

Florida Correctional Facilities

Report No. 19-08

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OPPAGA

Office of Program Policy Analysis and Government Accountability

An Inventory of Correctional Facilities Within Florida

EXECUTIVE SUMMARY

The Florida Department of Corrections (FDC) supervises over 95,000 inmates in 145 facilities across the state, with the oldest currently operating facility built in 1913. The types of FDC facilities are diverse in terms of size and the types of inmates that can be housed within each facility. FDC facilities range from small facilities that house minimum custody inmates who are assigned to community work squads to large institutions that have many different facility missions within one perimeter, such as housing death row and a faith and character dorm in one compound.

FDC also uses specific facilities to respond to inmate physical and mental health needs. Some inmates require intensive medical treatment while incarcerated and these inmates are housed at one of twenty facilities that can handle their health needs. Other inmates require specialized mental health care and are spread out in a continuum of mental health care placements across the state. In order to accommodate changing inmate populations, the department has closed, re-opened, remodeled, and built new facilities based on its housing needs.

Operating and maintenance costs are reflected in per diems and recent appropriations for repairs and renovations. The cost to operate correctional facilities includes many factors, such as security staffing and infrastructure, facility upkeep, and costs related to programming, such as inmate education.

This review of FDC facilities provides an inventory of department facilities and examples and considerations for consolidation of existing facilities and new construction.

REPORT SCOPE

As directed by the Legislature, OPPAGA provided an inventory of Florida Department of Corrections facilities including

- facility opening dates;
- locations;
- characteristics;
- inmate and staffing levels; and
- operating and maintenance costs.

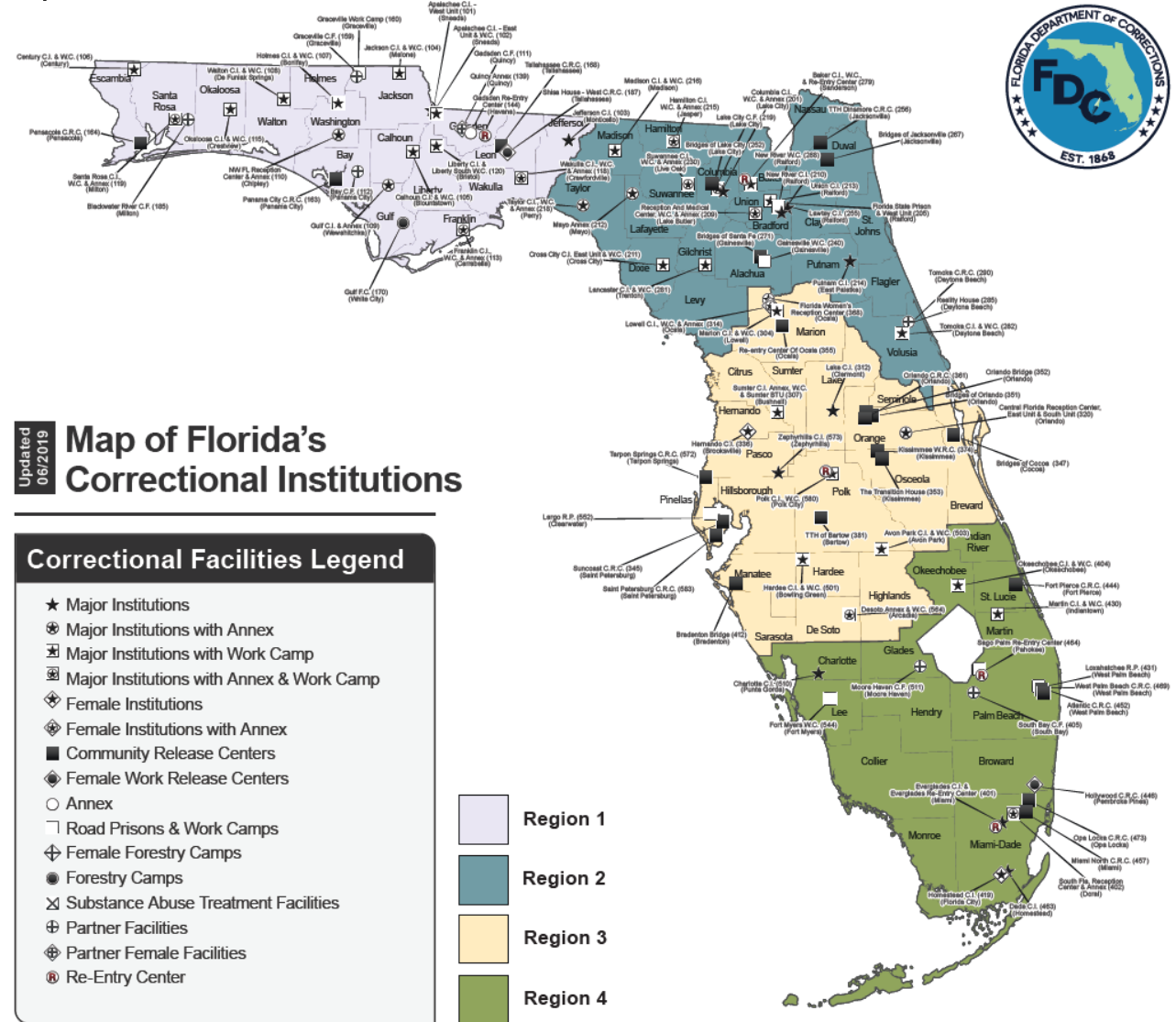
As directed, OPPAGA also provided considerations for consolidation and new construction of facilities.

INTRODUCTION

The Florida Department of Corrections (FDC) supervises over 95,000 inmates in 145 facilities throughout the state.¹ (See Exhibit 1.) Organized into four regions, the department manages over 19,500 acres of land that are leased from the Board of Trustees.² For Fiscal Year 2019-20, the Legislature appropriated \$2.7 billion and 24,856 positions to the department, making it the largest state agency employer. Most (17,582) of these positions are certified correctional officers.^{3,4}

Exhibit 1

Map of Florida's Correctional Institutions



Source: Florida Department of Corrections.

¹ This includes 120 facilities managed by the department and 25 facilities managed by other entities (18 contracted community release centers and 7 private prisons).

² Section 253.03, *F.S.*, establishes the Board of Trustees of the Internal Improvement Trust Fund to manage, control, protect, and dispose of lands owned by the state.

³ In order to become employed as a certified correctional officer in Florida, individuals must meet certain requirements, such as being at least 18 years of age, having earned a high school diploma or equivalent (GED), and not having been convicted of a felony or convicted of a misdemeanor involving perjury or false statement. Individuals must also successfully complete the Florida basic recruit training program for corrections and achieve a passing score on the State Officer Certification Examination.

⁴ In addition to security staff, most major institutions have staff related to chaplaincy services, classification, education, food service, library service, maintenance and utilities, warden's office, and other roles.

Many correctional facilities are located close to each other, with FDC collocating two or more facilities on a single parcel or adjacent parcels of land forming a single compound. These collocated facilities function administratively as a single unit, with one warden who oversees the budget and staff for the compound. These compounds can include facilities of different types. See Appendix A for more information and examples of facilities that are closely located.

As shown in Exhibit 2, the department houses inmates in several different types of facilities. Typically, inmates are initially assigned to a facility based on custody level or the level of supervision they require and their health and programming needs. However, inmates may be moved to different facilities during their sentence.⁵ Facilities vary in size, with maximum capacities ranging from 76 beds to 1,671 beds, and include different types of housing arrangements, such as open bay dormitories with a large room of beds and one-person and two-person cells.⁶ Most facilities house male offenders, with six facilities housing female offenders.⁷

Major institutions make up the largest number of facilities and also house the highest number of inmates. Some other facility types allow inmates to work in the community to differing degrees. For example, work camps, road prisons, and forestry camps are secured institutions that assign inmates to public work squads to complete jobs within the community. Community release centers allow inmates to hold a job in the community and return to the center when not working. (See Appendix B for more information on community release centers.)

Exhibit 2

Types of Florida Department of Corrections Facilities as of June 2019

50 Major Institutions (56,572 inmates)	Major institutions house inmates of all custody levels. All major institutions are assigned a warden and may contain other facilities within the compound. These institutions are secured by fences, razor wire or ribbon, electronic detection systems, perimeter towers with armed correctional officers, or officers in perimeter vehicles.
17 Annexes (14,058 inmates)	Annexes are facilities attached to a major institution and under the supervision of the same warden. These institutions have the same type of security features as major institutions and are secured by fences, razor wire or ribbon, electronic detection systems, perimeter towers with armed correctional officers, or officers in perimeter vehicles.
3 Re-Entry Centers (1,171 inmates)	Re-entry centers are designed to prepare inmates for successful transition back into the community by providing evidence-based re-entry services. Inmates receive pre-release services at the centers and are connected with post-release community-based service providers.
34 Work Camps (10,163 inmates)	Work camps house lower custody level inmates who are typically transferred to a work camp after completing part of their sentence at a major institution or annex and showing satisfactory adjustment. Inmates at work camps can be on public work squads that complete jobs, such as cleaning roadways, moving state furniture, cleaning forests, and painting. Work camps are secured by fences and razor ribbon and are commonly located near major institutions in order to share services, such as laundry and health services.

⁵ Determined by many factors including length of sentence, criminal history, history of violence, and escape history, custody levels delineate the security level of the inmate's facility placement. Custody level classifications are community, minimum, medium, close, and maximum.

⁶ This range is limited to 108 major institutions, annexes, re-entry centers, work camps, road prisons, forestry camps, and one basic training program.

⁷ The six facilities that house female inmates are Florida Women's Reception Center, Hernando Correctional Institution, Homestead Correctional Institution, Lowell Correctional Institution, Lowell Annex, and Lowell Work Camp. (See Appendix C). Additionally, three state-operated community release centers (Atlantic Community Release Center, Hollywood Community Release Center, and Orlando Community Release Center), three contracted community release centers (Bradenton Bridge, Shisha West, and Suncoast), and one privately operated correctional facility (Gadsden Correctional Facility) also house female inmates.

<p>12 State-Run Community Release Centers (1,356 inmates)</p>	<p>State-run community release centers house two types of inmates. First, they house inmates at community custody who participate in paid employment in the community. Second, they house minimum custody inmates who work in a supportive role for the center, such as food service or laundry. Community release centers have no perimeter fencing, but inmates are required to remain at the center unless they are working or attending approved programs, such as Alcoholics Anonymous. Additionally, inmates must save part of their salary for victim restitution and room and board.</p>
<p>18 Contracted Community Release Centers (2,066 inmates)</p>	<p>Contracted community release centers are similar to state-run community release centers, except they are operated by a contracted entity instead of the state.</p>
<p>3 Road Prison/Forestry Camps (437 inmates)</p>	<p>Road prisons and forestry camps are similar to work camps because they house lower custody inmates who work on public work squads doing jobs, such as road work on highways and moving state furniture. Road prisons and forestry camps are secured by perimeter fences. Road prisons and forestry camps are different from work camps in that they are usually several miles away from their main facility and inmates are usually doing more work on outside squads, such as numerous public works and Department of Transportation work.</p>
<p>1 Basic Training Program (21 inmates)</p>	<p>The Basic Training Program or Boot Camp is designed to provide an alternative to long periods of incarceration for inmates who have been designated as youthful offenders. The program is a regimented schedule of structured discipline, counseling, general education development and adult basic education, work assignments, physical training, and other rehabilitation programs.</p>
<p>7 Private Correctional Facilities (9,782 inmates)</p>	<p>Private correctional facilities are major institutions as described above operated by a private contractor. The Florida Department of Management Services oversees operational contracts for five facilities of male offenders (Bay, Blackwater River, Graceville, Moore Haven, and South Bay Correctional Facilities), one youthful offender facility (Lake City Correctional Facility), and one facility for female offenders (Gadsden Correctional Facility).</p>

Note: Gadsden Re-Entry Center is counted as a major institution because it has a warden assigned to the facility. Additionally, reception centers are counted as major institutions. When an inmate is sentenced to prison, they are first sent to a reception center for an average of three to four weeks. During the reception process, the appropriate facility placement is determined for the inmate by assessing characteristics such as custody level and health care needs. The inmate is then sent to a facility that can accommodate these needs and requirements.

Source: Florida Department of Corrections.

FACILITY INVENTORY

We inventoried Florida's correctional facilities to determine facility locations, age, and characteristics that affect inmate placement including custody level, medical and psychological grades, and specialized missions. We also reviewed costs per facility, including per diems and recent repair costs. This inventory includes 108 state-run major institutions, annexes, re-entry centers, work camps, forestry and road prisons, and one basic training program.⁸ (See Appendices C, F, and G for more detailed information for each facility.)

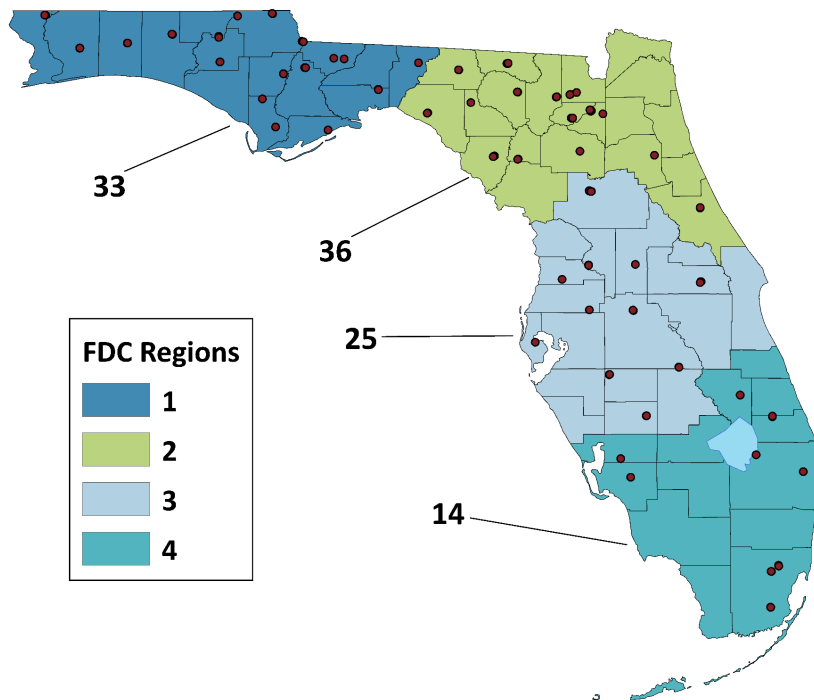
⁸ Our analysis does not include the 7 privately operated facilities and 30 community release centers. It also does not include the 9 Florida Department of Corrections managed facilities that are currently closed.

Correctional Facility Location and Age

Florida Department of Corrections' facilities are located across the state with 44 of Florida's 67 counties having at least one FDC facility. Marion and Miami-Dade counties have the most facilities with six each. This includes four facilities for female inmates in Marion County: Florida Women's Reception Center and Lowell Correctional Institution, Annex, and Work Camp. The department is organized into four regions that roughly correspond with Florida's geographic regions of the Panhandle (Region 1), the Big Bend and Northeast Florida (Region 2), Central Florida and Tampa Bay (Region 3), and South Florida (Region 4). While FDC has facilities in all four regions, the majority(69) are located in the northern Regions 1 and 2. (See Exhibit 3.)

Exhibit 3

Correctional Facility Location by County and Region



Florida has a long-standing history of building facilities in the northern part of the state. Over half (59%) of FDC's prison facilities are in rural counties, or those with population densities of less than 100 persons per square mile.⁹ This practice dates back to Florida's oldest, still-operating prison facility, Union Correctional Institution, which was opened in 1913 in Raiford, Union County. The Union-Bradford county area and its towns of Lake Butler, Raiford, and Lawtey have nine facilities, with five being major institutions, located within the two county area.

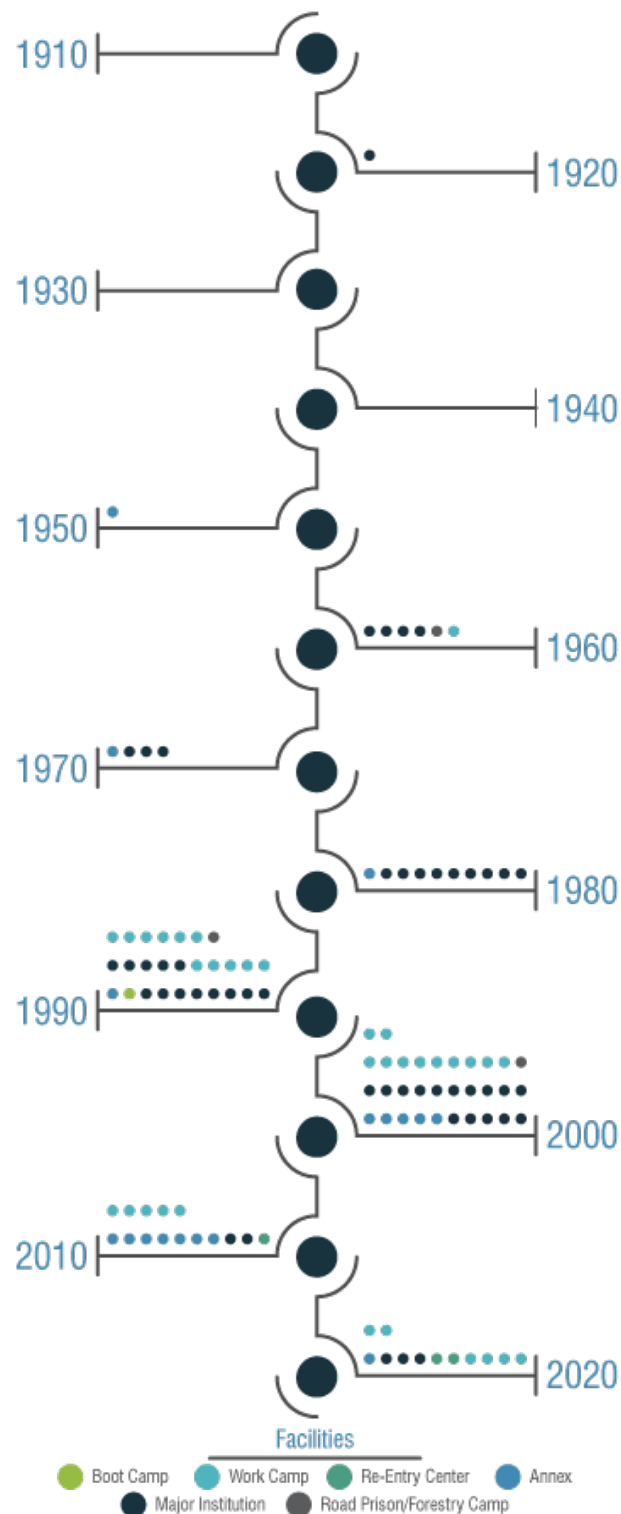
Source: OPPAGA analysis of Florida Department of Corrections data.

⁹ The 2010 Census designated 30 rural counties in Florida: Baker, Bradford, Calhoun, Columbia, DeSoto, Dixie, Franklin, Gadsden, Gilchrist, Glades, Gulf, Hamilton, Hardee, Hendry, Highlands, Holmes, Jackson, Jefferson, Lafayette, Levy, Liberty, Madison, Monroe, Okeechobee, Suwannee, Taylor, Union, Wakulla, Walton, and Washington.

Since 1980, the majority of new prisons in the United States have been built in non-metropolitan areas, resulting in the majority of prisoners being housed in rural America. With declines in agriculture and manufacturing, the acquisition of prisons as a conscious economic development strategy for depressed rural communities became widespread across the country. This shift to rural prison siting coincided with a prison-building boom that reflected a larger national trend in which the U.S. prison population experienced a three-fold increase from 1980 to 2000. Florida was no exception and during this 20-year period built 59 correctional facilities, including 28 major institutions, 22 work camps, 6 annexes, 2 road prisons/forestry camps, and 1 basic training program. (See Exhibit 4.) Most of these facilities (34) were sited in rural counties.

Over time, the design characteristics of correctional facilities have changed. For example, facilities built in the late 1970s developed a campus-like feel with separate buildings; however, these designs lacked symmetry and line of sight for correctional officers to see and monitor inmates. The prototype that was used in the 1990s increased the department's ability to more safely control the movement of inmates between units by subdividing a unit into two halves with a center gate. One half is for housing and the other half is for administrative functions, education, chapel, and food service. Between 2000-2013, FDC opened five major institutions, eight annexes, and three re-entry centers.¹⁰ The prototype in the 2000s further enhanced the concept of controlled inmate movement by having a dedicated recreation space in the center of the compound, which is open and provides a line of sight for security staff. This prototype also has front and rear buildings to house support functions. The Everglades Re-Entry Center is the most recent new facility to open, with an opening date of 2013. Housing medium custody and lower custody inmates who are preparing for re-entry into society, the re-entry center has a maximum capacity of 432 inmates. (See Appendix C for a list of opening dates by institution.)

Exhibit 4
Opening Years of Currently Operating Florida
Department of Corrections Facilities



Source: OPPAGA analysis of Florida Department of Corrections information.

¹⁰ The department also opened 11 work camps between 2000 and 2019.

The opening date of facilities does not necessarily reflect repairs and improvements to existing buildings and construction of new buildings. Each year, FDC selects facilities that require modernization or repair based on an annual condition assessment. Using funds from Fiscal Year 2016-17, the most recent year funding was available, a total of 42 facilities had at least one major repair or renovation project. For example, Wakulla Correctional Institution had four major projects including mold remediation in the medical and classification building and training building; renovation of two mental health dorms and fencing repairs and upgrades; and architectural and design services related to re-roofing of a gatehouse. Additionally, the Reception and Medical Center in Lake Butler had two major projects including engineering services relating to replacement of electricity infrastructure and an emergency generator and the re-opening of a dorm after adding HVAC systems to the bed areas, replacing the HVAC unit in the officer's station, replacing water heaters, and performing general plumbing and electrical fixture repairs. (See Appendix G for a list of repairs for facilities.)

Over time, FDC has closed and reopened facilities for various reasons. For example, the department has closed facilities to respond to a declining inmate population or because the facility requires intensive repairs. In other cases, FDC may temporarily close a dorm or facility to adjust for staffing shortages so that those staff can fill positions in other dorms or facilities. The department may also reopen facilities. For example, both the Hamilton Work Camp and the Columbia Work Camp were closed in 2012 and reopened in 2016. The department re-opened the work camps because FDC facilities were operating at maximum capacity as of July 2015 and opening both work camps increased the total number of beds by 576. Additionally, according to department staff, re-opening the work camps allows the department to house inmates who are on public work squads separately from close custody inmates within the rest of the institutions and limits opportunities for inmates working outside the institution to introduce contraband into higher security level facilities. In July 2017, the department closed dorms within the Taylor Annex due to the inability to adequately staff the facility. That same year, to help absorb this inmate population to help absorb the inmate population, FDC re-opened New River Correctional Institution, which was closed in March 2012.

