



# The Florida Senate

*Interim Project Report 2008-112*

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Committee on Criminal and Civil Justice Appropriations

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## **REVIEW OF DEPARTMENT OF CORRECTIONS PRISON POPULATION STAFFING REQUIREMENTS**

### **SUMMARY**

The Committee on Criminal and Civil Justice Appropriations began this review of staffing levels in the Department of Corrections because salaries and benefits represent sixty-five percent of the department's total appropriations, and because the department requested large transfers from salaries and benefits categories in Fiscal Years 2005-06 and 2006-07. The purpose of this report is to review how the department determines staffing needs for correctional facilities and to assess staffing levels authorized by the Legislature.

This report's focus is on the Security and Institutional Operations and Health Services Programs. These two programs comprise eighty-two percent of the department's staffing, generate annual staffing requests based on prison population increases, have the highest personnel costs, and consistently have a high number of vacant positions.

In Security and Institutional Operations, the department had at least 445 vacant correctional officer positions each month for the past three years. A basic salaries and benefits package for the lowest ranked correctional officer position is \$47,270. This figure, applied to 445 vacant positions, equates to approximately \$21 million in appropriated funds.

The department transferred nearly \$40 million from excess salaries and benefits appropriations in the Security and Institutional Operations Program during FY 2006-07. During Special Session C, the Legislature reduced recurring general revenue appropriations for salaries and benefits in this program by \$25.2 million, the equivalent of approximately 530 correctional officer positions. The Legislature could consider deleting these positions to avoid future increases in pay package appropriations for positions that the department will not be able to fill.

The department's method of determining correctional officer staff need through the use of post charts does not always match the department's actual staffing patterns for those posts. Even though the department's post staffing standards are not being met, incident reports on key measures of security have not increased.

It appears that the department has been consistent in its approach to developing budget requests for positions; however, it cannot be determined that the level requested is the minimum necessary to house inmates in a secure fashion. The Legislature could commission an in-depth study by the Office of Program Policy Analysis and Government Accountability, or another unbiased entity which has correctional experience to review and compare each institution's layout, security level, population and other variables to determine whether staffing inconsistencies exist among institutional facilities, and whether the staffing patterns used by the department are meaningful.

The Health Services Program consistently has high vacancy rates attributable to the difficulty of recruiting and retaining qualified staff. While the department has surplus funding in the Health Services Program's salaries and benefits categories, it experiences shortfalls in categories that pay for health care services and medical supplies for inmates and has transferred the surpluses to these categories.

The department transferred nearly \$16 million from excess salaries and benefits appropriations in the Health Services Program during 2006-07. The Legislature made efforts during FY 2007-08 and Special Session C to realign health services funding by transferring appropriations from the salaries and benefits category to other categories. More realignment may be necessary. The Department of Corrections must provide accurate health care cost data to the Legislature so that appropriate funding decisions can be made.

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## BACKGROUND

The Department of Corrections (DOC) oversees a prison population of more than 95,000 inmates for which it must provide a secure, safe environment as well as food, clothing, health care and federally required health and educational programming. The department is Florida's largest state government employer, with an employee base of over 28,000.

Among all state agencies, the department receives the third largest share of recurring general revenue appropriations. Approximately ninety-seven percent of the department's funding is general revenue. Recurring general revenue appropriations in the DOC have grown by over \$600 million since Fiscal Year 1999-2000 to \$2.3 billion in FY 2007-08. The total salary budget for the department in 2007-08 was \$1.5 billion.

Due to increases in the state prison population during the past five years, the Legislature funded construction for 23,781 new prison beds. The Legislature also funded approximately 2,000 new full-time equivalent positions. These staff include wardens, correctional officers, classification officers, health care personnel, educational personnel, as well as essential maintenance staff and institutional specific administrative staff.

The Legislature, through the 2006-07 General Appropriations Act<sup>1</sup>, directed the Office of Program Policy Analysis and Government Accountability (OPPAGA) to review staffing in the DOC. In its report<sup>2</sup>, OPPAGA noted that at the end of FY 2005-06, the department had approximately 500 correctional officer vacancies and more than 200 vacant nurse, physician, and dentist positions. The OPPAGA analysis of safety and security measures within the prison system indicated that despite correctional officer vacancy rates, actual incidents such as inmate assaults on staff or other inmates, injuries, and escapes, as well as officer use of force for inmate compliance, remained largely unchanged over prior years. In most instances the incidents per 1,000 inmates declined. OPPAGA also indicated that the department does not use a consistent or reliable method for determining security staffing needs and might have more correctional officer positions than are necessary to operate the prison system.

