



# Department of Corrections Agency Goal

## Goal #1: Improve the Safety of Staff and Inmates

### Executive Summary:

*The Florida Department of Corrections (FDC) is committed to ensuring that Florida's prisons are operated safely. This requires reliable infrastructure, sufficient bed capacity, a reliable fleet, and appropriate levels of well-trained and experienced staff. FDC will continue to make internal improvements and seek the resources necessary to ensure that both the staff and inmates at Florida's correctional institutions work and live in a secure environment.*

### Details:

1. The ability to hire and retain correctional officers is critical to the Department's success. FDC will improve internal processes and propose pay plans that will increase the hiring and retention rates of Correctional Officers and Correctional Probation Officers (COs and CPOs).

CO and CPO Pay Plan	\$40,094,001
Hiring Bonus – High Vacancy Institutions	\$4,898,075 (NR)
Increase Base for Mental Health COs	\$2,547,767
Total	\$47,539,843 (\$4,898,075 NR)

### Return on Investment - \$134 million

Since Fiscal Year 2009-2010, FDC's correctional officer turnover rate has increased by 102 percent. In addition to increased turnover, the Department has experienced difficulties hiring correctional officers in certain areas, which results in increased vacancy rates. These increases have resulted in serious negative consequences. In the last six years:

- Inmate on inmate assaults increased by 70 percent;
- Inmate on staff assaults increased by 46 percent;
- The number of staff with less than two years of experience increased by 43 percent;
- The amount of contraband introduced into correctional facilities increased by 407 percent; and
- Overtime costs increased by 212 percent to \$37.3 million.

In FY 2015-16, there were 3,874 separations within the CO Series (3,113 were entry level COs). The Department estimates the total cost of turning over one employee is \$34,569. This includes separation processing, selection and sign-on of a new employee, overtime used to cover the position during the vacancy, and lost productivity while the new employee is in basic recruit training. Applying the

\$34,569 cost of turnover per position to the 3,874 separations indicates a total turnover cost of nearly \$134 million associated with the Correctional Officer series alone.

Collectively, the Department's difficulties in hiring and retaining correctional officers have forced the Department to close dorms throughout the state, have resulted in dangerously low staffing levels, and have put inmates and officers at risk.

A ten percent pay increase for COs and CPOs will make FDC substantially more competitive with local jails and the private sector, which will improve retention and vacancy rates. Offering competitive area differentials and increasing the base rate of pay for COs who work in mental health housing units will do the same. Similarly, the Department can reduce vacancy rates at institutions with consistently high vacancy rates by providing a one-time signing bonus to those who apply to work in such institutions.

Improving hiring and retention rates will decrease inmate violence, decrease the amount of contraband in our facilities, and decrease the Department's overtime and training costs. It is the single most important thing FDC can do to ensure the safety of its officers and inmates.

#### Action Steps:

- FDC will seek \$40.1 million to provide a ten percent pay increase for COs and CPOs to improve hiring and retention rates.
  - August, 2016:** FDC will develop a Pay Plan Proposal.
  - October, 2016:** FDC will include in its Legislative Budget Request \$40.1 million to fund salary increases for COs and CPOs and to make supervisory staff SES.
  - May, 2017:** FDC will lobby the Legislature for \$40.1 million to fund salary increases for COs and CPOs and to make supervisory staff SES.
  - July, 2017:** FDC will implement the Pay Plan.
  
- FDC will implement area pay differentials for employees who work in certain areas of the state. Doing so will improve retention rates in competitive markets and will reduce turnover, therefore stabilizing the work force in these geographic locations.
  - Ongoing:** FDC will assess the use of the Competitive Area Differential (CAD) or other pay additive issues.
  
- FDC will seek \$2.5 million to increase the base rate of pay for correctional officers that work in mental health housing units to ensure that experienced security staff with behavioral health certifications are working with this vulnerable and dangerous inmate population.
  - August, 2016:** FDC will identify the mental health housing units.

