

Approved: _____

2/7/94

Date

MINUTES OF THE HOUSE COMMITTEE ON APPROPRIATIONS.

The meeting was called to order by Chairman Rochelle Chronister at 1:30 p.m. on January 26, 1994 in Room 514-S of the Capitol.

All members were present except: none

Committee staff present: Alan Conroy, Legislative Research Department
Russell Mills, Legislative Research Department
Jerry Cole, Committee Secretary
Sharon Schwartz, Administrative Assistant

Conferees appearing before the committee:

Alan Conroy, Legislative Research Department
Secretary Gary Stotts, Department of Corrections

Others attending: See attached list

Alan Conroy, Legislative Research Department, appeared before the committee to give testimony on the Governor's changes to estimated FY 1994 expenditures and FY 1995 budget recommendations. (See Attachment 1). In FY 94, the Governor increased all-fund expenditures by \$267.7 million, largely due to flood relief, KPERS benefits, Regents' restricted use expenditures and revised capital improvements construction. Conroy also noted that the Governor was recommending a 7.7% ending balance as a percent of total expenditures from the 7.5% minimum balance as set by law. He went on to tell the committee that Governor Finney was dropping the balance to 5% in FY 1996. Of the expenditures Conroy discussed in the Governor's recommendation, he said it was important to note approximately \$50 million was to come from the State Budget Stabilization Fund and about \$25 million from the SRS Contingency Fund.

Secretary Gary Stotts, Department of Corrections, next appeared before the committee to give an overview of the department's budget request or "C" level recommendation to the executive and legislative branches. First, Secretary Stotts briefly discussed the contents of the briefing report he presented to committee members. (See Attachment 2). He then discussed, at length, section two of that report which dealt with the Correction's FY 95 requests as compared to the Governor's recommendations.

Chairman Chronister adjourned the meeting at 3:30 p.m. The next meeting is scheduled for February 3, 1994.

1994 Appropriation Committee Guest List

1	NAME	ORGANIZATION
2	GARY STOTT	KDOC
3	Jim HAYS	Ks. Assn. of School Bds.
4	Dennis Williams	KDOC
5	Kathie Sparks	DOR
6	Jackson Ambrester	SRS
7	TAMIA WAGNER	OFFICE OF STATE TREASURER
8	Olene Grubel	Corporation for Change
9	Lynne Baine	KSSA
10	Low Clemon	El Dorado Chamber of Commerce
11	D. Maher	L.D.R.
12	Ed Blake	KDDA
13	Hepten Ulat	El Dorado CARR
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Wed, Jan 26, 1994

OVERVIEW OF THE GOVERNOR'S REPORT ON THE BUDGET FISCAL YEAR 1995

In this Budget Overview, various summaries of state expenditures and the plan for their financing are reviewed. The summary data were obtained from *The Governor's Report on the Budget for Fiscal Year 1995*. Beginning with this overview memorandum the Legislative Research Department utilizes the recent change of the classification of expenditures by function of government to coincide with the Division of the Budget and the Division of Accounts and Reports. The Department has made some changes in the classification of expenditures in order to be consistent with its prior reports to the Legislature.

The summary data in this overview compare actual expenditures for FY 1993, the Governor's revised estimates for FY 1994, and the Governor's recommendations for FY 1995. Because of rounding, detail shown in the various tabulations may not add to the totals.

Summary of Changes to Estimated FY 1994 Expenditures

Based on actions of the 1993 Session of the Legislature, it was estimated by the Research Department that FY 1994 expenditures from all funds would total \$6.739 billion. *The Governor's Budget Report* revises the all funds FY 1994 budget to \$7.006 billion, an increase of \$267.7 million. A large portion of the increase relates to flood relief expenditures, revised KPERS benefit expenditures, and Regents restricted use expenditures, plus a revised capital improvement construction schedule for several Regents projects and the Department of Transportation.

At the close of the 1993 Session, FY 1994 expenditures from the State General Fund were estimated to be \$3.150 billion. *The Governor's Budget Report* revises the General Fund FY 1994 budget to \$3.145 billion, a net decrease of \$5.6 million from the earlier estimate. Major differences from the session-end estimate and the current Governor's estimate consist of reductions of \$0.4 million for state operations, \$11.9 million for aid to local units, and \$4.4 million for other assistance, while capital improvements increase by \$1.6 million.

The following tabulation summarizes the changes to FY 1994 expenditures by major category.

Changes to the FY 1994 Budget by Major Purpose of Expenditures (Millions of Dollars)

	General Fund	All Funds
Original FY 1994 Expenditure Estimates	\$ 3,150.2	\$ 6,738.6
Revisions:		
State Operations	(0.4)	(41.1)
Aid to Local Units	(11.9)	96.5
Other Assistance	(4.4)	92.8
Capital Improvements	1.6	119.4
Total Revisions	\$ (5.6)	\$ 267.7
Revised FY 1994 Expenditure Estimates	\$ 3,144.6	\$ 7,006.3

otal State Expenditures for FY 1995

Summary of Expenditures from All Funds

The Governor's recommendation for FY 1995 state expenditures from all funds totals \$7.158 billion, an increase of \$151.4 million (2.2 percent) above the Governor's revised estimate for FY 1994 of \$7.006 billion. This rate of growth contrasts with the increase of \$1.073 billion, or 18.1 percent, in FY 1994 revised expenditures compared to actual expenditures for FY 1993 of \$5.933 billion.

Expenditures by Major Purpose

The Governor's FY 1995 recommendation for state operations increases by \$74.0 million or 3.2 percent above the revised FY 1994 amount. Of the recommended increase \$40.1 million can be found within the Board of Regents institutions, \$9.2 million for general government agencies (3.5 percent), \$8.7 million within the Department of Transportation (4.7 percent), and \$8.1 million for the state employee reclassification. Aid to local units decreases by \$3.9 million or 0.2 percent in FY 1995. Department of Education aid increases \$125.8 million, although \$57.0 million of the total amount represents a shift of the KPERS-School amount from KPERS to the Department of Education. The Adjutant General and the Department of Commerce and Housing in FY 1995 reflect reductions in total of \$84.2 million for local aid as a result of flood related payments in FY 1994. Other Assistance increases a net amount of \$24.2 million or 1.3 percent above the FY 1994 revised estimate. Major adjustments include a reduction of \$71.4 million for the Department of Human Resources, largely as a result of a reduction in unemployment insurance benefits; an increase of \$75.2 million for the Department of Social and Rehabilitation Services; and \$18.2 million for KPERS benefits. Capital improvements are estimated to increase \$56.9 million or 10.7 percent above the FY 1994 level. Department of Transportation capital improvement construction (highway program) is recommended for a \$106.0 million increase, while Regents institutions reflect a reduction of \$42.4 million below the FY 1994 level.

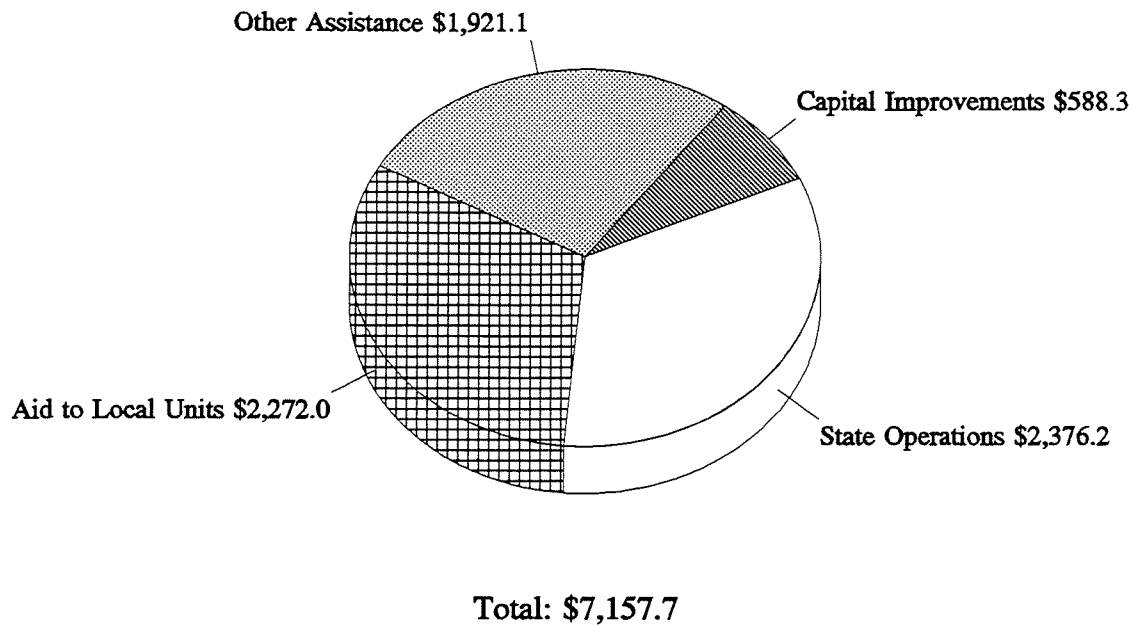
Expenditures from All Funds by Major Purpose

(Millions of Dollars)

Function	Actual FY 94	Est. FY 94	Change		Rec. FY 95	Change	
			\$	%		\$	%
State Operations	\$ 2,175.0	\$ 2,302.2	\$ 127.2	5.8%	\$ 2,376.2	\$ 74.0	3.2%
Aid to Local Units	1,751.2	2,275.9	524.7	30.0	2,272.0	(3.9)	(0.2)
Other Assistance	1,703.0	1,896.9	193.9	11.4	1,921.1	24.2	1.3
Total Operating	\$ 5,629.2	\$ 6,474.9	\$ 845.7	15.0%	\$ 6,569.3	\$ 94.4	1.5%
Capital Improvements	304.1	531.4	227.3	74.7	588.3	56.9	10.7
TOTAL	\$ 5,933.3	\$ 7,006.3	\$ 1,073.0	18.1%	\$ 7,157.7	\$ 151.4	2.2%

Of the total budget recommendation for FY 1995, 33.2 percent is for state operations, 31.7 percent is for state aid to local units of government, 26.8 percent is for other assistance, grants, and benefits, and 8.2 percent is for capital improvements. The following pie chart displays the major categories of all funds expenditures in FY 1995.

FY 1995 Expenditures from All Funds by Major Purpose (Millions of Dollars)



Expenditures by Function of Government

The following table summarizes expenditures from all funds by function of government. The education function is by far the largest component with 45.8 percent of the total. The three largest functions of government -- education, human resources, and transportation -- comprise 83.9 percent of recommended expenditures for FY 1995.

Summary of Expenditures from All Funds by Function - Government

(Millions of Dollars)

Function	Actual FY 93	Est. FY 94	Change		Rec. FY 95	Change	
			\$	%		\$	%
General Government	\$ 654.3	\$ 737.0	\$ 82.7	12.6%	\$ 735.6	\$ (1.4)	0.2%
Human Resources	1,740.8	1,899.0	158.2	9.1	1,902.2	3.2	0.2
Education	2,670.7	3,183.3	512.6	19.2	3,276.5	93.2	2.9
Public Safety	247.9	332.7	84.8	34.2	268.4	(64.3)	(19.3)
Agriculture/Natural Resources	111.0	138.4	27.4	24.7	137.2	(1.2)	(0.9)
Transportation	508.7	716.1	207.4	40.8	829.7	113.6	15.9
Salary Reclassification Reserve	--	--	--	--	8.1	8.1	--
TOTAL	\$ 5,933.3	\$ 7,006.3	\$ 1,073.0	18.1%	\$ 7,157.7	\$ 151.4	2.2%

Summary Plan for Financing

Total state expenditures are financed by the resources contained in over 1,300 distinct funds. The following tabulation summarizes total state expenditures by major fund class, a useful way to group similar funds in the state's accounting system. The tabulation separates the plan for financing into operating purposes and capital improvements. The General Fund operating amount shown in the table for FY 1995 is based upon current resources of the Fund. The increase in General Fund operating expenditures from FY 1994 to FY 1995 is \$149.0 million, or 4.9 percent.

Summary of the Plan for Financing State Expenditures

(Millions of Dollars)

Fund Class	Actual FY 93	Est. FY 94	Change		Rec. FY 95	Change	
			\$	%		\$	%
Operating Expenditures:							
General Fund	\$ 2,607.5	\$ 3,060.0	\$ 452.2	17.4%	\$ 3,209.0	\$ 149.0	4.9%
Special Revenue Funds	1,953.4	2,251.6	298.2	15.3	2,223.3	(28.3)	(1.3)
Employment Security Funds	284.8	281.0	(3.8)	1.3	215.0	(66.0)	(23.5)
Highway Funds	284.1	307.4	23.3	8.2	314.7	7.3	2.4
Retirement Funds	246.6	302.2	55.6	22.5	320.8	18.6	6.2
All Other Funds	252.8	272.7	19.9	7.9	286.5	13.8	5.1
Total Operating	\$ 5,629.2	\$ 6,474.9	\$ 845.7	15.0%	\$ 6,569.3	\$ 94.4	1.5%
Capital Improvements:							
General Fund	\$ 82.6	\$ 84.6	\$ 2.0	2.4%	\$ 87.8	\$ 3.2	3.8%
Highway Funds	139.1	319.0	179.9	129.3	423.2	104.2	32.7
Building Funds	26.3	43.8	17.5	66.5	30.0	(13.8)	(31.5)
All Other Funds	56.1	84.0	27.9	49.7	47.3	(36.7)	(43.7)
Total Capital Imprv.	\$ 304.1	\$ 531.4	\$ 227.3	74.7%	\$ 588.3	\$ 56.9	10.7%
TOTAL Expenditures	\$ 5,933.3	\$ 7,006.3	\$ 1,072.9	18.1%	\$ 7,157.7	\$ 151.4	2.2%

The State General Fund, to which most state tax receipts are credited, is the predominant source of financing for state expenditures. The General Fund finances 44.9 percent of estimated FY 1994 expenditures. In FY 1995, the General Fund finances 46.1 percent of the recommended expenditures. The Governor recommends a revenue

transfer to the State Emergency Fund during FY 1995 to replenish the fund from flood-related expenditures in FY 1994. The Governor also recommends the transfer from the State Budget Stabilization Fund of \$50.0 million to the fee fund of the Department of Social and Rehabilitation Services.

Special revenue funds include most federal grants, student and patient fees, and other charges for benefits received. The All Other Funds category is a combination of several fund classes, including trust and agency funds, shared tax collection funds, and enterprise funds.

Schedule 7 in *The Governor's Budget Report* (Volume 1) summarizes actual and estimated receipts of federal funds. Estimated FY 1994 receipts are \$1.681 billion, an increase of \$110.9 million (7.1 percent) over reported actual receipts in FY 1993 of \$1.570 billion. The FY 1995 estimate of \$1.483 billion is \$197.3 million, or 11.7 percent, below FY 1994 receipts. Three agencies -- the Department of Social and Rehabilitation Services, the Department of Transportation, and the Department of Education -- account for 80.3 percent of FY 1995 estimated federal receipts.

Federal receipts for fiscal years 1994 and 1995 are dependent, of course, on future actions of the federal government. Past experience indicates that the final outcome of those actions will not be known prior to adjournment of the 1994 Legislature. Of particular significance during the 1993 Session was the use of federal disproportionate share funds.

Disproportionate Share Funding. SRS has been claiming disproportionate share payments through the Medicaid program on behalf of services provided for the care of low-income persons in state mental health hospitals who have no health coverage. The state's formula used to claim this revenue used a multiplier which has yielded federal reimbursement of approximately 300 percent of actual state expenditures on behalf of these clients. Based on this formula, the state's claims for disproportionate share funding increased from approximately \$26.0 million in FY 1991 to an annualized amount of approximately \$105 million beginning in FY 1992. A portion of this funding (approximately \$20 million) has been retained in the state hospital budgets. The remainder (approximately \$85 million) has been transferred to the SRS Fee Fund where it has been used to fund a portion of the state's match in the Medicaid program. This funding has effectively replaced SGF dollars in the Medicaid program and has been used to draw down federal funds at a 59 percent federal financial participation rate.

Action by Congress in the Omnibus Budget Reconciliation Act of 1993 limits disproportionate share claims to the **actual costs incurred** during the year for furnishing hospital services. This effectively eliminates the use of a multiplier. This provision is phased in over two years, and initially applies only to public hospitals. SRS estimates that federal disproportionate share payments to Kansas will be reduced by **\$70 million** in FY 1995 and by an additional \$10 million in FY 1996 for a total annual reduction of **\$80 million**. The \$70 million is currently used to draw down an additional \$130 million in federal funds for the medical assistance, roughly 25 percent of the FY 1994 medical assistance budget.

The Governor's recommendation includes the transfer of \$50.0 million from the Budget Stabilization Fund in the Department of Administration to the SRS Fee Fund. This funding is then used to fund a portion of the state's share of the long-term care budget. The remaining lost funding is replaced in the Governor's budget by financing from the State General Fund.

Expenditures for State Operations

Expenditures from all funds for state operations, *i.e.*, for purposes other than local aid, other assistance, and capital improvements, comprise 33.2 percent of total recommended expenditures for FY 1995. The tabulation below divides state operations expenditures into four major components. The All Other category is comprised of debt service and nonexpense items. Capital outlay refers to equipment and furniture items and not to building and highway construction projects.

**Expenditures from All Funds for State Operations
by Major Component**

	Actual FY 93	Est. FY 94	Change		Rec. FY 95	Change	
			\$	%		\$	%
Salaries and Wages	\$ 1,423.3	\$ 1,514.8	\$ 91.5	6.4%	\$ 1,574.7	\$ 59.9	4.0%
Contractual Services	438.3	479.4	41.1	9.4	486.9	7.5	1.6
Commodities	149.9	146.0	(3.9)	(2.6)	147.6	1.6	1.1
Capital Outlay	110.3	94.3	(16.0)	(14.5)	94.3	0	—
All Other	53.2	67.7	14.5	27.3	72.7	5.0	7.4
TOTAL	\$ 2,175.0	\$ 2,302.2	\$ 127.2	5.8%	\$ 2,376.2	\$ 74.0	3.2%

Salaries and wages expenditures, including fringe benefits, comprise two-thirds of the state operations budget for FY 1995 and represent a \$59.9 million or 4.0 percent increase from the FY 1994 estimate.