Facility Characteristics and Inmate Placement

While department facilities are grouped into types, such as major institutions, annexes, re-entry centers, and work camps, there are differences between facilities that limit the types of inmates an institution can house. Many facilities have specific missions based on the needs of the department and the needs of the inmate. When an inmate is transferred to FDC, they are first sent to one of six reception centers for an average of three to four weeks.¹¹ During the reception process, an appropriate facility placement is selected for the inmate by assessing characteristics to help determine security requirements and health care needs. Security requirements include inmate custody level as well as the identification of specific individuals that the inmate should not be in contact with, such as gang affiliates. The department also considers other factors in placement, such as programmatic, education, and health needs of the inmate. The inmate is then sent to a facility that can accommodate these needs and requirements. During their sentence, inmates can be transferred to other institutions to accommodate changing needs of the inmate and to serve the mission of the department in managing the prison population.

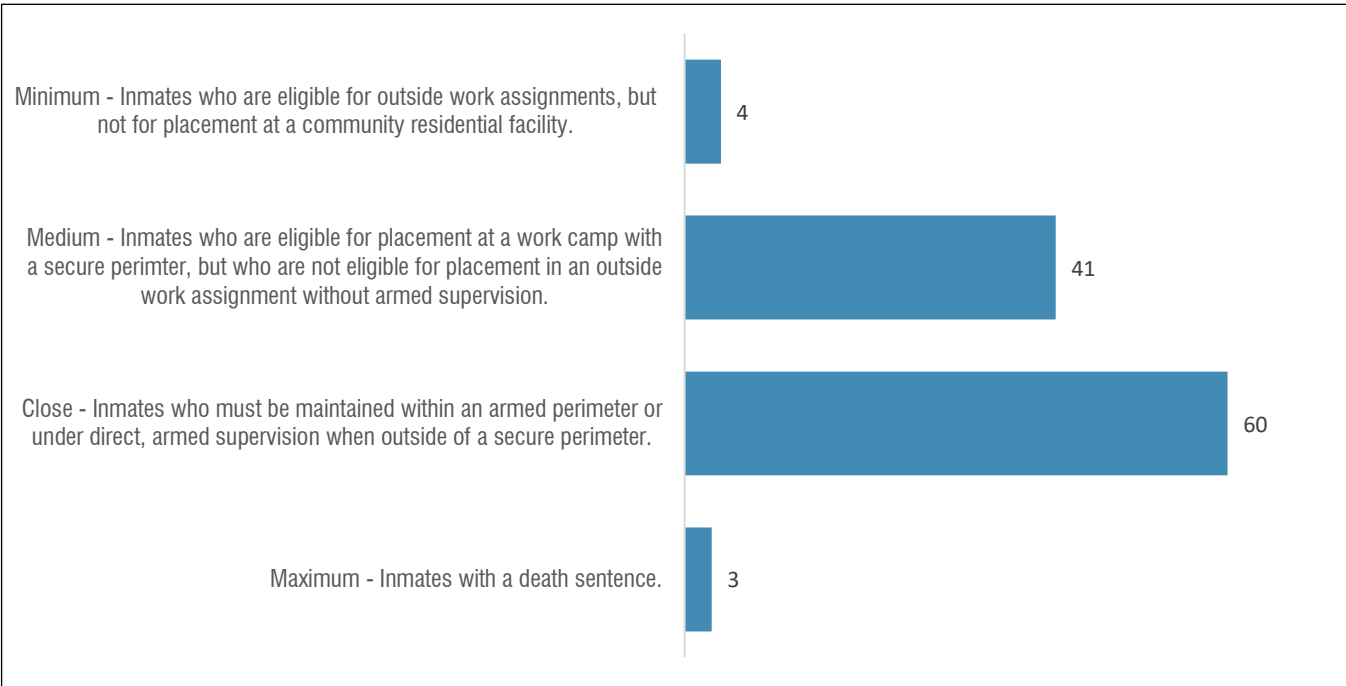
One of the determinants of inmate placement is custody level, which helps determine the level of security that an inmate requires. Initial inmate custody levels are assigned by classification officers at

¹¹ The department's reception center locations are Central Florida Reception Center (Orlando), Florida Women's Reception Center (Ocala), North West Florida Reception Center (Chipley), Reception and Medical Center (Lake Butler), South Florida Reception Center (Doral), and Sumter Annex (Bushnell).

reception centers who interview the inmate and use a computer-based algorithm for placement into particular facilities and housing units according to their risk to become a management problem and their propensity to be involved in serious or repetitive misconduct while incarcerated. Criteria used for classification include the inmate’s current offense, sentence, prior criminal record, gang affiliation, institutional conduct, motivation, and attitudes. An inmate’s custody level is dynamic and may increase or decrease while incarcerated, which can result in an inmate’s transfer to another facility.

As shown in Exhibit 5, three facilities—Florida State Prison (male), Union Correctional Institution (male), and Lowell Annex (female)—can house the highest custody level (i.e., maximum) inmates who are under a death sentence. These facilities have certain features, such as secure cells, specific security staff to operate death row, and areas separated from the rest of the compound for visitation and exercise. The highest number of prisons (60) can accommodate the custody level of close and lower. This means that these facilities have an armed perimeter or inmates are under direct, armed supervision when outside of the armed perimeter. As of June 2019, the department classified over one-third of inmates (41,836) close custody. (See Appendix C for a list of the highest custody level each facility can accommodate.)

Exhibit 5
Number of Florida Department of Corrections Facilities by Custody Level



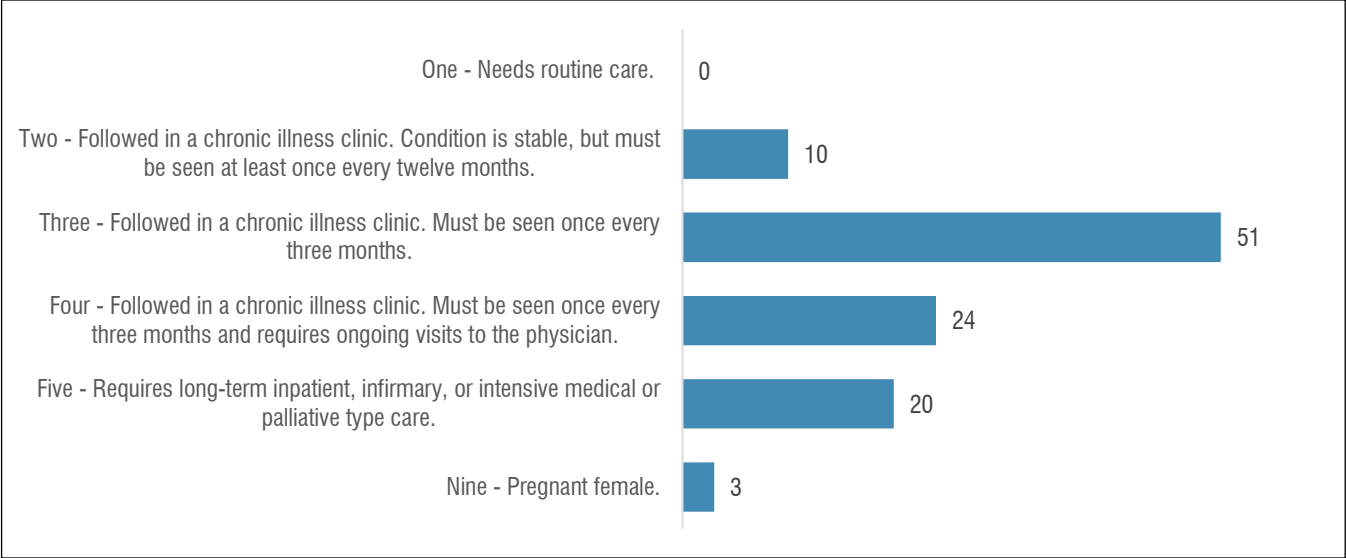
Note: The number of facilities in this exhibit does not include the 30 community release centers.

Source: OPPAGA analysis of Florida Department of Corrections information.

Medical needs are another factor in determining inmate facility placement. The department assigns an inmate a medical grade between one and five, with a nine to classify pregnant inmates. As shown in Exhibit 6, the highest number of facilities (51) can house an inmate with a medical grade of three or lower. A medical grade of three means that an inmate is followed in a chronic illness clinic and seen every three months; such clinics are for inmates diagnosed with a chronic illness, such as diabetes or cardiovascular disease. Inmates in chronic illness clinics and also in medical grades of one through three can be housed in any type of housing; however, inmates in medical grade four may require infirmary housing and require placement at a facility with 24 hour medical services. The department has 20

facilities that can house a maximum medical grade of five for inmates who require long-term inpatient, infirmary, intensive medical, or palliative care.¹² Three facilities—Lowell Correctional Institution, Lowell Annex, and the Florida Women’s Reception Center—can house pregnant inmates. As of June 2019, most (55,631) inmates had a medical grade of one. (See Appendix C for a list of the maximum health grade each facility can accommodate.)

Exhibit 6
Number of Florida Department of Corrections Facilities by Medical Grade



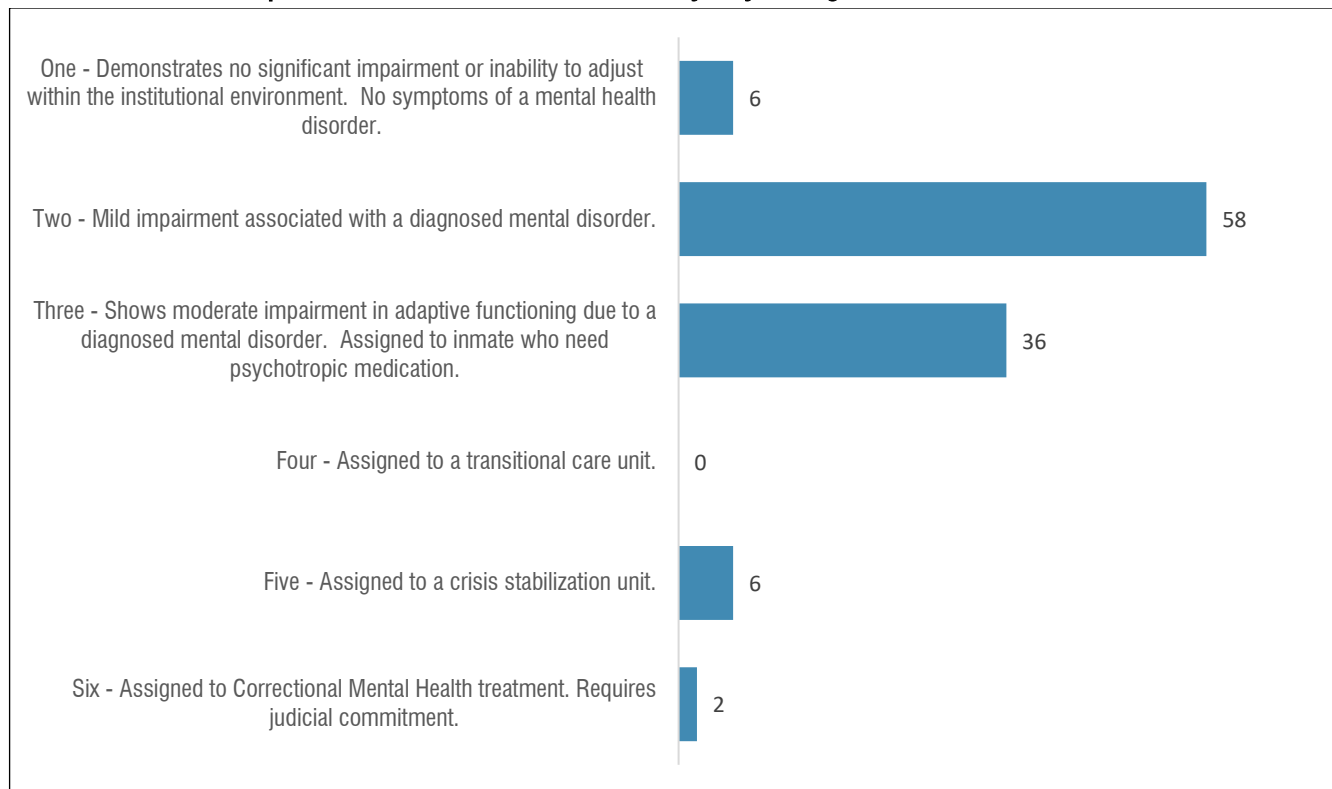
Source: OPPAGA analysis of Florida Department of Corrections information.

Similar to medical grade, FDC assigns inmates a psychological grade of one through six. The highest number of facilities (58) can house an inmate at a psychological grade of two or lower. As shown in Exhibit 7, a psychological grade of two indicates the inmate has a mild impairment associated with a diagnosed disorder. The different psychological grades have facility infrastructure and location requirements. For example, inmates with a psychological grade of three must be at a facility that has a psychiatrist on site, while psychological grades four through six require secure cell or room housing with appropriate mental health staffing. As of June 2019, most (77,049) inmates had a psychological grade of one. (See Appendix C for a list of the maximum psychological grade each facility can accommodate.)

¹² Infirmary housing is a separate area usually located in a multi-purpose building and staffed 24 hours a day by health care personnel. Intensive medical and palliative care provide different services but are made up of dormitories or rooms modified to provide high-level inpatient care 24 hours a day.

Exhibit 7

Number of Florida Department of Corrections Facilities by Psychological Grade



Note: There are no facilities with a maximum psychological grade of four because all facilities with a maximum grade of five also have a transitional care unit.

Source: OPPAGA analysis of Florida Department of Corrections information.

In addition to facility type and other features, correctional institutions can also have various bed missions. Bed missions can accommodate changes in the health, security, age, and programming needs of inmates and there can be more than one type of bed mission, or specific placements, within a facility. The most common bed mission is general population. General population beds are for inmates who do not require any separation from other inmates for safety, health, or programming reasons. As of June 2019, 73,767 inmates were in general population beds. The second most common bed mission is faith and character beds. These beds are for inmates in a voluntary program designed to reduce recidivism and disciplinary infractions in correctional institutions using programming that promotes pro-social behavior.¹³ Inmates in faith and character beds are placed in select institutions where the entire institution is designated as faith and character-based or in specifically designated dormitories within an institution. (See Appendix C for a list of missions at each facility and Appendix D for definitions and number of inmates in each bed mission.)

Bed missions also accommodate changes in security needs. For example, an inmate with disciplinary issues may need to be placed in a close management bed, which is confinement from the rest of the population, or in a disciplinary confinement bed in an individual cell. Inmates who require separate placements from other inmates due to health reasons may require a bed mission placement that is not available at every facility. For example, an inmate with a medical grade of five would need to be assigned to a facility that can meet that level of need; however, they may require one of several types of more

¹³ According to s. 944.803, *F.S.*, participation in a faith and character program is voluntary and assignment to a program is based on evaluation and the length of time the inmate is projected to be assigned to a particular institution.

specific beds, such as a palliative bed, infirmary bed, or intensive medical bed. Not all facilities that can accommodate an inmate with a medical grade of five may have these specific types of beds available, which can limit the placement of the inmate to only certain facilities. For instance, specialty care, such as radiology, dialysis, or chemotherapy, is only available at a small number of facilities. The department must also be able to house inmates who are in need of Americans with Disabilities Act (ADA) beds. This includes inmates who are hearing impaired, vision impaired, in a wheelchair, or have other mobility needs. Currently, 28 facilities have ADA bed placements.¹⁴ Beds are also available for mental health needs, such as diversionary treatment for inmates who are unable to function in the general population due to a serious mental illness or secure treatment for inmates who are diagnosed with a serious mental illness and unable to follow the institutional standards of conduct.

Facility Inmate Capacity

Capacity defines the number of inmates a facility can accommodate. The department is required to calculate prison capacity in four primary ways—design capacity, maximum capacity, total capacity, and lawful capacity—each for a different purpose. Section 944.023, *Florida Statutes*, defines design, maximum, and total capacities. Lawful capacity is also relevant to the department's calculation of capacity due to the Florida Supreme Court's holding in *Gomez v. Singletary* (1998).^{15,16} Design and maximum capacities are calculated to determine the number of inmates that each individual institution may house. Total and lawful capacities are calculated on a system-wide basis for the purpose of determining when the prison system is overcrowded. (See Exhibit 8.)

¹⁴ Because of a 2017 settlement agreement stemming from litigation initiated in 2016, the department developed a three-year plan to improve the consistency of Americans with Disabilities Act (ADA) services. In 2019, the Legislature appropriated \$465,000 in fixed capital outlay for repairs and renovations which will allow for consolidation of the current 42 ADA units into 29 units at 20 locations. Each unit will handle all three disability types, which will allow the department to better concentrate resources and services. All physical plant modifications or repairs outlined in the settlement agreement involve expanding existing modifications, albeit to varying degrees depending on the age and condition of the facility.

¹⁵ Florida Supreme Court decision in *Gomez v. Singletary*, 733 So. 2d 499 (Fla. 1998).

¹⁶ Lawful capacity is required under *Gomez v. Singletary* (1998). In this case, the Florida Supreme Court determined that the statutes in place at the time of an inmate's offense are the ones relevant for addressing overcrowding concerns. Therefore, FDC must monitor lawful capacity. If the prison population were to exceed certain percentages, incarcerated inmates with offense dates between July 1, 1985, and June 10, 1995 would be entitled to overcrowding credits and may be released early. The relevant percentages and overcrowding credits to which the inmates would be entitled would depend upon the credits in statute at the time of their offense. There were overcrowding credits in statute between 1985 and 1993. While the definition of overcrowding applies to the 10 years between 1985 and 1995, the statutes only provided for an entitlement to overcrowding credits in the years between 1985 and 1993.

Exhibit 8

Florida Department of Corrections' Inmate Capacity Definitions

Capacity at the Institution Level

Design Capacity is the ideal number of inmates a facility can house. It is determined by the following criteria.

- 55 square feet per inmate in open bay dormitories or multi-man rooms
- 40 - 90 square feet per one inmate in a cell
- At institutions with rooms or cells, except to the extent that separate confinement cells have been constructed, a number of rooms or prison cells equal to 3% of total design capacity must be deducted from design capacity and set aside for confinement purposes

Maximum Capacity is the operating capacity for each facility. It is determined by the following criteria.

- 37.5 square feet per inmate in open bay dormitories or multi-man rooms
- 40 - 60 square feet per one inmate in a cell
- 60 - 90 square feet per two inmates in a cell
- At institutions with rooms or cells, except to the extent that separate confinement cells have been constructed, a number of rooms or prison cells equal to 3% of total maximum capacity must be set aside for confinement purposes, thereby reducing maximum capacity by 6% since these rooms would otherwise house two inmates
- A number of beds equal to 5% of total maximum capacity must be deducted for management at institutions

Capacity at the Department Level

Total Capacity is the total operating capacity for the entire department. The total capacity of all facilities combined is currently 99,672 inmates. It is determined by increasing the design capacity by 1/2 through six statutory exceptions.

- Medical and mental health beds must remain at design capacity.
- Community-based contract beds must remain at design capacity.
- The one-inmate-per-cell requirement at Florida State Prison and other maximum security facilities must be maintained.
- Community correctional center beds and drug treatment center beds must be increased by 1/3.
- A housing unit may not exceed its maximum capacity.
- A number of beds equal to 5% of total capacity must be deducted for management beds at institutions.

Lawful Capacity is the overall design capacity increased by 1/3. Lawful capacity applies to a small number of inmates relating to the *Gomez v. Singletary* case.

Note: The intent of management beds is to allow facilities a certain number of beds that are available for out-to-court returns, last minute transfers, confinement releases, or other needs.

Source: OPPAGA analysis of s. 944.023, F.S. and Department of Corrections information.

The maximum capacity (i.e., the operating capacity of each facility) ranges from 76 inmates at Largo Road Prison to 1,671 at Union Correctional Institution. Major institutions and annexes are typically larger than other types of facilities. Work camps have an average operating capacity of 335 inmates, re-entry centers have an average of 416 inmates, annexes have an average of 1,097 inmates, and major institutions have an average of 1,209 inmates. The design capacity, or the ideal number of inmates at each facility, ranges from 52 at Largo Road Prison to 1,428 inmates at the Columbia Annex, and like the maximum capacity, the design capacity is smaller for camps and larger for re-entry centers, major institutions, and annexes. (See Appendix C for a list of design, maximum, and total capacity per facility.)

For a variety of reasons, correctional facilities may not operate at their full maximum capacity. Vacancies can result from the fact that not all inmates can be housed together, dorm or other unit closures, and other reasons, such as housing fewer inmates at an institution due to staffing shortages. For several years, FDC has experienced growing staffing shortages. Additionally, the department has difficulty retaining staff, which is evidenced by the number of separations from June 2018 to June 2019, which generally equaled the number of new hires over this timeframe. The security staff vacancies vary by region and by institution. Region 2 has the highest security staff vacancy rates at 18.8%, followed by Region 1 at 13.75%, Region 4 at 8.5%, and Region 3 at 6.5%. The security staff vacancy rate at facilities ranged from 1.08% at the Okaloosa Work Camp to 35.0% Suwannee Annex.¹⁷ (For a list of security staff vacancies at each institution, see Appendix C.)

Additionally, some facilities are not able to operate at maximum capacity because the maximum capacity formula does not take into account all factors within the facility. Santa Rosa Correctional Institution is an example of a facility that cannot meet its maximum capacity of 1,614 because the number of available beds is 1,579. There are fewer available beds at this facility than the maximum capacity because several dorms only house close management inmates who require a placement of one inmate per cell. While both beds in the cell are counted in the maximum capacity calculation, only one inmate is allowed, which reduces the number of beds available to house inmates such that maximum capacity cannot be reached or exceeded at this facility.

In order to calculate the inmate vacancy rate per facility, we divided the average monthly population counts by the facility's maximum capacity and subtracted from 100%.¹⁸ We found that 91 of 108 state-run facilities were operating below their maximum capacity. Half of facilities (55) were operating with a vacancy rate of 10% or less and 14.8% of facilities (16) had vacancy rates between 10% and 19%. As shown in Exhibit 9, fewer facilities (9) had vacancy rates of 20% or greater. Facilities are typically over maximum capacity due to dorm closures and difficulty maintaining staffing levels.

Exhibit 9

Inmate Vacancy Rate Compared to the Maximum Capacity

17 Facilities Were at or Above Maximum Capacity and 91 Facilities Were Below Maximum Capacity			
	Maximum Capacity Vacancy Range	Number of Facilities	Percent of Facilities
17	At or above maximum capacity	17	15.7%
	Greater than 0% and less than 10%	55	50.9%
91	10% to 19%	16	14.8%
	20% to 29%	9	8.3%
	30% to 39%	6	5.6%
	40% to 49%	2	1.9%
	Greater than 50%	3	2.8%

Note: Inmate vacancy rate was calculated based on the facilities maximum capacity. This calculation does not include the number of unavailable beds resulting from dorms closed due to staff vacancies. As of September 2019, 25 dorms in 6 facilities were closed due to staff vacancies.