- **October, 2016:** FDC will include in its Legislative Budget Request \$2.5 million to increase the base rate of pay for 575 correctional officers working in mental health housing units by ten percent.
  - **May, 2017:** FDC will lobby the Legislature for \$2.5 million to increase the base hiring rate for correctional officers working in mental health housing units by ten percent.
  - **July, 2017:** FDC will begin implementing the increased base hiring rate for correctional officers working in mental health housing units.
  
- FDC will seek \$4.9 million (NR) to offer newly-hired correctional officers a one-time \$1,000 new employee signing bonus at correctional facilities that continually exceed a vacancy rate of ten percent or higher to reduce vacancies at such facilities and ensure such facilities are safely staffed.
  - **August, 2016:** FDC will develop the Signing Bonus Plan and determine the eligible facilities.
  - **October, 2016:** FDC will include in its Legislative Budget Request \$4.9 million (NR) to fund the signing bonus plan at high vacancy facilities.
  - **May, 2017:** FDC will lobby the Legislature for \$4.9 million (NR) to fund the one time signing bonus.
  - **July, 2017:** FDC will begin implement the bonus plan.
  
- FDC will develop a certified officer assessment process to ensure only those best suited for employment in an institutional environment are hired. Properly vetted and selected applicants are more likely to remain long term employees, thus reducing turnover and agency liability.
  - **July, 2017:** FDC will develop the procurement specifications to support the procurement of an assessment tool.
  - **August, 2017:** FDC will draft the solicitation.
  - **September, 2017:** FDC will advertise the Request for Proposal.
  - **March, 2018:** FDC will evaluate the proposals from vendors.
  - **May, 2018:** FDC will award the contract to the vendor.
  - **June, 2018:** FDC will orient and onboard the vendor.
  - **July, 2018:** FDC will develop and customize the assessment tool to FDC's requirements.
  - **July, 2018:** FDC will develop the training curriculum for the assessment tool.
  - **August, 2018:** FDC will train human resources and institutional personnel at pilot sites on the use of the assessment tool.
  - **August, 2018:** FDC will launch User Acceptance Testing at pilot sites.
  - **September, 2018:** FDC will begin the evaluation and adjustment period.

- **September, 2018:** FDC will refine the training curriculum for the assessment tool.
  - **October, 2018:** FDC will train remaining human resources and institutional personnel on the use of the assessment tool.
  - **November, 2018:** FDC will begin the use of the assessment tool statewide.
  - **Ongoing:** FDC will monitor the effectiveness and acceptability of the assessment tool.
- FDC will strengthen the promotional processes for Institutions and Community Corrections by making it more fair and transparent. This will ensure a fair and equitable process resulting in the most qualified applicant selections.
- **June, 2016:** FDC will develop a long range SES Promotional Process proposal.
  - **June, 2016:** FDC will communicate to the field outlining the new application process for SES level positions utilizing the People First job board.
  - **June, 2016:** FDC will implement a new application process utilizing the People First job board to advertise all SES positions in Institutions
  - **September, 2016:** FDC will develop steps to strengthen the transparency and fairness of the promotional process in Institutions and Community Corrections
  - **October, 2016:** FDC will formalize the strengthened measures in departmental procedure.
  - **October, 2016:** FDC will develop a communication and training plan for Institutions and Community Corrections personnel.
  - **November, 2016:** FDC will communicate changes to the procedure and train personnel on the measures implemented to strengthen fairness and transparency.
  - **November, 2016:** FDC will announce the utilization of the new process and associated changes to the promotional process in Institutions and Community Corrections to all FDC employees.
  - **December, 2016:** FDC will begin implementation of the new procedures.
  - **Ongoing:** FDC will monitor the effectiveness and acceptability of the strengthened promotional process.
2. FDC will work to increase security staffing levels within our Institutions. Current staffing levels reflect position cuts implemented during the recession and do not include new positions now required due to increased operational requirements. Providing adequate staffing will enable FDC to fulfill its public safety mission.