The Committee on Criminal and Civil Justice Appropriations undertook this review of staffing levels because salaries and benefits represent sixty-five

percent of the department's total appropriations, and because the department requested large transfers from salaries and benefits categories at the end of Fiscal Years 2005-06 and 2006-07.

## METHODOLOGY

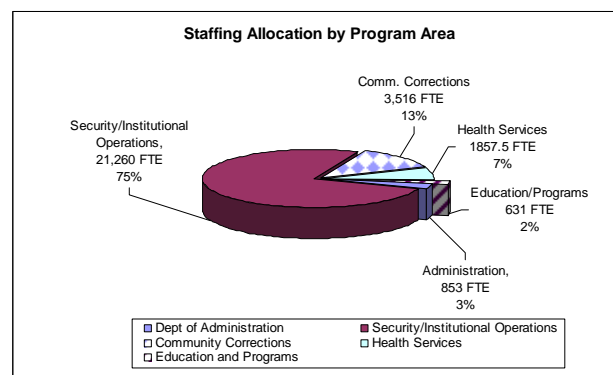
Criminal and Civil Justice Appropriations Committee staff conducted interviews with key staff in DOC and reviewed staffing data, policies and procedures used to develop staffing requests for new prisons. Staff also gathered data on state correctional funding from other large states and Florida's private prisons. In addition, staff reviewed budgetary data relative to transfers of salary and benefits appropriations to other appropriation categories.

## FINDINGS

### Overview of Department of Corrections Staffing

The Department of Corrections (DOC) has 28,376.5 authorized staff positions. The department's budgeting and staffing is broken into program areas as follows:

Department Administration  
Security and Institutional Operations  
Community Corrections  
Health Services  
Education and Programs



Typically, the majority of positions requested through the department's legislative budget request relate to projected prison population increases as estimated by the Criminal Justice Estimating Conference, and for support staff for new facilities opening during the upcoming fiscal year.

### Security and Institutional Operations Program

Of the department's authorized staff, approximately seventy-six percent, or 21,519, are allocated to Security and Institutional Programs. Of these, approximately eighty-six percent, or 18,432, are correctional officers.

<sup>1</sup> Chapter 2006-25, Laws of Florida

<sup>2</sup> OPPAGA Report Number 07-15

The remaining positions in the Security and Institutional Operations Program are wardens, assistant wardens, institution-specific administrative staff, and other non-security personnel such as vocational instructors and maintenance staff.

### ***Determining Correctional Officer Staffing Need***

Determining correctional officer staffing requirements for facilities is complex. Many factors must be considered, such as facility design, type of inmate housed (classification of inmate, security level), inmate population, activities such as educational and vocational programs, and staff qualifications and experience.

The department asserts that in determining staffing levels two factors are of utmost importance: 1) the staffing level must ensure adequate response to contain and isolate situations or problems; and 2) the staffing level must ensure adequate officer presence to deter misbehavior resulting in an unsafe environment for inmate, staff or the general public. These factors, however, are difficult to quantify or use in a systematic way to set staffing levels.

The department has approximately 130 facilities with different designs and layouts. Many of the facilities were transferred to the DOC and retrofitted to serve a prison population. Some have less than ideal structural configurations. Each building in a facility has a post chart developed to ensure ample correctional officer staffing. In determining posts, consideration is given to line of sight between officer and inmates within a dorm or secure housing unit, and other security features of the prison's design or layout.

The type of inmate housed is a significant factor in determining staff. Florida's correctional facilities are divided into major institutions, work camps, work release centers, and road prisons. Major institutions, where eighty-four percent of the inmate population resides, are categorized into seven levels of security ranging from minimum to maximum custody facilities. Inmates are classified according to risk and need, and subsequently assigned to different facilities. The classification system takes into account the seriousness of offense, length of stay, prior criminal record, prison adjustment record, escape history, and medical condition. Inmates assigned to close management and maximum security facilities (death row) require more security staff. On the other hand, inmates assigned to work release centers, road prisons, or work camps are a lesser security risk, requiring less security staff.