Source: OPPAGA analysis of Florida Department of Corrections data.

¹⁷ Gulf Annex and Taylor Work Camp were excluded from the security staff vacancy range because they are currently empty. Gulf Annex is currently empty due to damages from Hurricane Michael and Taylor Work Camp has been empty since October 2018 due to staffing issues.

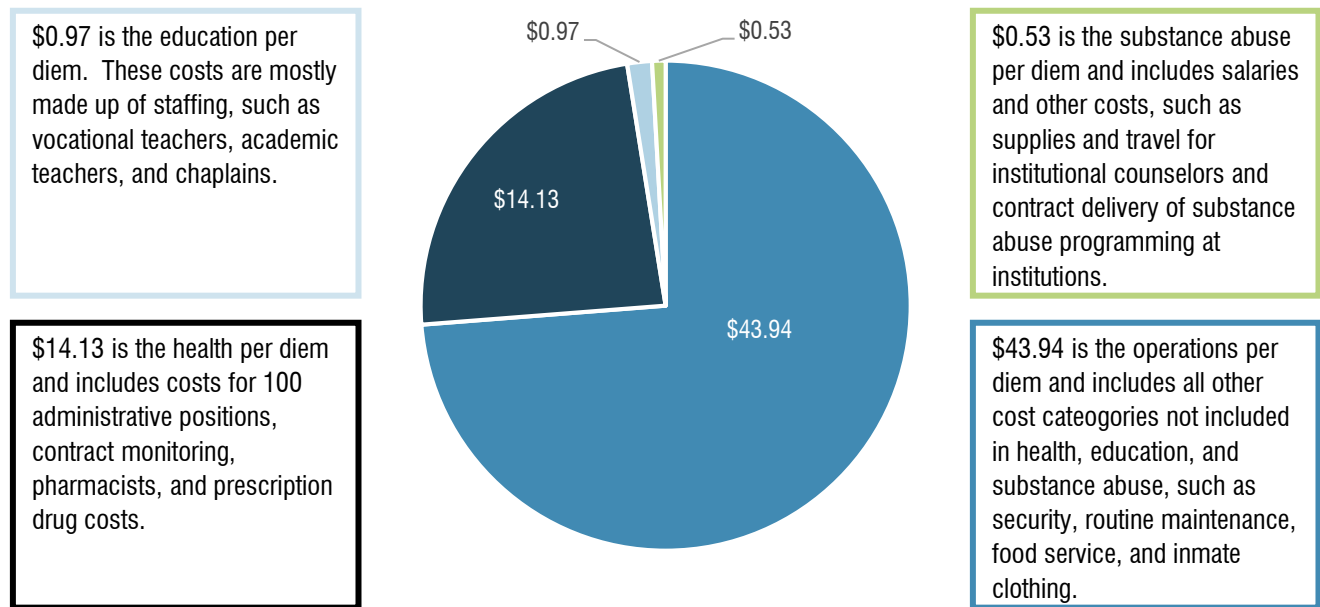
¹⁸ The Florida Department of Corrections provided end-of-month inmate counts for each facility from September 2017 to September 2018. We divided the average number of inmates per facility within this timeframe by the maximum capacity to get the maximum capacity vacancy rate. The timeframe was selected to ensure a recent count but also to calculate the vacancy rate before Hurricane Michael, when Gulf Correctional Institution and Annex and dorms in Apalachee West Unit, Calhoun Correctional Institution, and Jackson Correctional Institution were temporarily closed and inmates were transferred into other facilities. The closures due to Hurricane Michael were outside of the normal operations, thus, including data from after the hurricane would not provide a complete and accurate reflection of department operations.

The department operates some facilities over maximum capacity, with 17 of the 108 state-run facilities either at or above maximum capacity. The department moves inmates to facilities based on their needs, resulting in some facilities operating over maximum capacity. For example, the total maximum capacity calculation for Okaloosa Correctional Institution is 1,004 beds, which is decreased by 60 beds for confinement and 50 beds for management, resulting in a maximum capacity of 894. This leaves the possibility for operating at 110 beds above maximum capacity. The department reports that although the deductions are intended to allow for confinement and management flow, when maximum capacity is exceeded every bed is filled and beds set aside for confinement purposes are occupied.¹⁹

Operation and Maintenance Costs

The cost to operate correctional facilities includes many factors, such as security staffing and infrastructure, facility upkeep, and costs related to programming, such as inmate education. The Florida Department of Corrections uses per diems to provide a high-level indicator of total average spending per inmate per day. The per diem is calculated from institutions' annual expenditures divided by the total number of inmates per day over the fiscal year and does not account for variable costs associated with specific inmates. The per diem of all FDC institutions, excluding private prisons, for Fiscal Year 2017-18, the most recent fiscal year available, was \$59.57.²⁰ As shown in Exhibit 10, per diem costs include costs related to operations, health, education, and substance abuse. For a list of per diems for each institution, see Appendix E.

Exhibit 10
Per Diem Cost Categories for Fiscal Year 2017-18



Source: OPPAGA analysis of Florida Department of Corrections data.

¹⁹ Per s. 944.023, *F.S.*, at institutions with rooms or cells, except to the extent that separate confinement cells have been constructed, a number of rooms or prison cells equal to 3% of total maximum capacity are not available for maximum capacity and must be set aside for confinement purposes, thereby reducing maximum capacity by 6% since these rooms would otherwise house two inmates. Additionally, a number of beds equal to 5% of total maximum capacity must be deducted for management at institutions.

²⁰ The department also determines an administrative per diem of \$4.31, which is not included in the total per diem. The administrative per diem includes regional and central office staff, finance and accounting, human resources, purchasing, and other administrative positions.

Another cost consideration is large repairs and improvements to facilities, which are not included in per diems. These costs are approved by the Legislature and funded through fixed capital outlay, which is the appropriations category used to fund real property including land, buildings, and additions, major repairs, and renovations to real property.²¹ The department identifies facilities that need repairs or renovations by conducting an annual condition assessment on all facilities and rating the facilities from needing an immediate repair to not needing any repair on new facilities. The department reports that they currently have an estimated need of \$340 million in repairs. In Fiscal Year 2016-17, the most recent year these expenditures were allocated, upgrades and repairs of utilities made up the largest cost category. (See Exhibit 11.) Utility upgrades and repairs include changes to electrical infrastructure, water and wastewater facilities, and phone lines. This is a high-cost category because about half of the FDC facilities are too isolated to hook up to local water and sewer utilities, thus the facilities have their own water and sewer systems. Additionally, the department purchases power in bulk for economies of scale and distributes it to the institutions, thus the department maintains distribution infrastructure. Repairs in the utilities category included

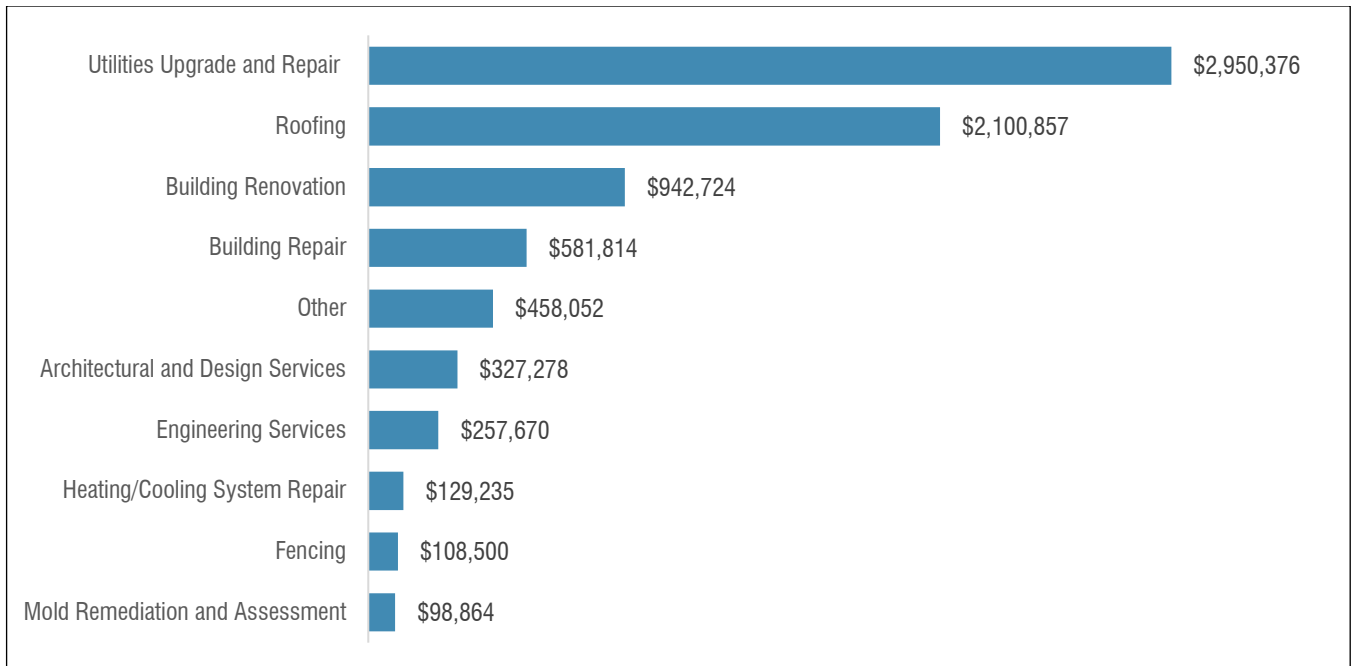
- \$2.6 million for an electrical system upgrade at Union Correctional Institution;
- \$150,000 for a sewer line repair at Columbia;
- \$84,000 for an electrical system upgrade at Dade Correctional Institution;
- \$53,075 for an electrical distribution repair at Florida State Prison; and
- \$11,334 to upgrade fiber optic cabling at Lowell Correctional Institution for phone lines.

The next highest cost categories were roofing related costs. The department typically has a high number of roofing repairs because many of the buildings are single story with a large amount of roof area. Additionally, many of the FDC buildings have shingle roofs and were built in the 1980s and 1990s when the inmate population was increasing; thus, the roofs on these buildings are needing repair. Institutions that had roofing related repairs using funds from the Fiscal Year 2016-17 appropriation included Martin Correctional Institution and Hernando Correctional Institution, which re-roofed dorms. Additional high cost areas included building renovations and repair, which included repair and renovation of a dorm at Jefferson Correctional Institution and a dorm renovation at South Florida Reception Center. (See Appendix F for a list of major repairs and renovations per facility.)

²¹ Section 216.011(1)(p), *F.S.*

Exhibit 11

Allocations for Major Repairs and Renovations in Fiscal Year 2016-17



Note: Other includes repair and renovation of a firing range, asbestos removal, and other projects.

Source: OPPAGA Analysis of Florida Department of Corrections information.

CONSIDERATIONS FOR CONSOLIDATION AND CONSTRUCTION OF CORRECTIONAL FACILITIES

We provide considerations for consolidating facilities into existing facilities and consolidating into newly constructed facilities, both of which have been used by other states to manage their prison populations. This includes information on projected inmate growth, past FDC facility closures and new construction, and new construction costs. Additionally, we identify examples of facilities that could be consolidated into existing facilities and facilities that have room for expansion through new construction.

Consolidating into Existing Facilities

States across the country have closed correctional facilities in recent years. In some of these states, a declining prison population was a primary driver. For example, New York's prison population has declined by 36%, from a high of 72,649 inmates in 1999 to 46,375 as of July 2019. As a result, since 2011, the state has eliminated more than 5,500 prison beds and closed 13 correctional facilities, resulting in an overall annual savings of approximately \$162 million. Michigan's prison population declined from a peak of 51,554 in March 2007 to below 40,000 in 2017. As a result, from 2005 through 2018, Michigan closed and consolidated 26 correctional facilities and camps, which resulted in nearly \$400 million in budget reductions. Additionally, in Missouri, a recent statewide decrease in the prison population from 32,008 in April 2018 to 27,770 in July 2019 resulted in the consolidation of two of the state's correctional facilities. Consolidating the facilities helped alleviate staffing shortages and resulted in a savings of \$21 million per year, which will be used for staff pay increases.

In the past several years, the Florida Department of Corrections has also closed and consolidated several facilities. In January 2011, the department began planning for consolidation of institutions and work camps in an attempt to meet budget deficits resulting from the recession. The department formulated a plan to close older facilities with high maintenance costs and consolidate the inmate population from these facilities into other existing facilities. During this time, the department also had a declining inmate population, which resulted in a total decrease of 2,261 inmates by December 2012. Overall, the consolidation closed 24 facilities, including 10 institutions, 11 work camps, a forestry camp, a road prison, and a basic training unit, transferring approximately 11,730 inmates to other facilities. Staff was reassigned to other facilities, retired, or resigned. The consolidation was completed in three phases.

- Phase 1: Between April 2011 and November 2011, the department closed five facilities, including three institutions, a road prison, and a basic training unit, moving approximately 2,300 inmates to other facilities.
- Phase 2: Between January 2012 and June 2012, the department closed 14 facilities, including 7 institutions, 6 work camps, and a forestry camp, moving approximately 8,300 inmates to other facilities.
- Phase 3: Between August 2013 and October 2013, the department closed five older and smaller work camps, moving approximately 1,130 inmates to newly constructed 432-bed prototype work camps, which were more efficient to operate due to larger capacities.

More recently, in an effort to address staffing issues and high physical plant repair costs, the department closed and consolidated two work camps, two road prisons, and one community release center, resulting in the transfer of over 630 inmates to other facilities. (See Exhibit 12.)

Exhibit 12

Department of Corrections Facility Closures Since 2016

Facility Name	Closure Date	Number of Inmates	Number of Staff
Berrydale Forestry Camp	January 2017	115	39
Big Pine Key Road Prison	April 2017	54	25
Arcadia Road Prison	June 2017	96	31
Pinellas Community Release Center	July 2018	45	8
Mayo Work Camp	July 2018	328	67
Total		638	170

Source: Department of Corrections information.

The department considered several factors in making these closure decisions. For example, the department recommended closing Berrydale Forestry Camp and Big Pine Key Road Prison in part due to costs associated with physical plant repairs. Berrydale had over \$350,000 in needed physical plant repairs, while Big Pine Key required \$1.8 million in physical plant upgrades. Berrydale's staff was reassigned to the parent or surrounding facilities, while Big Pine Key's staff was offered employment at nearby facilities. Staffing was another consideration. For example, the department recommended closing Mayo Work Camp and using the staff to provide the resources to implement a High Risk Prison Concept at Mayo Annex.²² Additionally, the department closed the Pinellas Community Release Center due to its small size. It housed 45 female inmates and was operated by eight department staff at a cost of approximately \$546,000 per year. The inmates affected were placed into other community release

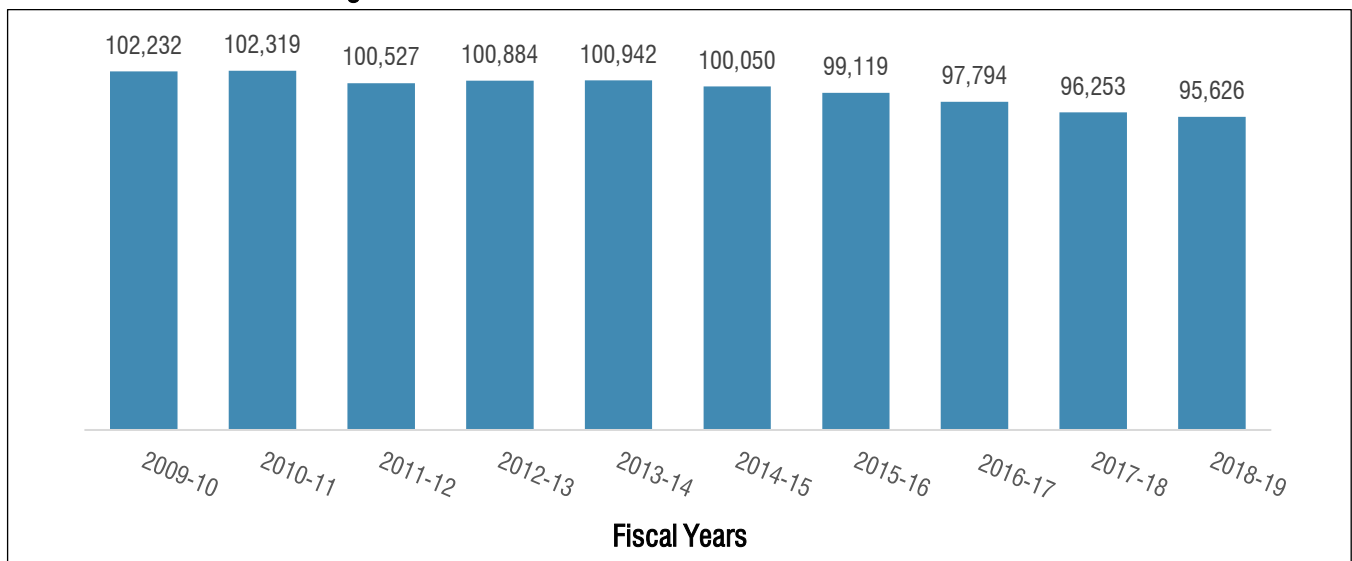
²² As of August 2019, the department has not implemented the High Risk Prison Concept at Mayo Annex. This concept would apply to the programming and management of high-risk inmates and require a higher level of supervision, controlled movement, and more staff for searches and escorts.

beds and the eight department staff members were offered employment at nearby facilities. Finally, the department closed Arcadia Road Prison, which was a satellite facility located 20 to 25 miles from its parent institution, Desoto Correctional Institution, in order to eliminate logistical issues created by the distance. Logistical issues included the transport of inmates back and forth from the road prison to Desoto Correctional Institution to provide them with services that all inmates are entitled to, including medical and law library access, and difficulties providing food to inmates far away from the major institution. The majority of the staff from the road prison was absorbed into vacant positions at the parent facility, while some staff may have transferred to other facilities.

The department reports that a driving factor in closing or consolidating facilities would be a substantial budget deficit due to projected decreases in the inmate population. Over the past 10 years, the inmate population reached a high of 102,319 in Fiscal Year 2010-11 and decreased by 6.5% (roughly 6,600 inmates) to 95,626 as of June 2019.

Exhibit 13

Number of Inmates in the Florida Department of Corrections at the End of Each Fiscal Year, Fiscal Years 2009-10 Through 2018-19



Note: The inmate counts above are the number of inmates on June 30 of each fiscal year.

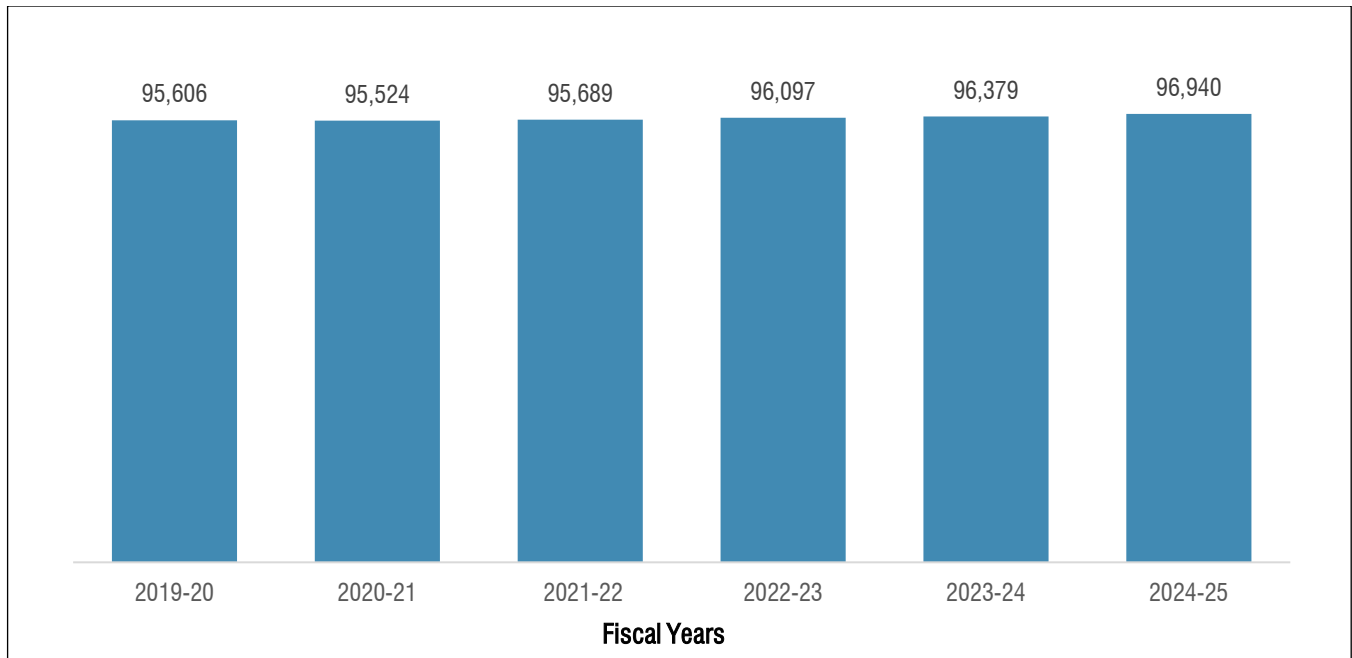
Source: Florida Department of Corrections 2017-18 Annual Report and department data.

Florida estimates its prison population through the Criminal Justice Estimating Conference.²³ Based on the most recent conference in July 2019, the prison population is projected to remain flat for the remainder of Fiscal Year 2019-20, with an end of the year population of 95,606. The projected population then slightly decreases by 0.1 % in Fiscal Year 2020-21, followed by incremental increases until the projected prison population reaches 96,940 in Fiscal Year 2024-25 for a total increase. (See Exhibit 14.)

²³ According to s. 216.136(5), *F.S.*, the Criminal Justice Estimating Conference develops official information relating to the criminal justice system, including forecasts of prison admissions and population and of supervised felony offender admissions and population, as the conference determines what is needed for the state planning and budgeting system. Additionally, the conference develops official information relating to the number of eligible discharges and the projected number of civil commitments for determining space needs pursuant to the civil proceedings provided under Ch. 394, Part V, *F.S.*, and develops official information relating to the number of sexual offenders and sexual predators who are required by law to be placed on community control, probation, or conditional release who are subject to electronic monitoring.

Exhibit 14

Projected Prison Population, Fiscal Years 2019-20 Through 2024-25



Source: Criminal Justice Estimating Conference July 2019.

