

Robert M. Taylor
Mariner Group, Inc.
Ft. Myers

Dr. Barbara W. Gothard
Burger King Corporation
Miami

Health and Rehabilitative Services Subcommittee

Chairman
William E. Flaherty
Blue Cross and Blue Shield
of Florida, Inc.
Jacksonville

Robert P. Ewing
MacArthur Foundation
Chicago, Illinois

John D. Uible
Florida National Banks of Florida, Inc.
Jacksonville

Fred W. Baggett
Roberts, Baggett, LaFace
Tallahassee

John J. Silver, Jr.
American Medical International, Inc.
Tampa

John W. Boyle
Jack Eckerd Corporation
Clearwater

T. Wayne Davis
Tine W. Davis Family Foundation, Inc.
Jacksonville

Henry H. Beckwith
Summit Corporation
Jacksonville

Transportation Subcommittee

Chairman
W.M. Palmer, Jr.
MFM Industries, Inc.
Ocala

Frederick E. Fisher
The Center Foundation, Inc.
Clearwater

A. W. Lopez
Occidental Chemical Co.
Tampa

Selby W. Sullivan
Hubbard Construction Company
Orlando

James W. Apthorp
Gulfstream Land and Development
Tampa

L. Charles Hilton, Jr.
Hilton Enterprises, Inc.
Panama City

W. Guy McKenzie, Sr.
McKenzie Tank Lines, Inc.
Tallahassee

Stanley G. Tate
Stanley Tate Enterprises
North Miami

Edward L. Baker
Florida Rock Industries, Inc.
Jacksonville

P. Scott Linder
Linder Industrial Machinery Company
Lakeland

Peter H. Monroe
Rutenberg Commercial Developers
Clearwater

Florida
TaxWatch
Inc.



PARTNERS in **PRODUCTIVITY**

111 N. Gadsden Street
Tallahassee, FL 32301
Phone (904) 222-5052