Daily activities involving movement of inmates impact how a prison needs to be staffed. Activities include meals, visits, church/religious services, sick calls, recreation, vocational and educational classes, reception and discharge, work squad turnout, canteen/commissary, classification reviews/hearings, among others. The more activities, the more staff are needed to move inmates within the facility.

After reviewing the facility blueprint and profile of the facility, (security level, type of inmate housed, etc.) and charting hourly activities, posts can be identified. Post orders are created describing exactly what is to be done, when, where, and how, to ensure activities and necessary functions are covered. These jobs, or posts, are filled interchangeably by different staff for coverage twenty-four hours a day, seven days a week.

Once necessary security posts are determined, the number of correctional officer positions needed to cover the posts is developed. This calculation must also consider a "relief factor." The shift relief factor equals the workdays required annually to staff a security post divided by the workdays available annually per correctional officer. Determining workdays available is derived from the average correctional officer leave days used for leave types such as annual, sick, compensatory, administrative (military training), disability, holiday, leave without pay (maternity), and mandatory in-service training (approximately 5 days per year).

### ***Legislative Budget Requests for Staffing***

The DOC requests staff for: 1) increases in estimated prison population projections, and 2) specific new facility openings.

### ***Increase in Prison Population Request***

The department's legislative budget request (LBR) is ratio driven, based on the number of housing units, open bay dorms or secure housing units the estimated increased population would fill. For each open bay dorm of 151 beds, the department requests ten correctional officers and five correctional officer sergeants. For each secure housing unit of 228 beds, the department requests thirteen correctional officers and five correctional officer sergeants. The department also requests one classification officer for each housing unit.

In FY 2007-08, the department requested 252 full-time-equivalent (FTE) positions to support an additional 2,573 beds.

FY 2007-08 DOC LBR Issue Increase in CJEC Inmate Population	Open Bay Dorms	Secure Housing Units	Total
<b>Bed Need</b>			
Total Requested Increase in DOC Beds (Based on CJEC thru 9/2007)	1,661	912	2,573
<b>Staff Need</b>			
Correctional Officer	110	52	162
Correctional Officer Sergeant	55	20	75
Classification Officer	11	4	15
<b>Total Positions</b>	<b>176</b>	<b>76</b>	<b>252</b>

### New Facility Staffing Request

The department's LBR issue for specific new institution openings is based on actual post charts for the new facility(s) coming on-line. The request is for the specific facility's correctional officer staff and other facility support staff not assigned to specific housing units. The support positions include, among others, perimeter guards, work squad officers, movement control officers, and medical transport/escort/visitation officers. Wardens, Assistant Wardens, medical and vocational education personnel are also requested in this issue. Correctional officers funded in the previous fiscal year, based on individual housing unit needs or the three-month lead in for training, are deducted from this request.

FY 2007-08 DOC LBR Issue Support Cost Issues	Security	Health Svcs	Education	Total FTE
Dade Transitional Care Unit	30.0			30.0
Wakulla Annex	114.0	32.0	18.0	164.0
Lowell Work Camp	44.0	5.0	5.0	54.0
<b>Total Positions Requested</b>	<b>188.0</b>	<b>37.0</b>	<b>23.0</b>	<b>248.0</b>

Although the department utilizes post charts to determine need and request correctional officer staff, actual staffing of the facilities does not always match the post chart. For example, if an officer is absent, or a position is vacant, an officer assigned to a less critical area will be reassigned to the more critical post. If this cannot be accomplished, an officer might roam between posts. As a last resort, another officer must work overtime to fill the post deemed critical.

The department has approximately 135 facilities for which facility-specific post charts have been developed. To develop definitive conclusions on appropriate staffing levels, an in-depth review of staff allocated to each dorm or building in each facility, with an analysis of the facility's security level and population, among other variables, would have to be completed.