While consolidating correctional facilities can help address issues like high staff vacancy rates and physical plant repair costs, decisions regarding consolidation should take into account multiple factors. This can include assessing available capacity and inmate vacancy rates to not over-reduce capacity to maintain the ability to house inmates during emergencies or due to damage to facilities. For example, during Hurricane Michael in 2018, FDC evacuated several facilities, community work release centers, and work camps in the Panhandle. Inmates were relocated to larger main units, with approximately 850 evacuated from low-lying areas. Due to nearly \$17 million in damage sustained from Hurricane Michael, the department had to close Gulf Annex and portions of other facilities. Closing the annex removed 1,228 beds from the state correctional system and required the movement of all inmates from the facility to several facilities throughout the state. Additionally, the department closed portions of Gulf Correctional Institution, Apalachee Correctional Institution—West, and Jackson Correctional Institution due to damage sustained during Hurricane Michael, resulting in the removal of 947 beds from the state correctional system. In addition, the department must consider over-capacity when making consolidation decisions. Section 947.146, *Florida Statutes*, requires the state prison system to be maintained between 99% and 100% of its total capacity. Exceeding 99% triggers the control release process, which results in the release of inmates prior to the expiration of their sentences in order to maintain the prison population within lawful capacity. Therefore, the department should have some excess or marginal capacity to be able to account for population fluctuations to avoid exceeding the threshold.

Other factors to consider when making consolidation or closure decisions include the unique characteristics of the facility being considered for closure. Total cost savings resulting from consolidating into existing correctional facilities depend on the specific facility closed and the location where the inmates will be transferred. However, the bulk of the savings will result from the elimination

of recurring expenses, such as utilities, water, vehicles, and maintenance of the closed facility.²⁴ Additionally, while each facility reports per diem inmate costs, these costs may not provide an accurate estimate of potential cost savings. In some cases, a facility may have a unique program that would need to be transferred to another location, thus the transferred inmates' per diem costs would be incurred in total at another location. For example, offenders under 18 years old are required by federal law to be separated from adult offenders physically and by sight and sound in common spaces. Thus, transferring minor inmates to another facility would not necessarily alleviate their higher costs of incarceration related to staffing levels and facility design requirements. Some unique characteristics of work camps should also be considered. For example, many work camps provide work squads to surrounding communities through local services contracts. The community benefits from these contracts by having work completed, such as road cleaning and painting, at reduced rates. Additionally, these contracts can fund certain correctional staff salaries and pay for work squad vehicles and radios. Finally, any facility consolidation decisions should consider the impact on the surrounding community which may be benefitting from the correctional facility as an employer.

To provide some examples of consolidation options, we analyzed vacancy rates of certain facilities. Because many FDC facilities have special missions that limit the type of inmate that can be housed, we focused our assessment on facilities that can house a typical inmate without higher-level medical or psychological needs.²⁵ Specifically, we assessed inmate vacancy rates at facilities that

- house general population male inmates without a specialized facility mission;
- did not have Americans with Disabilities Act (ADA) beds;
- had a medical grade of three or less;
- had a psychological grade of two or less; and
- had security staff vacancies of 5% or higher.

We identified 26 facilities that fit these criteria. (See Exhibit 15.)

²⁴ When the FDC closes a facility, the department is responsible for the upkeep and maintenance of the closed facility under its lease with the Board of Trustees of the Internal Improvement Trust Fund until the property is no longer leased by the department. Of facilities closed since 2000, FDC has retained some and others have been sold to private businesses, sold or reverted to local governments, or had the lease reverted to other state agencies.

²⁵ A medical grade of four may require infirmary housing and requires placement at a facility with 24-hour medical services. Medical grade five requires infirmary, palliative care, or hospital care. Facilities with a psychological grade of three must have a psychiatrist. Grades four through six require secure cell housing with appropriate mental health staff.

Exhibit 15

Inmate and Staff Vacancy Rates for Select Facilities

Maximum Capacity Inmate Vacancy Range	Number of Facilities	Facilities	Security Staff Vacancy
Greater than 0% and less than 10%	24	Hamilton Correctional Institution Hamilton Work Camp Reception and Medical Center (RMC) Work Camp Columbia Work Camp Walton Work Camp Cross City Work Camp Madison Work Camp Martin Work Camp Liberty Correctional Institution South Unit Quincy Annex Okeechobee Work Camp DeSoto Work Camp Graceville Work Camp Loxahatchee Road Prison Lancaster Work Camp Gainesville Work Camp Tomoka Work Camp Jackson Work Camp Calhoun Work Camp Hardee Work Camp Century Work Camp Holmes Work Camp Largo Road Prison Taylor Work Camp	21.75% 21.75% 16.42% 16.40% 12.92% 12.70% 12.58% 11.25% 10.83% 10.33% 9.50% 8.92% 8.58% 8.00% 7.75% 7.58% 6.50% 5.92% 5.80% 5.42% 5.40% 5.17% 5.00% NA
10% to 19%	1	Cross City Correctional Institution East Unit	18.67%
30% to 39%	1	Franklin Work Camp	27.67%

Source: OPPAGA analysis of FDC information.

Several of the identified facilities are work camps. Work camps house minimum to medium custody inmates who are typically transferred to a work camp after completing part of their sentence at a major institution or annex and showing satisfactory adjustment. Graceville Work Camp is a standalone facility. It opened in 1989 and has an average security staff vacancy of 8.58%.²⁶ Additionally, there was one facility, Franklin Work Camp, with greater than 30% maximum capacity vacancy rates and a high security staff vacancy of 27.67%. Finally, Taylor Work Camp has been empty since October 2018 due to staffing issues. Given the inmate vacancy rates in other work camps, there may be room to consolidate a work camp and move inmates into existing work camps. For example, as of June 2019, Franklin Work Camp had 249 inmates who could be transferred to open beds in other work camps. A potential drawback of moving inmates from closed work camps into other facilities, such as major institutions or annexes with higher security inmates, is an increased chance of victimization or manipulation and an increased risk of inmates returning from work squad assignments and introducing contraband into facilities.

²⁶ As of June 2019, Graceville Work Camp had 259 inmates.

There may also be smaller annexes that could be consolidated.²⁷ For example, Quincy Annex, which was built in 1973 and has a maximum and total capacity of 408 inmates, averaged 387 inmates during September 2017 through October 2018.²⁸ Consolidating this facility with other existing facilities would reduce the overall department total capacity from 99,672 to 99,264. FDC currently houses 95,626 inmates, which would leave approximately 3,600 available beds.²⁹ Another facility that has similar characteristics to Quincy Annex is Hamilton Correctional Institution; however, this facility has a higher capacity (981 total and 1,038 maximum) and more inmates than Quincy Annex, so closing it would have a greater impact on the department's total capacity.

Consolidating into New Facilities

Another option for consolidation is to close existing facilities and transfer inmates into a newly constructed facility. While there are costs associated with new construction, it can result in improved operating efficiency, safety, and security. Newly built facilities can be more cost-effective to operate, as new building construction materials and equipment can result in higher-efficiency mechanical and electrical equipment and the ability to incorporate climate control (i.e., air conditioning), which according to FDC staff, may help reduce violence, reduce heat-related illness, and improve staff working conditions.³⁰ The ability to build a new floor plan design incorporating improved security electronics can result in improved operational workflow and the need for fewer staff than existing prisons. In addition, building new facilities provides the opportunity to select locations that may garner additional benefits. For example, siting facilities near larger population centers may increase the department's ability to attract security and professional staff. While security comprises the largest segment of prison employment, professional staff is also an important part of correctional services. Providing education, food service, and health and mental health services requires qualified teachers, nutritionists, doctors, nurses, pharmacists, and mental health practitioners.³¹

The Alabama Department of Corrections is considering consolidation in new facilities. In April 2019, the U.S. Department of Justice determined that it had reasonable cause to believe that Alabama routinely violated the constitutional rights of prisoners housed in the state's prisons by failing to protect them from prisoner-on-prisoner violence and prisoner-on-prisoner sexual abuse and by failing to provide safe conditions. It determined that the violations were exacerbated by serious deficiencies in staffing and supervision and overcrowding and directed state officials to address these issues. As a result, Alabama began plans to consolidate 14 high- and medium-custody level prisons into four large-scale, regional correctional facilities located in each part of the state. The Alabama Department of Corrections, which currently operates 28 correctional facilities, reports that its infrastructure, with an average age approaching 40 years, has outlived its useful life and significant long-term capital investment estimated at \$90 million in deferred maintenance is required to modernize the system. Additionally, Alabama has one of the most overcrowded prison systems in the nation. As of April 2019, the Alabama Department of Corrections housed approximately 16,327 inmates in its major correctional facilities, which were designed to hold 9,882 inmates. One facility, Kilby, a close security prison, had a design capacity of 440 beds and held 1,407 prisoners at the end of November 2018—an occupancy rate of 319.8%. The state

²⁷ It is important to note that the inmate vacancy rates were calculated prior to Hurricane Michael to capture a more accurate picture of normal FDC operations. Currently, Gulf Annex is closed because of damages from Hurricane Michael. The annex has a maximum capacity of 1,398 inmates, thus it may be necessary to wait for it to be re-opened before assessing the feasibility of consolidating any larger facilities.

²⁸ As of June 2019, Quincy Annex had 299 inmates and Hamilton Correctional Institution had 1,026 inmates.

²⁹ The 3,600 available beds does not include beds in dorms that have been closed due to staff vacancies. As of September 2019, 25 dorms in 6 facilities were closed due to staff vacancies.

³⁰ Conditions such as diabetes and obesity can limit people's ability to regulate their body temperature, as can high blood pressure and most psychotropic medications.

³¹ Correctional officers in some counties in South Florida receive higher salaries due to pay differentials for cost of living.

also has difficulty maintaining staffing levels. The Alabama Department of Corrections proposed consolidation plan addresses overcrowding and understaffing problems simultaneously through increased capacity and efficient design, with a goal of reducing overcrowding from 180% to 125% over five years.

While consolidating existing facilities into new facilities has benefits, there are costs associated with construction. Between 2010 and 2013, FDC built three major facilities, five work camps, three re-entry centers, and expanded five other facilities. These new facilities had a total maximum capacity of 8,762 and costs of over \$344 million. As shown in Exhibit 16, the cost of building major institutions and annexes was higher than the work camps, re-entry centers, and expansion of existing facilities. The primary factors that affect the construction cost include new facility size, custody level, amount of site work and infrastructure required, level of environmental mitigation, and any required local impact fees.³² Another factor that affects the cost of building work camps and re-entry centers is the proximity to existing infrastructure or FDC facilities. If a work camp or re-entry center is built close to an existing facility, typically the overall construction cost will be lower. New construction financing is determined by the Legislature and either the department is directly appropriated funds or the new construction is bond financed and managed by the State Board of Administration.

Exhibit 16

Construction Costs for Department of Corrections Facilities Constructed Since 2010

Facility Name	Maximum Capacity	Highest Custody Level	Completed	General Revenue-Expended Prior to Bond Issuance	Bond Financed Expenditures	Total
Major Institutions and Annexes						
Mayo Annex	1,345	Close	February 2010	\$33.9 million	\$41.8 million	\$75.7 million
Florida Women's Reception Center	1,307	Close	September 2011	231,188	74.4 million	74.6 million
Suwannee Annex	1,346	Close	September 2010	48.9 million	16.6 million	65.5 million
Work Camps						
Okeechobee	444	Medium	June 2010	277,660	12.1 million	12.3 million
Cross City	432	Medium	December 2012	418,509	9.1 million	9.5 million
New River	432	Medium	January 2013		8.3 million	8.3 million
Liberty	432	Medium	August 2012	365,508	7.8 million	8.2 million
Santa Rosa	432	Medium	March 2012	833,070	6.6 million	7.5 million
Franklin	432	Medium	December 2012	222,586	7.2 million	7.4 million
Re-Entry Centers						
Gadsden	432	Medium	November 2012		17.1 million	17.1 million
Baker	432	Medium	January 2013		14.5 million	14.5 million
Everglades	432	Medium	March 2013		12.7 million	12.7 million
New Building at Existing Location						
Lancaster Correctional Institution Secure Housing Unit	240	Close	November 2010	301,885	15.4 million	15.7 million
Kissimmee Work Release Center	156	Community	April 2011		3.8 million	3.8 million
Hollywood Work Release Center	156	Community	March 2011		3.7 million	3.7 million

³² Local impact fees for the construction of Everglades Re-Entry Center and the expansion of Kissimmee Work Release Center included water and sewer costs.

Facility Name	Maximum Capacity	Highest Custody Level	Completed	General Revenue-Expended Prior to Bond Issuance	Bond Financed Expenditures	Total
Santa Fe Work Release Center	156	Community	May 2011	236,951	3.4 million	3.6 million
Lake City Work Release Center	156	Community	May 2011		3.4 million	3.4 million
Total	8,762			\$85.7 million	\$258.6 million	\$344.3 million

Source: Florida Department of Corrections.

While the department has not built a new facility since 2013, the Criminal Justice Estimating Conference estimates capital costs per bed for years that are more recent.³³ The capital costs per bed are based on the \$94 million cost to construct the 2,003 lawful capacity bed Suwannee Correctional Institution in Fiscal Year 2006-07, adjusted for increases in construction costs in later years. In February 2019, the Criminal Justice Estimating Conference adopted an increase from \$68,710 per bed in Fiscal Year 2019-20 to \$83,553 per bed in Fiscal Year 2027-28. (See Exhibit 17.) Using these estimates, it would cost at least \$68.7 million to construct a facility with 1,000 beds in Fiscal Year 2019-20.

Exhibit 17

Estimated Capital Costs per Bed, Fiscal Years 2019-20 Through 2027-28

Fiscal Year	Growth Rate of Price Index State and Local Construction Spending	Capital Costs per Bed
2019-20	3.2%	\$68,710
2020-21	2.3%	\$70,291
2021-22	2.6%	\$72,118
2022-23	2.6%	\$73,993
2023-24	2.7%	\$75,991
2024-25	2.6%	\$77,967
2025-26	2.5%	\$79,916
2026-27	2.3%	\$81,754
2027-28	2.2%	\$83,553

Source: Florida Criminal Justice Estimating Conference, February 2019.

The cost of new construction compared to the cost of consolidation into existing facilities depends on a variety of factors. The maintenance and improvements needed to some existing facilities can be very costly. For example, in the department's Fiscal Year 2017-18 Legislative Budget Request, estimated repairs for Everglades Correctional Institution equaled \$11.1 million. Yet, even with this investment, the facility may be outdated and less efficient than new construction. However, the total cost of new construction has many variables to be considered and would depend on a variety of other factors, including if the new construction would occur on newly acquired land or land already maintained by FDC and if the new construction would have a specialized mission, such as more beds for elderly inmates

³³ FDC is currently in the design phase for a new inpatient mental health unit building which will be located Lake Correctional Institution in Clermont.

or inmates who require intensive medical care. To provide some examples of new construction location options, we assessed current correctional facility locations. We focused on existing facilities in an attempt to mitigate costs related to new site acquisition and related infrastructure development. We also assessed the proximity of facilities to population centers, aiming to provide access to a larger pool of potential employees. Florida's population is projected to grow, especially in the central and southern regions. Overall, between 1990 and 2018, Florida's population grew from 12.9 million to 20.9 million residents. The majority of this growth occurred in the central and southern parts of the state. This historical trend is expected to continue. Over the next 27 years, Florida is expected to grow by 31.4%, adding another 6.6 million residents and bringing the projected population to 27.4 million. (See Exhibit 18.) The majority of these new residents will live in the central and southern regions of the state. Florida currently has five counties with populations over 1 million, all located in the central and southern regions. By 2045, this number will grow to eight counties with over 1 million people; only one of them, Duval, is located in North Florida.³⁴ Comparatively, many counties in North Florida are projected to retain populations of less than 50,000 residents.

DEFINITIONS OF MEASURES OF POPULATION

Metro (metropolitan) counties are broad labor-market areas that include

- central counties with one or more urbanized area which are densely settled urban entities with 50,000 or more people; or
- outlying counties that are economically tied to the core counties as measured by labor-force commuting.

Non-Metro counties are outside the boundaries of metro areas and include:

- micropolitan (micro) areas, which are non-metro labor-market areas centered on urban clusters of 10,000-49,000 persons; or
- noncore counties that are not part of metro or micro areas. Noncore counties have urban clusters of less than 10,000 people.

Census Incorporated Places are places that have incorporated under state law as a city or town.

Census Designated Places are places with settled concentrations of population, identifiable by a name but are not legally incorporated.

Census Urban Areas are urbanized areas of 50,000 or more people.

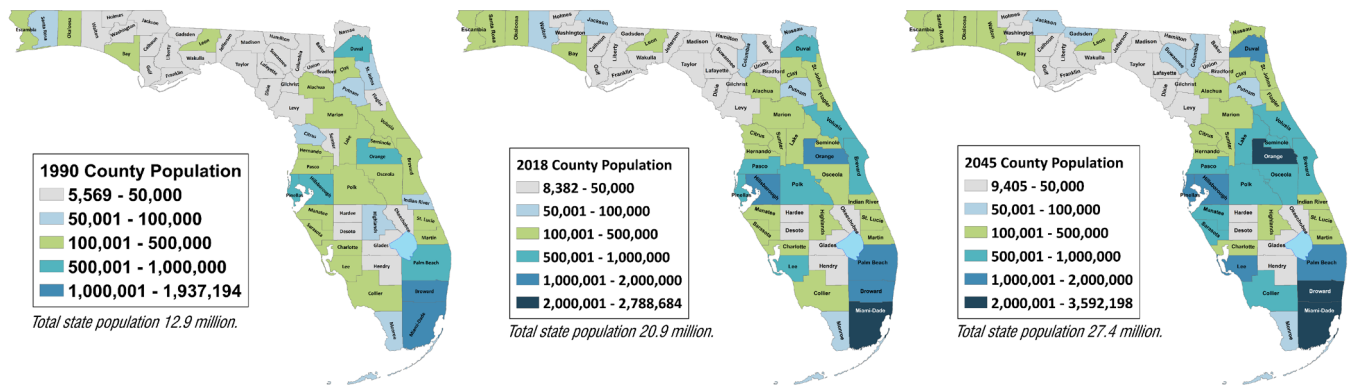
Census Urban Cluster Areas are urbanized areas of at least 2,500 and less than 50,000 people.

Source: U.S. Office of Management and Budget and U.S. Census Bureau.

³⁴ These eight counties are Broward, Duval, Hillsborough, Lee, Miami-Dade, Orange, Palm Beach, and Pinellas.

Exhibit 18

Florida Population Growth

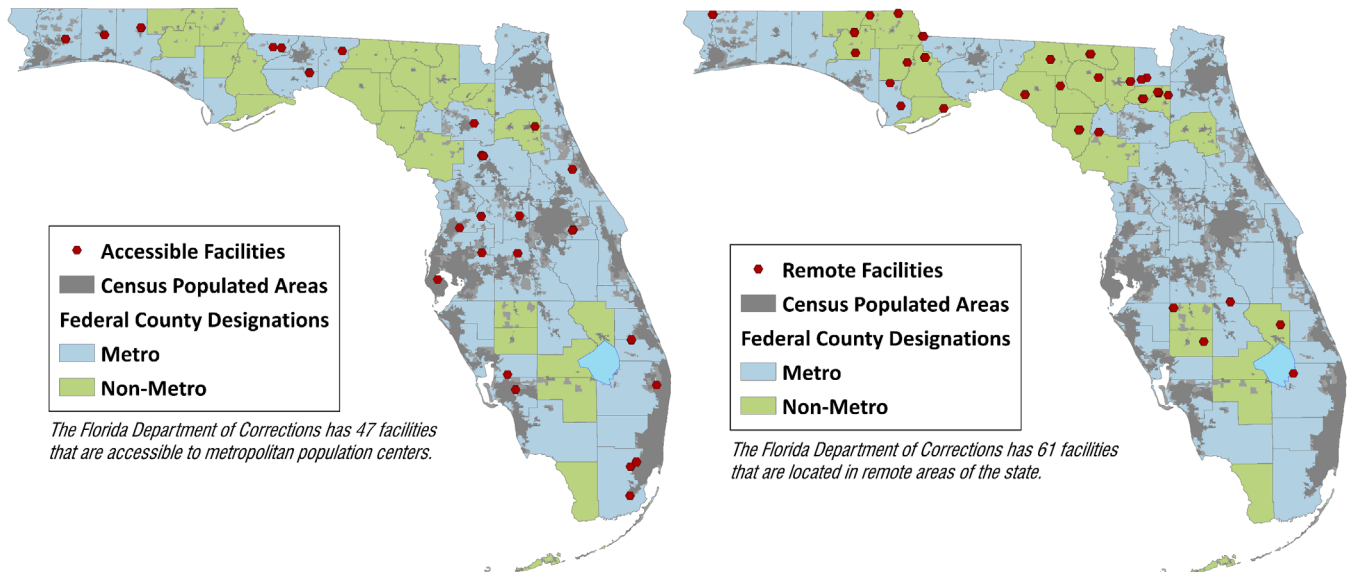


Source: OPPAGA analysis of Office of Economic and Demographic Research data.

We categorized facilities as being accessible or remote based on their location relative to population centers. Those facilities that are located in metro counties and are within five miles of a Census populated area were categorized as accessible and those in non-metro counties were categorized as remote.³⁵ Our analysis found that 61 (56.5%) of FDC's facilities are located in a remote area. The remaining 47 prison facilities were designated accessible, as they are closer to population centers. (See Exhibit 19.)

Exhibit 19

More Than Half of Florida's Correctional Facilities Are in Remote Locations



Note: Census populated areas includes Census Designated and Incorporated Places as well as Urban Areas and Clusters.
Source: OPPAGA analysis of FDC locational data.