### Action Steps:

- FDC will seek 209 FTE and \$9.4 million to establish critical non-security positions currently being staffed by correctional officers.
  - **Return on Investment - \$2,887,231**

Since 2011, the number of administrative positions within FDC's correctional facilities has been reduced by 2.5 percent. As these positions were reduced, the Department had to use certified security staff to perform critical administrative functions (e.g., handling grievances, ensuring FDC is in compliance with PREA and accreditation standards, etc.).

Establishing 209 administrative positions will allow FDC to perform its critical administrative duties using less expensive non-security staff (a savings of \$2,887,231). It will also improve staffing levels by allowing certified security staff to return to security posts.
  - **October, 2016:** FDC will include in its Legislative Budget Request \$9.4 million and 209 FTE to establish critical administrative positions.
  - **May, 2017:** FDC will lobby the Legislature for \$9.4 million and 209 FTE to establish critical administrative positions.
  - **August, 2017:** FDC will distribute the positions according to the staffing plan.
  - **September, 2017:** FDC will begin hiring.
  
- FDC will seek \$16.4 million and 104 FTE to create a residential Mental Health Continuum of Care Program at the Wakulla Correctional Institution Annex for inmates with serious mental impairments.
  - **Return on Investment**

Between 2010 and 2016, there was a 51% increase in the percentage of all mentally ill inmates with the most severe and persistent mental disorders. When mentally ill inmates do not have access to the resources required to assist them in adapting to the incarceration environment, they are increasingly vulnerable to decompensation resulting in costly maladaptive behaviors. Care provided in the Residential Treatment Unit will reduce suicides, referrals to outside hospitals, transport costs, liability, uses of force, and disciplinary reports, all of which are associated with increased costs.
  - **October, 2016:** FDC will include in its Legislative Budget Request \$16.4 million and 104 FTE for the Mental Health Continuum of Care Program
  - **May, 2017:** FDC will lobby the Legislature for \$16.4 million and 104 FTE for the Mental Health Continuum of Care Program.
  - **September, 2017:** FDC will begin the phase-in of inmates and staffing at the Wakulla Annex mental impairment program.

- Once hiring and retention rates improve, FDC will seek funding and FTE to return to 8-hour shifts for security staff at the appropriate calculated relief factor of 1.78. Eight hour shifts will improve daily operations and accountability of facilities. This change will enhance the quality of life for staff and ensure inmates are supervised by a well-rested and alert workforce. Eight hour shifts are widely recognized by numerous professional correctional organizations as a more appropriate staffing pattern for our profession.
  - **September, 2017:** FDC will include in its Legislative Budget Request funding and FTE to return to 8-hour shifts.
  - **March, 2018:** FDC will lobby the Legislature for funding and FTE to return to 8-hour shifts.
  - **August, 2018:** FDC will distribute the positions according to the staffing plan.
  - **September, 2018:** FDC will begin hiring.
  
- Once hiring and retention rates improve, FDC will seek funding and FTE to increase staffing at all institutions with restrictive housing. The additional positions are needed in order to comply with national standards established by ACA and improve the overall health of inmates by increasing the number of hours of outdoor recreation activities.
  - **September, 2017:** FDC will include in its Legislative Budget Request additional funding and FTE to increase staffing at all institutions with restrictive housing.
  - **March, 2018:** FDC will lobby the Legislature for additional funding and FTE to increase staffing at all institutions with restrictive housing.
  - **August, 2018:** FDC will distribute the positions according to the staffing plan.
  - **September, 2018:** FDC will begin hiring.
  