Salaries and wages policy recommendations incorporated into the proposed FY 1995 budget include the following:

1. Scheduled step movement, longevity pay in accordance with existing statutes and policies, and annualization of the Information Technology reclassifications provided for the last half year in FY 1994. For eligible employees, a step increase is approximately 2.5 percent (\$22.3 million).
2. A merit pool of 2.5 percent for judges and unclassified positions in the executive, judicial, and legislative branches (\$20.0 million).
3. As part of the Regents "Partnership for Excellence" faculty salary enhancement, the Governor recommends \$11.1 million for teaching faculty salaries and wages. The recommendation will provide on average a 5.0 percent additional salary increase above the 2.5 percent merit pool. The total average salary increase for teaching faculty would be 7.5 percent. However, there would be a wide range on the individual campuses (KSU-Salina, 15.4 percent; WSU, 12.1 percent; KU, 9.3 percent; KUMC-Education, 3.8 percent).
4. No salary increase is included for elected officials of the executive and legislative branches.
5. Implementation of the final segments of the Comprehensive Classification and Job Rate Study to be completed in two phases in FY 1995. The Governor recommends \$8.1 million (\$3.0 million from the General Fund) to implement the final two phases in FY 1995 which include approximately 6,300 positions that would be reclassified (human resources, social sciences, and administrators).

Financing for all employee benefit recommendations, except the comprehensive reclassification costs, are contained in the recommended budgets for each state agency. The comprehensive reclassification costs are contained in a separate appropriation bill.

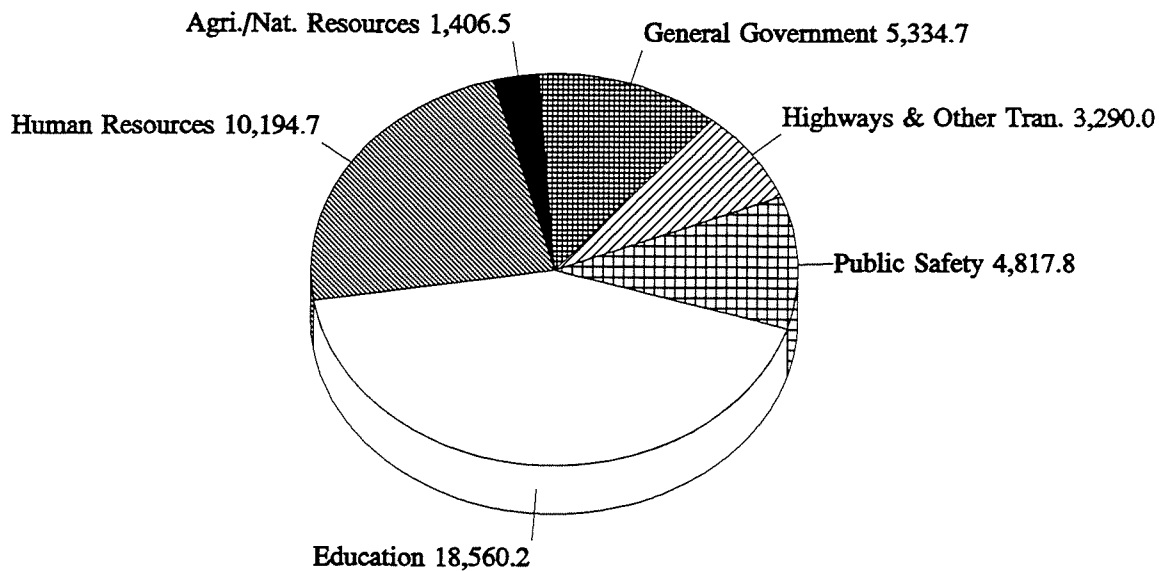
Authorized FTE Employees by Function of Government

Expenditures for salaries and wages are also affected by policy recommendations which change the size of the state's workforce. The FY 1995 budget recommendations of the Governor finance 43,603.9 full-time equivalent positions, which is an increase of 513.8 FTE positions from the FY 1994 estimated level of 43,090.1. A total of 153.1 special project positions in the Department of Health and Environment and 364.0 classified as special project and non-FTE classified positions in the Department of Social and Rehabilitation Services are included in the FTE position total that

viously were not included. The Governor also recommends that no position limitation be imposed upon the Department of Health and Environment, Department of Transportation, or Regent's restricted fee funded positions.

The following pie chart reflects the Governor's recommended FY 1995 full-time equivalent positions by function of government.

FY 1995 Full-Time Equivalent (FTE) Positions by Function of Government



Total FTE Positions: 43,603.9

Annual Leave Account

The Governor recommends creation of a new statewide account for payment to state employees for accumulated annual leave upon retirement. (A similar account for payment of sick leave accumulation was created in 1992.) All agencies would contribute 0.14 percent of their gross salary cost to this account. Beginning in FY 1995, agencies would then request reimbursement from this fund for the cost of accrued annual leave to employees who retire from state service. The total estimated costs for the agency contributions is \$1.9 million in FY 1995. The following table reflects the maximum amount of annual leave state employees may accumulate.

**Maximum Accumulation of Annual Leave
for State Employees**

Length of Service	Maximum Monthly Vacation Credits	Maximum Accumulation
Less than 5 years	8 hours	144 hours (18 working days)
5 years and less than 10 years	10 hours	176 Hours (22 working days)
10 years and less than 15 years	12 hours	208 hours (26 working days)
15 years and over	14 hours	240 hours (30 working days)

Expenditures for Aid to Local Units of Government

Comprising 32.0 percent of the total FY 1995 budget, expenditures for state and federal aid to local units of governments are recommended by the Governor to decrease \$3.9 million (0.2 percent) below the revised FY 1994 estimate. Although state aid for local school districts increases over \$53.5 million, federal disaster aid within the Adjutant General's budget decreases about \$65.0 million. State aid comprises approximately 90.0 percent of budgeted aid to local units of government for FY 1995. A tabulation appearing later in this memorandum provides details about state aid programs.

**Program or Agency Components of the FY 1995
All Funds Budget**

Heretofore, this memorandum has dealt primarily with measuring year-to-year changes proposed in *The Governor's Budget Report*. The following tabulation pertains to FY 1995 only and measures major program or agency expenditures in dollar terms and as a percent of the total budget. The budgets of the Department of Education, the Department of Social and Rehabilitation Services, and the Board of Regents and its institutions account for almost two-thirds (61.6 percent) of the total state budget.

**GOVERNOR'S RECOMMENDED
EXPENDITURES FROM ALL FUNDS, FY 1995**

By Agency or Program

	Amount (Thousands)	Percent of Total	Cumulative Percent	Percent Increase From FY 94
Department of Education	\$ 1,879,316 ^a	26.26%	26.26%	4.1%
Department of SRS, Except Hospitals and Youth Centers	1,365,862	19.08	45.34	5.9
Board of Regents/Institutions	1,160,116	16.21	61.55	1.0
Department of Transportation	829,654	11.59	73.14	15.8
Department of Human Resources	273,463	3.82	76.96	(20.4)
Department of Corrections/Institutions	182,268	2.55	79.51	0.1
Nonschool Employee Pensions (KPERS)	158,151	2.21	81.72	6.9
State Hospitals	151,358	2.11	83.83	(1.6)
Local School Employee Pensions (KPERS)	141,370	1.97	85.80	5.9
Department of Health and Environment	136,719	1.91	87.71	3.7
State Treasurer	90,773	1.27	88.98	2.6
Kansas Lottery	87,419	1.22	90.20	1.6
Insurance Department	77,325	1.08	91.28	1.3
Department of Commerce and Housing, KTEC, and Kansas Inc.	74,167	1.04	92.32	(23.2)
Department of Revenue	70,152	0.98	93.30	2.3
Judicial Branch	64,398	0.90	94.20	2.1
KPERS-School Aid	57,060	0.80	95.00	5.2
Highway Patrol and KBI	48,123	0.67	95.67	(0.3)
Department of Administration	31,315	0.44	96.11	2.0
Department of Wildlife and Parks	30,137	0.42	96.53	(12.5)
KPERS-Operations	21,266	0.30	96.83	1.8
Youth Centers	20,272	0.28	97.11	(1.4)
Board of Agriculture	19,898	0.28	97.39	1.1
Department on Aging	18,048	0.25	97.64	(1.4)
Legislative Branch	15,563	0.22	97.86	1.9
Adjutant General	13,981	0.20	98.06	(82.1)
Corporation Commission	13,274	0.18	98.24	5.9
Salary Plan Reclassification	8,109 ^b	0.11	98.35	—
All Other	118,130	1.65	100.00	(3.1)%
TOTAL	\$ 7,157,685	100.00%		2.2%

a) Excludes KPERS-School aid which is shown separately below.

b) This amount will be allocated among state agencies eligible therefor.

NOTE: Each agency's expenditures include state and federal aid, if any, to local units of government.

INCREASE IN TOTAL EXPENDITURES FROM ALL FUNDS

FY 1994 TO FY 1995

	Amount (000)	Percent of Incr.	Selected Comments
Total Increase	\$ 151,267 ^a	100.0%	
Dept. of Transportation	113,430	75.0	\$106,066 increase in capital improvements
SRS, Except Hospitals and Youth Centers	75,560	50.0	75,189 increase in OAGB*
Department of Education	73,408	48.5	68,664 increase in state aid excluding KPERS-School
Board of Regents and Instit.	11,661	7.7	(32,391) decrease in capital improvements
Nonschool Employee Pensions	10,275	6.8	
Local School Employee Pensions	7,897	5.2	
Dept. of Health and Environment	4,930	3.3	
KPERS-School Aid	2,828	1.9	This aid in the amount of \$57.060 million was shifted to the Dept. of Education's bud- get for FY 1995
Dept. of Revenue	2,557	1.7	
State Treasurer	2,293	1.5	
Dept. of Human Resources	(70,079)	(46.3)	(71,400) decrease in OAGB* — mostly UI benefits
Adjutant General	(64,096)	(42.4)	(66,958) decrease in disaster assistance
Dept. of Commerce and Housing	(21,401)	(14.1)	(16,739) (3,352) decreases in federal flood relief "aid" and OAGB*
Dept. of Wildlife and Parks	(4,323)	(2.9)	(4,297)
State Hospitals	(2,417)	(1.6)	(2,107) decrease in capital improve- ments
All Other	8,745 ^b	5.8	(10,436)

a) Increase reflects minor adjustments to the Governor's FY 1994 budget to account for actual expenditures for two state aid programs (Dept. of Transportation and State Treasurer), and for adjustment of expenditures from the SDCIF.

b) Includes \$8.109 million for salary plan reclassification.

* Other assistance, grants, and benefits.

EXPENDITURES AND STATUS OF THE STATE GENERAL FUND

Program and Agency Components of the FY 1995 General Fund Budget

The following tabulation provides an overview of the program or agency components of the Governor's recommended FY 1995 expenditures from the State General Fund. This tabulation identifies individual components which comprise 98.2 percent of General Fund expenditures. Education and state aid other than for education account for 70.1 percent of General Fund expenditures.

GOVERNOR'S RECOMMENDED STATE GENERAL FUND EXPENDITURES BY PROGRAM OR AGENCY FY 1995

	Amount (Thousands)	Percent of Total	Cumulative Percent	Percent Incr. From FY 1994
Education				
State Aid Local Units	\$1,685,737	51.14%	51.14%	3.1%
Bd. of Regents/Institutions	446,770 ^a	13.55	64.69	5.1
Other Education*	23,161	0.70	65.39	(1.9)
Subtotal, Education	\$ 2,155,667	65.39	65.39	3.4
State Aid Except Education	155,139	4.71	70.10	4.4
** SRS, Except Hospitals/Youth Centers	415,274	12.60	82.70	15.3
** Dept. of Corr./Institutions	151,441	4.59	87.29	3.2
Sales Tax Transfer to SHF	80,602	2.44	89.73	3.0
State Hospitals	69,195	2.10	91.83	11.1
Judicial Branch	61,113	1.85	93.68	2.1
Highway Patrol and KBI	31,524	0.96	94.64	2.6
Dept. of Revenue Operations	29,035	0.88	95.52	3.5
** Dept. of Administration	21,001	0.64	96.16	2.8
** Dept. of Health and Envir.	20,023	0.61	96.77	1.1
Youth Centers	19,468	0.59	97.36	1.8
Legislative Branch	15,433	0.47	97.83	3.6
** Exec. Branch Elected Officials	8,571	0.26	98.09	(7.5)
Salary Plan Reclass.	3,034	0.09	98.18	--
** All Other	60,146	1.82	100.00	(3.1)
TOTAL	\$ 3,296,667	100.00%		4.8%

1. Includes Department of Education, Schools for the Blind and Deaf, State Library, Historical Society, and Arts Commission, except for state aid to local units.

** Excludes state aid.

a) Aid to Washburn University is included in state aid to local units (\$6.807 million).

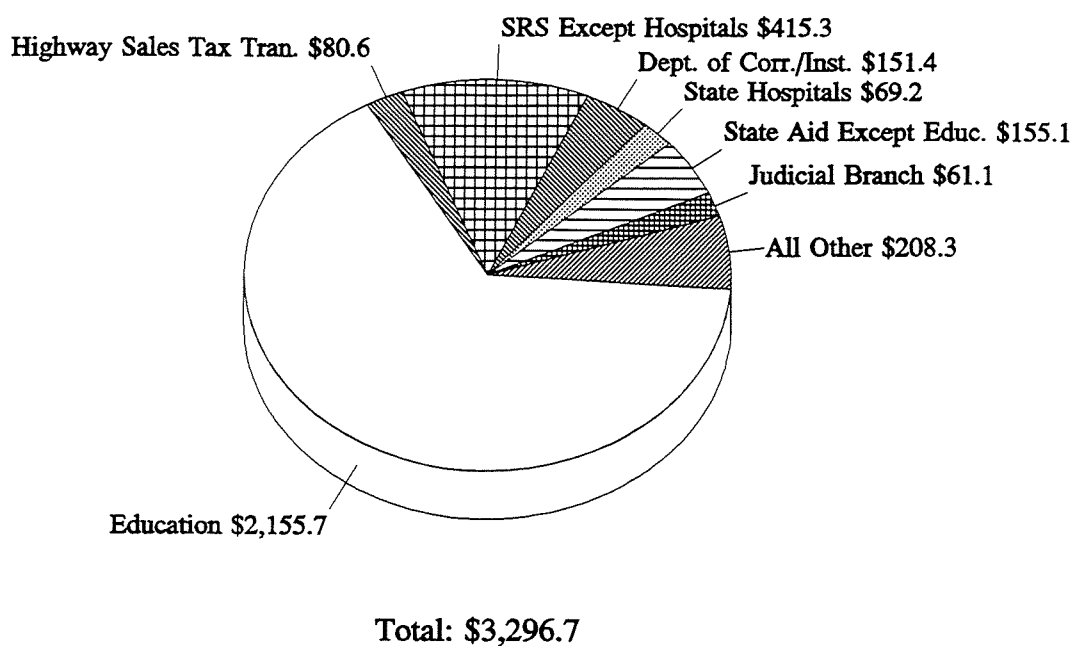
Under education, the increase of 3.1 percent in state aid to local units is due in part to the fact that basic general aid under the new school finance law will increase \$24.2 million. In addition, there are increases of \$14.4 million, for supplemental general aid and of \$7.1 million, for capital improvements aid to school districts.

On the other hand, the budget for FY 1995 contains an increase of \$4.4 million or 3.0 percent for special education aid and an increase of \$2.8 million, or 5.2 percent, for the state's employer contribution to school employees retirement (KPERS-School). All other state aid for education financed from the General Fund is budgeted to increase by \$1.6 million (net).

The large decrease from FY 1994 in the budgets of executive branch elected officials is due in part to the reduction in water litigation funding in the Office of Attorney General and reduced operating costs for the Office of Governor and the Secretary of State. While SRS and the state hospitals have an increase in General Fund expenditures, their recommended expenditures reflect a shift in funding sources and for SRS caseload increases are also reflected.

The following pie chart displays the FY 1995 State General Fund expenditures by major program or agency.

FY 1995 State General Fund Expenditures by Major Program or Agency (Millions of Dollars)



General Fund Expenditures by Function of Government

The next tabulation summarizes General Fund expenditures by function of government. The Governor's recommendations for the education function in FY 1994 and FY 1995 reflect the school finance program approved by the 1992 Legislature. The relatively large increase in the human resource function in FY 1995 reflects the shift in financing to the General Fund from federal funds received as disproportionate share grants in FY 1994.

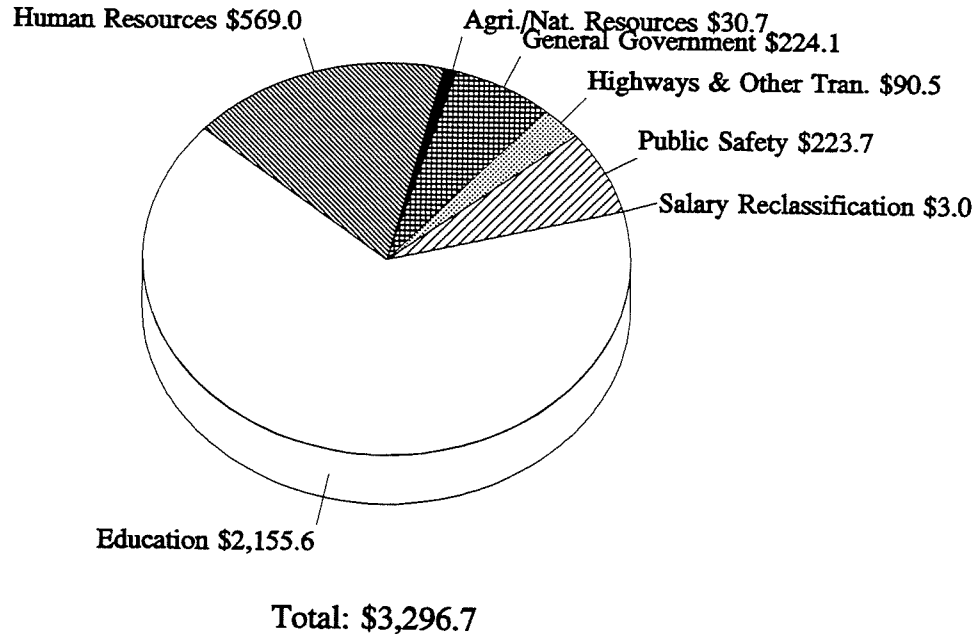
**State General Fund Expenditures
by Function of Government**

(Millions of Dollars)

Function	Actual FY 93	Est. FY 94	Change		Rec. FY 95	Change	
			\$	%		\$	%
General Government	\$ 217.6	\$ 219.2	\$ 1.6	0.7%	\$ 224.1	\$ 4.9	2.2%
Human Resources	474.2	505.8	31.6	6.7	569.0	63.2	12.5
Education	1,674.2	2,084.2	410.0	24.5	2,155.6	71.4	3.4
Public Safety	209.4	217.2	7.8	3.7	223.7	6.5	3.0
Agriculture/Natural Resources	29.5	30.3	0.8	2.7	30.7	0.4	1.3
Transportation	85.1	87.9	2.8	3.2	90.5	2.6	3.0
Salary Reclassification Reserve	--	--	--	--	3.0	3.0	--
TOTAL	\$ 2,690.1	\$ 3,144.6	\$ 454.5	16.9%	\$ 3,296.7	\$ 152.1	4.8%

The following pie chart reflects FY 1995 General Fund expenditures by function of government.