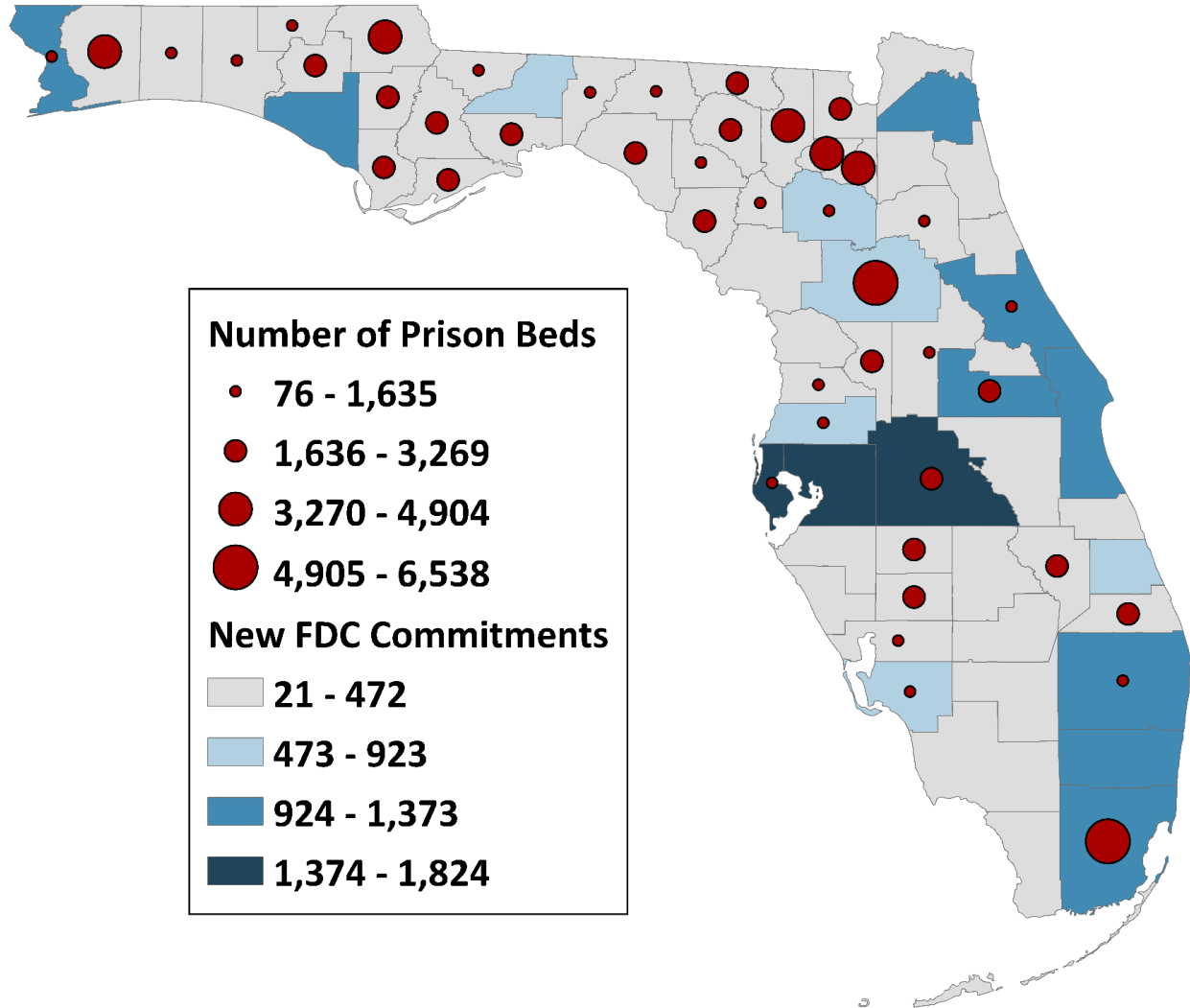
Accessibility, or proximity of facilities to population centers, is an important factor for consideration, as it affects the size of the pool of potential employees. Facility accessibility can have an impact on correctional officer vacancy rates, which is a system-wide issue for FDC. In our analysis, those facilities

³⁵ Seven exceptions were made for facilities in remote areas of metro counties; they were classified as remote. One exception was made for a facility in an accessible area of a nonmetro county; it was classified as accessible.

categorized as accessible have a security staff vacancy rate of 6.62%, compared to 14.46% for those facilities we categorized as remote.³⁶ There could also be other potential benefits to facility accessibility, including proximity to major transportation networks and volunteer populations for faith-based and other volunteer-led programming as well as allowing reasonable travel distance for inmate-family visitations. These are considerations other states have cited in utilizing proximity as a correctional facility site selection criteria.

We focused our analysis on accessible facilities in central and southern Florida, only including those facilities that are located in counties equilateral to Orange County or farther south. This is the area of the state with the highest population as well as the highest number of new commitments to prison.³⁷ (See Exhibit 20.)

Exhibit 20
New Prison Commitments and Number of Prison Beds by County



Source: OPPAGA analysis of Florida Department of Corrections data.

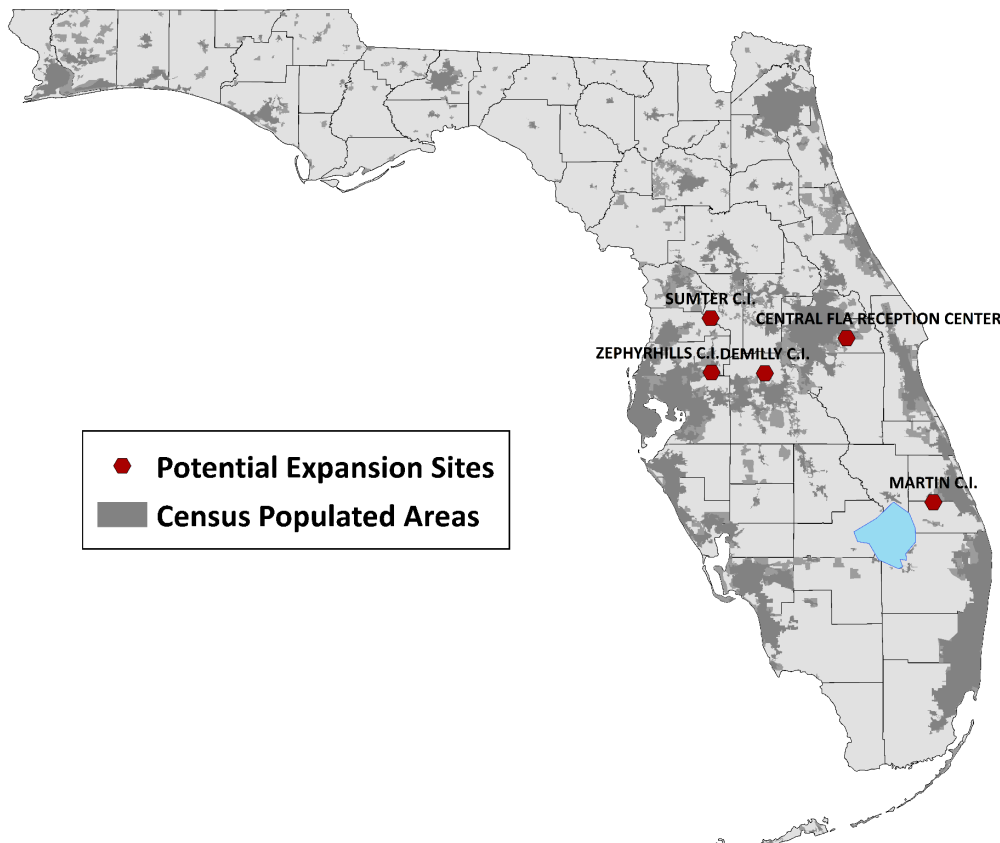
³⁶ The accessible and remote groupings have a similar distribution of facility types in each group. Additionally, Gulf Annex and Taylor Work Camp were excluded from the security staff comparison because they are currently empty.

³⁷ We also excluded two road prisons and a work camp due to small parcel size that could not accommodate expansion.

Our analysis found several potential expansion sites on 12 prison compounds with 21 facilities that could potentially be expanded to house a greater number of inmates. Expansion could include adding dormitories or replacing smaller dormitories. According to department staff, some of these facilities have smaller, old-style dorms that, if replaced, could result in a larger number of inmates being supervised by the same or a smaller number of correctional officers. Expansion could also include building an entirely new facility on an existing prison compound, either via collocation (operating as an administrative part of an existing facility) or adjacency (operating independently from the existing facility). (See Appendix A for more information on collocation and adjacency.)

However, expansion is likely to be infeasible at several identified compounds due to insufficient available land. For example, many of the compounds had acreage, but it is not developable due to wetlands. Specifically, 5 of the 12 compounds we identified had potential for expansion—Central Florida Reception Center and Martin, DeMilly, Sumter, and Zephyrhills Correctional Institutions.³⁸ (See Exhibit 21.) The department characterized these compounds as having available land ranging from small to significant amounts of land suitable for expansion. As part of our analysis we compared the security staff vacancy rate for the 11 facilities on these five compounds to all other prison facilities. The potential expansion sites had a vacancy rate of 6.96%, compared to 11.45% for all other prisons.^{39,40} (See Appendix G for more information about these potential expansion sites.)

Exhibit 21 Potential Sites for Prison Facility Expansion



Note: Census populated areas includes Census Designated and Incorporated Places as well as Urban Areas and Clusters.
Source: OPPAGA analysis.

³⁸ Three of the compounds have more than one facility collocated on the compound. One, DeMilly Correctional Institution, is currently closed.

³⁹ Gulf Annex and Taylor Work Camp were excluded from the security staff comparison because they are currently empty.

⁴⁰ Because DeMilly Correctional Institution is currently closed, the vacancy rate for Polk Correctional Institution, an active facility adjacent to DeMilly, was used.

APPENDIX A

Closely Located Correctional Facilities

While Florida has prisons located all over the state, many facilities are located close to each other. This proximity occurs in three ways— collocation, adjacency, and clustering. These proximity patterns can be co-occurring. The Florida Department of Corrections has a practice of collocating two or more facilities on a single parcel or adjacent parcels of land forming a single compound overseen by a single warden.⁴¹ These compounds can include facilities with different missions and inmate populations. For example, Santa Rosa Correctional Institution, Annex, and Work Camp are three facility units that are collocated on a single compound. Built between 1996 and 2012, these three units all house male inmates. However, their missions are different, as the main unit houses close management inmates, the annex is an inpatient mental health unit, and the work camp houses general population inmates.

Exhibit A-1

Santa Rosa Correctional Institutional Compound



Note: From top to bottom: Santa Rosa Work Camp, Santa Rosa Annex, Santa Rosa Correctional Institution.
Source: OPPAGA analysis of Florida Department of Corrections geographic data.

⁴¹ Collocated facilities function administratively as a single unit.

There are also instances of Florida prisons being adjacent, but not collocated. Specifically, the facilities are next door to each other but function as two separate compounds. In Miami-Dade, for example, Dade and Homestead Correctional Institutions are adjacent to each other. While they share some administrative functions, they operate independently and serve different populations; Dade houses males and Homestead houses female inmates.

Exhibit A-2

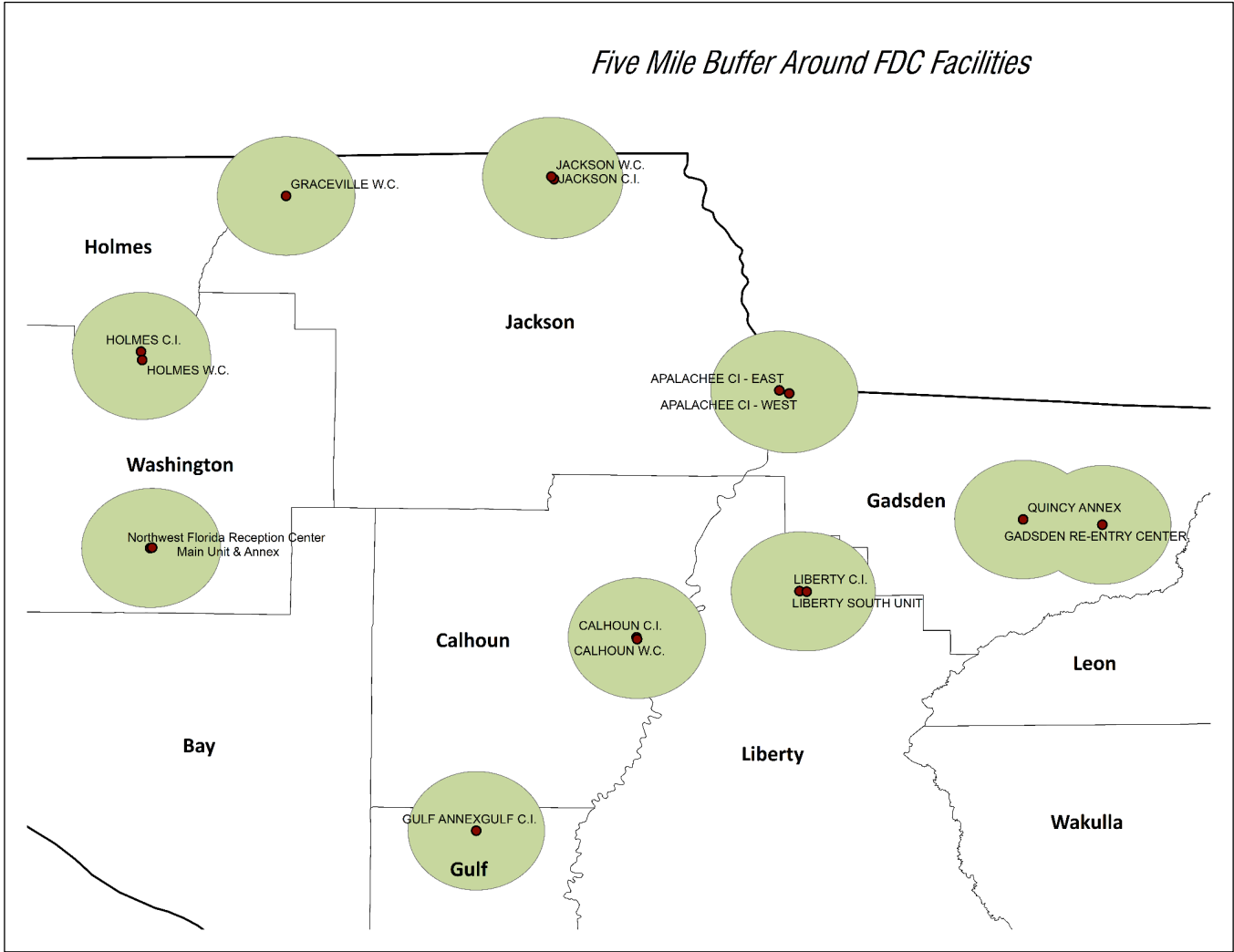
Dade and Homestead Correctional Institutions



Source: OPPAGA analysis of Florida Department of Corrections geographic data.

Florida also has multiple prison clusters that vary in geographic area and number of facilities. This clustering is especially evident in the northern part of the central Panhandle, where 17 prison facilities are located in a seven county area; none of the facilities is more than 20 miles from the next nearest facility.⁴²

Exhibit A-3
Closely Located Correctional Facilities in the Central Panhandle of Florida



Source: OPPAGA analysis of Florida Department of Corrections geographic data.

⁴² All miles measured in straight-line distance.

Some locations have facilities that are collocated as well as being located in a cluster of other facilities. For example, in Marion County, Lowell Annex, Correctional Institution, and Work Camp are collocated. This three-unit compound is clustered with Florida Women's Reception Center, Marion Correctional Institution, and Marion Work Camp. All six facilities are located within 1.5 miles of each other.

Exhibit A-4 Correctional Facilities Collocated and in Clusters

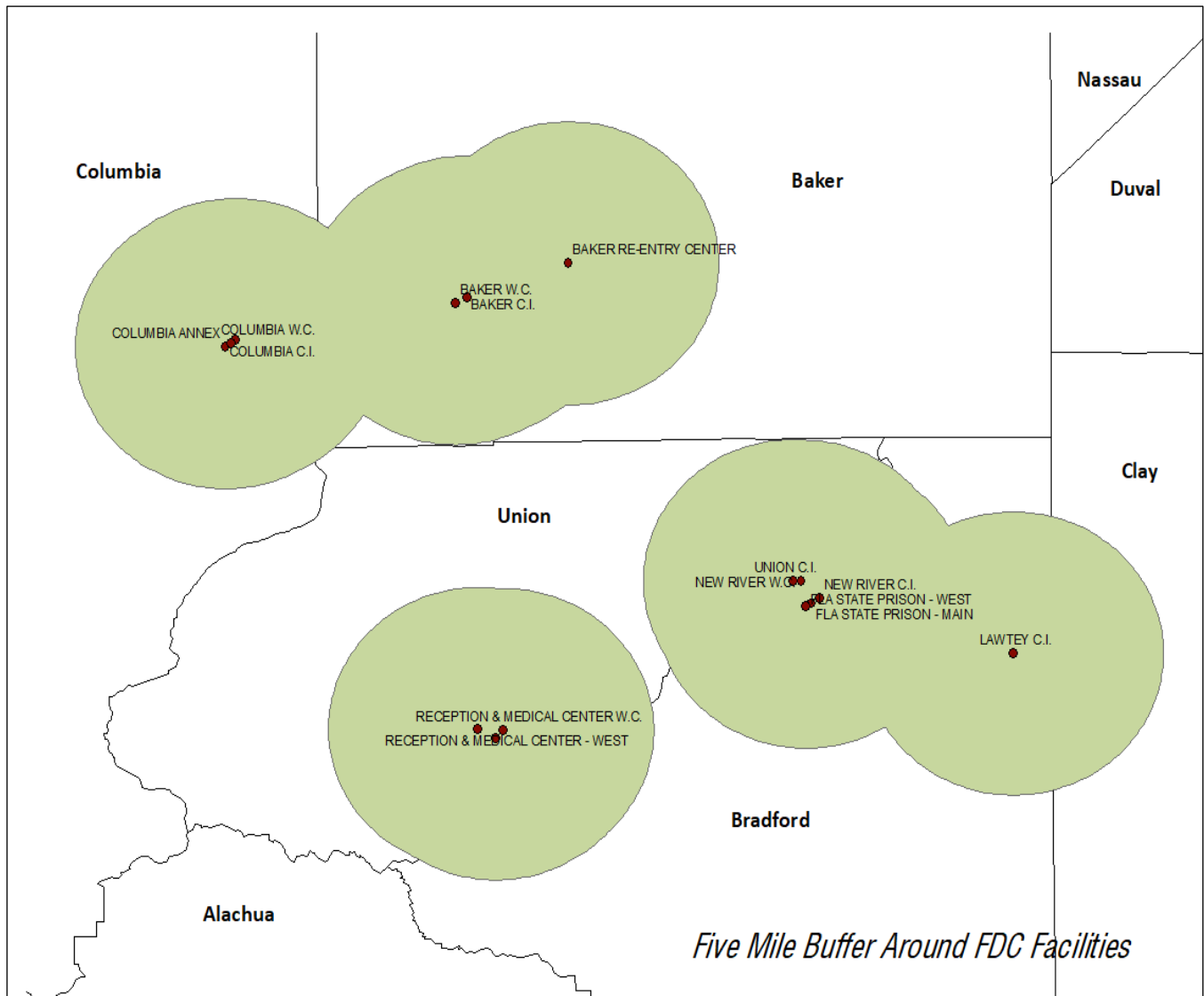


Note: From left to right: Lowell Annex, Lowell Correctional Institution, Florida Women's Reception Center, Marion Work Camp, Marion Correctional Institution.

Source: Florida Department of Corrections and Google Earth.

Another cluster of Florida prisons is the Union/Bradford County cluster that contains Union Correctional Institution, the oldest in the state, and Florida State Prison (Main and West units), both of which house death row inmates. This collocation cluster includes five prisons within a one-mile radius and a sixth prison and the Lawty Correctional Institution that is seven miles away. Union/Bradford is one of three clusters that span Columbia, Baker, Union, and Bradford Counties. Combined, this area has 15 prison facilities, none more than seven miles from the next nearest facility.

Exhibit A-5 Cluster of Correctional Facilities Across Counties



Source: OPPAGA analysis of Florida Department of Corrections geographic data.

FDC staff report that facility proximity has multiple benefits. Collocated and adjacent facilities allow for shared infrastructure and staff, such as a shared warden; administrative staff and facilities; armory; utility infrastructure including water, sewer, and electricity; medical staffing; and staff housing. In addition, staff can be moved between facilities that are under the same parent institution. Inmates can also be transferred in and out of the work camp, main unit, or annex due to medical or other needs. Clustered prisons can also share facilities, such as a gun range and training buildings. They can assist nearby prisons in emergencies. One drawback to facility proximity reported by the department is staffing in areas where there is a limited community labor pool.

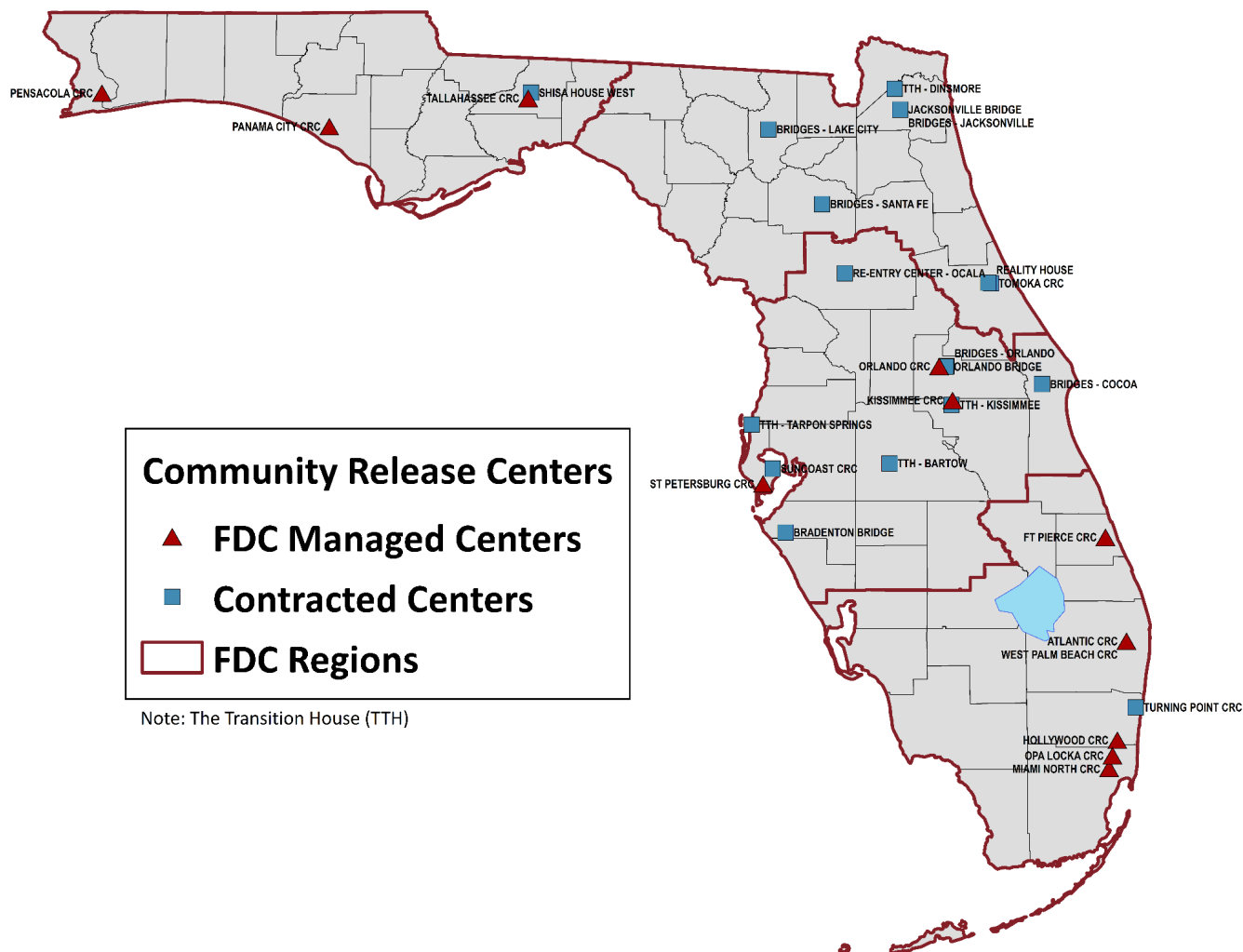
APPENDIX B

Community Release Centers

Statewide, Florida has 30 Community Release Centers (CRCs), 12 managed by the Florida Department of Corrections and 18 managed by contracted providers. CRCs house community custody inmates who participate in paid employment outside the center as well as minimum custody inmates who work in a supportive role at the center, such as food service or laundry. While inmates are required to remain at the center unless they are working or attending approved programs, CRCs have no perimeter fencing. The 30 CRC's contain a total of 3,603 beds in 18 counties. Forty-nine counties do not have CRC facilities.