- Once hiring and retention rates improve, FDC will seek funding and FTE to increase the number of first line supervisors to provide greater supervision and management of line staff. The current span of control for FDC supervisors is sixty to one in some cases. The addition of these position will ensure a more appropriate supervisor-to-staff ratio. This will improve oversight, accountability and reduce agency liability.
  - **September, 2017:** FDC will include in its Legislative Budget Request funding and FTE to increase the number of first line supervisors.
  - **March, 2018:** FDC will lobby the Legislature for funding and FTE to increase the number of first line supervisors.
  - **August, 2018:** FDC will distribute the positions according to the staffing plan.
  - **September, 2018:** FDC will begin hiring.

3. FDC will use its institutional vacancy rate data to ensure that dorms are opened at institutions where there is an available labor pool and closed at institutions where there is not. This ensures staff resources are appropriately distributed and reduces overall vacancy rates in facilities struggling to fill critical positions.

Action Steps:

- Ongoing:** This process is ongoing and fluid according to department need. The department has worked each month to close dormitories where there are high vacancy rates and open dormitories in alternate locations with a larger labor pool.
4. FDC will improve the physical condition of Florida prisons. Florida's inventory of correctional facilities differs greatly in age, construction and design. With the development and implementation of a comprehensive maintenance and construction program, we will increase public safety by ensuring all facilities are operating efficiently and securely.

Action Steps:

- FDC will seek \$35 million (NR) from the Legislature to address infrastructure needs. This will ensure FDC meets constitutional obligations relative to providing safe, secure, and humane environments for staff and inmates.
  - Return on Investment - \$26 million over five years**  
The repair and renovation of prison facilities is critical to the overall safety and security of prisons. This funding will allow FDC to adequately repair and maintain its existing portfolio of facilities, thereby avoiding the need to build new ones. Additionally, this funding will result in a \$26 million 5-year return on investment through recurring maintenance and energy cost savings.
  - October, 2016:** FDC will include in its Legislative Budget Request \$35 million (NR) request for first year of the 5-year Capital Improvement plan.
  - May, 2017:** FDC will lobby the Legislature for \$35 million (NR) to address its infrastructure needs.
  - September, 2017:** FDC will include in its Legislative Budget Request funding for the second year of the 5-year Capital Improvement plan.
  - January, 2018:** FDC will lobby the Legislature for funding to address its infrastructure needs.
- FDC will centralize the oversight of all maintenance and construction operations, which will allow the Department to develop a strategic long-range maintenance and repair plan. A properly managed strategic plan will result in safe and secure physical plants, while maximizing efficiency.
  - December, 2016:** FDC will finalize multiple project delivery models that include vendors and contractors, thereby increasing the department's bandwidth to perform major building repairs.

- **July, 2017:** FDC will solicit and award new contracts for the purchase and installation of key infrastructure components such as perimeter detection systems, personal body alarms, HVAC systems, water heating systems, and related critical equipment. This will allow FDC's maintenance operations to expedite delivery times and better manage workloads through contractor/vendor support.
    - **July, 2017:** FDC will complete the transition to utilizing inmate work crews for regular preventive maintenance tasks in addition to minor repairs.
  - FDC will continuously assess the physical conditions of each facility. This will allow for targeted use of agency funding and resources.
    - **July, 2017:** FDC will complete a revised building condition assessment for all institutions for use updating 5 year Capital Improvement Plan.
5. FDC will reduce criminal activity and acts of inmate violence. Criminal activity and acts of inmate violence, whether against staff or other inmates, tax our resources and adversely impacts operations across the enterprise. Reductions in violence will reduce medical expenses, decrease overtime, and provide a safer correctional environment for staff and inmates.