**FY 1995 State General Fund Expenditures
by Function of Government**
(Millions of Dollars)



Expenditures by Major Purpose

Slightly over \$1.8 billion (55.8 percent) of recommended FY 1995 expenditures from the General Fund is paid to local units of government, 30.6 percent represents the costs of state operations, 10.9 percent is for other assistance payments, and 2.7 percent is for capital improvements. Of the \$87.8 million for capital improvements, \$80.6 million is the estimated amount of the demand transfer of General Fund sales tax receipts to the State Highway Fund.

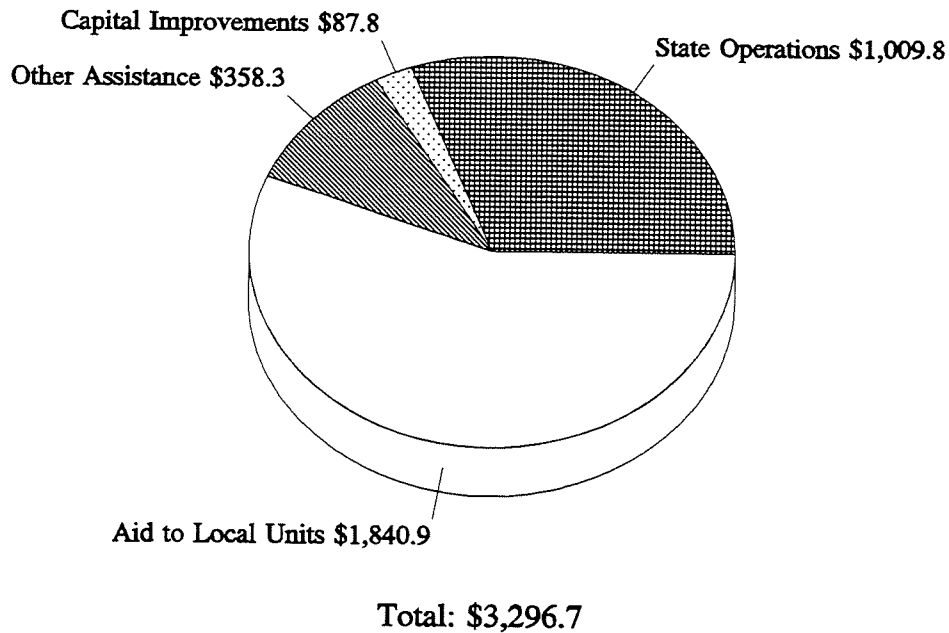
State General Fund Expenditures by Major Purpose

(Millions of Dollars)

	Actual FY 93	Est. FY 94	Change		Rec. FY 95	Change	
			\$	%		\$	%
State Operations	\$ 947.5	\$ 969.7	\$ 22.2	2.3%	\$ 1,009.8	\$ 40.1	4.1%
Aid to Local Units	1,381.5	1,784.2	402.7	29.1	1,840.9	56.6	3.2
Other Assistance	278.4	306.1	27.7	9.9	358.1	52.0	17.0
Total Operating	\$ 2,607.5	\$ 3,060.0	\$ 452.5	17.4%	\$ 3,208.9	\$ 148.9	4.9%
Capital Improvements	82.6	84.6	2.0	2.4	87.8	3.2	3.9
TOTAL	<u>\$ 2,690.1</u>	<u>\$ 3,144.6</u>	<u>\$ 454.5</u>	16.9%	<u>\$ 3,296.7</u>	<u>\$ 152.1</u>	4.8%

The following pie chart displays FY 1995 General Fund expenditures by major purpose.

FY 1995 State General Fund Expenditures by Major Purpose (Millions of Dollars)



State Operations by Function of Government

The following tabulations show expenditures for state operations, *i.e.*, excluding state aid, other assistance, and capital improvements, by function of government.

**State General Fund for State Operations
by Function of Government**

(Millions of Dollars)

Function	Actual FY 93	Est. FY 94	Change		Rec. FY 95	Change	
			\$	%		\$	%
General Government	\$ 142.9	\$ 145.3	\$ 2.4	1.7%	\$ 148.2	\$ 2.9	2.0%
Human Resources	167.7	168.1	0.4	0.2	178.1	10.0	5.9
Education	422.3	435.1	12.8	3.0	454.2	19.1	4.4
Public Safety	191.7	197.5	5.8	3.0	202.6	5.1	2.7
Agriculture/Natural Resources	22.9	23.6	0.7	3.1	23.7	0.1	0.0
Transportation	--	--	--	--	--	--	--
Salary Reclassification Reserve	--	--	--	--	3.0	3.0	--
TOTAL	\$ 947.5	\$ 969.7	\$ 22.2	2.3%	\$ 1,009.8	\$ 40.1	4.1%

State Aid to Local Units of Government

The tabulation on the following page lists state aid by major program or financing source. Although most of the programs of state aid to local units are financed from the State General Fund, some significant ones are financed from the resources of other funds and these are also listed in the tabulation. Some programs are jointly financed from two sources or financing has shifted among sources from time to time.

The tabulation reflects General Fund aid to local school districts in FY 1995 which increases \$53.5 million or 3.4 percent above the FY 1994 level. Although vocational education-postsecondary aid decreases in FY 1995 by \$6.2 million in State General Fund support, financing from the Economic Development Initiatives Fund increases by \$6.9 million. Total General Fund aid to local units in the budget year increases \$56.6 million or 3.2 percent above the current year. Total other state aid to local units of government increases \$2.3 million or 1.2 percent above the FY 1994 estimate.

1-17

ST. E AID TO LOCAL UNITS OF GOVERNMENT
(In Thousands)

From State General Fund	Actual FY 1993	Revised Estimate FY 1994	Governor's Rec. FY 1995	Increase FY 1994-1995	
				Amount	Percent
General State Aid	\$ 922,778	\$ 1,306,123	\$ 1,330,338	\$ 24,215	1.9%
Supp. Gen. Aid	24,628	35,696	50,094	14,398	40.3
Cap. Improvement Aid	4,561	7,429	14,500	7,071	95.2
KPERS-School	53,288	54,232	57,060	2,828	5.2
Special Education Aid	149,026	149,026	153,497	4,471	3.0
Deaf-Blind-Hand. Children	96	99	100	1	1.0
Adult Basic Education	280	304	315	11	3.6
Food Service	2,364	2,360	2,360	--	--
In-Service Training	2,468	2,475	3,000	525	21.2
Parent Education	1,754	2,475	2,500	25	1.0
Subtotal, USDs	1,161,243	1,560,219	1,613,764	53,545	3.4
Voc. Ed.-Postsecondary	20,283	16,391	10,144	(6,247)	(38.1)
Community Colleges	48,652	50,132	52,498	2,366	4.7
Adult Basic Ed. (CCs)	412	448	463	15	3.3
Washburn University	6,108	6,350	6,807	457	7.2
Public TV (Washburn)	122	121	85	(36)	(29.8)
Libraries	3,003	1,975	1,975	--	--
Total, Education	1,239,823	1,635,636	1,685,737	50,101	3.1
Local Prop. Tax Reduction	39,324	40,293 (a)	41,540	1,247	3.1
Co.-City Revenue Sharing	30,218	30,629 (a)	31,548	919	3.0
Community Corrections	10,981	11,817	14,748	2,931	24.8
Community Con. Camps	1,381	1,412	1,412	--	--
Local Public Health	5,855	5,867	5,876	9	0.2
Aging Dept. Programs	704	1,024	1,211	187	18.3
Community Mental Health	10,256	10,033	10,033	--	--
Community Mental Retard.	5,964	5,963	5,963	--	--
Community Assnt. Grants	27,213	30,580	31,909	1,329	4.3
Arts Program Grants	3	--	--	--	--
Disaster Relief	--	365	--	(365)	(100.0)
Motor Carrier Tax to CCHF ^b	9,631	9,743 (a)	9,926	183	1.9
HOME Program	--	684	795	111	16.2
Corp. for Change Grants	--	189	178	(11)	(5.8)
Mine Shaft Capping	124	--	--	--	--
Total, Other Programs	141,654	148,599	155,139	6,540	4.4
Total, State General Fund	\$1,381,476	\$1,784,236	\$1,840,876	\$56,641	3.2
Percent of Total SGF Expenditures	51.4%	56.7%	55.8%		

From Other Funds	Actual FY 1993	Revised Estimate FY 1994	Governor's Rec. FY 1995	Increase FY 1994-1995	
				Amount	Percent
School Dist. Finance Fund	\$11,606	\$26,247	\$25,000	\$(1,247)	(4.8)
Driver Safety/Training Funds	1,492	1,745	1,745	--	--
School Dist. Cap. Improve. Fund	(71)	71	--	(71)	(100.0)
Co. Mineral Prod. Tax Fund-USDs' Share	3,231	3,640 ^(c)	3,556 ^(c)	(84)	(2.3)
Econ. Dev. Initiatives Fund:					
Ed. Excellence Grants	1,497	1,485	1,485	--	--
Voc. Ed.-Postsecondary	500	4,963	11,850	6,887	138.8
Voc. Ed.-Capital Outlay	999	990	1,500	510	51.5
Tech. Grants-CCs/AVS	497	495	495	--	--
Libraries	280	1,250	277	(973)	(77.8)
Subtotal, Education	20,031	40,886	45,908	5,022	12.3
Econ. Dev. Initiatives Fund:					
Co. Reappraisal Aid	3,000	2,970	3,000	30	1.0
Econ. Init. Opportunity	--	1,485	--	(1,485)	(100.0)
Strategic Plan Grants	440	441	441	--	--
Arts Program Grants	297	170	150	(20)	(11.8)
Public Radio/TV	--	151	--	(151)	(100.0)
Infrastructure Loans	--	990	--	(990)	(100.0)
Infrastructure Loans Revolving Fund	--	760	300	(460)	(60.5)
Water Plan Fund:					
Small Lakes Program	1,357	877	--	(877)	(100.0)
Environmental Grants	1,504	1,270	1,800	530	41.7
Watershed Construction	1,070	1,147	1,735	588	51.3
Soil Con. Dists. Aid	777	779	780	1	0.1
Benefits Area Program	173	--	--	--	--
Halstead Flood Control	300	--	--	--	--
Hazardous Waste Collection	--	150	150	--	--
City-Co. Highway Fund and Co. Equal. and Adj. Fund	105,265 ^(d)	108,913 ^(d)	109,182 ^(d)	269	0.2
State Highway Fund-City Maintenance Payments	2,143	2,240	2,240	--	--
Elderly/Hand. Transport.	413	463	390	(73)	(15.8)
Local Alcoholic Liquor Fund	12,159	12,600	12,880	280	2.2
Firefighters' Relief Fund	3,780	3,846	3,914	68	1.8
Co. Mineral Prod. Tax Fund- Counties' Share	3,231	3,641 ^(c)	3,557 ^(c)	(84)	(2.3)
Solid Waste Fee Fund	--	2,024	1,500	(524)	(25.9)
Rental MV Excise Tax Fund	1,409	1,700	1,700	--	--
Waste Tire Fund	940	1,000	1,092	92	9.2
Corp. for Change Grants	530	585	629	44	7.5
All Other Aid	1,164	1,804	1,854	50	2.8
Total, Other Funds	159,983	190,892	193,202	2,310	1.2

a) Actual. Except for Co.-City Revenue Sharing, the amount differs slightly from the Governor's budget.

b) City-County Highway Fund (see aid From Other Funds).

c) Estimate of the Legislative Research Department.

d) Does not include motor carrier property tax transfer from the General Fund.

Recommended Changes in General Fund Programs

The following tabulation summarizes General Fund expenditure changes from the FY 1994 Governor's revised estimate to the Governor's recommendations for FY 1995.

Increase in Total State General Fund Expenditures FY 1994 to FY 1995

	Amount (000)	Percent
Total Increase	\$ 152,028 ^(a)	100.0%
Aid to Local Units		
Education	\$ 50,101	33.0%
All Other Aid	6,540 ^(a)	4.3
TOTAL	\$ 56,641	37.3%
SRS, Except Hospitals and Youth Centers*	\$ 55,064	36.2
Board of Regents and Institutions*	21,663	14.2
State Hospitals	6,935	4.6
Department of Corrections and Institutions*	4,699	3.1
Sales Tax Transfer to State Highway Fund	2,348	1.5
Judicial Branch	1,249	0.8
Subtotal	\$ 148,599	97.7%
All Other*	\$ 3,429 ^(b)	2.3%

* Excludes state aid to local units.

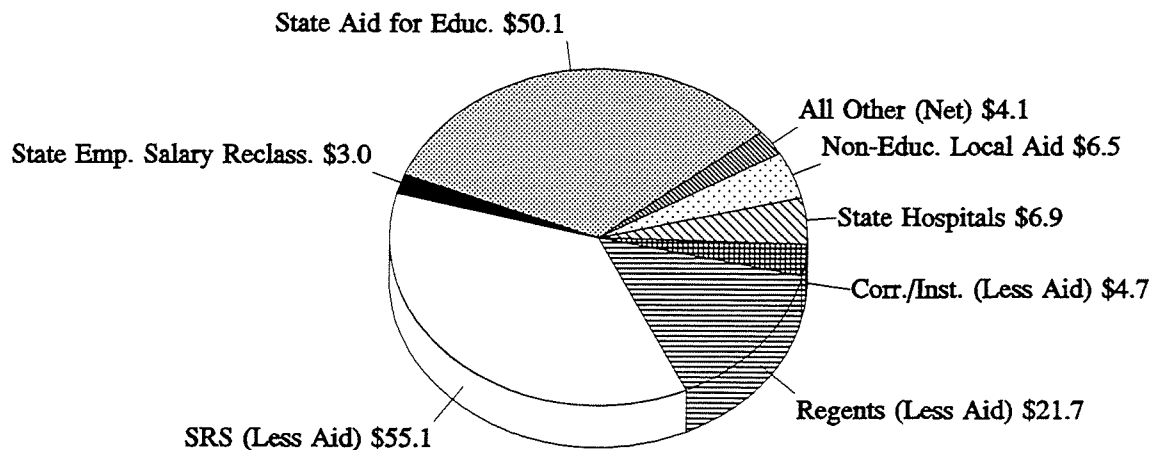
a) Increase reflects minor adjustments to the Governor's FY 1994 budget to account for actual expenditures for two state aid programs.

b) Includes \$3.034 million for salary plan reclassification.

The following pie chart displays the General Fund expenditure changes from FY 1994 to FY 1995. State aid for education (\$50.1 million) and additional support for Regents institutions (less aid) (\$21.7 million) and the Department of Social and Rehabilitation Services (less aid) (\$55.1 million) accounts for 83.4 percent of the increase.

State General Fund

Governor's Recommended Expenditure Changes FY 1994 to FY 1995 (Millions of Dollars)



Total: \$152.1

Demand Transfers From the State General Fund

Demand transfers, expenditures specified by statute, are recommended by the Governor to increase by \$12.0 million in FY 1995. The increase amount represents generally a 3 percent increase above the FY 1994 amount. The only exceptions include the School District Capital Improvement Fund and State Fair capital improvements. The Governor recommends statutory changes to implement this recommended change. In addition, the Governor recommends that the State Highway Fund, Local Ad Valorem Tax Reduction Fund, and the County-City Revenue Sharing Fund in succeeding years be limited to a 3 percent increase. The following table reflects the difference between current law and the amount recommended by the Governor for demand transfers in FY 1995.

DEMAND TRANSFERS FROM STATE GENERAL FUND In Thousands

Transfer to	Actual FY 1993	Revised Est. FY 1994**	Current Law Est. FY 1995	Increase Over FY 1994	Governor's Rec. FY 1995	Increase Over FY 1994
School Dist. Fin. Fund	\$ 170,005	\$ --	\$ --	\$ --	\$ --	\$ --
State Highway Fund	75,501 ^(a)	78,254	85,338	7,084	80,602 ^(c)	2,348
Local Ad Valorem Tax Reduction Fund	39,324 ^(a)	40,330	43,664	3,334	41,540 ^(c)	1,210
Co.-City Rev. Sharing Fund	30,218 ^(a)	30,629	33,435	2,806	31,548 ^(c)	919
City-Co. Highway Fund	9,631 ^(a)	9,637	11,660	2,023	9,926 ^(c)	289
Water Plan Fund	5,820 ^(a)	5,760	6,000	240	5,933 ^(c)	173
Workers Comp. Fund	4,000 ^(b)	--	--	--	--	--
School Dist. Capital Improvements Fund	4,561	7,429	14,500	7,071	14,500	7,071
State Fair	108	117	118	1	118	1
TOTAL	\$ 339,168	\$ 172,156	\$ 194,715	\$ 22,559	\$ 184,167	\$ 12,011

* Transfers were reduced by 4.0 percent, except to the School District Capital Improvements Fund and the State Fair, and the transfer to the Worker's Compensation Fund was eliminated. Also see the Special Note, below.

a) Reflects 3 percent reduction per 1992 Sub. H.B. 3215. Also, the estimate for the State Highway Fund includes the effects of reducing the percentage of sales tax transferred thereto in order to compensate for continuing to credit approximately the same amount that the Highway Fund would have received from both the transfer and its share of total sales and use taxes before passage of H.B. 2892 in 1992.

b) \$4.0 million was transferred back to General Fund per Section 38 of Chapter 30, 1991 Session Laws and Section 11 of Chapter 285, 1992 Session Laws.

c) Governor proposes a 3.0 percent increase over the FY 1994 revised estimate (FY 1994 was reduced 4.0 percent).