Exhibit B-1

State and Contracted Community Release Centers



Source: OPPAGA analysis of Florida Department of Corrections geographic data.

APPENDIX C

Facility Characteristics for Department of Corrections Regions

Exhibit C-1

Region 1 Facility Characteristics

Facility	Type	Location	Year Open	Gender	Custody Level	Med Grade	Psych Grade	ADA	Missions	Security Staff Vacancy	Max Capacity 2019	Total Capacity 2019	Design Capacity 2019	Average Number of Inmates	Max Capacity Vacancy
Apalachee C.I. East Unit	Annex	Sneads	1949	Male	Close	4	3	N	General Population Faith and Character Dorm	12.83%	1,169	1,169	1,088	1,197	-2.40%
Apalachee C.I. West Unit	Major Institution	Sneads	1959	Male	Close	4	3	N	General Population	11.83%	819	819	582	824	-0.61%
Calhoun C.I.	Major Institution	Blountstown	1988	Male	Close	3	2	N	General Population Faith and Character Dorm	6.83%	1,354	1,299	931	1,352	0.16%
Calhoun Work Camp	Work Camp	Blountstown	1994	Male	Medium	3	2	N	General Population	5.75%	286	286	196	279	2.42%
Century C.I.	Major Institution	Century	1991	Male	Close	3	2	N	General Population Faith and Character Dorm Treatment	7.83%	1,345	1,184	846	1,366	-1.52%
Century Work Camp	Work Camp	Century	1994	Male	Medium	3	2	N	General Population	5.42%	284	284	196	260	8.39%
Franklin C.I.	Major Institution	Carabelle	2005	Male	Close	5	2	N	General Population Faith and Character Dorm	22.33%	1,346	1,346	1,148	1,099	18.34%
Franklin Work Camp	Work Camp	Carabelle	2013	Male	Medium	3	2	N	General Population	27.67%	432	432	294	271	37.19%
Gadsden Re-Entry Center	Major Institution	Havana	2012	Male	Medium	2	3	Y	Re-Entry	2.08%	432	432	294	418	3.32%
Gulf C.I.	Major Institution	Wewahitchka	1992	Male	Close	5	2	N	General Population Faith and Character Dorm	28.67%	1,568	1,407	1,008	1,448	7.67%
Gulf Annex	Annex	Wewahitchka	1999	Male	Close	4	3	N	General Population Faith and Character Dorm	63.25%	1,398	1,227	886	1,103	21.11%
Gulf Forestry Camp	Road Prison/ Forestry Camp	White City	1988	Male	Medium	3	2	N	General Population	4.67%	293	293	201	273	6.68%
Holmes C.I.	Major Institution	Bonifay	1988	Male	Close	3	2	N	General Population Faith and Character Dorm	4.33%	1,185	1,128	806	1,180	0.41%
Holmes Work Camp	Work Camp	Bonifay	1994	Male	Medium	3	2	N	General Population	5.17%	328	328	227	320	2.54%
Jackson C.I.	Major Institution	Malone	1991	Male	Close	4	2	N	General Population Faith and Character Dorm	9.08%	1,346	1,185	846	1,426	-5.91%
Graceville Work Camp	Work Camp	Graceville	1989	Male	Medium	2	1	N	General Population	8.58%	288	288	196	263	8.74%
Jackson Work Camp	Work Camp	Malone	1994	Male	Medium	3	2	N	General Population	5.92%	285	285	196	270	5.41%
Jefferson C.I.	Major Institution	Monticello	1990	Male	Close	4	3	N	General Population Faith and Character Dorm Drug Treatment	6.00%	1,044	1,044	1,044	1,092	-4.61%

Facility	Type	Location	Year Open	Gender	Custody Level	Med Grade	Psych Grade	ADA	Missions	Security Staff Vacancy	Max Capacity 2019	Total Capacity 2019	Design Capacity 2019	Average Number of Inmates	Max Capacity Vacancy
Liberty C.I.	Major Institution	Bristol	1988	Male	Close	3	2	N	General Population Faith and Character Dorm	9.58%	1,330	1,273	912	1,316	1.08%
Quincy Annex	Annex	Quincy	1973	Male	Medium	2	1	N	General Population	10.33%	408	408	294	387	5.25%
Liberty South Unit Work Camp	Work Camp	Bristol	2012	Male	Medium	3	2	N	General Population	10.83%	432	432	294	418	3.22%
Northwest Florida Reception Center Main Unit	Major Institution	Chipley	1995	Male	Close	5	3	Y	General Population Faith and Character Dorm	20.25%	1,303	1,200	863	992	23.89%
Northwest Florida Reception Center Annex	Annex	Chipley	2007	Male	Close	5	3	Y	Reception Center	17.08%	1,415	1,415	1,272	1,256	11.27%
Okaloosa C.I.	Major Institution	Crestview	1983	Male	Close	4	2	N	General Population Faith and Character Dorm	3.25%	894	767	543	951	-6.41%
Okaloosa Work Camp	Work Camp	Crestview	1989	Male	Medium	3	2	N	General Population	1.08%	280	280	192	245	12.44%
Santa Rosa C.I.	Major Institution	Milton	1996	Male	Close	5	3	Y	Close Management	7.25%	1,614	1,349	953	1,434	11.18%
Santa Rosa Annex	Annex	Milton	2006	Male	Close	5	5	Y	Inpatient Unit	27.08%	1,265	1,265	1,162	1,034	18.81%
Santa Rosa Work Camp	Work Camp	Milton	2012	Male	Medium	3	3	Y	General Population	6.00%	432	432	294	387	10.44%
Wakulla C.I.	Major Institution	Crawfordville	1997	Male	Close	4	2	Y	Faith and Character Institution	4.33%	1,397	1,280	921	1,482	-6.07%
Wakulla Annex	Annex	Crawfordville	2008	Male	Close	3	5	Y	Residential Treatment Unit Inpatient Unit Protective Management	10.00%	1,326	1,326	1,282	681	53.73%
Wakulla Work Camp	Work Camp	Crawfordville	2002	Male	Medium	4	2	N	General Population	2.92%	431	431	294	411	4.56%
Walton C.I.	Major Institution	Defuniak Springs	1991	Male	Close	4	3	N	General Population Faith and Character Dorm	12.67%	1,201	1,144	818	1,269	-5.65%
Walton Work Camp	Work Camp	Defuniak Springs	1995	Male	Medium	3	2	N	General Population	12.92%	288	288	196	271	5.90%

Note: The security staff vacancy is for Fiscal Year 2018-19. Total capacity 2019, maximum capacity 2019, and design capacity 2019 were provided in June 2019. The average number of inmates and max capacity vacancy are calculated on FDC data from before Hurricane Michael (September 2017 through September 2018).

Source: Florida Department of Corrections.

Exhibit C-2

Region 2 Facility Characteristics

Facility	Type	Location	Year Open	Gender	Custody Level	Med Grade	Psych Grade	ADA	Missions	Security Staff Vacancy	Max Capacity 2019	Total Capacity 2019	Design Capacity 2019	Average Number of Inmates	Max Capacity Vacancy
Baker C.I.	Major Institution	Sanderson	1978	Male	Close	3	2	N	Re-Entry Facility	6.83%	1,165	1,047	735	1,132	2.85%
Baker Re-Entry Center	Re-Entry Center	Sanderson	2013	Male	Medium	3	3	Y	Re-Entry Center	6.25%	432	432	294	407	5.90%
Baker Work Camp	Work Camp	Sanderson	1990	Male	Medium	3	2	N	General Population	4.92%	285	285	195	279	2.25%
Columbia C.I.	Major Institution	Lake City	1992	Male	Close	5	3	Y	General Population	25.67%	1,427	1,269	908	1,117	21.70%
Columbia Annex	Annex	Lake City	2004	Male	Close	5	3	Y	Protective Management General Population Faith and Character Dorm	29.33%	1,566	1,566	1,428	1,434	8.41%
Columbia Work Camp	Work Camp	Lake City	1994	Male	Medium	3	2	N	General Population	16.42%	288	288	196	286	0.84%
Cross City C.I.	Major Institution	Cross City	1973	Male	Close	3	2	N	General Population	12.17%	1,022	916	742	1,027	-0.48%
Cross City East Unit	Work Camp	Cross City	2013	Male	Medium	3	2	N	General Population	18.67%	432	432	294	387	10.34%
Cross City Work Camp	Work Camp	Cross City	1989	Male	Medium	3	2	N	General Population	15.33%	280	280	192	277	1.10%
Florida State Prison (FSP)	Major Institution	Raiford	1972	Male	Maximum	4	3	N	Death Row Maximum Management Close Management	17.08%	1,460	1,460	1,368	1,369	6.22%
FSP West Unit Annex	Annex	Raiford	1982	Male	Close	4	2	N	General Population	13.83%	802	802	577	816	-1.69%
Hamilton C.I.	Major Institution	Jasper	1987	Male	Close	3	2	N	General Population	22.08%	1,038	981	702	1,000	9.75%
Hamilton Annex	Annex	Jasper	1995	Male	Close	3	3	N	General Population Faith and Character Dorm	21.67%	1,408	1,239	881	1,211	14.00%
Hamilton Work Camp	Work Camp	Jasper	1990	Male	Medium	3	2	N	General Population	21.75%	288	288	196	279	3.07%
Lancaster C.I.	Major Institution	Trenton	1979	Male	Close	4	3	N	General Population Faith and Character Dorm	6.58%	544	525	450	482	11.35%
Lancaster Work Camp	Work Camp	Trenton	1989	Male	Medium	3	2	N	General Population	7.75%	280	280	192	272	2.98%
Gainesville Work Camp	Work Camp	Gainesville	1951	Male	Medium	2	1	N	General Population	7.58%	270	270	185	261	3.36%
Lawtey C.I.	Major Institution	Lawtey	1977	Male	Medium	4	2	N	Faith and Character Institution	2.33%	832	785	552	828	0.48%
Madison C.I.	Major Institution	Madison	1989	Male	Close	3	3	N	General Population Faith and Character Dorm	22.42%	1,189	1,132	812	1,268	-6.67%
Madison Work Camp	Work Camp	Madison	1988	Male	Medium	3	2	N	General Population	12.58%	295	295	201	281	4.77%
Mayo Annex	Major Institution	Mayo	2011	Male	Close	5	2	N	General Population	31.25%	1,345	1,345	1,152	900	33.12%
New River C.I.	Major Institution	Raiford	1982	Male	Close	3	3	N	Close Management Transition Faith and Character Dorm	8.50%	954	908	675	509	46.63%

Facility	Type	Location	Year Open	Gender	Custody Level	Med Grade	Psych Grade	ADA	Missions	Security Staff Vacancy	Max Capacity 2019	Total Capacity 2019	Design Capacity 2019	Average Number of Inmates	Max Capacity Vacancy
New River Work Camp	Work Camp	Raiford	2013	Male	Medium	3	2	Y	General Population	4.83%	432	432	294	408	5.63%
Putnam C.I.	Major Institution	East Palatka	1984	Male	Medium	2	2	N	General Population	2.00%	458	423	300	465	-1.53%
Reception and Medical Center (RMC) Main Unit	Major Institution	Lake Butler	1968	Male	Close	5	5	Y	Reception Center	20.33%	1,503	1,470	1,109	1,484	1.28%
RMC West Unit Annex	Annex	Lake Butler	1990	Male	Close	4	3	N	Reception Center Medical Center - Hospital	25.75%	1,148	1,148	856	1,110	3.32%
RMC Work Camp	Work Camp	Lake Butler	2006	Male	Medium	3	2	N	General Population	16.42%	432	432	294	428	1.04%
Suwannee C.I.	Major Institution	Live Oak	2009	Male	Close	5	5	Y	Close Management Inpatient Unit Youthful Offender	27.25%	1,418	1,418	1,383	979	30.96%
Suwannee Annex	Annex	Live Oak	2011	Male	Close	5	3	Y	General Population Faith and Character Dorm	35.00%	1,346	1,346	1,149	876	34.92%
Suwannee Work Camp	Work Camp	Live Oak	2009	Male	Medium	3	2	Y	General Population	19.00%	432	432	294	287	33.55%
Taylor C.I.	Major Institution	Perry	1995	Male	Close	4	2	N	General Population Faith and Character Dorm	25.67%	976	911	660	898	27.40%
Taylor Annex	Annex	Perry	2002	Male	Close	4	2	N	General Population	33.42%	1,282	1,159	825	919	20.40%
Taylor Work Camp	Work Camp	Perry	2006	Male	Medium	3	2	N	General Population	49.75%	432	432	294	401	7.16%
Tomoka C.I.	Major Institution	Daytona Beach	1981	Male	Close	4	3	N	General Population Faith and Character Dorm	12.08%	1,263	1,158	843	1,239	1.89%
Tomoka Work Camp	Work Camp	Daytona Beach	1987	Male	Medium	3	3	N	General Population	6.50%	292	292	200	288	1.34%
Union C.I.	Major Institution	Raiford	1913	Male	Maximum	4	3	Y	Death Row Close Management Elderly Faith and Character Dorm	12.00%	1,671	1,452	1,214	1,607	4.33%

Note: The security staff vacancy is for Fiscal Year 2018-19. Total capacity 2019, maximum capacity 2019, and design capacity 2019 were provided in June 2019. The average number of inmates and max capacity vacancy are calculated on FDC data from before Hurricane Michael (September 2017 through September 2018).

Source: Florida Department of Corrections.

Exhibit C-3

Region 3 Facility Characteristics

Facility	Type	Location	Year Opened	Gender	Custody Level	Med Grade	Psych Grade	ADA	Missions	Security Staff Vacancy	Max Capacity 2019	Total Capacity 2019	Design Capacity 2019	Average Number of Inmates	Max Capacity Vacancy
Avon Park C.I.	Major Institution	Avon Park	1957	Male	Close	5	2	N	General Population	6.17%	956	842	597	1,043	-9.07%
Avon Park Work Camp	Work Camp	Avon Park	1993	Male	Medium	3	2	N	General Population	3.17%	512	512	356	501	2.20%
Central Florida Reception Center (CFRC) Main	Major Institution	Orlando	1988	Male	Close	5	3	Y	Reception Center	5.92%	1,659	1,282	902	1,381	16.78%
CFRC East Annex	Annex	Orlando	1991	Male	Close	3	2	N	Reception Center	6.33%	1,407	1,407	1,012	951	32.43%
CFRC South Annex	Annex	Orlando	1992	Male	Close	5	3	Y	Intensive Medical	3.33%	150	116	100	83	44.67%
Desoto Annex	Major Institution	Arcadia	1969	Male	Close	3	2	N	General Population Faith and Character Dorm	9.58%	1,453	1,338	954	1284	11.65%
Desoto Work Camp	Work Camp	Arcadia	1990	Male	Medium	3	2	N	General Population	8.92%	288	288	196	285	1.04%
Florida Women's Reception Center	Major Institution	Ocala	2011	Female	Close	9	6	Y	Female Reception Center	6.33%	1,307	1,307	1,110	1,252	4.20%
Hardee C.I.	Major Institution	Bowling Green	1991	Male	Close	3	2	N	General Population Close Management	13.42%	1541	1,227	866	1,266	17.87%
Hardee Work Camp	Work Camp	Bowling Green	1995	Male	Medium	3	2	N	General Population	5.42%	288	288	196	285	1.10%
Hernando C.I.	Major Institution	Brooksville	1992	Female	Close	3	3	N	Faith and Character Institution	2.33%	431	427	319	440	-2.13%
Lake C.I.	Major Institution	Clermont	1973	Male	Close	4	6	Y	Inpatient Unit	12.33%	1,076	972	740	1036	3.76%
Lowell C.I.	Major Institution	Ocala	1956	Female	Close	9	3	Y	Female General Population Female Youthful Offender Intensive Medical	4.50%	1,176	1,160	838	943	19.83%
Lowell Annex	Annex	Ocala	2002	Female	Maximum	9	3	Y	Female Close Management Female Death Row Elderly Drug Treatment Faith and Character Dorm	4.33%	1,500	1,500	1,306	1,180	21.33%
Lowell Work Camp	Work Camp	Ocala	2008	Female	Medium	3	3	N	General Population Female Basic Training Program Drug Treatment	3.42%	394	394	290	341	13.49%
Marion C.I.	Major Institution	Lowell	1959	Male	Close	4	3	N	General Population Faith and Character Dorm	3.25%	1,324	1,229	868	1,362	-2.83%
Marion Work Camp	Work Camp	Lowell	1989	Male	Medium	3	2	N	General Population	1.92%	280	280	193	276	1.58%
Polk C.I.	Major Institution	Polk City	1978	Male	Close	4	2	N	Re-Entry Facility	2.08%	1,208	1,043	744	1,167	3.40%
Polk Work Camp	Work Camp	Polk City	1987	Male	Medium	3	2	N	General Population	1.83%	292	292	198	281	3.80%
Largo Road Prison	Road Prison/Forestry Camp	Clearwater	1993	Male	Minimum	2	1	N	General Population	5.00%	76	76	52	75	1.32%

Facility	Type	Location	Year Opened	Gender	Custody Level	Med Grade	Psych Grade	ADA	Missions	Security Staff Vacancy	Max Capacity 2019	Total Capacity 2019	Design Capacity 2019	Average Number of Inmates	Max Capacity Vacancy
Sumter C.I.	Major Institution	Bushnell	1965	Male	Close	3	2	N	General Population Youthful Offender	6.00%	1,377	1327	997	1,211	12.05%
Sumter Annex	Annex	Bushnell	1965	Male	Close	3	2	N	Youthful Offender		175	175	128	35	80.10%
Sumter Basic Training Unit	Basic Training Unit/ Boot Camp	Bushnell	1987	Male	Minimum	2	1	N	Basic Training for Youthful Offender	12.50%	112	112	112	27	76.19%
Sumter Work Camp	Work Camp	Bushnell	1987	Male	Medium	3	2	N	General Population	3.08%	290	290	198	270	6.90%
Zephyrhills C.I.	Major Institution	Zephyrhills	1977	Male	Close	5	5	Y	Inpatient Unit Elderly Intensive Medical	6.00%	753	626	541	604	20.28%

Note: The security staff vacancy is for Fiscal Year 2018-19. Total capacity 2019, maximum capacity 2019, and design capacity 2019 were provided in June 2019. The average number of inmates and max capacity vacancy are calculated on FDC data from before Hurricane Michael (September 2017 through September 2018).

Source: Florida Department of Corrections.

Exhibit C-4

Region 4 Facility Characteristics

Facility	Type	Location	Year Opened	Gender	Custody Level	Med Grade	Psych Grade	ADA	Missions	Security Staff Vacancy	Max Capacity 2019	Total Capacity 2019	Design Capacity 2019	Average Number of Inmates	Max Capacity Vacancy
Charlotte C.I.	Major Institution	Punta Gorda	1989	Male	Close	5	3	N	General Population Close Management Faith and Character Dorm	5.42%	1,382	1,078	757	1,241	3.85%
Ft. Myers Work Camp	Work Camp	Ft. Myers	1981	Male	Minimum	2	2	N	General Population	3.00%	117	117	78	116	0.71%
Dade C.I.	Major Institution	Florida City	1996	Male	Close	5	5	Y	Inpatient Unit	3.42%	1,571	1,406	1,070	1,507	0.91%
Everglades C.I.	Major Institution	Miami	1995	Male	Close	4	3	Y	Incentivized Prison	5.25%	1,663	1,395	993	1,504	13.90%
Everglades Re-Entry Center	Re-Entry Center	Miami	2013	Male	Medium	2	3	N	Re-Entry Center	7.33%	432	432	294	400	7.47%
Homestead C.I.	Major Institution	Florida City	1976	Female	Close	4	3	N	Female General Population	2.50%	668	553	390	676	-1.21%
Martin C.I.	Major Institution	Indiantown	1985	Male	Close	4	3	N	General Population Faith and Character Dorm	14.33%	1,509	1,146	804	1,459	3.31%
Loxahatchee Road Prison	Road Prison/ Forestry Camp	West Palm Beach	1951	Male	Minimum	2	1	N	General Population	8.00%	92	92	62	90	2.72%
Martin Work Camp	Work Camp	Indiantown	1983	Male	Medium	3	2	N	General Population	11.25%	264	264	180	251	4.80%
Okeechobee C.I.	Major Institution	Okeechobee	1995	Male	Close	5	2	N	General Population Faith and Character Dorm	17.92%	1,632	1356	958	1,697	-3.97%
Sago Palm Re-Entry Center	Re-Entry Center	Pahokee	2008	Male	Medium	3	2	N	Re-Entry Center	11.17%	384	384	384	365	4.88%
Okeechobee Work Camp	Work Camp	Okeechobee	2011	Male	Medium	3	2	N	General Population	9.50%	444	444	306	426	4.17%
South Florida Reception Center (SFRC)	Major Institution	Doral	1985	Male	Close	5	3	Y	Reception Center Palliative Care	11.00%	1,315	1,100	792	892	28.52%
SFRC South Unit Annex	Annex	Doral	2002	Male	Close	3	2	Y	Elderly	8.33%	889	889	665	635	28.52%

Note: The security staff vacancy is for Fiscal Year 2018-19. Total capacity 2019, maximum capacity 2019, and design capacity 2019 were provided in June 2019. The average number of inmates and max capacity vacancy are calculated on FDC data from before Hurricane Michael (September 2017 through September 2018).

Source: Florida Department of Corrections.