Action Steps:

- FDC will seek resources from the Legislature to upgrade its technology infrastructure (e.g., security cameras, network infrastructure, etc.). Increased use of technology enhances the efficiency and effectiveness of corrections operations and processes.
  - **January, 2017:** FDC will complete a vendor-led enterprise network needs analysis and design.
  - **September, 2017:** FDC will submit a Legislative Budget Request for funding to upgrade the department's network infrastructure to support the buildout and installation of PREA cameras in all remaining areas of FDC institutions. This request will include a new software platform to network all existing and new PREA cameras for the purpose of improving the availability, security, and credibility of video data.
  - **March, 2018:** FDC will lobby the Legislature for funding to upgrade the department's network infrastructure.
  - **July, 2018:** FDC will implement the procurement process.
- FDC will obtain funding for technologies such as x-ray machines and metal detectors that can be used to ensure that contraband is not introduced into FDC's institutions. The reduction of contraband significantly increases the overall safety of staff and inmates and reduces the likelihood of escape. The technology requested enhances FDC's ability to combat contraband introduction.

- **January, 2016:** FDC completed research on the appropriate technology.
  - **March, 2016:** FDC obtained quotes.
  - **April, 2016:** FDC submitted equipment needs.
  - **June, 2016:** FDC submitted the financing request to DFS.
  - **September, 2016:** Upon approval, FDC will submit the order.
  - **December, 2016:** FDC will receive equipment and begin installation.
  - **January, 2017:** FDC will complete training and installation.
  - **Ongoing:** FDC will assess the need for future replacement of equipment due to end of support and technology advances.
- FDC will provide additional staff training relating to proper counseling techniques and using alternatives to formal discipline. De-escalation techniques serve to reduce use of force incidents that can result in staff and/or inmate injury. Additionally, alternatives to formal discipline will assist in FDC's efforts to reduce the restrictive housing population.
- **August, 2016:** FDC will implement Inclusive Leadership (Blue Courage), course outline/learning objectives.
  - **January, 2017:** FDC will implement Correctional Officer De-escalation Education, course outline/learning objectives.
- FDC will establish the Office of Intelligence, which will focus on security threat groups within FDC's facilities and the best ways in which to identify and limit criminal activity. Effective management and monitoring of Security Threat Groups improves facility environments and reduces the likelihood of inmate disturbances. Intelligence garnered within FDC facilities is routinely provided to and utilized by the outside law enforcement community.
- **April, 2016:** FDC established the Office of Intelligence, which houses the Department's Security Threat Group (STG) unit, the canine and interdiction unit, a cell phone forensics lab, and a newly formed analytical unit consisting of both a criminal intelligence analyst and a business intelligence analyst.
  - **September, 2016:** The Office of Intelligence will complete its review of the existing STG staffing, current governing policies, and will review the performance of STORMS (an internal STG database).
  - **September, 2016:** The Office of Intelligence will institute monthly statewide conference calls with all institutional STG officers statewide for the purpose of information/intelligence sharing.
  - **October, 2016:** Staffing of new personnel and the realignment of existing units will be completed within the Office of Intelligence.
  - **April, 2017:** The Office of Intelligence will develop a standardized training curriculum to include updated agency policies and "best practices" from across the state related to STG detection and

management. This program will also include proper techniques for interviewing and documentation.

- **June, 2017:** The Office of Intelligence will present regional trainings/workshops with all officers assigned to work STG.
  - **July, 2017:** Upon completion of regional training and workshops the Office of Intelligence, in conjunction with Regional Directors of Institutions, will establish regional STG mobile strike teams within each of the four regions capable of responding, as needed, to conduct STG interviews and/or assessments at a facility.
  - **September, 2017:** The Office of Intelligence, in collaboration with the Bureau of Classification, will re-institute a STG “risk tool,” which will increase the identification of inmates who are members of a STG and assist classification with the appropriate placement of such inmates.
- FDC will use data from the Office of Intelligence to ensure that high risk inmates are appropriately distributed throughout the Department’s facilities. Data driven management of these populations will mitigate acts of violence and threats to staff and inmates.
- **December, 2016:** “High risk inmates” are inmates who pose a greater risk to the safety and security of a facility. By utilizing business intelligence analytics in collaboration the Department’s Bureau of Classification and Population Management, the Office of Intelligence will develop profiles which may be used to assist with identifying “high risk” populations of inmates in an effort to mitigate and/or reduce incidents within FDC facilities by dispersing identified inmates throughout the state. In addition to the general classification of the inmate, factors which may be considered include; the inmate’s mental health grade, type of housing, membership in a security threat group, past discipline, program needs, past criminal history, and facility staffing levels.
6. FDC will improve the safety and reliability of its fleet. The Department’s current fleet is aged and worn, requiring excessive expense for repairs and service. Upgrades and improvements will ensure safe and secure vehicles are moving inmates across the state and providing staff with dependable transportation. Fleet enhancements will provide an immediate cost savings to the state and improve public safety.