### Florida Staffing Levels - Correctional Officer

Staffing levels, or ratios, for inmate to correctional officer are not mandated by federal or state law. No correctional association has a means to determine a model for staffing levels. However, the table below shows that since 1998-99, the ratio of inmates to filled correctional officer positions<sup>3</sup> has increased from 4.4 inmates to one correctional officer position in Fiscal Year 1998-99, to 5.0 inmates in Fiscal Year 2006-07.

Fiscal Year	Inmate Population (excludes inmates in private prisons)	Authorized		Filled	
		Correctional Officer Positions	Inmate to Correctional Officer Ratio	Correctional Officer Positions (On June 30)	Inmate to Correctional Officer Ratio
1998-1999	64,816	16,275	4.0	14,881	4.4
1999-2000	67,265	15,742	4.3	14,570	4.6
2000-2001	68,157	16,185	4.2	15,431	4.4
2001-2002	69,599	15,779	4.4	14,686	4.7
2002-2003	73,171	15,895	4.6	15,760	4.6
2003-2004	77,783	16,827	4.6	16,526	4.7
2004-2005	79,618	17,602	4.5	16,809	4.7
2005-2006	83,207	18,477	4.5	17,132	4.9
2006-2007	87,465	18,661	4.7	17,588	5.0
2007-2008	90,279	18,432	4.9	n/a	n/a

These ratios indicate the number of inmates per authorized and filled correctional officer position; e.g., on June 30, 2007, if all correctional officer positions authorized by the Legislature were filled, there would be one correctional officer for every 4.7 inmates. On June 30, 2007, there were actually 5 inmates to each hired correctional officer.

The table indicates there was one correctional officer for every five inmates in FY 2006-07; however, this does not mean that there was one officer for five inmates all of the time. Officers work three different shifts to cover 24 hours in a day. In addition, when officers are on leave or training, the ratio of officers to inmates is further diminished. In reality, there may be up to 30 inmates to one correctional officer.

The department offered several reasons for the increase in the ratio over time. The newest dorm prototype holds more inmates but has the same number of staff as the previous prototype. This is due to improved sightlines and security features of construction. Constructing annexes to existing institutions has an impact as well because some specialized posts such as K-9 and Armory do not have to be duplicated in an adjacent facility. The addition of work release centers also has lowered staffing need and impacts the overall average. Even though the ratio of inmates to correctional officer positions has increased over the past several years, the measures of security incidents do not appear to have escalated, as shown on the following table.

<sup>3</sup> Correctional officer staffing includes majors, captains, lieutenants, sergeants and correctional officers.

Incidents per 1,000 inmates	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
Inmates	73,553	77,316	81,974	84,901	88,576	92,927
Use of Force	49.90	47.20	48.30	43.30	42.50	37.20
Assaults on Staff	8.10	8.70	7.30	6.90	6.20	6.26
Inmate Injury/Death	37.30	38.00	35.10	37.80	36.50	35.72
Escapes	0.85	0.97	1.33	1.39	1.37	1.52
Crimes vs. Inmates	50.50	53.20	45.30	45.60	49.60	48.96

Source: Department of Corrections

In comparing Florida's state operated prisons overall to privately operated prisons in Florida, one might expect that private prisons would have a greater ratio of inmates to security staff than the state-operated prisons due to differences between the institutions. These differences include the facility's design and security level, classification of inmates, as well as the nature of profitability for private facilities versus public institutions. The highest security level of private prisons currently operated is a Level 5, compared to the state-operated prisons which have many Level 6 and 7 prisons. According to information obtained from the Department of Management Services, which oversees contracts for private prison operations, there were 6.2 inmates for each filled correctional officer position in private prisons on June 30, 2007. As previously discussed, there were five inmates for each filled correctional officer position in state operated prisons on June 30, 2007.

#### Staffing Levels – Other States

Data from other states<sup>4</sup> was also obtained to compare inmate to correctional officer staff ratios. The following data suggests that Florida falls near the national average.

State	Inmates to Officer
New York	3.4
Florida	5.0
Michigan	5.9
Texas	6.4
Avg (of states reporting)	5.45

Source: National Conference of State Legislatures  
(data on September 30, 2006; not all states reporting)

As shown in the table below, of the 38 states reporting, nearly one third reported one correctional officer position to between four and five inmates.