SPECIAL NOTE: 1993 H.B. 2505 eliminated the transfer to the School District Finance Fund. Transfers were made in January and March of FY 1993 before the bill became law.

Status of the State General Fund

The following tabulations summarize the status of the State General Fund as to receipts, expenditures, and unencumbered cash balances based on the Governor's recommendations for fiscal years 1994 and 1995.

State General Fund Receipts, Expenditures, and Balances

(Millions of Dollars)

	Actual FY 93	Revised FY 94	Change	Rec. FY 95	Change
Beginning Unencumbered Cash Balance	\$ 140.5	\$ 384.0	\$ 144.4	\$ 328.5	\$ (56.4)
Released Encumbrances	2.5	2.1	(0.4)	--	(2.1)
Receipts	2,932.0	3,086.1	154.1	3,220.9	134.8
Total Resources	\$ 3,075.0	\$ 3,473.1	\$ 398.1	\$ 3,549.4	\$ 76.3
Less Expenditures	2,690.1	3,144.6	454.5	3,296.7	152.1
Ending Unencumbered Cash Balance	<u>\$ 384.9</u>	<u>\$ 328.5</u>	<u>\$ (56.4)</u>	<u>\$ 252.7</u>	<u>\$ (75.8)</u>
Ending Balance as a Percentage of Expenditures	14.3%	10.4%		7.7%	
Receipts in Excess of Expenditures	\$ 241.9	\$ (58.5)		\$ (75.8)	

The FY 1995 General Fund balance as a percentage of expenditures under the Governor's recommendations would be 7.7 percent for that year. Under K.S.A. 75-6702 and 75-6703, the targeted minimum ending balance is 7.5 percent. Receipts for FY 1994 and FY 1995 are equal to the consensus estimates except the Governor recommends one adjustment. In FY 1995, the Governor's estimate includes a \$500,000 reduction in net receipts from the consensus revenue group. This decrease reflects the effect of a transfer recommended by the Governor to the State Emergency Fund to replenish this fund, which was depleted during FY 1994 for flood victim assistance.

Change in the State General Fund Ending Balance Requirement

The Governor recommends that the current statute requiring the State General Fund ending balance requirement of 7.5 percent of expenditures be decreased to 5.0 percent in FY 1996. According to the Governor, the ending balance for the State General Fund would have to be above 10.0 percent in order to prevent the use of certificates of indebtedness. In addition, the Governor states that the ending balance needs only to be "adequate to prevent major current year recissions and reductions in levels of service because of unanticipated reductions in receipts."

The following General Fund profile for FY 1996 and FY 1997 is built upon the Governor's recommendation for FY 1994 and FY 1995, an assumed growth rate of 4.5 percent in FY 1996 and FY 1997, and an ending balance of 5.0 percent beginning in FY 1996.

STATE GENERAL FUND PROFILE
BASED ON GOVERNOR'S BUDGET RECOMMENDATIONS

In Millions

	Gov. Rec. FY 1994	Incr.	Gov. Rec. FY 1995	Incr.	Projected FY 1996	Incr.	Projected FY 1997	Incr.
Beginning Balance	\$384.9		\$328.5		\$252.7		\$172.3	
Receipts	3,086.1 ^a	5.3%	3,221.4 ^a	4.4%				
Rec. Transfer	--	--	(0.5)					
Total	3,086.1	5.3%	3,220.9	4.4%	3,365.8	4.5% ^b	3,517.3	4.5% ^b
Released Encumbrances	2.1 ^c	(0.4)	--	(2.1)	--	--	--	--
Expenditures								
Gen. & Supp. School Aids	1,341.8 ^d	\$394.4	1,380.4 ^d	\$38.6	1,403.2 ^d	\$22.8	1,439.5 ^d	\$36.3
Demand Transfers To:								
SDCIF	7.4	2.8	14.5	7.1	17.5	3.0	20.0	2.5
SHF	78.3	2.8	80.6	2.3	83.7	3.1	86.9	3.2
LAVTRF	40.3	1.0	41.5	1.2	42.9	1.4	44.3	1.4
CCRSF	30.6	0.4	31.5	0.9	32.6	1.1	33.7	1.1
CCHF	9.6	--	9.9	0.3	12.4	2.5	13.0	0.6
WPF	5.8	--	5.9	0.1	6.0	0.1	6.0	--
WCF	--	(4.0)	--	--	--	--	--	--
State Fair	0.1	--	0.1	--	0.1	--	0.1	--
All Other Expenditures	1,630.7	57.1	1,732.3	101.6	1,847.8	115.5 ^f	1,870.4	22.6
Total	3,144.6	454.5 16.9%	3,296.7	152.1 4.8%	3,446.2	149.5 4.5%	3,513.9	67.7 2.0%
Ending Balance	328.5		252.7		172.3		175.7	
% of Expenditures	10.4%		7.7%		5.0% ^e		5.0% ^e	
Receipts in Excess of Expenditures	(58.5)		(75.8)		(80.4)		3.4	

a) Consensus estimate as of November 17, 1993.

b) Assumed growth rate (not a consensus estimate).

c) Actual through November.

d) Revised estimate as of December 1993 based on current law.

e) Governor proposes reducing the targeted balance from at least 7.5 percent to at least 5.0 percent.

f) Of this amount, the Budget Division estimates that \$85 million would be needed for SRS and \$0.7 million would be required for annualization of employee reclassification costs, leaving \$29.8 million.

Demand Transfers

SDCIF	School District Capital Improvement Fund	CCHF	City-County Highway Fund*
SHF	State Highway Fund*	WPF	Water Plan Fund*
LAVTRF	Local Ad Valorem Tax Reduction Fund*	WCF	Workers Compensation Fund
CCRSF	County-City Revenue Sharing Fund*		(transfer has been eliminated)

* Reductions of 4 percent in FY 1994 and reductions from current law proposed for FY 1995 (also for succeeding years re SHF, LAVTRF, and CCRSF).

Corrections Briefing Report

**Kansas Department of Corrections
January 1994**

Corrections Briefing Report

***Kansas Department of Corrections
January 1994***

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***Introduction to
Kansas Department of Corrections***



MESSAGE FROM THE SECRETARY

In The Corrections Briefing Report, we have attempted to document the current status of the Department of Corrections against the backdrop of recent trends. We have included information on the correctional system, on management priorities and issues, and on the department's budget. In doing so, we hope that we have provided a basic accounting of the status of the state correctional system as well as a source of information for decision-making on corrections issues.

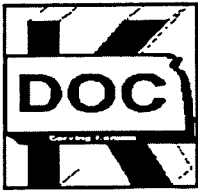
The agenda for the 1994 legislative session is expected to include consideration of a number of significant measures concerning criminal and juvenile justice policy, with many of them having implications for the Department of Corrections. In the January issue of the department's newsletter, we presented a preview of the major topics to be addressed during the session, excerpts from which also are included as part of this briefing report.

The issues range from the Sentencing Guidelines Act to the federal anti-crime bill and proposed interventions that would impact the entire criminal justice system. Public policy changes directed to one area of the "system" (law enforcement, prosecuting attorneys, defense attorneys, the courts, juvenile justice, or adult corrections) nearly always impact one or more of the other areas. Providing for the public safety is the goal of the entire criminal justice system. However, the distinct roles, perspectives and expectations of each separate component often place public policy options and funding decisions in conflict. The challenge is often made greater by the lack of an ongoing forum to evaluate and coordinate policy efforts. The need for a systemwide coordinated state strategy has been discussed for a number of years. Evidence of the lack of a coordinated strategy has recently been emphasized through efforts to define and resolve issues such as sentencing guidelines, consolidation of field services, criminal justice information and data deficiencies, and the management of juvenile offenders. In addition to addressing current specific crime issues, attention must also be given to developing strategic processes to improve the overall effectiveness of the entire criminal justice system. A method of considering and establishing common objectives and proposing and examining system-based approaches to crime policy must be devised.

One initiative to improve the current situation would be the establishment of a standing group consisting of principal criminal justice agency administrators. The group's primary role would be to continually monitor crime and criminal justice issues and recommend policy and process improvements. To be effective this group would require staff and operating support, but such support should not require additional positions or expenditures. Needed support could be developed by using staff or reconfiguring staff and functions now assigned to existing agencies.

Effective approaches to crime prevention and intervention must also involve more than just the criminal justice system and must be targeted at individuals prior to the time they become deeply involved in the criminal justice system. Government must better focus on targeting programs and measuring desired outcomes so that available resources can be directed to the most promising solutions. In addition, the roles of the various levels, branches, and units of government need to be routinely re-examined to determine if functional responsibilities are clearly and appropriately established and whether unnecessary overlap and duplication exists which causes inefficiencies. Finally, consideration should be given to educational initiatives which re-emphasize and promote the values of law and order so that perhaps in the future there will be less need to focus on crime and punishment. The ideal, of course, is quick, short-term improvements which produce long term results. Frequently, however, many of the proposed solutions regarding crime and the criminal justice system are reactive, short-term responses to controlling the people who have already committed crimes. While many of these responses are appropriate and necessary, alone they often have a minimal impact on the longer-term issue of reducing the amount or type of crime in the future.

Gary Stotts, Secretary of Corrections



PREVIEW OF CRIMINAL JUSTICE ISSUES: 1994 LEGISLATIVE SESSION

SENTENCING GUIDELINES

Sentencing policy determines who is sent to prison, who is supervised under community supervision and how long the sentence should last. The Sentencing Guidelines Act, which became effective on July 1, 1993 was guided by the statutorily stated goals to:

- promote public safety by imprisoning violent offenders,
- reduce sentence disparity which may result from racial, geographic, or other bias,
- establish sentences that are proportional to the seriousness of the crime and the degree of injury to the victim,
- establish a range of easy to understand sentences which promote "truth in sentencing",
- provide state and local correctional authorities with information to assist with inmate, population management options and program coordination, and
- provide policy makers with information that will enhance decisions regarding resource allocations.

The Sentencing Guidelines Act attempted to respond to these stated goals and established a policy framework within which to build as policy objectives are further defined or changed. Any policy as important as this must be continually evaluated and changed as often as necessary to improve application or enhance achievement of desired outcomes. The Act was approved during the 1992 Legislative Session, and amended during the 1993 Session, even prior to its effective date of July 1, 1993.

A number of additional recommendations designed to improve the current provisions will be proposed by the Kansas Sentencing Commission and the Department of Corrections. These proposals include:

- Specifying that if the journal entry does not state whether multiple sentences are to be served concurrently or consecutively they shall be applied concurrently
- Establishing the length of the revocation period when post release supervision is revoked as a result of conviction for a new crime for which a sentence of community supervision is ordered
- Providing for conversion of an indeterminate sentence when an offender's conditional release is revoked and the offender is sentenced for a new crime

- Better defining crimes that are classified into subsections with different severity levels
- Amending rules determining criminal history, including:
 - Counting misdemeanor Assault (a Class C "person" misdemeanor) in criminal history
 - Counting prior convictions for any crime in criminal history unless the prior conviction is used to enhance the severity level of the current crime or is an element of the current crime
 - Providing that a prior conviction is any conviction which occurs prior to sentencing for the current crime, regardless of the order in which the crimes were actually committed
 - Authorizing access by the prosecutor and the defense to the juvenile files and records of the defendant for verification of criminal history

In practice the Act reduces the level of judicial discretion at the time of sentencing and, except in cases of First Degree Murder, removes the discretion of the Kansas Parole Board at the time of release. With the levels of discretion authorized under old sentencing and parole policies, the period of incarceration could vary from case to case, despite substantial similarities between the circumstances of the offenses and the number and types of previous convictions of the offenders. The guidelines provisions follow similar policy of old law, which also included presumptive probation for many Class D and Class E felonies, but with less judicial discretion. The discretion previously granted the Courts and the Parole Board has been shifted to the Governor and the Legislature by establishing in law a greater presumption of what sentences will be, who will go to prison, who will serve their sentences in community sanctions, and when offenders will be released from incarceration and post-release supervision. This greater level of presumption results in sentences which correspond more directly to the crime for which the offender is convicted and the criminal history of the offender.

The Sentencing Guidelines Act represents one of the most significant changes in criminal justice policy in recent years. Retroactive application of the guidelines has sensitized many to the workings of sentencing policy and the significance of the definition and classification of a crime and implications and differences between arrests, charges and convictions. Retroactive application has also resulted in a great deal of attention being placed on the specific crimes and criminal histories which result in a presumed sentence of incarceration or community supervision. Whether the retroactive provision of the act was appropriate policy or not, its application has focused attention on sentencing issues and the relationship between decisions made throughout the criminal justice process and the impact of those decisions on sentencing.

One of the basic premises of the guidelines legislation is that prison should be the sentence for offenders who commit violent crimes. But, retroactive application of the law has highlighted cases in which offenders who have committed crimes classified as crimes against persons were eligible for conversion and early release from incarceration, or cases in which offenders were charged with serious crimes against persons, but were convicted (either through plea bargains or verdicts of guilty to less serious charges) of crimes for which the presumed guidelines sentence is a non-prison sanction. As a result, some have proposed moving more crimes from the area of presumed community supervision to the area of presumed incarceration, and lengthening the period of incarceration for certain crimes.

Various proposals regarding the length and type of sentencing are under discussion and this is appropriate. One of the major values of the guidelines approach is that it is straightforward, understandable, direct and open as to application. It allows, indeed focuses and requires response to the policy issues surrounding the application of criminal sanctions and the relationship of decisions made throughout the criminal justice processes. A change to one aspect of the sentencing process may result in one or more other changes needing to be considered. Increasing the number of crimes which result in a presumed sentence of incarceration or lengthening certain sentences without other counter actions will cause an increase in the prison population, and, at some point, will require development of additional prison capacity. If such changes are to occur without the cost of increased prison capacity, other crimes will have to be moved from the area of presumed incarceration, or the length of time served for other crimes will have to be reduced. While these changes in policy may be easily made under Guidelines, the related and perhaps significant public safety, functional and fiscal implications must also be considered.

Retroactive application also confirmed the current inadequacy of complete and accurate criminal history information and the need for greater efforts to develop a comprehensive criminal justice data base and information system. One of the advantages of implementation of guidelines sentencing policy is that more complete criminal history information is collected. Therefore, once the offender population has shifted to consist primarily of those sentenced under guidelines, more complete criminal history will be available and more reliable projections of the impact of proposed sentencing changes will be possible. It had been assumed that major changes to sentencing guidelines would not occur immediately and that sufficient time would pass to allow for the shifting of the population and the building of the database. However, in view of the number of proposals currently being discussed to increase sentences, the Department will need to compile the most complete information possible from the data already available in preparation of impact statements.

90 Day Revocation Period

Guidelines provide that offenders who violate the conditions of post-release supervision without being convicted of a new crime can be returned to prison for no more than 90 days per revocation. Under prior law, no limit was placed on the length of the return prison stay for parole violators, other than expiration of sentence or conditional release dates. Concerns

have been raised that the 90-day limit per revocation does not create sufficient leverage or incentive for offenders to comply with conditions of post-release supervision.

As we understand it, the rationale of the Sentencing Commission in recommending the 90-day limit was that it was in keeping with the overall objective of reducing discretion in sentencing outcomes, and that it was a reasonable penalty for offenders who have violated supervision conditions but who have not been convicted of a new crime. Moreover, under sentencing guidelines the period of post-release supervision is either one or two years (plus good time earned in prison), depending on crime severity, compared to a much more indeterminate period of parole supervision authorized by prior law. The 90-day limit was considered to be a proportionate penalty given the length of post-release supervision period.

The 90-day limit has implications for the Department of Corrections in both its approach to supervision of offenders in the community and its management of condition violators who are returned to prison. Operational changes have been initiated to respond to these changed circumstances, the principal ones being the housing and managing of condition violators separately and differently from the general inmate population and the establishing of expanded structured community placements such as halfway houses or substance abuse reintegration options.

The department will monitor offenders as they return to post-release supervision for their compliance with conditions, their degree of responsiveness to supervision, and the resulting impact on public safety. After gaining a period of operating experience a better evaluation of the impact of the 90-day limit and the change in operating procedures can be conducted. If such an evaluation indicates that the 90-day revocation period is more detrimental to public safety and successful reintegration, alternatives to the 90-day limit may be proposed. Possible alternatives include: the limit could be extended to 120 days or 180 days; post-release supervision could be extended by an amount comparable to total days incarcerated as a result of revocation (or some multiple thereof, such as doubling or tripling); first-time revocations could result in automatic forfeiture of good time previously earned in prison. However, factors which will need to be considered if it becomes necessary to amend the 90-day limit provision include resource implications relative to prison system capacity, field supervision capabilities, and the consistency of other proposed changes with the objectives of the Sentencing Guidelines Act.

CAPITAL PUNISHMENT

Another sentencing issue expected to be discussed during the 1994 Session is that of capital punishment. Capital punishment was most recently debated during the 1991 Legislative Session. As an alternative to execution the so-called "Hard 40" statute was enacted, requiring a 40 year sentence prior to parole eligibility in certain cases of first degree murder. To date, a total of 15 inmates have been sentenced under the "Hard 40" statute. As with other criminal justice agencies, passage of capital punishment legislation has practical operational implications for the Department of Corrections. If the death penalty is enacted

a special housing unit would need to be developed, and assigned staff would require specialized training. The interval between enactment of a capital punishment law and the first execution could be five to eight years or more, but resources and procedures for conducting the execution would have to be in place or nearly in place at the time the first offender sentenced to capital punishment is admitted. Related options that might be considered could be expanded application of the "Hard 40" or enactment of a life sentence without parole, each of which also has operational implications for the Department.

JUVENILE OFFENDERS

The rising incidence of juvenile crime and, in particular, the seriousness of crimes committed by juveniles have raised a series of issues about the state's juvenile offender code, the manner in which juvenile offenders should be managed, and the need to develop effective prevention strategies to deter juvenile crime.