Action Steps:

- FDC will centralize its fleet operations, which will allow the Department to standardize its vehicle allocation methodology; develop routine, preventative maintenance schedules; and improve analytics on vehicle related expenditures.
  - **May, 2016:** FDC centralized the reporting structure of fleet operations.
  - **July, 2016:** FDC conducted a statewide comprehensive vehicle assessment.
  - **August, 2016:** FDC finalized the vehicle acquisition plan for FY 16/17.

- **October, 2016:** FDC will complete a Comprehensive Vehicle Assessment Report with recommended actions.
  - **February, 2017:** FDC will begin Fleet data cleaning project, as directed by DMS.
  - **April, 2017:** FDC will complete the Fleet data cleansing project in accordance with DMS instructions.
  - **June, 2017:** FDC will revise and standardize the Department's preventative maintenance program based on functionality and criteria provided by the new Fleet Management System.
  - **July, 2017:** FDC will convert Fleet data to the new DMS Fleet Management System, as directed by DMS and conduct an annual Fleet inventory and assessment.
  - **August, 2017:** FDC will develop Short-Range and Long-Range Vehicle Acquisition Plans.
  - **September, 2017** – FDC will complete the implementation of the new Preventative Maintenance Program.
  - **October, 2017** – FDC will complete the implementation of process improvements resulting from Fleet inventory and assessment and conversion to new Fleet Management System.
  - **November, 2017** – FDC will evaluate the improved state of the Fleet Administration program and Fleet inventory.
  - **December, 2017** – FDC will evaluate the effectiveness of the new Preventative Maintenance Program and acquisitions plans.
- FDC will seek \$4.2 million (NR) to ensure its vehicles used to transport inmates and secure institutions are safe and reliable.
- **Return on Investment - \$5.4 million over five years**  
The reliability of FDC's vehicle fleet is critical to ensuring officer and inmate safety. In addition to being used to secure our prisons, these vehicles routinely transfer prisoners on Florida's public roadways. Breakdowns during transport are a frequent occurrence and jeopardize public safety.
- This request will allow FDC to replace approximately 300 vehicles annually (e.g., inmate transport buses, perimeter security vehicles, etc.). Each vehicle that FDC is able to replace that exceeds DMS's disposal criteria allows the Department to avoid \$3,600 in maintenance costs annually. This funding will not only improve public safety, but will also result in \$5.4 million in avoided maintenance costs over 5 years.
- **October, 2016:** FDC will include in its Legislative Budget Request \$4.2 million (NR) for replacement of motor vehicles.
  - **May, 2017:** FDC will lobby the Legislature for \$4.2 million (NR) to replace its motor vehicles.

- **Ongoing:** FDC will request additional vehicle funding based on fleet administration data.

7. FDC will ensure all facilities are accredited. The external review and evaluation of the Department in accordance with national correctional standards ensures our compliance with state and federal laws.

Action Steps:

- FDC will ensure all institutional policies, procedures, and practices comply with American Correctional Association standards. Compliance with these standards ensures our facilities are operating in a manner consistent with national best practices.
  - **Ongoing** – All facilities are currently accredited. The accreditation cycle is three years, and all facilities are currently scheduled to receive an audit.