Inmates to Officer	Number of States Reporting
Less than 4	8
Between 4 and 5	12
More than 5, up to 7	12
Between 7 and 9	2
More than 9	4
Total (states reporting)	38

Source: National Conference of State Legislatures  
(data on September 30, 2006; not all states reporting)

Additionally, since national data was not readily available, Senate staff contacted individual states to obtain information on relief factors used in determining correctional officer staffing. The table below shows that Florida utilizes a lower relief factor than New York and Michigan, but is fairly consistent with Texas.

State	Relief Factor 7-day Shift	Relief Factor 5-day Shift
New York	1.70	1.22
Florida	1.66	1.00
Michigan	1.80	1.22
Texas	1.70	1.00

Source: Individual state corrections departments

One would have to further analyze facilities design, capacity and other factors to determine compatibility for comparison.

#### Vacancies

OPPAGA reported that vacancies were particularly high in two groups, correctional officers and health care personnel. It is important to look at vacancies to determine whether more salaries and benefits funding has been appropriated than necessary, so that scarce general revenue resources can be redirected.

The table below shows that the department's vacancy rate for correctional officers has ranged from 2.4 to 3.5 percent over the past three years. A 3.5 percent vacancy rate equates to 645 vacant positions out of 18,661 total positions.

#### Correctional Officer Vacancies

Fiscal Year Ending on June 30	FTE	Vacant	Vacancy Rate
FY 2004-05	17,602	426	2.4%
FY 2005-06	18,477	664	3.6%
FY 2006-07	18,661	645	3.5%

Source: Department of Corrections

Although the vacancy rate for correctional officer staff does not seem excessive, appropriating funding for this amount of vacant positions is costly. The table below shows that the department has had at least 445 vacant

<sup>4</sup> Provided by National Conference of State Legislatures

correctional officer positions each month for the past three years. A basic salaries and benefits package for the lowest ranked correctional officer position is \$47,270. If this amount were applied to 445 vacant positions, it equals approximately \$21 million in appropriated funds.

Month	<b>Correctional Officer Series</b>		
	<b>FTE Vacant 2005</b>	<b>FTE Vacant 2006</b>	<b>FTE Vacant 2007</b>
January	524	665	673
February	544	625	636
March	458	599	621
April	452	592	645
May	489	623	689
June	445	689	666
July	482	808	717
August	590	812	635
September	507	792	620
October	539	808	564
November	598	786	567
December	623	816	
<b>Average</b>	<b>469.00</b>	<b>649.92</b>	<b>639.36</b>
<b>3 Year Average</b>	<b>586.09</b>		

Source: Department of Corrections

The following table shows that the department also has had at least 115 other vacant positions each month for the past three years. On average, 728 positions were vacant in the Security and Institutional Operations program (586 correctional officers, and 142 other positions).

Month	<b>Other (Excludes Corr. Ofcrs)</b>		
	<b>FTE Vacant 2005</b>	<b>FTE Vacant 2006</b>	<b>FTE Vacant 2007</b>
January	115	148	138
February	124	149	131
March	151	164	141
April	143	169	136
May	130	167	137
June	130	179	155
July	146	187	168
August	157	177	162
September	159	160	163
October	145	134	160
November	148	139	157
December	136	135	
<b>Average</b>	<b>129.00</b>	<b>147.75</b>	<b>149.82</b>
<b>3 Year Average</b>	<b>142.19</b>		

Source: Department of Corrections

### ***Legislative Actions Related to Salaries and Benefits in Security and Institutional Operations***

The department transferred nearly \$40 million in unspent salaries and benefits appropriations from, or within the Security and Institutional Operations Program to other appropriation categories during FY 2006-07.

As a means to reduce overall general revenue expenditures, during Special Session C, the Legislature reduced funding for salaries and benefits in this

program by \$25.2 million. These reductions related to appropriations for vacant positions. No filled positions were reduced. This will decrease the department's ability to transfer surplus salaries and benefits to other appropriation categories.

### **Health Services Program**

The department's health care delivery system is managed by the Office of Health Services which provides medical, dental, mental health, and pharmaceutical services, as well as health education, preventative care, and chronic illness clinics for nearly 95,000 inmates. Health services also include emergency care, inpatient hospitalization, and specialty care, when required. Health care is provided at a constitutional standard of care as mandated by the Federal government.