Numerous questions have been raised regarding the juvenile justice system. Several basic ones include:

- Does the juvenile offender code strike the proper and desired balance between protection of public safety and habilitation of individual juvenile offenders?
- Should the state increase the severity of consequences for crimes committed by juveniles? Should the decision to do so be based on the age of the offender, the seriousness of the crime, or other factors?
- Is the dividing line between juvenile and adult offenders drawn properly? What should the state do with youthful offenders who, by virtue of the crimes they have committed, do not fit well in the juvenile system but who, by virtue of their age, do not fit well in the adult correctional system?
- Should organizational and/or process changes be made to the state's juvenile justice system to improve its effectiveness and efficiency in meeting its overall purpose?
- What can be done to reduce juvenile crime?

Various proposals are expected in answer to these questions, among them being options that would: create a new cabinet level youth authority; establish a new juvenile offender division within SRS; clarify the role of the youth centers and the types of offenders which they serve; shift supervision of certain young offenders to the Department of Corrections; expand statewide availability of community based sanctions for supervision of juveniles; create a youthful offender system similar to that established in Colorado for sentencing and management of juveniles who commit serious violent crimes; prohibit possession of handguns by juveniles; provide for a juvenile boot camp; reduce overlap in juvenile offender programs and functions; clarify the role of community corrections agencies in supervision

of juvenile offenders; increase parental responsibility for the actions of juveniles; increase emphasis on school attendance and truancy/dropout prevention; increase emphasis on early intervention and provision of family-oriented programs; and clarify the division of state-local and judicial-executive responsibilities within the juvenile justice system.

Before adopting any of these proposals it will first be necessary to reach consensus regarding the primary problems to be addressed, the objectives to be served, and their relative priorities. One of the areas of broadest consensus is the need to address sanctions for and management of juvenile offenders who commit serious violent crimes. Under the current juvenile offender code, provision exists for juveniles age 14 and above to be tried as adults under certain circumstances that vary somewhat according to age, criminal history and type of crime. If a motion to do so is filed by the prosecutor and approved by the judge, juveniles 14 and 15 years old can be tried as adults if they are charged with a Severity Level 1,2 or 3 offense on the non-drug grid or a Severity Level 1 or 2 offense on the drug grid. The same waiver process exists for juveniles 16 and 17 years old, but there is no restriction on the type of offense. The law also provides for automatically trying 16 and 17 year olds as adults if they are charged with a felony and have two prior felony adjudications as a juvenile.

These provisions are significant. Even so, except for the automatic waiver for juveniles with two prior convictions, the decisions are still discretionary on the part of the prosecutor and the judge; moreover, the law requires the judge to take into account a number of statutory considerations in making a decision. If a policy objective is to further the public safety by confining juveniles who commit serious violent crimes and by increasing juvenile accountability through stronger, more predictable consequences to their criminal behavior, one option would be to consider altering the current statutory presumptions and procedures regarding how these types of cases are handled.

A related concern has to do with how violent juvenile offenders are managed, and whether it is appropriate to mix serious felony offenders with misdemeanants and less serious felony offenders, which is an issue particularly at the Youth Center at Topeka, where both types of offenders are now housed. Again, this is an area where consensus appears to be emerging that these two types of offenders should be housed and managed separately, with greater security emphasis being placed on the management of violent juveniles. If the Youth Center at Topeka is reserved for the serious juvenile offenders, however, alternatives must be developed. The remaining offenders would then need to be managed in the community and/or through further changes in utilization of existing beds or addition of new capacity. With this as a stated priority, options do appear to exist.

While public concern regarding the juvenile justice system currently is focused on the violent juvenile offender, these issues should not overshadow other measures addressing juvenile crime prevention and systemic improvements in the supervision of juvenile offenders. With the amount of attention now being paid to the juvenile justice system, opportunities exist to improve understanding and performance of the system by clarifying roles and expectations of various agencies, by eliminating or reducing overlap in programs, and by filling perceived

gaps in supervision alternatives. Opportunities also exist to look for ways to increase the role of local governments in deciding priorities and managing resources for delivery of services and for assuming responsibility and accountability for developing, implementing and evaluating outcomes of juvenile crime prevention programs specific to the needs of their community.

CORRECTIONAL BOOT CAMPS

The Labette Correctional Conservation Camp, located in Oswego, opened in March 1991, becoming the first shock incarceration, or so-called correctional boot camp, to operate in Kansas. The facility has a capacity of 104, and offenders accepted into the program generally are between the ages of 16 and 27, have limited criminal histories, and have been convicted of less severe felonies. The camp is funded by State General Fund appropriations through the Department of Corrections and is operated by Labette County through a private correctional management corporation. Designed to incorporate aspects of programs operating in several other states, the LCCC provides an environment focused on discipline, compliance with authority, physical training, community service work projects, and some academic education and substance abuse counseling. The camp program is a sentencing alternative available to courts statewide for offenders who need greater structure than can be provided on probation or in a community corrections program, but who may not need to be sent to prison. The six month program is imposed as a condition of probation. Upon successful completion of the program, the offender is returned to the sentencing court for final disposition of the case. Those who do not complete the camp program due to disciplinary or other reasons are also returned to the sentencing court for a revised sentence disposition which may include prison.

During the development of the LCCC, judges, prosecutors, and defense attorneys across the state expressed interest in this new sentencing option. The utilization of the conservation camp to date, however, has been considerably less than expected. During Fiscal Year 1993, the average daily population was 68 offenders. The Department of Corrections and the camp administration have taken steps to encourage counties to use LCCC as a sentencing alternative, but those efforts have not yet resulted in a significant increase in the offender population. Counties have expressed concern about the cost of providing physical examinations to offenders prior to their being sent to the camp, and about the cost of transportation to Labette County. While the Department believes that use of the Camp will increase as implementation of sentencing guidelines progresses, we will also submit legislation requiring that the camp be considered as a sentencing option prior to an offender being sentenced to prison for a probation violation, when the court considers a departure from presumed probation to incarceration, and for eligible offenders sentenced in the "border boxes", where the sentence may be either incarceration or community supervision.

Another alternative for the camp would be to convert it to provide a structured alternative for juvenile offenders. This option might work in conjunction with a change in the mission

and operation of the Youth Center at Topeka to house only those juveniles adjudicated with more serious offenses. Such a decision would, of course, require a determination that a boot camp for juvenile offenders represents a higher priority than the current utilization, as the facility would no longer be available as a placement option for adult felons.

SEXUALLY VIOLENT PREDATORS

Under current Kansas statutes, individuals determined by a court to be a danger to themselves or others by reason of mental illness may be involuntarily committed to a state hospital for treatment of that illness. This process is used when an inmate who has demonstrated a pattern of dangerous behavior is approaching a release date from prison. Some states in recent years have adopted similar involuntary commitment laws designed specifically to deal with offenders who are determined by law to be a "sexually violent predator" regardless of whether they have been diagnosed with a mental illness. Legislative proposals expected during the 1994 Session would define a "sexually violent predator" as a person who has been convicted of or charged with a sexually violent offense and who suffers from a mental abnormality or personality disorder which makes the person likely to engage in predatory acts of sexual violence. In addition to those crimes which are traditionally defined as sex offenses (including rape, criminal sodomy, indecent liberties with a child), the proposal also applies to crimes including murder, aggravated assault, aggravated battery, and burglary, if it is established that the offender possessed a sexual motivation in committing the crime. Upon a determination by the court that an individual is a "sexually violent predator", the proposed legislation would require the offender to be confined in a state hospital under the authority of the Department of Social and Rehabilitation Services after serving the established criminal sanction. The offender would then be subject to release by court order upon recommendation of hospital staff. Final decisions regarding this type of legislation will have an impact on the need for both bedspace and treatment programs in the state hospital system.

Sexually violent predator laws are designed to promote public safety by continuing the confinement of individuals determined to be potentially dangerous due to a sexual motivation for their criminal activity. Sexual motivation, however, is not the only factor which could be considered in making a determination that an individual is a dangerous predator. Accordingly, discussions regarding involuntary commitment could expand to include more general consideration of the determination of a predatory offender.

NOTIFICATION REGARDING OFFENDERS UNDER SUPERVISION

The Department of Corrections works closely with the Attorney General and the county/district attorney victim-witness programs statewide to comply with statutory responsibilities for victim notification. The Department by policy also provides notice to victims or witnesses of crimes committed by any inmate when such notice is requested. In addition to victim notification practices, the Department is currently mailing reports each

month to approximately 290 county and local law enforcement agencies listing all offenders under supervision by Department of Corrections parole staff in their respective counties. So while the current statutory responsibility applies only to notification of victims of crimes in limited cases, the Department is committed to an expanded role. Offenders are expected to inform employers of felony convictions when required to do so on employment applications and the Department currently informs employers or prospective employers of an offender's criminal history in certain circumstances. In addition, information regarding an offender's crime of conviction, length of sentence, and certain other information is public and is routinely provided to employers, the media, and others upon request.

Legislation approved during the 1993 Session requires that any offender convicted and sentenced on or after July 1, 1993 of a second or subsequent offense defined as a sexually violent crime register with the sheriff of the county where that offender is residing following the offenders release from prison. One proposal which may be introduced during the 1994 Session will expand the provisions of this statute to require any offender under supervision who was convicted of a sex offense to register. As mentioned above, the Department currently provides notice to local law enforcement on a monthly basis of all offenders under supervision in their jurisdiction; not limited to just sex offenders. Legislation is also expected to be introduced which will require notification in certain additional circumstances, specifically to employers of offenders who were convicted of crimes against persons. This proposal will result in additional information being provided to a limited number of people by shifting responsibility from employers to check criminal history of potential employees to notification in certain cases by the Department of Corrections. As noted, many employers and others currently check criminal records of potential employees on a regular basis. In considering the proposal to expand notification by the Department of Corrections the questions of liability and the extent of the employer's obligation to notify other employees, customers, and clients must be considered. The Department is also attempting to develop other options for providing more information to the public. In any case, the Department of Corrections is committed to making available public information regarding offenders, and is open to workable options to meet this commitment.

COMMUNITY CORRECTIONS

The Kansas Community Corrections Act was approved in 1978 and a number of local programs developed voluntarily during the early 1980's. A number of changes have occurred over the years and as of July 1991, community corrections programs were required to be operational statewide. Each program is intended to provide services which meet the needs of the offender population in the community while promoting public safety, offender responsibility, and accountability. Implementation of the Sentencing Guidelines Act is expected to result in an increase in the number of offenders who will be sentenced to community based supervision programs in Kansas. During Fiscal Year 1993, the average daily population for all community corrections programs was 3,111. That figure is anticipated to increase to 3,619 during this fiscal year, and is projected to be 4,424 for FY

1995. A total of 26 local community corrections programs are currently operating statewide. The program in northwest Kansas covers 17 counties encompassing three judicial districts. The program in Sedgwick County had the largest single average daily population in FY 93 with 404 offenders in the adult intensive supervision program, 19 in adult day reporting, 63 in adult community residential services, and 32 in juvenile intensive supervision.

The Department of Corrections has responsibility for allocation of community corrections grant funds and program oversight of the local programs. Because funding is not available to provide for all requested programs, the Department has prioritized available funding as follows: adult intensive supervision, adult day reporting, adult residential, juvenile intensive supervision, and juvenile residential services. All programs are required to operate adult intensive supervision programs. Other services determined to be necessary by the local programs are subject to funding available to the Department. Adult intensive supervision is required and receives the highest priority because it is the most appropriate and cost effective program for the largest number of offenders in the community. The Department's prioritization decisions have caused concern for some who believe that programs such as adult residential and juvenile supervision should receive more funding.

As funding at levels required to provide for all requested programs has not been available and is likely not achievable, the Department is considering a proposal to change the manner in which the local programs are funded. Rather than establishing state priorities for funding of particular programs, the Department is evaluating the potential of single unit funding for each local program on the basis of its total average daily population of offenders. This approach would allow each local administration within the funding provided to determine which specific program components should be funded and at what level to provide appropriate services to their specific offender population. Within such a framework the local programs would be expected to provide services within established standards and the programs would be evaluated and audited by the Department of Corrections. The authority for determining priorities and how best to use the funding to serve community needs and responsibility for the outcomes would belong to the local programs.

The original purpose of the Community Corrections Act was to divert adult felony offenders from prison sentences. Accordingly, even though some juvenile programs have been funded, adult felons have received the majority of the funding attention through the act. Additionally, the Department of Social and Rehabilitation Services receives funding for community based supervision programs for juvenile offenders separate from the Community Corrections Act. Juvenile offender programs can be more effectively targeted and outcomes better evaluated if funding is consolidated administratively. Policy decisions regarding how that funding should be consolidated and administered and the role of the community corrections programs should be resolved as part of the discussions concerning juvenile offender issues.

GUN CONTROL

In addition to the provisions of the "Brady bill" presented in the following review of federal legislation, considerable discussion is occurring at both the local and state level regarding firearms restrictions. The Department will propose legislation which will prohibit offenders under any type of criminal justice supervision from possessing any type of firearm. Current statute prohibits some offenders from possessing handguns only. The Department's proposal would expand this to include all firearms, including rifles and shotguns.

In response to the increasing number and severity of crimes committed involving firearms, the most frequently discussed proposals include:

- Prohibiting manufacture or sale of certain types of weapons
- Prohibiting possession of handguns
- Prohibiting possession of firearms by juveniles
- Requiring licensing and registration for ownership
- Heavy taxes on weapons and/or ammunition
- More severe penalties for those convicted of crimes involving use of a firearm
- Increased search and confiscation procedures

Each of the proposed remedies is considered by some as infringing upon the right to bear arms. Few, however, argue that too many guns currently in the hands of the wrong people are causing unacceptable and unnecessary pain, suffering, and fear.

FEDERAL ANTI-CRIME LEGISLATION

After several years of debate, the U.S. Congress passed the Brady bill in late November 1993. The new law provides for a five-day waiting period for handgun purchases, during which time a check will be made of the purchaser's criminal history. The five-day waiting period requirement will expire after five years, after which instant record checks will be made utilizing a national computerized criminal history system which is also authorized by the law. Within six months of enactment, the U.S. Attorney General is to develop a plan for implementation of the national network, including an assessment of each state's criminal records system and establishment of a timetable for each state to enter the national computerized system. Annual appropriations of \$200 million are authorized for grants to states for improvements to their automated criminal history systems necessary for participation in the national network. Although the Brady bill was enacted, amendments to it will be considered early in 1994 according to the agreements reached clearing the way for final action on the original bill. Amendments to be considered include: adopting a four-year sunset for the waiting period, authorizing the instant records check system to become operational as soon as 24 months following enactment, and submission of state mental health records for the national registry.

Both houses of Congress also passed comprehensive anti-crime bills in November 1993 which, depending on the outcome of conference committee action expected after the first of the year, could result in passage of the most significant federal anti-crime package in a number of years. There are considerable differences, however, between Senate and House versions of the measures approved to date, making it impossible to predict what the final product might look like. Moreover, most of the funding authorizations contained in the bills require separate appropriations acts before funding is actually made available. There is no guarantee that provisions eventually approved as part of an omnibus anti-crime bill will be funded in the authorized amounts or timeframes. As currently drafted, the federal proposals also include a number of state mandates and conditions to be met for specific programs. Given those general cautions about the pending federal legislation, below is a summary of the major provisions approved by each house.

Senate

On November 19, the Senate passed HR 3355 after substituting the House-passed version with its own omnibus anti-crime bill (previously contained in S 1607). As passed by the Senate, major provisions of the bill include:

- Prohibits manufacture, sale and possession of 19 types of assault weapons;
- Authorizes \$22.3 billion over five years for anti-crime measures, including: \$3 billion for construction and operation of new federal regional prisons to house state inmates; \$1 billion for state boot camps and other low-security alternative lockups for nonviolent offenders; shelters and other programs for battered women; \$500 million for construction and operation of secure institutions to house violent juvenile offenders; funding for 100,000 new police officers; additional federal law enforcement officials; prison drug treatment programs; and youth crime prevention efforts;
- Provides that new programs would be financed with savings generated by an administration proposal to cut 252,000 federal positions. Savings would be placed in an anti-crime trust fund so that funds could not be diverted to other uses;
- To be eligible for sending state inmates to the regional prisons authorized by the bill, states would be required to adopt laws providing for: sentencing guidelines whereby offenders must serve at least 85 percent of their sentence, pretrial detention of dangerous suspects, sentences for certain violent offenders which are at least as severe as federal penalties for comparable crimes, and victims' rights measures;
- Authorizes \$100 million annually through FY 1998 for state and local governments to expand their criminal justice systems by adding more prosecutors, defense attorneys and judges;

Preview of Criminal Justice Issues.....continued

- Creates a federal "three strikes and you're out" policy which imposes a mandatory life sentence without parole for federal offenders upon their third conviction for a serious, violent felony offense. Although the policy would apply only to offenders tried in federal court, previous state convictions would count in sentencing;
- Imposes stiff minimum sentences for gun-related federal crimes, which also could apply to state offenses when guns are carried across state lines;
- Provides that juveniles charged with serious federal crimes would be tried as adults. Also, criminal gang activities and juvenile handgun possession would become federal crimes;
- Expands the federal death penalty to 50 new crimes, most of them involving murder;
- Limits the power of federal courts to impose population caps in prison overcrowding cases, bars class action lawsuits in overcrowding cases, and retroactively applies the new provisions to existing court-ordered caps;
- Prohibits prisoners from getting Pell grants for higher education.

House

In the House of Representatives, anti-crime measures are contained in several bills rather than a single omnibus anti-crime bill. Provisions in bills passed to date include:

- Authorizes \$3.5 billion through FY 1999 for 50,000 new police officers (HR 3355 - passed November 3);
- Authorizes \$100 million per year through FY 1996 for drug treatment programs for inmates in state prisons (HR 3354 - passed November 3);
- Requires drug treatment programs for inmates in federal prisons (HR 3350 - passed November 3);
- Authorizes \$100 million in both FY 1994 and FY 1995 for state/local grants to reduce gang activity and the sale and use of drugs by juveniles (HR 3353 - passed November 3);
- Authorizes state grants totaling \$200 million annually for three years to develop alternative sentencing for offenders age 22 and younger whose offense did not involve a sexual assault, a firearm or a penalty of a year or more in prison (HR 3351 - passed November 19);
- Prohibits minors from possessing handguns, and prohibits sale or transfer of a handgun to persons under 18 (HR 3098 - passed November 20);

Preview of Criminal Justice Issues.....continued

- Encourages states to enact stricter laws against domestic violence, provides grants to increase law enforcement efforts in prosecution and prevention of crimes such as rape (HR 1133 - passed November 20);
- Requires offenders convicted of state crimes against children to register their addresses with state law enforcement agencies for 10 years following release from prison or placement on parole or probation. Includes penalties for states that do not create registries within three years (HR 324 - passed November 20);
- Establishes a national system for performing criminal background checks on child care providers (HR 1237 - passed November 20).