APPENDIX D

Bed Missions

Exhibit D-1

Bed Missions in Florida Department of Corrections Facilities

Bed Mission	Definition	Infrastructure or Location Requirements	Population by Mission
General Population	Inmates who do not require any sort of separation from other inmates due to safety, program, or health reasons.	Open bay, secure cell, or room type housing.	73,767
Youthful Offender 17 years and Under	Refers to any person age 17 or under who is sentenced as such by the court or is classified as such by FDC pursuant to s. 958.11(4), <i>F.S.</i>	Open bay or secure cell housing Separation from adult inmate population required.	74
Youthful Offender 18-24 years	Refers to any person age 18 to 24 who is sentenced as such by the court or is classified as such by FDC pursuant to s. 958.11(4), <i>F.S.</i>	Open bay or secure cell housing. Separation from adult inmate population required.	197
Elderly Age 50 or Older	Elderly inmates are housed consistent with their custody level and medical status. However, certain facilities may be designated to house or to care for elderly inmates. Inmates shall be recommended for placement at a geriatric facility or dorm through routine classification assignment. Inmates shall meet the following criteria for placement in a geriatric facility or dorm. (a) Age 50 or older (other than inmate support group inmates) (b) Have not received any violent disciplinary reports within the last three years (c) Are not otherwise deemed to be a security or disciplinary risk for placement (d) Are compatible with the facility's mission and profile	Open bay, secure cell, or room type housing.	1,231
Elderly Age 59 or Older	Elderly inmates are housed consistent with their custody level and medical status. However, certain facilities may be designated to house or to care for elderly inmates. Inmates shall be recommended for placement at a geriatric facility or dorm through routine classification assignment. Inmates shall meet the following criteria for placement in a geriatric facility or dorm. (a) Age 59 or older (other than inmate support group inmates) (b) Have not received any violent disciplinary reports within the last three years (c) Are not otherwise deemed to be a security or disciplinary risk for placement (d) Are compatible with the facility's mission and profile.	Open bay, secure cell, or room type housing.	505

Bed Mission	Definition	Infrastructure or Location Requirements	Population by Mission
Faith and Character	Refers to a residential program designed to reduce recidivism and disciplinary infractions in correctional institutions using programming that promotes pro-social behavior. Enrolled inmates are housed together at select institutions where the entire institution is designated as a FCB Residential Program institution or the institution has assigned specific dormitories with a FCB Residential Program mission.	Open bay or secure cell housing.	5,891
Second Chance Pell	The Second Chance Pell Program is a pilot program launched by the U.S. Department of Education and the U.S. Department of Justice that includes experimental sites that were selected through a competitive process. The grant allows eligible inmates to access Pell Grant funds for post-secondary education. The Florida Department of Corrections and Florida Gateway College partnered to offer the Second Chance Pell Program at Columbia Annex; the program commenced in January 2017.	Open bay housing unit.	18
Protective Management	Special management status for the protection of inmates from other inmates in an environment as representative of that of the general population as is safely possible.	Open bay dormitories but separated from general population for any activities – work assignment, program assignment, food service, recreation.	489
Administrative Confinement	Temporary removal of an inmate from the general population in order to provide for security and safety until such time as a more permanent inmate management decision can be concluded, such as disciplinary confinement, close management, protective management, or transfer.	Secure cell.	3,488
Disciplinary Confinement	Form of punishment in which inmates found guilty of committing violations of FDC rules are confined for specified periods to individual cells based upon authorized penalties for prohibited conduct.	Secure cell.	3,602
Close Management I	The confinement of an inmate apart from the general population, for reasons of security or the order and effective management of the institution, where the inmate, through their behavior, has demonstrated an inability to live in the general population without abusing the rights and privileges of others. Close Management I is the most restrictive single cell housing level.	Housed alone in secure cell.	1,439
Close Management II	Restrictive cell housing, which may or may not be restricted to single cell housing.	Housed alone or with a roommate in secure cell.	1,407
Close Management III	Least restrictive cell housing unit in close management.	Housed alone or with a roommate in secure cell. May be eligible for job assignment.	907
Maximum Management	Temporary status for an inmate who, through a recent incident or series of recent incidents, has been identified as being an extreme security risk to FDC and requires an immediate level of control beyond that available in confinement, close management, or death row. The secretary has designated Florida State Prison as the only institution authorized to house maximum management inmates, based upon the needs of the department.	Housed alone in secure cell. Only available at Florida State Prison.	22
Death Row	The single-cell special housing status of an inmate who, upon conviction or adjudication of guilt of a capital felony, has been sentenced to death. Death row housing cells shall be separate from general population housing.	Secure cell housing. Only available at Union Correctional Institution or Florida State Prison.	315
Infirmery	An area equipped to provide organized medical services (including observation services and boarding services) and skilled nursing care for inmates.	Separate area usually located in a multi-purpose building located close to medical and staffed 24 hours per day by health care personnel.	260
Hospital	The Reception and Medical Center Hospital was established to provide primary and secondary health care and coordinate access to tertiary health services for inmates.	120-bed hospital, includes on-site ambulatory surgical center, dialysis center, and cancer center.	76

Bed Mission	Definition	Infrastructure or Location Requirements	Population by Mission
Palliative Care	Treatment that enhances comfort and improves the quality of an individual's life when curative treatment is no longer productive for the patient. This is achieved through the management of physical, spiritual, social, and psychological needs. It involves medical care and supportive services that an individual with advanced stage terminal illness receives in the last phase of life. It includes the use of an interdisciplinary team, including volunteers from within and without the correctional community.	Dormitories or rooms modified to provide high- level inpatient care 24 hours per day.	57
Intensive Medical	Long-term infirmary type care for patients who do not require hospitalization.	Dormitories or rooms modified to provide high-level inpatient care 24 hours per day.	160
Medical Isolation	Room in the infirmary area or inpatient mental health unit that has been certified by the Regional Mental Health Director in accordance with "Suicide and Self-Injury Prevention," Procedure 404.001.	Separate area usually located in a multi-purpose building located close to medical and staffed 24 hours per day by health care personnel.	132
Drug Treatment	Refers to any FDC or contracted program that offers substance abuse services, including screening for substance abuse problems, readiness and alumni groups, prevention, residential programs, and relapse prevention/aftercare services specifically designed to address and/or prevent chemical dependency and addictive behavior.	Usually open bay dormitories.	525
Self-harm Observation Status (SHOS)	Clinical status ordered by the attending clinician that provides for safe housing and close monitoring of patients who are determined to be suicidal or at risk for serious self-injurious behavior by mental health staff or in the absence of mental health staff, by medical staff.	Cells outside an infirmary/inpatient area that meet the safety and custodial standards of an isolation management room.	45
Cognitive Treatment	Outpatient mental health unit designed to address the habilitation needs of those with moderate to severe impairment in cognitive functioning. Those with dementia, traumatic brain injury and other neurocognitive disorders that substantially interfere with their ability to meet the ordinary demands of daily living.	Secure cell housing unit.	16
Diversionsary Treatment	Outpatient mental health unit designed to serve those who are unable to function in general population due to their serious mental illness.	Secure cell housing unit. Does not require housing alone.	178
Secure Treatment	Outpatient mental health unit designed to serve those diagnosed with a serious mental illness who have displayed a marked inability to conform their behavior to institutional standards of conduct and who, due to their behavior, would otherwise be at a Close Management facility.	Housed alone in secure cell housing unit.	52
Inpatient Multi-Service	Cells that can be used for either Crisis Stabilization or Transitional Care.	Secure cell housing unit - can be housed alone.	111
Transitional Care	Mental health inpatient treatment unit that includes intermediate-level care for patients transitioning from a more intensive level of inpatient care (CSU or CMHTF) back to an outpatient setting, and long-term care for patients with chronic and severe mental illness.	Secure cell housing unit. Does not require housing alone.	404
Crisis Stabilization	Mental health inpatient treatment unit that includes intensive management, observation, and treatment intervention while seeking rapid stabilization of acute symptoms and conditions.	Secure cell housing unit. Housed alone.	159
Correctional Mental Health	Mental health inpatient unit that provides ongoing involuntary mental health treatment in accordance with s. 945.40-49, <i>F.S.</i>	Secure cell housing unit. Housed alone.	55
Total			95,582

Note: The total excludes 25 inmates in an outside hospital and 19 inmates who were not assigned a bed as of June 30, 2019.

Source: Florida Department of Corrections.

APPENDIX E

Facility Per Diem Amounts, Fiscal Year 2017-18

Exhibit E-1
Per Diem Amounts

Region	Name	Operation	Health	Education	Substance Abuse	Total Per Diem
1	Apalachee C.I. East Unit	\$41.41	\$12.84	\$0.94	\$0.07	\$55.26
1	Apalachee West Unit					
1	Calhoun C.I.	38.72	9.05	0.67	0.07	48.51
1	Calhoun Work Camp					
1	Century C.I.	36.37	8.96	0.58	1.05	46.96
1	Century Work Camp					
1	Franklin C.I.	43.45	9.20	0.70	0.82	54.17
1	Franklin Work Camp					
1	Gadsden Re-Entry Center	45.39	8.10	5.95	8.68	68.12
1	Gulf C.I.	32.72	9.06	0.74	0.31	42.83
1	Gulf Annex					
1	Gulf Forestry Camp					
1	Holmes C.I.	38.59	9.03	1.47	0.07	49.16
1	Holmes Work Camp					
1	Jackson C.I.	36.76	11.19	0.53	0.65	49.13
1	Graceville Work Camp					
1	Jackson Work Camp					
1	Jefferson C.I.	40.79	15.08	0.96	1.07	57.9
1	Liberty C.I.	36.55	9.08	0.66	0.07	46.36
1	Quincy Annex					
1	Liberty South Unit					
1	Northwest Florida Reception Center (NWFR) Main Unit	40.49	12.34	0.50	0.41	53.74
1	NWFR Annex					
1	Okaloosa C.I.	43.37	14.49	0.62	0.07	58.55
1	Okaloosa Work Camp					
1	Santa Rosa C.I.	50.83	10.34	0.93	0.44	62.54
1	Santa Rosa Work Camp					
1	Santa Rosa Annex					
1	Wakulla C.I.	40.85	11.82	0.75	0.07	53.49
1	Wakulla Annex					
1	Wakulla Work Camp					
1	Walton C.I.	38.07	9.10	0.74	0.07	47.98
1	Walton Work Camp					
1	Panama City Community Release Center (CRC)	46.33	8.77	1.94	2.39	59.43
1	Pensacola CRC	33.70	7.57	0.20	1.79	43.26
1	Tallahassee CRC	33.17	7.00	0.20	1.28	41.65

Region	Name	Operation	Health	Education	Substance Abuse	Total Per Diem
1	SHISA House – West Contracted CRC	32.10	12.49	0	0	44.59
2	Baker C.I.	42.13	13.77	1.17	1.28	58.35
2	Baker Work Camp					
2	Baker Re-Entry Center	34.65	0.56	5.83	8.52	49.56
2	Columbia C.I.	36.37	14.33	0.98	0.41	52.09
2	Columbia Annex					
2	Columbia Work Camp					
2	Cross City C.I.	42.77	9.40	0.89	0.35	53.41
2	Cross City C.I. East Unit					
2	Cross City Work Camp					
2	Florida State Prison (FSP)	56.47	13.15	0.94	0.20	70.76
2	FSP West Unit					
2	Hamilton C.I.	35.76	13.35	0.84	0.07	50.02
2	Hamilton Annex					
2	Hamilton Work Camp					
2	Lancaster C.I.	65.41	8.33	2.45	0.69	76.88
2	Lancaster Work Camp					
2	Gainesville Work Camp					
2	Lawtey C.I.	45.35	12.09	1.17	0.85	59.46
2	Madison C.I.	38.43	12.32	0.73	0.42	51.90
2	Madison Work Camp					
2	Mayo Annex	41.45	11.73	0.93	0.42	54.53
2	New River C.I.	64.80	8.76	2.19	0.07	75.82
2	New River Work Camp					
2	Putnam C.I.	56.51	11.00	0.91	0.07	68.49
2	Reception and Medical Center (RMC) Main Unit	45.69	69.14	0.57	0.07	115.47
2	RMC West Unit					
2	RMC Work Camp					
2	Suwannee C.I.	52.05	15.87	1.38	0.26	69.56
2	Suwannee Annex					
2	Suwannee Work Camp					
2	Taylor C.I.	37.65	11.79	0.83	0.27	50.54
2	Taylor Work Camp					
2	Taylor Annex					
2	Tomoka C.I.	44.58	13.08	0.69	0.07	58.42
2	Tomoka Work Camp					
2	Union C.I.	68.80	22.67	0.78	0.07	92.32
2	Bridges of Lake City Contracted CRC	30.34	9.27	0	0	39.61
2	Bridges of Santa Fe Contracted CRC	29.76	7.73	0	0	37.49
2	Bridges of Jacksonville Contracted CRC	44.49	6.90	0	0	51.39
2	Tomoka Contracted CRC - 290	28.55	6.39	0	0	34.94
2	Tomoka Reality House Contracted CRC - 285	47.60	7.35	0	0	54.94
2	Tomoka Contracted CRC 298	61.31	6.69	0	0	68.00
2	TTH of Dinsmore Contracted CRC	30.89	7.12	0	0	38.01
3	Avon Park C.I.	37.54	8.87	1.28	0.52	48.21

Region	Name	Operation	Health	Education	Substance Abuse	Total Per Diem
3	Avon Park Work Camp					
3	Central Florida Reception Center (CFRC) Main Unit	50.08	11.62	0.52	0.44	62.66
3	CFRC East Unit					
3	FRC South Unit					
3	Desoto Annex	44.81	8.76	1.49	0.12	55.18
3	Desoto Work Camp					
3	Florida Women's Reception Center (FWRC)	44.97	17.64	0.38	0.31	63.30
3	Hardee C.I.	39.80	9.32	0.66	0.12	49.90
3	Hardee Work Camp					
3	Hernando C.I.	55.40	11.11	1.71	1.00	69.22
3	Lake C.I.	59.76	21.00	0.56	0.67	81.99
3	Lowell C.I.	45.66	13.95	1.57	1.20	62.38
3	Lowell Annex					
3	Lowell Work Camp					
3	Marion C.I.	36.82	10.91	1.33	2.14	51.20
3	Marion Work Camp					
3	Polk C.I.	44.34	10.76	1.03	1.30	57.43
3	Polk Work Camp					
3	Largo Road Prison					
3	Sumter C.I.	46.17	12.38	2.45	0.20	61.20
3	Sumter Annex					
3	Sumter Work Camp					
3	Sumter Basic Training Unit	161.00	0.28	0.20	0.12	161.60
3	Zephyrhills C.I.	74.56	16.34	0.94	0.12	91.96
3	Orlando CRC	40.29	7.06	0.20	2.23	49.78
3	Kissimmee CRC	31.65	12.48	0.20	1.22	45.55
3	St. Petersburg CRC	38.30	9.64	0.20	0.90	49.04
3	Bradenton Bridge Contracted CRC	46.73	8.52	0	0	55.25
3	Bridges of Cocoa Contracted CRC	28.68	10.43	0	0	39.11
3	Bridges of Orlando Contracted CRC	30.57	6.79	0	0	37.36
3	The Orlando Bridge Contracted CRC	30.78	6.69	0	0	37.46
3	Re-Entry Center of Ocala Contracted CRC	28.94	8.10	0	0	37.03
3	Suncoast Contracted CRC	30.73	6.79	0	0	37.52
3	TTH of Bartow Contracted CRC	28.58	10.98	0	0	39.56
3	TTH of Kissimmee Contracted CRC	40.68	7.67	0	0	48.34
3	TTH of Tarpon Springs Contracted CRC	28.32	6.54	0	0	34.87
4	Charlotte C.I.	48.06	10.51	1.27	0.14	59.98
4	Fort Myers Work Camp					
4	Dade C.I.	52.34	18.35	0.48	0.14	71.31
4	Everglades C.I.	39.31	18.04	1.04	0.58	58.97
4	Everglades Re-Entry Center	37.63	7.02	5.12	7.23	57.00
4	Homestead C.I.	53.69	13.51	1.47	0.14	68.81

Region	Name	Operation	Health	Education	Substance Abuse	Total Per Diem
4	Martin C.I.	40.57	9.71	0.73	0.14	51.15
4	Loxahatchee Road Prison					
4	Martin Work Camp					
4	Okeechobee C.I.	30.26	10.90	0.46	0.45	42.07
4	Okeechobee Work Camp					
4	Sago Palm Re-Entry Center	49.56	0.11	1.18	2.30	53.15
4	South Florida Reception Center (SFRC)	79.11	26.61	1.06	0.14	106.92
4	SFRC South Unit					
4	Fort Pierce CRC	47.18	7.62	0.20	2.08	57.08
4	Hollywood CRC	29.85	6.92	0.20	2.29	39.26
4	Atlantic CRC	35.84	8.11	0.20	4.09	48.24
4	Miami North CRC	33.56	8.56	0.20	1.37	43.69
4	West Palm Beach CRC	26.83	7.98	0.20	1.34	36.35
4	Opa Locka CRC	34.73	9.13	0.20	1.34	45.40
4	Turning Point Contracted CRC	33.14	5.86	0	0	38.99

Note: Per diems are reported at the level of the parent facility or the main facility of a prison complex, with the exception of community release centers and re-entry centers. For example, Wakulla Correctional Institution has a main unit, annex, and work camp. The costs for all three facilities are combined and reported in one per diem at the parent level.

Note: The total per diems excludes an administrative per diem of \$4.31. The facility per diems are intended to reflect the costs directly related to the operation of the facility.

The administrative per diem includes costs associated with operating the entire department, thus cannot be directly attributed to operating an individual facility.

Note: In Fiscal Year 17-18, expenditures for provision of inmate health services by the contractor at Baker Re-Entry were recorded in FLAIR to the parent facility (Baker CI). The program that automates the distribution of invoice charges to the facility level has been updated for FY 18-19 to record the expenditures to the re-entry center.

Source: Florida Department of Corrections.

APPENDIX F

Fixed Capital Outlay (FCO) Major Repairs and Upgrades

Exhibit F-1

Major Repairs and Renovations in Fiscal Year 2016-17 by Correctional Facility

Region	Facility	Project	Allocated	Expended	Encumbrances	Allocation Balance	Comment
1	Apalachee C.I.	Architectural and design services related to installation of new windows	\$24,174.00	\$14,713.00	\$9,460.00	\$1.00	In progress
1	Apalachee C.I.	Architectural and design services related to reroof of food service building	18,276.00	5,592.05	12,683.95	-	In progress
1	Okaloosa C.I.	Force account repair to interior of food service building	10,285.00	9,311.79	-	973.21	In progress
1	Okaloosa C.I.	Reroof B dorm Architectural/design for A dorm	162,440.41	162,440.41	-	-	Completed
1	Holmes C.I.	Truss repair	24,409.16	24,409.16	-	-	Completed
1	Holmes C.I.	Reroof gatehouse	25,762.17	25,762.17	-	-	Completed
1	Liberty C.I.	Architectural and design services related to reroof of two dorms	9,041.03	9,041.03	-	-	Closed out- Architectural services
1	Walton C.I.	Truss repair	7,520.66	7,520.66	-	-	Completed
1	Walton C.I.	Reroof food service building	89,794.30	89,794.30	-	-	Completed
1	Walton C.I.	Reroof medical and classification building	117,780.58	117,780.58	-	-	Completed
1	Century Work Camp	Reroof K dorm	23,294.12	23,294.12	-	-	Completed
1	Jackson C.I.	Reroof dorm	68,000.27	68,000.27	-	-	Completed
1	Jackson C.I.	Shakedown building renovation	8,839.06	8,839.06	-	-	Completed
1	Jackson C.I.	Architectural and design services related to reroof of visitor park	6,013.71	6,013.71	-	-	Closed out- Architectural services
1	Jefferson C.I.	Repair and renovation of F dorm	539,598.88	50,463.42	83,588.24	405,547.22	In progress

Region	Facility	Project	Allocated	Expended	Encumbrances	Allocation Balance	Comment
1	Jefferson C.I.	Shakedown building renovation	8,875.58	8,875.58	-	-	Completed
1	Jefferson C.I.	Replace doors	9,850.00	9,850.00	-	-	Completed
1	Gulf C.I.	Reroof administration building	75,954.36	75,954.36	-	-	Completed
1	Gulf C.I.	Reroof food service	110,163.21	110,163.21	-	-	Completed
1	Northwest Florida Reception Center (NWFR)	Perimeter fence	108,500.00	108,500.00	-	-	Completed
1	Santa Rosa C.I.	Mold remediation of medical and classification building	34,990.00	34,990.00	-	-	Completed
1	Santa Rosa C.I.	Reroof dorm	25,732.42	25,732.42	-	-	Completed
1	Santa Rosa C.I.	Renovate J dorm	171,925.72	171,925.72	-	-	Completed
1	Wakulla C.I.	Mold remediation of classification building	20,349.00	20,349.00	-	-	Completed
1	Wakulla C.I.	Renovation of two mental health dorms Fencing repairs/upgrades	567,775.93	567,775.93	-	-	Completed
1	Wakulla C.I.	Architectural and design services related to reroof of gatehouse	10,558.21	10,558.21	-	-	Completed
1	Wakulla C.I.	Training building mold remediation	34,900.00	34,900.00	-	-	Completed
1	Franklin C.I.	Geo-thermal repair	24,250.00	24,250.00	-	-	Completed
1	Franklin C.I.	Geo-thermal repair	70,769.00		70,769.00	-	In progress
1		Subtotal Region 1	2,409,822.78	1,826,800.16	176,501.19	406,521.43	
2	Florida State Prison	Regional Distribution Center - renovation	68,403.00	40,127.93	11,646.49	16,628.58	In progress
2	Florida State Prison	Electrical distribution repair	53,074.87	53,074.87	-	-	Completed
2	Florida State Prison	Reroof four dorms (A-E)	6,300.00		6,300.00	-	In progress
2	Reception and Medical Center (RMC)	Engineering services related to replacement of switchgear and emergency generator	222,922.00	32,105.12	190,816.20	0.68	In progress
2	RMC	Reopen I dorm	28,550.69	28,550.69	-	-	Completed

Region	Facility	Project	Allocated	Expended	Encumbrances	Allocation Balance	Comment
2	RMC	Architectural services related to reroof of administration building	34,807.18	3,726.93	11,079.50	0.75	In progress
2	Union C.I.	Mold assessment	8,625.00	8,625.00	-	-	Completed
2	Union C.I.	Reroof M dorm	15,682.41	4,602.16	11,079.30	0.95	In progress
2	Union C.I.	Maintenance fire repair	13,000.00		12,826.48	173.52	In progress
2	Union C.I.	Architectural and design services related to reroof of four dorms and gatehouse	13,047.06	13,047.06	-	-	Completed
2	Union C.I.	Electrical system upgrade	2,596,171.90	2,596,171.90	-	-	Completed
2	Lancaster C.I.	Reroof Gainesville Multi-purpose building	19,874.87	19,874.87	-	-	Completed
2	Lancaster C.I.	Architectural and design services related to reroof of vocational building	8,652.88	8,652.88	-	-	Completed
2	Tomoka C.I.	Inmate Weather Shelter	4,528.86	4,528.86	-	-	Completed
2	Columbia C.I.	Repair sewer line	150,000.00	30,090.55	83,836.99	36,072.46	In progress
2	Columbia C.I.	Reroof gatehouse	33,391.52	33,391.52	-	-	Completed
2	Hamilton C.I.	Reroof education, food service, classification building	18,436.73	18,036.73	-	400.00	In progress
2	Suwannee C.I.	Duct cleaning	31,000.00	15,500.00	15,500.00	-	In progress
		Subtotal Region 2	3,326,468.97	2,930,107.07	343,084.96	53,276.94	
3	Avon Park Work Camp	Reroof dorm	22,233.59	22,233.59	-	-	Completed
3	Lowell C.I.	Architectural and design services related to reroof of admin	15,968.56	15,968.56	-	-	Completed
3	Lowell C.I.	Heat exchanger-ventilation system	20,198.00	20,198.00	-	-	Completed
3	Lowell C.I.	Geo-thermal repair	14,018.00	14,018.00	-	-	Completed
3	Lowell C.I.	Upgrade fiber optic cabling	11,334.08	11,334.08	-	-	Completed
3	Sumter C.I.	Architectural and design services related to reroof of medical unit	28,468.62	28,468.62	-	-	Completed
3	DeSoto C.I.	Reroof maintenance building	18,045.52	18,045.52	-	-	Completed