The department currently has 1,857 authorized full-time equivalent positions in the Health Services Program. In addition, the department contracts with a health care personnel management agency for 930 health care positions, and has access to nurses and other health care staff on an as needed basis through other contracts. Region IV consists of nearly 18,000 inmates in thirteen correctional institutions in South Florida. Region IV was completely contracted in FY 2001-02 as a means to alleviate some of the problems the department faced in hiring and retaining staff, and to reduce health care costs.

The first contract for Region IV with Wexford Health Sources, Inc. began July 1, 2001. The contract was for a five year term. The Legislature cancelled Wexford's contract for two reasons: 1) Wexford sued the Department of Corrections for price level increases, and 2) Wexford did not meet performance requirements stated in the contract. The contract was re-bid as directed by the Legislature<sup>5</sup>, and a new contract was awarded to Prison Health Services, Inc. (PHS) beginning January 1, 2006. The bid accepted was substantially lower in cost than the Wexford contract. In late August 2006, only a few months into the new contract, PHS notified the department it could not continue the contract at the contract's funding level. The contract cancellation was effective in November 2006. The department, deciding not to re-bid the contract, incorporated a hybrid model using a combination of departmental positions and the services of a health care personnel management agency. To allow the department ample time to test the new

<sup>5</sup> Chapter 2005-70, LOF, Specific Appropriation 656

approach and to determine health care staffing and funding needs, the Legislature did not provide additional funding for health services.

### **Health Care Personnel Vacancies**

The Department of Corrections has a consistently high number of vacant positions in the Health Services program. The department faces difficulty in recruiting and retaining professionals and paraprofessionals, particularly nursing staff.

<b>Fiscal Year Ending on June 30</b>	<b>FTE</b>	<b>Vacant</b>	<b>Vacancy Rate</b>
FY 2004-05	2,017.5	391	19.4%
FY 2005-06	2,057.5	394	19.1%
FY 2006-07	2,116.5	427	20.2%

*Source: Department of Corrections*

The table listed below shows vacancy rates for specific health care personnel positions.

<b>Position</b>	<b>VACANCY RATE</b>		
	<b>FY 2004-05</b>	<b>FY 2005-06</b>	<b>FY 2006-07</b>
<b>OVERALL</b>	<b>19.4%</b>	<b>19.2%</b>	<b>20.2%</b>
<b>Vacancy Rates for Specific Forensic/Correctional Class Titles</b>			
Dentist	45.0%	50.0%	52.6%
Sr. Dentist	13.3%	19.6%	28.6%
Registered Nurse Specialist	17.0%	17.2%	30.6%
Sr. Registered Nurse	41.8%	42.9%	41.5%
Sr. Licensed Practical Nurse	25.5%	28.0%	29.6%
Sr. Physician	28.4%	37.5%	36.1%
Psychological Specialist	11.0%	5.9%	7.5%
Sr. Psychologist	23.7%	20.6%	12.7%

\*Vacancy Rate=Number of vacancies / Total number of positions

\*\*Data from last day of fiscal year

In reviewing this vacancy data, it appears that the department could have more authorized health care personnel positions than needed, particularly because these positions cannot be filled. The department has been able to obtain health care staffing through use of temporary personnel servicing agencies by transferring funding from salaries and benefits into the other personal services category.

The Department of Corrections has experienced funding shortages in other health care appropriation categories which pay for community health care services, medical supplies and drugs. Over the past several years, the department has used surplus salaries and benefits appropriations from vacant health care positions to fill the void in these categories as well.

### **Health Services Funding**

The department reported average per-diem costs for health care in FY 2005-06 were \$11.36 per inmate<sup>6</sup>. If

this per-diem rate were applied to the current population of 95,000 inmates, the cost would be approximately \$394 million. Appropriations for the Health Services Program for FY 2007-08 totaled \$366.4 million.

The Department of Corrections' FY 2008-09 Legislative Budget Request totals \$54.2 million for price level increases for health services (\$16.3), and drug costs (\$37.9).