Kansas Department of Corrections

Our Mission

The Department of Corrections, as part of the criminal justice system, contributes to the public safety by exercising reasonable, safe, secure and humane control of offenders while actively encouraging and assisting them to become law-abiding citizens.

Our Values

We believe the department should be managed with integrity and with a willingness to share information responsibly and appropriately. As state officials, we must be accountable to the Governor, Legislature, and citizens of Kansas.

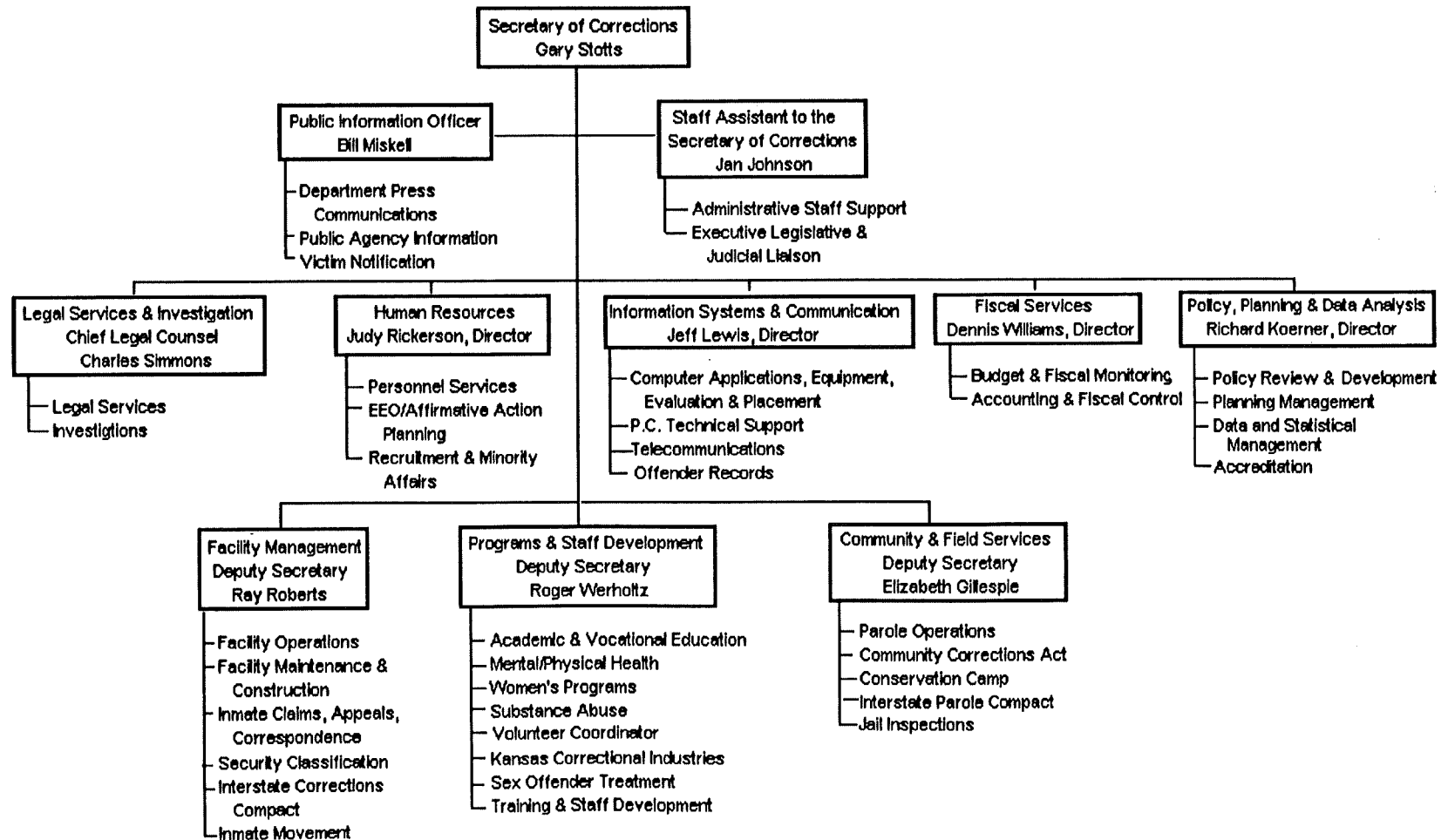
We believe the sharing of ideas, knowledge, values and experience is essential to the achievement of our mission.

We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavor.

We respect the dignity of individuals, the rights of all members of society and the potential for human growth, development and behavioral adjustment. We recognize that offenders have the potential to live as law-abiding citizens.

Kansas Department of Corrections

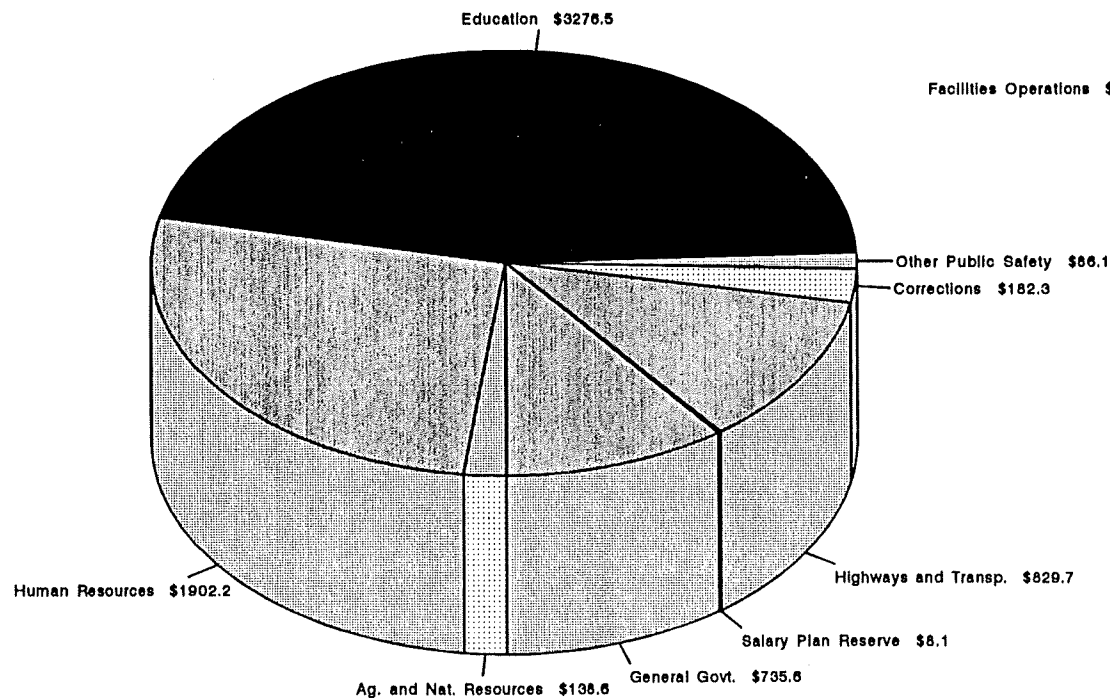
The Organization



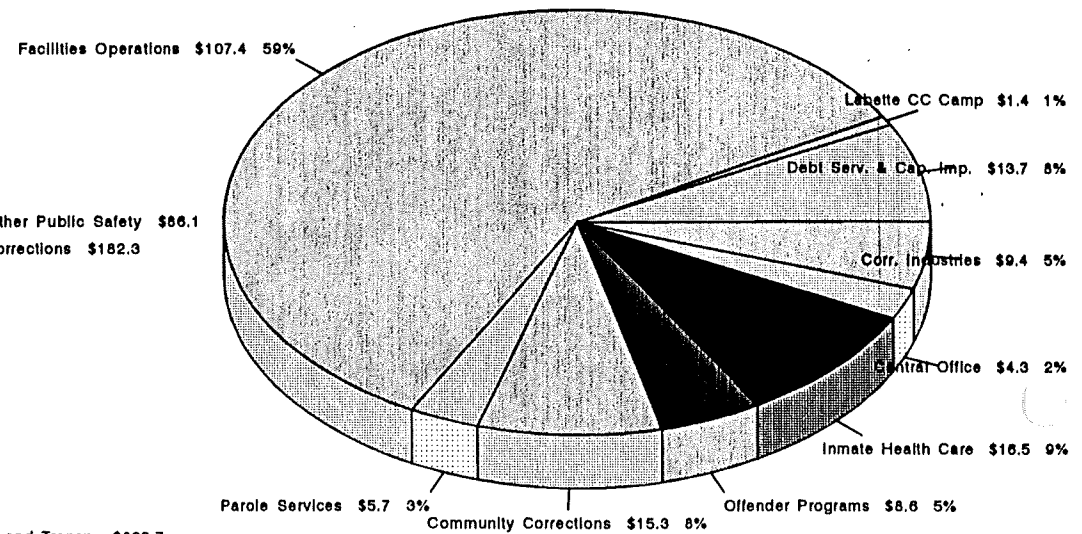
Budget

Cost of Kansas Government Recommended Expenditures for Fiscal Year 1995 All Funds

KDOC Costs in Relation to Other Major Categories



KDOC Budget Distribution



Figures are in Millions of Dollars

**Department of Corrections
Systemwide Expenditure Summary**

<u>Program/Facility</u>	<u>Estimated Expenditures FY 1994</u>	<u>Governor's Recomd. FY 1994</u>	<u>Requested Expenditures FY 1995</u>	<u>Governor's Recomd. FY 1995</u>
<u>OPERATING EXPENDITURES:</u>				
Department of Corrections:				
Central Management	\$3,381,718	\$3,381,717	\$3,783,813	\$3,531,022
Salaries and Wages Pool	495,000	495,000	0	0
Data Processing	719,109	729,796	3,798,024	755,750
Parole Services	5,588,341	5,568,991	6,006,236	5,717,469
Offender Programs	9,580,994	9,017,742	11,575,757	8,582,490
Inmate Medical and Mental Health Care	16,480,610	16,377,432	17,300,000	16,493,884
Community Corrections	12,457,208	12,428,458	17,171,965	15,334,611
Labette Correctional Conservation Camp	1,412,114	1,412,114	1,683,380	1,412,114
Debt Service	5,150,000	5,150,000	4,942,000	4,942,000
Kansas Correctional Industries	9,047,093	9,027,723	9,453,941	9,374,930
Subtotal – DOC Central Office	\$64,312,187	\$63,588,973	\$75,715,116	\$66,144,270
Ellsworth Correctional Facility	\$7,578,209	\$7,573,581	\$8,549,986	\$7,822,269
El Dorado Correctional Facility	14,182,990	14,133,623	15,478,016	14,922,049
Hutchinson Correctional Facility	20,705,666	20,673,295	22,633,625	21,332,349
Lansing Correctional Facility	28,106,479	28,052,279	29,479,786	28,987,889
Larned Correctional Mental Health Facility	5,664,503	5,664,503	6,029,539	5,890,246
Norton Correctional Facility	9,605,882	9,581,253	10,807,153	9,846,593
Topeka Correctional Facility	12,190,554	12,151,068	13,843,107	12,733,446
Winfield Correctional Facility	3,803,155	3,686,237	4,180,660	3,811,005
Wichita Work Release Facility	1,959,133	1,960,949	2,050,894	1,997,608
Subtotal – Facilities	\$103,796,571	\$103,476,788	\$113,052,766	\$107,343,454
Subtotal – Operating Expenditures	\$168,108,758	\$167,065,761	\$188,767,882	\$173,487,724
% Increase	4.8%	4.1%	12.3%	3.8%
<u>CAPITAL IMPROVEMENTS:</u>				
Department of Corrections	\$11,589,373	\$11,589,373	\$10,580,000	\$8,780,000
Ellsworth Correctional Facility	53,108	53,108	0	0
El Dorado Correctional Facility	78,138	78,138	0	0
Hutchinson Correctional Facility	1,891,636	1,891,636	0	0
Lansing Correctional Facility	1,051,773	1,051,773	0	0
Norton Correctional Facility	121,859	121,859	0	0
Topeka Correctional Facility	181,469	181,469	0	0
Subtotal – Capital Improvements	\$14,967,356	\$14,967,356	\$10,580,000	\$8,780,000
Total – Systemwide Expenditures	\$183,076,114	\$182,033,117	\$199,347,882	\$182,267,724
Total – Systemwide FTE	3,039.5	3,038.5	3,141.5	3,038.5
Total – State General Fund Expenditures	\$160,994,530	\$159,970,909	\$182,801,507	\$167,601,479
% Increase	3.9%	3.2%	13.5%	4.8%

Highlights of the Governor's Budget Recommendations

Operating Expenditures--Systemwide

- The Governor's recommendation of \$173.5 million for systemwide operating expenditures represents an increase of \$6.4 million, or 3.8 percent, over the recommendation of \$167.1 million for the current fiscal year. Of the \$6.4 million increase, \$2.8 million provides additional funds to finance step increases, longevity bonuses, and reduced shrinkage rates, and \$2.9 million represents increased funding for community corrections.

Positions--Systemwide

- FY 1994: Systemwide total of 3,038.5 FTE, a reduction of five positions from the authorized total of 3,043.5 FTE. Included in the reduction are two vacant health care positions; two positions due to retirements -- one position in the DOC central office and one position at the Hutchinson Correctional Facility; and a clerical position in the DOC central office.
- FY 1995: Systemwide total of 3,038.5 FTE, equal to the total FTE recommended for FY 1994. Reflected in the recommendation is the transfer of a position from the DOC central office to the Topeka Correctional Facility.
 - No new positions are recommended for FY 1995. The requests for additional positions totaled 102 FTE -- 97 FTE for facility operations and five FTE for data processing. The FTE requested for facility operations includes 50 security positions to address staffing deficiencies identified in a systemwide post analysis. In addition, a request for 25 positions to centralize the management of high risk inmates at the El Dorado Correctional Facility was included in the budget appeal submitted to the Division of the Budget.

Facilities

- Governor's recommendations provide funds for the operations of all existing facilities.
- FY 1994: Recommended budgets based upon systemwide average daily population (ADP) of 6,112 inmates, a reduction of 87 from the authorized ADP of 6,199 inmates.
 - Shrinkage rates for the correctional facilities range from 4.0% to 5.8%, resulting in a systemwide shrinkage rate of 4.9%. Salaries and wages pool recommended at \$495,000 -- authorized amount.
- FY 1995: Recommended budgets based upon a systemwide ADP of 6,148 inmates, an increase of 36 over the projected ADP for FY 1994.

Highlights of the Governor's Budget Recommendations...continued

- Shrinkage rates for the correctional facilities range from 2.5% to 4.8%, equal to the rates requested by the facilities. These rates, which represent the estimated "natural" shrinkage rates, result in a systemwide shrinkage rate of 3.6%. The salaries and wages pool has been discontinued.

Community Corrections Grants

- FY 1994: Governor's recommendation totals \$12,057,208, a reduction of \$400,000 from the requested amount of \$12,457,208. Of the recommended amount, \$11,816,947 is financed from the State General Fund and \$240,261 is financed with federal funds.
 - The recommended State General Fund financing of \$11,816,947 represents a reduction of \$800,000 from the authorized amount of \$12,616,947. The amount of \$800,000 consists of a reduction of \$400,000 included in the department's request and the reduction of \$400,000 reflected in the Governor's recommendation. The SGF reduction has been offset by \$800,000 of unexpended funds available in local program accounts which will be utilized to finance community corrections programs.
- FY 1995: Governor's recommendation totals \$14,959,611, of which \$14,748,449 is financed from the State General Fund and \$211,162 is financed with federal funds. The recommended amount, which represents an increase of \$2.1 million over the total funding level for FY 1994, will finance ongoing programs and the additional program demands expected from the impact of sentencing guidelines.
- The Governor's recommendations for community corrections grants are summarized in the following table:

	FY 1994	FY 1995	Addition/ Reduction
State General Fund	\$11,816,947	\$14,748,449	\$2,931,502
Federal Fund	240,261	211,162	(29,099)
Subtotal	\$12,057,208	\$14,959,611	\$2,902,403
Unexpended Funds in Local Accounts	800,000	--	(800,000)
TOTAL	\$12,857,208	\$14,959,611	\$2,102,403

Highlights of the Governor's Budget Recommendations...continued

Non-Prison Sanctions--Sentencing Guidelines

- **FY 1994:** The Governor's recommendation reflects the transfer of \$371,250 from the budget for the Judiciary to the budget for the Department of Corrections. This amount is to finance the costs of nonprison sanctions in accordance with the 1992 legislation that established sentencing guidelines. This amount has been transferred to the department's budget because of the Attorney General's opinion which found that the proviso attached to the appropriation by the 1993 Legislature requiring the Supreme Court to establish the rate of reimbursement to the counties represented an unconstitutional delegation of authority.
- **FY 1995:** The Governor recommends \$375,000 to finance the costs of nonprison sanctions.