Region	Facility	Project	Allocated	Expended	Encumbrances	Allocation Balance	Comment
3	DeSoto C.I.	Engineering services related to replacement of switchgear	34,748.00	19,609.04	15,138.21	0.75	In progress
3	Marion C.I.	Reroof gatehouse	60,714.65	60,714.65	-	-	Completed
3	Zephyrhills C.I.	Architectural and design services related to reroof of mental health unit	26,776.80	26,776.80	-	-	Completed
3	Tarpon Springs Work Camp	Reroof administration building	38,537.00	38,537.00	-	-	Completed
3	Lake C.I.	Renovation of medical unit	2,148.72	2,148.72	-	-	Completed
3	Polk C.I.	Architectural and design services related to reroof multi treatment	29,010.97	29,010.97	-	-	Completed
3	St. Petersburg Work Release Center	Architectural and design services related to reroof administration building	12,995.07	12,995.07	-	-	Completed
3	Central Florida Reception Center	Reroof warden's residence	14,433.17	14,433.17	-	-	Completed
3	Hardee C.I.	Repair vehicle gate	34,995.00		34,995.00	-	In progress
3	Hardee C.I.	Reroof administration building	103,372.19	103,372.19	-	-	Completed
3	Hardee C.I.	Reroof dorm	170,646.64	170,646.64	-	-	Completed
3	Hardee C.I.	Upgrade/repair showers in multiple dorms	26,337.41	26,337.41	-	-	Completed
3	Hernando C.I.	Reroof dorm	36,830.42	36,830.42	-	-	Completed
		Subtotal Region 3	721,812.41	671,678.45	50,133.21	0.75	
4	Dade C.I.	Electrical system repair	84,000.00	84,000.00	-	-	Completed
4	Dade C.I.	Repair and renovate firing range	343,922.00	75,472.30	266,727.70	1,722.00	In progress
4	Martin C.I.	Reroof dorms	351,791.09	351,791.09	-	-	Completed
4	Martin C.I.	Reroof duplex	12,433.48	12,433.48	-	-	Completed
4	Martin C.I.	Reroof warden's residence	13,907.22	13,907.22	-	-	Completed
4	South Florida Reception Center (SFRC)	Dorm renovation	78,568.31	78,568.31	-	-	Completed
4	SFRC	Reroof dorms A and B	305,865.50	305,865.50	-	-	Completed

Region	Facility	Project	Allocated	Expended	Encumbrances	Allocation Balance	Comment
4	SFRC-SU	Architectural and design services related to reroof of four dorms	26,523.09	26,523.09	-	-	Completed
4	SFRC	Architectural and design services related to reroof food service	6,630.78	6,630.78	-	-	Completed
4	SFRC	Architectural and design services related to reroof laundry	4,349.49	4,349.49	-	-	Completed
4	SFRC	Repair waste water treatment plant	55,795.00	55,795.00	-	-	Completed
4	Hollywood Work Release Center	Asbestos remediation related to demolition of administration building	2,055.00	2,055.00	-	-	Completed
4	Opa Locka C.I.	Reroof administration building	130,029.50	130,029.50	-	-	Completed
4	Everglades C.I.	Architectural and design services related to reroof of administration building	8,730.62	8,730.62	-	-	Completed
4	Everglades C.I.	Architectural and design services related to reroof food service building	14,865.64	14,865.64	-	-	Completed
4	Everglades C.I.	Reroof gatehouse	29,410.08	29,410.08	-	-	Completed
4	Homestead C.I.	Architectural services related to reroof of Complex 1	28,388.00	2,626.00	25,761.65	-	In progress
		Subtotal Region 4	1,497,264.80	1,203,053.10	292,489.35	1,722.00	
		Statewide Total	7,955,368.96	6,631,638.78	862,208.71	461,521.12	
		Unallocated	4,044,631.04	-	-	-	-

Notes: Allocated is the amount of funds budgeted for the project. Expended is the amount of the appropriation that has been spent for life to date of the project. Encumbrances are pending obligations for either commodities or services related to the project. The allocation balance is what is remaining after subtracting the expended category and encumbrances from the allocation.

Source: Florida Department of Corrections.

Exhibit F-2

Major Repairs and Renovations in Fiscal Year 2015-16 by Correctional Facility

Region	Facility	Project	Allocated	Expended	Status
1	Apalachee East Unit	Install flat roof on education and psychology building	426,107.67	426,107.67	Completed
1	Apalachee East Unit	Reroof A dorm	140,861.25	140,861.25	Completed
1	Apalachee East Unit	Install flat roof on confinement and control room building	63,101.88	63,101.88	Completed
		Subtotal Region 1	630,070.80	630,070.80	
2	Cross City C.I.	Reroof education building	166,124.00	166,124.00	Completed
2	Cross City C.I.	Medical area/building	91,672.00	91,672.00	Completed
2	Cross City C.I.	Property and storage	77,776.00	77,776.00	Completed
2	Cross City C.I.	Reroof vocational building	79,186.50	79,186.50	Completed
2	Lancaster C.I.	Reroof classification building	348,483.08	348,483.08	Completed
2	Lancaster C.I.	Reroof vocational, printing and laundry building	184,509.75	184,509.75	Completed
2	Lancaster C.I.	Reroof education complex	209,349.29	209,349.29	Completed
2	Reception and Medical Center (RMC)	Reroof D,E,F dorms	415,667.09	415,667.09	Completed
2	RMC	Reroof food service building	324,061.73	324,061.73	Completed
2	RMC	Replace warehouse roof	327,709.42	327,709.42	Completed
2	New River C.I.	Install Personal Body Alarm system	124,080.36	124,080.36	Completed
2	Tomoka C.I.	Reroof four dorms	666,504.63	666,504.63	Completed
2	Putnam C.I.	Reroof dorms	182,641.39	182,641.39	Completed
		Subtotal Region 2	3,197,765.24	3,197,765.24	
3	Marion C.I.	Reroof A dorm building	620,975.47	620,975.47	Completed
3	Marion C.I.	Reroof multipurpose building	402,814.00	402,814.00	Completed
3	Marion C.I.	Reroof warehouse building	297,931.13	297,931.13	Completed
3	Central Florida Reception Center (CFRC)-Main Unit	Reroof dorm	133,222.11	133,222.11	Completed
3	CFRC-Main Unit	Reroof multipurpose building	270,713.90	270,713.90	Completed
3	Hardee C.I.	Reroof three dorms	372,918.84	372,918.84	Completed
3	Hardee C.I.	Reroof food service	172,866.63	72,866.63	Completed
3	Hardee C.I.	Reroof gatehouse	110,304.41	110,304.41	Completed
3	Hernando C.I.	Reroof multipurpose building	285,845.54	285,845.54	Completed
		Subtotal Region 3	2,667,592.03	2,667,592.03	

Region	Facility	Project	Allocated	Expended	Status
4	Martin C.I.	Reroof administration building	148,487.54	148,487.54	Completed
4	Martin C.I.	Reroof three butterfly dorms	469,184.83	469,184.83	Completed
4	Martin C.I.	Reroof gatehouse	82,994.42	82,994.42	Completed
4	Martin C.I.	Reroof multipurpose building	103,905.14	103,905.14	Completed
		Subtotal Region 4	804,571.93	804,571.93	
		Statewide Total	7,300,000.00	7,300,000.00	

Source: Florida Department of Corrections.

Exhibit F-3

Major Repairs and Renovations in Fiscal Year 2014-15 by Correctional Facility

Region	Facility	Project	Allocated	Expended	Status
1	Apalachee C.I.	Reroof food service	165,163.57	165,163.57	Completed
1	Apalachee C.I.	Architectural & design services (A dorm, education/psych, control room)	34,131.14	34,131.14	Completed
1	Okaloosa	Reroof L and M dorm	23,782.34	23,782.34	Completed
1	Walton	Reroof dorm	30,263.93	30,263.93	Completed
1	Jefferson	Reroof administration building and F dorm	33,160.94	33,160.94	Completed
		Subtotal Region 1	286,501.92	286,501.92	
2	Reception and Medical Center (RMC)	Reroof A and B dorms	86,387.00	86,387.00	Completed
2	RMC	Architectural & design services for reroof of three dorms, food service & warehouse at RMC	34,603.04	34,603.04	Completed
2	Cross City C.I.	Architectural & design services reroof of Multi-Purpose building/Medical building/Education building/property and vocational buildings	34,790.00	34,790.00	Completed
2	Lancaster C.I.	Reroof warehouse	47,420.23	47,420.23	Completed
2	Lancaster C.I.	Architectural and design services for Y dorm and classification building and laundry building	34,855.49	34,855.49	Completed
2	Lancaster C.I.	Boiler system repair	96,875.00	96,875.00	Completed
2	Dinsmore Work Release Center	Water treatment plant repair and upgrade	35,796.83	35,796.83	Completed
2	Tomoka C.I.	Environmental mitigation and clean-up	22,286.70	22,286.70	Completed
2	Marion C.I.	Reroof multi treatment	99,354.50	99,354.50	Completed
		Subtotal Region 2	492,368.79	492,368.79	

Region	Facility	Project	Allocated	Expended	Status
3	Pinellas Work Release Center	Reroof building	21,389.28	21,389.28	Completed
3	Central Florida Reception Center (CFRC)	Reroof A dorm	156,737.14	156,737.14	Completed
3	Zephyrhills C.I.	Reroof B dorm	14,523.22	14,523.22	Completed
3	Lake C.I.	Reroof region office	17,302.87	17,302.87	Completed
		Subtotal Region 3	209,952.51	209,952.51	
4	Charlotte C.I.	Improve water treatment plant	17,750.00	17,750.00	Completed
4	Dade C.I.	Reroof medical unit	50,003.00	50,003.00	Completed
4	Dade C.I.	Reroof security building	18,017.50	18,017.50	Completed
4	Everglades C.I.	Reroof D and G butterfly dorms	250,406.28	250,406.28	Completed
		Subtotal Region 4	336,176.78	336,176.78	
		Statewide Total	1,325,000.00	1,325,000.00	

Source: Florida Department of Corrections.

Potential Correctional Facility Expansion Sites

To provide some examples of new construction location options, we assessed current correctional facility locations in central and southern Florida and their accessibility to population centers. We describe some features of these locations are below.

Exhibit G-1

Potential Expansion Locations



CENTRAL FLORIDA RECEPTION CENTER

Location: Orlando

Compound Includes: Main unit, and East and South Annex facilities. South Annex has an intensive medical unit.

Age: Built between 1988 and 1992

Acreage: 609.16

Water/Wastewater Service: Public Utilities

DEMILLY CORRECTIONAL INSTITUTION

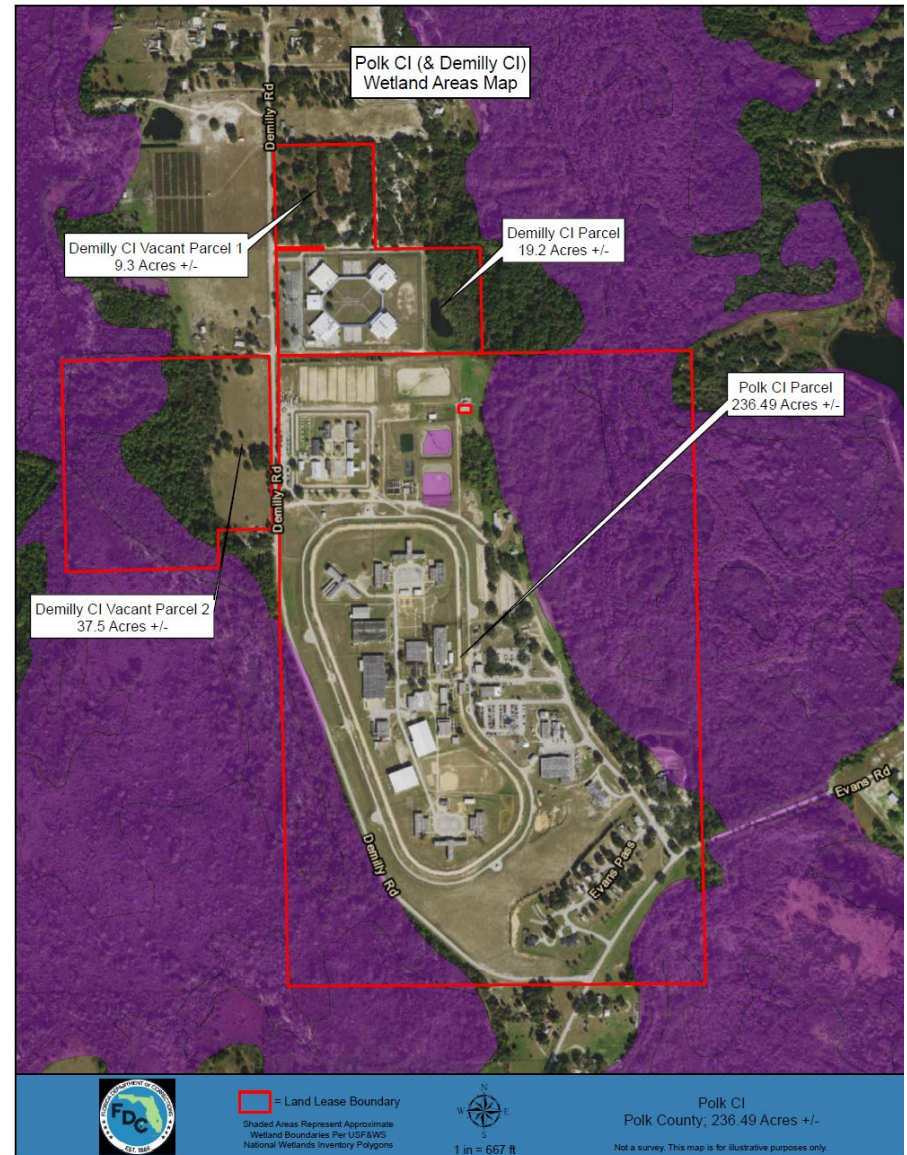
Location: Polk City

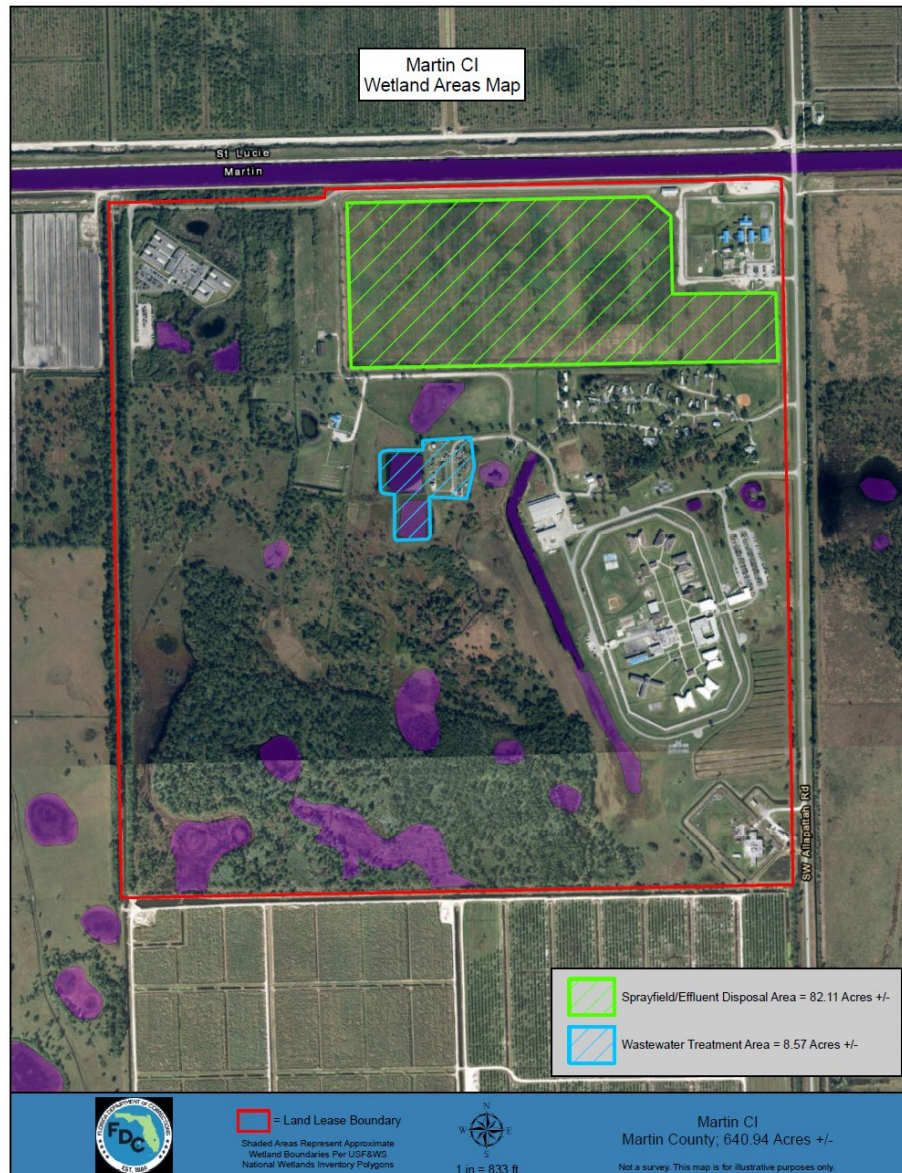
Compound Includes: Main unit

Age: Built 1996

Acreage: 66

Water/Wastewater Service: The department provides with onsite infrastructure





MARTIN CORRECTIONAL INSTITUTION

Location: Indian Town

Compound Includes: Main unit and work camp

Age: Main unit built in 1985 and work camp in 1983

Acreage: 606.87 (FDC subleases 34.07 acres to the Department of Children and Families)

Water/Wastewater Service: Public utilities provides water and the department provides wastewater with onsite infrastructure

SUMTER CORRECTIONAL INSTITUTION

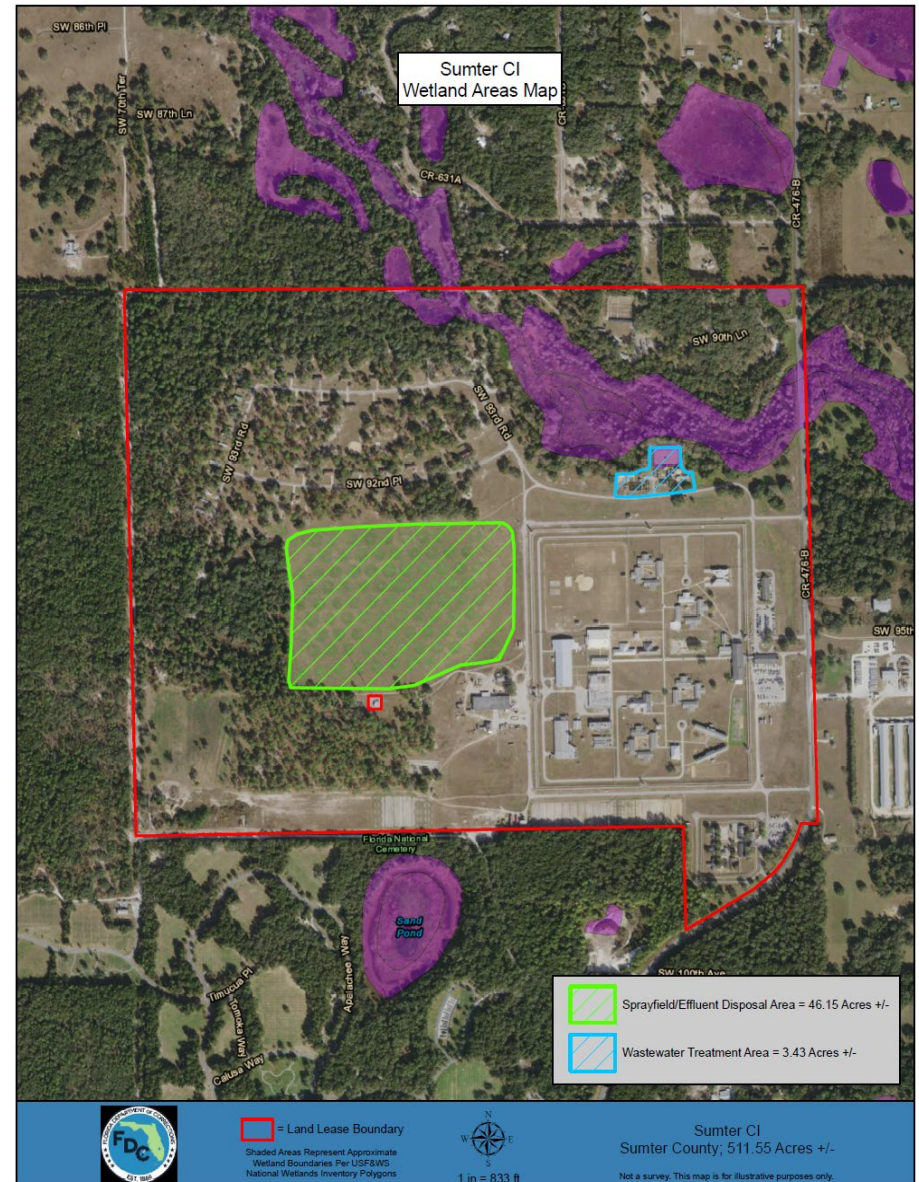
Location: Bushnell

Compound Includes: Main Unit, Annex, Work Camp, and Basic Training Unit

Age: Built between 1965 and 1987

Acreage: 511.55

Water/Wastewater Service: The department provides with onsite infrastructure





Source: Florida Department of Corrections.

ZEPHYRHILLS CORRECTIONAL INSTITUTION

Location: Zephyrhills

Compound Includes: Main unit

Age: Built in 1977

Acreage: 112.5

Water/Wastewater Service: Public utilities



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