### **Transfers of Appropriations**

At the end of Fiscal Years 2005-06 and 2006-07, the department came before the Legislative Budget Commission (LBC) to request budget transfers from the salaries and benefits categories to cover projected deficits in several appropriation categories.<sup>7</sup>

At the end of FY 2005-06, the department requested the following general revenue budget transfers through the LBC.

<b>Appropriation Category</b>	<b>Transfers In/(Out)</b>
Salaries / Benefits	(\$31,549,852)
Other Personal Services	1,625,761
Expenses	14,382,292
Contracted Services	190,193
Inmate Health Services	11,060,572
Treat Inmates - General Drugs	2,783,057
Treat Inmates - Psychotropic Drugs	(2,094,437)
Treat Inmates-Infectious Disease Drugs	3,602,414
Net Total Effect of Transfers	\$0

Approximately \$16.5 million in general revenue funding was transferred from salaries and benefits within the Health Services Program. The department requested the transfers of general revenue among appropriation categories to cover payments for increased utilization of community hospital and physician services, prescription drugs and medical supplies.

Of the remaining \$15 million in salaries and benefits transfers, \$11 million was transferred to expenses categories to cover utility and rent increases. The remaining \$4.5 million was transferred to Administration for salaries and benefits, other personnel services and expenses. In essence, the department requested replacement of general revenue funding that was reduced in a prior year for collection

<http://www/dc.state.fl.us/pub/annual/0506/budget.html>

<sup>7</sup> EOG #B2006-0625 for FY 2005-06 (June 15, 2006)

EOG #B2007-0818 for FY 2006-07 (June 14, 2007)

<sup>6</sup> Department of Corrections website:

of inmate banking fees that the department was unable to collect.

At the end of FY 2006-07, the department requested the following budget transfers through the LBC.

Appropriation Category	Transfers In/(Out)
Salaries / Benefits	(\$52,895,821)
Other Personal Services	2,267,480
Expenses	11,737,687
Operating Capital Outlay	(102,719)
Acquisition of Motor Vehicles	102,719
Contracted Services	417,105
Inmate Health Services	19,400,182
Treat Inmates - General Drugs	7,254,394
Treat Inmates - Psychotropic Drugs	1,836,401
Treat Inmates-Infectious Disease Drugs	9,982,572
Net Total Effect of Transfers	\$0

Of the \$52 million in salaries and benefits transfers, approximately \$43 million was transferred within, or to the Health Services Program to, again, cover payments for increased costs associated with medical services and supplies needed for inmate health care. The additional transfers were, again, to Administration, and for departmental expenses.

#### ***Legislative Actions Related to Salaries and Benefits In the Health Services Program***

During the 2007 Legislative Session, the Legislature reduced 188 vacant health care positions and transferred \$10 million in general revenue funding into health care funding categories as a means to realign health care funding.

During the 2007 Special Session C, another 108 long-term vacant health care positions were reduced and \$7.9 million in general revenue funding was transferred into other health care funding categories.

Health Services	FY 2007-08 Regular Session		FY 2007-08 Special Session "C"	
	FTE	Appropriation/ (Reduction)	FTE	Appropriation/ (Reduction)
Reduce Positions (Vacant Over 180 Days)	(188.0)	(\$10,000,000)	(108.0)	(\$7,873,861)
Fund Health Services		\$10,000,000		\$7,873,861

positions. The Legislature could consider deleting a portion of other vacant positions in the Security and Institutional Operations Program as well. This would allow the Legislature to avoid future increases in pay package appropriations for positions that cannot be filled.

The Legislature could commission an in-depth study by the Office of Program Policy Analysis and Government Accountability, or another unbiased entity, with correctional experience, to review and compare each institution's configuration, security level, population and other variables to determine whether staffing inconsistencies exist among institutional facilities.

The Legislature, Governor and Department of Corrections should continue to monitor performance standards for security, to ensure that staffing remains sufficient.

The Legislature may need to make further budgetary decisions on how to better align general revenue funding within the Health Services Program. Legislative policy decisions on whether to contract health services, provide the services in-house, or continue using the department's hybrid model will further determine the outcome of Health Services funding.

## **RECOMMENDATIONS**

Because the department has had at least 445 vacant correctional officer positions each month for the past three years, and incident reports on key measures of security do not indicate these vacancies pose security problems, the Legislature could consider deleting these