Offender Programs

- **FY 1994:** Recommended State General Fund financing of \$8,854,104 represents a reduction of \$563,252 from the authorized amount of \$9,417,356. This reduction includes funds that were unobligated at the time the department's budget was prepared and savings attributable to the slower than anticipated startup of halfway house beds for parolees.
- **FY 1995:** Recommended State General Fund financing of \$8,457,990 represents a reduction of \$396,114 from the recommended expenditures for the current fiscal year. This reduction is more than offset by the recommendation that additional funds of \$1.0 million (off-budget expenditures) from the Department of Corrections Inmate Benefit Fund be utilized to finance offender programs.
- The Governor's recommendation for offender programs is summarized in the following table:

	<u>FY 1994</u>	<u>FY 1995</u>	<u>Addition/ Reduction</u>
State General Fund	\$ 8,854,104	\$ 8,457,990	(\$ 396,114)
Federal Fund	<u>163,638</u>	<u>124,500</u>	<u>(39,138)</u>
Subtotal--Budget Expenditures	\$ 9,017,742	\$ 8,582,490	(\$ 435,252)
DOC Inmate Benefit Fund	<u>546,350</u>	<u>1,565,000</u>	<u>1,018,650</u>
Total Expenditures	<u><u>\$ 9,564,092</u></u>	<u><u>\$10,147,490</u></u>	<u><u>\$ 583,398</u></u>

Highlights of the Governor's Budget Recommendations...continued

Inmate Medical and Mental Health Care

- **FY 1994:** The recommended amount of \$16,377,432 represents a reduction of \$103,178 from the authorized and requested expenditures of \$16,480,610. This reduction principally reflects savings in contract payments that will be realized this fiscal year as a result of population and other adjustments.
- **FY 1995:** The Governor's recommendation of \$16,493,884 represents an increase of \$116,452 over the recommended expenditures for the current fiscal year. The actual level of funding required for fiscal year 1995 will depend upon the outcome of negotiations for a new health care contract. The present contract with Prison Health Services expires at the end of the current fiscal year.

Labette Correctional Conservation Camp

- **FY 1995:** Governor's recommendation of \$1,412,114 is equal to the authorized and recommended expenditures for the current fiscal year. The recommended amount would finance an average daily population of 91 offenders.

Debt Service

- Recommended expenditures for debt service total \$9.5 million for both fiscal years 1994 and 1995. The amounts are based upon established debt service schedules.

Correctional Institutions Building Fund

- **FY 1995:** Governor's recommendation maintains the percentage of state gaming revenues credited to the Correctional Institutions Building Fund (CIBF) at 10 percent. Recommended CIBF expenditures of \$4.2 million would finance systemwide rehabilitation, remodeling, renovation, and repair projects at the correctional facilities.

Appropriations Bill Format

- For FY 1995, the Governor recommends that the appropriations bill format for the correctional system be revised so that all appropriations are made directly to the Department of Corrections. Under the revised format, the correctional facilities would no longer have separate appropriations. The change in format would provide the Secretary of Corrections with additional flexibility to manage the resources appropriated for correctional system operations.

Management Initiatives

- *Updates on Initiatives
Reported in 1993*
- *New Initiatives*
- *Policy Development Process*



KANSAS DEPARTMENT OF CORRECTIONS

MANAGEMENT INITIATIVES

Introduction

In the January 1993 *Corrections Briefing Report*, several management initiatives that were either underway or were scheduled to be undertaken during the ensuing year were described. This section presents a status report on those initiatives on which there was further action followed by a description of 5 additional management initiatives undertaken in 1993. The section concludes with a description of the process for policy development and initiatives to be undertaken in 1994.

INITIATIVE UPDATES

SENTENCING GUIDELINES

The Sentencing Guidelines Act, which was approved during the 1992 legislative session, became effective on July 1, 1993. The act provides for limited retroactive application of its provisions to certain offenders in the Kansas correctional system. The stated objectives of this initiative were to:

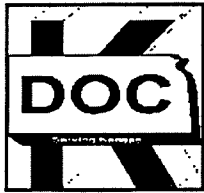
- Determine the process for implementing guidelines on a retroactive basis for eligible inmates;
- Identify departmental staff who need to be trained regarding sentencing guidelines and provide for appropriate training;
- Provide information to the courts, prosecutors and inmates regarding retroactive conversion to guidelines;
- Determine the process for implementing guidelines for new commitments after July 1, 1993.

The process for implementing guidelines on a retroactive basis was formulated during 1992. Training of departmental staff on the major provisions of the guidelines Act was also completed during 1992.

During 1993, much of the work on this initiative has focused on the identification of inmates to whom the retroactive provisions apply; refining the related processes, procedures, and special rules; and processing challenges to sentencing guidelines reports. Accomplishments include:

- A preliminary list of over 1,900 inmates who were identified as being potentially eligible for retroactivity was prepared and distributed to district and county attorneys for review. This listing, although not definitive or final, was intended to give prosecuting attorneys as much lead time as possible to review cases.
- Prior to the December 1, 1993 statutory deadline, 2292 sentencing guidelines reports were mailed to prosecutors, judges, and inmates. These reports provided information regarding the offense severity and criminal history of individual offenders. It was upon information in these reports that application of the retroactive provisions was based. Prosecutors and/or inmates had 30 days after these reports were mailed to challenge a report by requesting a hearing.
- Of the 2292 inmates for whom sentencing guidelines reports were mailed prior to December 1, 1993, 1619 had been released as of January 14, 1994. The following is a summary of those releases by release type and severity level:

----- Release Type -----				
<u>Severity Level</u>	<u>Parole</u>	<u>Retroactivity</u>	<u>Other</u>	<u>Total</u>
Non-Drug				
5	12	61	0	73
6	2	15	1	18
7	70	454	9	533
8	51	179	6	236
9	111	465	20	596
10	12	31	6	49
Sub-Total Non-Drug	258	1205	42	1505
Drug				
3	1	7	1	9
4	12	89	4	105
Sub-Total Drug	13	96	5	114
Total	271	1301	47	1619



OFFENDER MANAGEMENT PLANNING

The goal of the Offender Management Planning initiative was the development of a unified strategy, based on a consistent rationale, for managing offenders from the time they enter the correctional system to the time they are discharged from departmental supervision. Specific objectives of this initiative were to:

- Review and reiterate the Department's goals related to public safety and offender rehabilitation;
- Plan and implement a strategy for managing an offender population comprised of individuals sentenced under different sentencing laws (i.e., indeterminate sentencing and the Sentencing Guidelines Act);
- Develop consensus among Senior Management Staff regarding administration of good time and other offender management strategies employed by the Department;
- Develop an improved system of offender information sharing among the facilities and between the facilities and field supervision personnel;
- Determine the efficiency and effectiveness measures by which the Department's performance will be measured and develop a strategy for conducting such a measurement.

As a first step in late 1992, a Central Coordinating Group, comprised of Central office staff from each operational division, was established. This group developed an extensive "Policy Formulation Assessment" questionnaire to first gain the views of Senior Management Staff on a wide range of offender management issues. This was followed by the formation and use of On Site Coordinating Groups in 1993 to obtain the views of departmental staff at other levels.

Through implementation it was determined that the process was not "planning" in the true sense but a formal policy review and development procedure. The success and general acceptance of the process used for the offender management initiative led to its adaptation as a general policy making tool and its adoption as the process by which the Department will in the future develop offender and organizational policy.

A more detailed review of the discussion of the management and policy development process follows in the Process for Policy Development and 1994 Initiatives section of this report.



SECURITY AUDITS

In order to maintain a secure environment at each correctional facility and to ensure public safety, an organized system of interrelated policies and procedures, emergency plans, equipment, and manpower practices must be employed. The stated objectives of this initiative were to:

- Develop a comprehensive Security Inspection Manual to be used to assess all security-related physical and operational aspects of a correctional facility, including inmate management, inmate transportation, and emergency preparedness procedures;
- Using the Security Inspection Manual, evaluate the adequacy of security at all correctional facilities;
- Correct security deficiencies identified in the inspection/audit process.

During 1992, the security operations of each KDOC facility was audited, using the *Security Inspection Manual*. Efforts in 1993 were directed toward following up on various issues raised by the 1992 audits; revising and updating the *Security Inspection Manual* to incorporate recommendations from the audit teams and revisions to departmental policies, practices and regulations; and conducting in-house security audits.

As a result of the 1992 security audits, general guidelines establishing departmental security standards by security level were finalized in early 1993. These guidelines address areas such as perimeter security, armories, counts, K-9 Units and search practices. Additionally, a Technology Review Committee was formed to review technological advancements and to work toward standardizing security equipment used within the Department. In addition, approximately \$2,100,000 from the Rehabilitation and Repair fund has been authorized for security enhancements based on audit recommendations. Examples of these projects included perimeter lighting enhancements, installation of interior and exterior camera equipment, perimeter fence improvements, and the addition of cell fronts in D-cell house at the Lansing Correctional Facility.

Each facility completed an in-house security audit in 1993, using the *Security Inspection Manual*, as a follow-up to the 1992 audit. These internal audits will serve to evaluate progress made and prepare the facilities for another audit in 1994.



INMATE INCENTIVES AND GOOD TIME

Good time is an important inmate management tool that is used both as an incentive to encourage good behavior and as a penalty to deter inappropriate behavior. Prior to the implementation of sentencing guidelines, the application of earned good time credits to an offender's minimum sentence determined the earliest eligibility for parole consideration. However, under sentencing guidelines, the application of earned good time credits determines the actual release date. Thus, good time has a different meaning and impact under sentencing guidelines than previously. The purpose of this management initiative is to evaluate good time and other mechanisms used or which might be used to positively influence offender behavior. The stated objectives were to:

- Determine if the current policy for awarding or forfeiting good time credits is effective or requires revision;
- Develop a policy that will maximize the effectiveness of good time credits, particularly since the new rate at which credit can be earned is significantly lower than under previous law;
- Develop other incentives that can be made available to inmates and develop strategies for their implementation.

During 1993 the Kansas Administrative Regulation (KAR) regarding good time was amended for consistency with the Sentencing Guidelines Act. In conjunction with the Offender Management Planning process, an Initiative Task Group has been appointed to address the issue of offender incentives. It will be the function of this group to study the process, gather and analyze data, and recommend process and procedural improvements to the Executive Committee and Senior Management Staff.



SECURITY POST ANALYSIS

Security staff assignments are made on the basis of posts, which are defined as locations, areas or accumulations of tasks requiring surveillance, supervision, or control by specifically assigned personnel. In the past, there has been a tendency to evaluate correctional facility staffing by analyzing overall staffing ratios and comparing the ratio of one facility with the ratios of other facilities. However, differences in physical design, security levels, and inmate programs unique to individual facilities are not adequately reflected in general staffing ratios. Use of post analysis is considered a more appropriate means of determining required staffing configurations.

A comprehensive, system-wide review of security post requirements was undertaken in 1992 to determine the adequacy of existing staff at each KDOC facility. The stated objectives of this initiative were to:

- Determine if a sufficient number of uniformed staff are assigned to properly define posts in each facility;
- Determine if staffing practices are efficient and appropriate, including roster management, handling of vacancies, and use of overtime;
- Determine if existing 7-day and 5-day relief factors include all pertinent considerations, are being managed properly, and are an accurate reflection of current relief needs.

During 1993:

- A system-wide report of overall findings and recommendations was completed.
- With technical assistance from NIC, comprehensive roster management policies and procedures have been developed.
- Following lengthy work sessions from January through July, involving employees from throughout the Department, rostering procedures were implemented at each facility, and a final written policy has been prepared and is currently under review.

- Task forces met in October to develop recommendations concerning disciplinary procedure issues, the role and duties of special security teams, and the role and duties of Intelligence & Investigation officers. The task forces offered suggestions for enhancing the effectiveness and efficiency of department-wide practices in each of these areas, which are currently under review.
- The Department developed specific criteria for development and review of the relief factor used in facilities. Facility Management and Data & Communication staff are working together to develop a department-wide computer program for recording and tracking relief factor data.
- The Department is currently collecting and analyzing data regarding transportation and escort practices in each facility, to determine the amount of staff time required. Further technical assistance will be sought from NIC to audit transportation and escort posts in more detail.

The facilities are continuing to implement recommendations contained in the final audit report, and resources are being reviewed and reallocated as necessary to carry out those recommendations.



UNIT MANAGEMENT AND INMATE PLACEMENT

The unit team is a management concept whereby the inmate population at a facility is subdivided into units, most commonly based upon housing configurations, to facilitate efficient and effective management. The unit management concept was initiated in Kansas in 1976. Since that time, it has evolved among facilities with inconsistencies in mission, duties, responsibilities and organization. The need to increase uniformity in the roles, functions, organization, and responsibilities of unit teams throughout the Kansas correctional facilities was the impetus for this management initiative; the stated objectives were to:

- Perform a comprehensive evaluation of the effectiveness of unit management on a department-wide basis;
- Identify specific areas of inconsistency in the application of unit management principles;
- Develop a master plan and guidelines for implementation of unit management at all Kansas correctional facilities;
- Develop a system for ongoing monitoring of unit management.

During 1993

- Audits were completed and a summary of recommendations was prepared as a preliminary step toward resolving identified inconsistencies.
- Audit results were presented to each individual warden so that for appropriate action. Areas of management most commonly cited as needing improvement were with regard to: communication among staff and between staff and inmates; team cohesiveness and chains of authority; and consistency in decision making.
- Auditors recognized the need for strong, ongoing training program for unit team staff. A working committee has been selected to review the training needs of unit team staff and recommend a course of action for the development of such a training program.
- Audits found a need for a "Principles and Practices" manual to assist unit teams throughout the Department in establishing operations which are consistent with the goals of the Department and provide for optimum management of the inmate population.



OFFENDER PROGRAM EVALUATION

The Department of Corrections supports a variety of programs to provide education, treatment, and counseling services to offenders. The goal shared by each of these programs is to help offenders acquire or develop appropriate skills, attitudes and behaviors to facilitate successful re-entry into the community. To ensure the most effective allocation of resources in support of this goal, a comprehensive and systematic process of program evaluation is needed. Accordingly, the stated objectives of this management initiative were to:

- Establish clear and consistent criteria for evaluating offender programs;
- Modify the Department's management information system to provide accurate and complete data necessary for program evaluation;
- Improve program utilization and performance by distinguishing between contractor-related issues and departmental issues regarding student enrollments, terminations, schedules and related matters.

During 1992, three major evaluation components to be addressed for each program were identified: needs assessment (demographic and diagnostic data); program efficiency (program activity data); and program effectiveness (performance/behavioral data).

During 1993, data collection and reporting processes were established. However, due to the need to commit resources of the Information Systems and Communications section to the implementation of Sentencing Guidelines, it has been necessary to delay additional work on this management initiative. Work on this management initiative will resume in 1994.



PAROLE REVOCATION

The number of parole revocations has increased over the past several years, and revocations have comprised an increasing share of the total admissions to correctional facilities. Additionally, there was evidence of some disparity among parole regions in the handling of revocations. The stated objectives of this initiative were to:

- Determine revocation characteristics and frequencies, by level of supervision and other variables, for each parole region;
- If warranted, develop recommended changes in revocation policy.

1993 Accomplishments

- In accordance with a committee recommendation to provide more alternatives (intermediate sanctions) to parole revocation, plans are being developed to utilize beds at the Winfield Correctional Facility, the Wichita Work Release Facility, and the Osawatomie Unit of the Lansing Correctional Facility as short-term pre-revocation beds. This will provide another option to revocation and will provide more intensive structure and supervision for offenders who have violated conditions of release.
- Bids are being sought for halfway house services for those offenders unable to establish a release plan, as well as for those who may need the service during the period of post incarceration supervision.
- In order to provide more consistency in the revocation process, hearing officers will be appointed in January, 1994. These hearing officers will conduct preliminary hearings and will review all other recommendations for revocations. Each hearing officer will possess authority to reverse the revocation process prior to an offender's revocation hearing with the Kansas Parole Board, if the officer believes sanctions other than revocation are appropriate.
- By providing more alternatives to revocation and consistency in the preliminary hearing and revocation process, the Community and Field Services Division has set a goal of reducing revocations by 15% during FY 1994.
- Through the Offender Management Planning process, a decision was made to consider post incarceration supervision violators without new sentences as a special group for housing and management. Plans are in the final stages of development to place such offenders at the Ellsworth Correctional Facility. The objectives of this are to reduce the rate of such violations, assist in the management of such offenders while they are incarcerated, and deter those still under post incarceration supervision.



LABETTE CORRECTIONAL CONSERVATION CAMP

The Labette Correctional Conservation Camp opened in March, 1991 and was designed to house 104 male and female offenders. Because the camp experienced low referral rates and had difficulty in maintaining adequate populations on a consistent basis, the Department requested and received technical assistance funds from the National Institute of Corrections (NIC) to evaluate the process for making referrals to the camp. The stated objective was to develop and implement a plan that will increase the camp's average daily population.

The National Council on Crime and Delinquency was selected as the contractor to perform the work under the technical assistance project. The scope of the project included: evaluation of admission requests and criteria; survey of district court judges to determine their views about the camp as a sentencing option; and evaluation of the camp's "marketing" strategy. The NCCD report was submitted in November, 1992.

1993 Accomplishments

- Departmental staff and Labette Correctional Conservation Camp (LCCC) officials have reviewed the NCCD recommendations. Some of the recommendations have been implemented.
 - The report recommended that the program's eligibility criteria be expanded. Accordingly, the age limitation was expanded and simple battery was removed from the list of excludable crimes.
 - The female component of the program was terminated due its under utilization, as well as the report's recommendation.

Other recommendations have either been rejected by the LCCC Board and/or the Labette County Commission or have not yet been implemented.

- During the first five months of FY 1994 the average daily population was 67.
- The Department will propose legislation during the 1994 legislative session which is intended to increase the number of court placements at the LCCC. The proposed changes will require the courts to state why LCCC placement is not appropriate for an offender prior to requesting a departure from a probationary sentence, prior to sentencing to prison for a probation revocation, and prior to sentencing to prison when an offender falls within a "border box" on the sentencing grid.



KANSAS CORRECTIONAL INDUSTRIES

Kansas Correctional Industries (KCI) operates manufacturing and service industries to provide inmates meaningful employment, teach them work habits and train them in marketable skills. KCI products and services are supplied to governmental and qualified non-profit agencies. The Governor and the Department of Administration have stated their support for expanded use of KCI products and services by state agencies. To determine the feasibility of this, it was necessary for the Department to: evaluate production capabilities for current KCI product lines; establish an ongoing production and market review process; establish a satisfactory quality control process; and establish a process for evaluating the cost effectiveness of current industries and the feasibility of new industries. Specific stated objectives of this management initiative were to:

- Determine whether KCI can supply the total state agency market for the products it manufactures and evaluate needed changes in current product lines;
- Determine staff, inmate and other resource requirements needed to satisfy the potential state agency market for KCI product lines;
- Evaluate feasibility of new products and services;
- Establish ongoing review process to assess the state market and KCI's response to the market.

During 1992 the initiative committee developed a series of recommendations. Actions taken during 1993 based upon committee recommendations include:

- Due to continued unprofitability, operations at the Meat Processing Plant were suspended in August. Efforts began immediately and continue to reopen the plant as a private correctional industry.
- A reorganization of KCI staff began and will be completed in early 1994.
- An Operations Manager responsible for quality, productivity, and profitability was hired in December.
- As an overhead reduction measure, Vehicle Restoration and Furniture Restoration Divisions will be combined in early 1994; likewise, the Wood Furniture and Upholstery Divisions will be combined.
- Plans were developed for the move of the Office Systems Division from Ellsworth to Hutchinson by March, 1994.



INMATE WORK PROGRAMS

The Department is mandated to provide meaningful daily activity for inmates (i.e., assignment to a work detail or formal program of education or training or treatment). Several inadequacies in the system used to make and track work and program assignments were identified and established as the focus of this initiative group. Specific objectives were to:

- Identify and document all inmate work and program assignments by type, classification level, location, title, skill level, incentive pay, and medical restriction;
- Design and implement a single process by which inmates are placed in work and program assignments;
- Design and implement a tracking system capable of monitoring work assignment openings and daily status of individual inmate work and program assignments;
- Develop standardized position descriptions for all inmate work details.

1993 Accomplishments

- The inmate Job/Program Assignment Roster was revised in January.
 - Since that date, minor revisions have been made to reflect changes in the numbers of program spaces and to adjust the number of inmate jobs.

During 1993, emphasis was placed on the number and distribution of minimum custody male job/program assignments and completion of the minimum custody male inmate reduction plan.

The Inmate Job/Program Assignment rosters were distributed again in January 1994. The number of program assignments identified on the roster will be compared with the Resource Planning Guide to ensure consistency, and the computerized inmate work assignment roster will be revised to reflect the assignments identified on the Inmate Job/Program Assignment Roster. In addition, each facility is being required to design/identify a number of jobs that can be performed by inmates with Class II medical or other work restrictions.



COMMUNITY AND FIELD SERVICES SAFETY

During the past decade, supervision of felony offenders in the community generally has become more dangerous. The worker/offender relationship has become more adversarial. Caseloads have increased, thus reducing the opportunity for positive worker/offender interaction, and the communities in which offenders live have become more dangerous. These factors contribute to an estimate that 60% of all probation and parole workers will be involved in a work related, hazardous incident during their career. This initiative involves the identification of equipment, training, policy, and physical plant modifications to enhance worker safety. Specifically stated objectives were to:

- Assess the extent and nature of staff safety problems;
- Prioritize staff safety issues;
- Review and analyze existing policies and procedures related to staff safety;
- Develop and deliver appropriate staff safety training programs;
- Review and analyze field incidents for future prevention;
- Develop an overall worker safety program that compliments the Department's mission.

Accomplishments During 1993 Include:

- The safety committee met six times between September 1992 and July 1993.
- A staff safety survey was distributed to all staff and completed by 110 staff in February.
- A report containing recommendations of the Safety Committee was submitted to the Deputy Secretary of Community and Field Services in July. Recommendations which have been implemented include:
 - Provided parole officers with chemical agents and training in their use.
 - Took measures to ensure that each parole region has the capability of photographing offenders for identification purposes.
 - Triaged the environment of each parole office to identify and correct physical security hazards.
 - Created a worker safety handbook and distributed the handbook to all staff.



1993 INITIATIVES

MANAGEMENT OF UNSANCTIONED OFFENDER GROUPS

Background

The Department of Corrections must maintain a safe and secure environment at each correctional facility. One aspect of ensuring a safe, orderly operation is the control of organized unsanctioned offender groups. To accomplish this, operational and tactical intelligence networks and enhanced training of employees in the identification and management of such groups are necessary.

Objectives

To develop an operational intelligence network to provide for the systematic identification of gang members and the appropriate sharing of such information within the Department and with other agencies;

To develop a tactical intelligence network to provide for the systematic collection, collation, and use of data to effect the control of unsanctioned offender groups;

To establish detailed learning objectives for staff regarding the identification and management of unsanctioned offender groups.

Status

The training objectives for the identification and management of unsanctioned offender groups were completed and provided to the training department at each facility in May. These objectives were designed to provide each employee with a basic understanding of the nature of unsanctioned group activity and the Department's strategy for their identification and management.

Detailed procedures for the identification (validation) of unsanctioned group members were provided to each facility in June. These procedures established criteria by which an offender may be identified as an unsanctioned group member. Also provided was a process by which this information is shared between facilities and the Field Services Division at the time the offender is released from the facility. This information is also shared with other law enforcement agencies as necessary.

At the present time, approximately 100 offenders have been identified and validated as unsanctioned offender group members. These individuals are subject to continued surveillance and enhanced security supervision as deemed appropriate by the facility warden.



CENTRAL INMATE MONITORING

Background

Consistent with its mission, the Department of Corrections must provide staff and offenders protection from harm while maintaining a level of sensitivity to the interests of the offender, staff, victims, and the general public. To accomplish this, an organized system for the identification and tracking of offenders with special security needs is needed.

Objectives

To enhance the current centrally monitored inmate data base;

To develop a category of surveillance and high risk inmates to be included as centrally monitored inmates;

To review existing information related to central monitoring to ensure that it is current and accurate.

Status

The Department's policies and procedures for the management of centrally monitored inmates were revised in May. Reporting forms were revised, and the conversion of previously collected central monitoring inmate data to the new format began in July. Data on centrally monitored cases involving of departmental employees were forwarded to the Department's personnel section for verification. Data entry for cases involving separation of inmates, special notification requirements/prior employment, employee involvement, and offenses involving high level of public attention was completed in October.

Areas which have not been completed include gang validation and high risk inmates. Requests were made to all wardens to submit lists of inmates considered high risk. A consensus as to what comprises high risk and surveillance inmates was reached in December. The current data base is being revised to accommodate the high risk and surveillance data; this process should be completed in February, 1994.



ENHANCED PAROLE SUPERVISION

Background

During recent years, it has become increasingly difficult and dangerous for parole officers to monitor offender activities in the community. Parole officers face many dangers when conducting home visits in high crime areas of the community. Further, approximately 10% of the total Kansas parole population have absconded from supervision, many of whom are apprehended only after they commit another crime. Our mission continues to emphasize public safety and, therefore, changes must occur which will provide better supervision of offenders in the community.

Objectives

To determine the activities of parole staff which are inconsistent with the mission of public safety;

To develop, revise, and implement parole supervision policies and procedures which will enhance public safety, including any major changes in current practices.

Status

Parole administrative staff conducted extensive research of current practices of other states and received input from Kansas parole staff. In March approval was granted to appoint seven parole officers to function as "Special Enforcement Officers" responsible for apprehending absconders, conducting field visits in high risk areas of the community, and performing offender surveillance activities. Because of their higher risk work activities and in order to protect themselves and others, Special Enforcement Officers are trained and certified in the use of firearms and authorized to carry them while on duty. Hiring of these officers was completed in June, and they began their duties in October upon completion of their training at the state law enforcement training academy. Through December 31, 1993, the special enforcement officers had located and apprehended a total of 81 absconders, in addition to their other duties.

An additional safety enhancement resulting from this management initiative was training in the use of pepper mace and its issuance to all parole officers. Policies and procedures regarding the use of firearms, use of force, search and seizure, and offender arrests have also been revised/developed and implemented during the last quarter of 1993.



PROCESSING OF CONDITION VIOLATORS

Background

During FY 1993, the Department's payments to county jails for holding condition violators totaled \$443,565. This represents a 53% increase over FY 92 expenditures. While payments were made to forty-four (44) different jails in FY 93, four of the jails (Sedgwick, Shawnee, Wyandotte, and Johnson County) accounted for 86% of the total expenditures.

Objectives

To substantially reduce costs associated with housing condition violators in local custody.

Status

In October 1993, parole staff began developing procedures designed to significantly expedite the processing of condition violators and their return to departmental custody. The plan was implemented in the Shawnee County area in November and in the Wyandotte and Sedgwick County areas in December. Staff from Lansing Correctional Facility, El Dorado Correctional Facility, and Topeka Correctional Facility are assisting in this process by providing beds for the temporary housing of the violators and by transporting them as soon as possible from the local jails to the correctional facilities.

Reports indicate there will be a substantial reduction to the number of offender days paid in Shawnee County for the second quarter of FY 1994. The number of offender days paid to Sedgwick and Wyandotte Counties was down substantially in December 1993 and this trend is expected to continue during the remainder of FY 1994.



CONTRACTING FOR POST INCARCERATION SUPERVISION

Background

Offenders who are on parole, post release, or conditional release status living within the 17 county area served by the Northwest Kansas Community Corrections Program (NKCC) are currently supervised by one parole officer stationed in the Great Bend, Kansas Parole Office. In order to meet with and monitor the small number of offenders in this area, the parole officer must travel long distances. This process is inefficient and is also inconsistent with the Department's mission of public safety.

Objectives

To more effectively and efficiently supervise offenders residing in Northwest Kansas;

To better utilize state resources;

To enhance communication and develop cooperative agreements between the Kansas Department of Corrections and local community corrections programs;

To test the consolidation of parole supervision with community corrections supervision;

Status

K.S.A. 75-5214 authorizes the Department to contract parole services if "an economic benefit to the state or an improvement in parole or correctional objectives can be shown." In December, 1993, a Department of Corrections proposal was submitted to the NKCC Advisory Board and the Norton County Commission in which community corrections personnel would provide supervision to the approximately sixty-one offenders living in the NKCC catchment area. The Advisory Board and the Commission verbally agreed to the concept on December 17, 1993 and are willing to consider a final contract for services on a pilot basis. It is anticipated that a contract will be completed, signed, and implemented in February, 1994. At the end of the test period, the Department and NKCC officials will consider continuation of the contract after reviewing its benefits, cost savings, problems, etc.



PROCESS FOR POLICY DEVELOPMENT and 1994 INITIATIVES

To fulfill its mission, the Kansas Department of Corrections must responsibly and continuously examine and improve its policies, procedures and practices. The Department recognizes that, by managing according to defined guidelines it can better: enhance public safety, influence changes in offender behavior, reduce the rate of re-offending, comprehensively address the health of the organization and its employees, and make more efficient use of public resources. Accordingly and as an outcome of the Offender Management Planning initiative, the Department has adopted a policy development process that reflects a commitment to continuous operational improvement consistent with the guiding principles of Kansas Quality Management:

- Identify our various customers and meet their expectations;
- Involve employees at all levels in problem solving and decision making;
- Enable employees to change through appropriate education and training; and
- Improve processes and remove barriers to create and reinforce continuous improvement.

The offender management planning initiative of 1993 resulted in the development of offender management policy development guidelines. **These guides are being developed to further define the mission and to serve as the basis for all policies, procedures, and practices related to the management of offenders.** The guidelines will incorporate:

- Ideas and opinions obtained from a cross section of staff through an On Site Coordinating Group process;
- *Creating Tomorrow: Welfare, Criminal Justice, and Aging Issues - A Special Report to the Governor from the Regents Task Force on Social Issues;*
- Recommendations of the Task Force on the Transition of Offenders into the Community; and
- Experience and views of the Department's Executive Committee.

Several major themes were identified through review of offender management practices and have been embodied in the guidelines:

- Fair and humane treatment;
- Safe living and working environments;
- Individual accountability and responsibility;
- Work and work ethic;
- Effective provision of education and treatment programs providing mental health, remedial and basic education, and substance abuse needs;
- Cognitive interventions to change thinking; and
- Staff coordination and communication.

Although not as fully developed as the guidelines for offender management, an outline for organizational management is also underway. The following major themes will be incorporated into the development of the policy guidelines for organizational management:

- Recognition of the overall health needs of the Department, including: physical health and well being; mental health and emotional well being; and career development;
- Preparation to meet the goals of the mission statement and face future correctional challenges;
- Appropriate allocation and management of all resources;
- Recognition of staff as our greatest resource; and
- Continually increasing professional ability and productivity among staff.

Collectively, the guidelines for offender management and organizational management comprise what will become the basis for development of policy and defining management and operational direction for the Department. These guidelines will be issued as a policy guideline document organized according to major topic areas as follows:

- Offender Management
 - Intake, Assessment, and Orientation
 - Privileges and Incentives

- Case Management and Classification
- Transition
- Resource Allocation
- Organizational Management
 - Staff Health and Well being
 - Communications
 - Training and Development
 - Resource Management
 - Information Management

Thus far, four major initiatives to be undertaken by the Department in 1994 have been identified and Initiative Task Groups to accomplish them have been formed. Those initiatives are:

Offender Management

- Development of a Condition Violators Program.
- Review of the Intake and Evaluation Process and the Development of an Offender Orientation Program.
- Development of an Offender Privilege and Incentive Program, including the Administration of Good Time Credits.

Organizational Management

- Development of Organizational Management Principles Related to Staff Health and Well Being.

Other system-wide initiatives are being prioritized by the Executive Committee within the context of the process and guidelines for policy development to facilitate accomplishment in a logical and sequential manner. As decisions are made to proceed on a major initiative, an Initiative Task Group will be formed. Initiative Task Groups are comprised of a team leader and 7-9 others who know the topic under consideration from a "hands on" level. Membership is drawn from throughout the Department. The role of such Task Groups is to study processes, gather and analyze data, and recommend policy, process, and procedural improvements. Task Group recommendations are then forwarded to the Executive Committee and Senior Management Staff for action.

In order to document the goals and objectives of initiatives undertaken and to establish "up front" the criteria by which results (outcomes) will be measured, a detailed Initiative Work Sheet is being developed. The Work Sheet is being designed for use in conjunction with any management initiative, whether it is a system-wide initiative or pertinent only to a particular facility or parole region/office. The draft Initiative Work Sheet and instructions for its completion follows at the end of this section.

PART I - INITIATIVE OVERVIEW

Title of Initiative:

Provide a brief title that will adequately describe the work of this particular initiative. EXAMPLE: "Orientation of New Arriving Inmates"

Initiative Category:

Indicate whether the initiative is being undertaken to address an Offender Management issue or an Organizational Management issue.

Issue Statement:

Describe the issue this initiative will address, explaining the importance of this initiative in carrying out the Department's mission. As necessary, include any background information that might help explain the issue by contrasting the present state of affairs with the desired future.

Principles of Management Reference:

Refer to the Principles of Management document and cite the specific principle(s) which directly support the initiative or which the initiative specifically addresses.

EXAMPLE -

§ I-1.6 Upon transfer to another KDOC facility or field office, offenders should be given a detailed orientation regarding the organizational structure and other features unique to that particular facility or office.

Basic Assumptions and Conditions:

State any underlying assumptions upon which the initiative might be contingent. The intent of listing basic assumptions and conditions is to establish a basis from which the initiative is proceeding; that is, unless these assumptions or conditions are accepted, there would be no point in moving forward with the initiative.

EXAMPLE -

There will be a single point of intake for all offenders except for Condition Violators.

Purpose/Goal:

State what it is that we intend to accomplish (from the "long range" or "big picture" perspective) through implementation of this initiative. It is important that the purpose/goal statement not focus on the short range tasks of those assigned to the initiative. In drafting the purpose/goal statement, it is helpful to think in terms of and ask the question, "how or why will our management of offenders or the organization be better as the result of this undertaking?".

Authorization to Proceed:

This space is the signature block for the authorizing official(s). Depending on the scope of the initiative (i.e., is it a department-wide initiative vs. an individual facility or office initiative), the authorizing official(s) may be the warden, parole director, warden and management team, or the Secretary of Corrections and Executive Committee. As necessary, additional signature lines may be added to include various management level staff of the Department or initiating Division, facility, or office (e.g., Executive Committee, Facility/Office Senior Staff).

Signature of Authorizing Official_____
Date

PART II. EVALUATION & MEASUREMENT

<u>Performance Indicators:</u>	<u>Performance Measures:</u>
1a) List specific operational results/products that will be captured, quantified, and compared to evaluate performance measurement progress.	1) Identify specific outputs or outcomes that will be used to measure whether the initiative is meeting established goals and objectives. Explain how the specific measurement will be taken, when/how often, and by whom.
b)	
c)	
2a)	2)
b)	
c)	
3a)	3)
b)	
c)	
4a)	4)
b)	
c)	
5a)	5)
b)	
c)	

PART III - ALTERNATIVES DEVELOPMENT, ANALYSIS, AND SELECTION

Alternatives:

- 1) Identify as many viable alternatives as possible which could satisfy the initiative goal. Alternatives should arise from the analysis of data, assumptions, and from new and creative ideas beyond the way we currently do business. Generally, a minimum of two to three alternatives should be generated for analysis and comparison. While each alternative need not be fully developed to the degree it would be in the PART IV - ACTION PLAN, each alternative description should address:

What Describe the significant features/actions of this alternative

Who Identify who will be involved in the alternative and/or will be affected by this alternative

When State when implementation would take place under this alternative

Where Indicate where implementation will take place under this alternative

Resources Identify the resources required for implementation under this alternative

- 2) What

Who

When

Where

Resources

- 3) What

Who

When

Where

Resources

Criteria:

- 1) Establish criteria to be used in the analysis of alternatives that have been developed. Criteria may be related to the performance measures developed in PART II - EVALUATION AND MEASUREMENT or may reflect areas of evaluation not specifically addressed as performance measures.

EXAMPLE -

Time for implementation; effectiveness; control; staff requirements; other resource requirements; community impact; political feasibility; impact on existing organization etc.

2)

3)

Analysis/Selection:

- 1) Analyze the alternatives by applying each criteria to each alternative. Consider using either the Criteria Rating or Balance Sheet techniques described the KQM Builder's Handbook to assist in systematically applying criteria so to identify the optimal alternative.

2)

3)

PART IV - ACTION PLAN

Measurable Objectives:

1) State specific actions that will be taken toward implementation of this initiative. Objectives should be time oriented, observable, and measurable.

EXAMPLE -

Have a detailed orientation package, including a video tape showing each KDOC facility completed and in use by January 1, 1993.

2)

3)

4)

5)

Strategy:

This section is intended to provide more detailed information in regard to the implementation of the alternative selected from among those described in PART III - ALTERNATIVES DEVELOPMENT, ANALYSIS, AND SELECTION.

Who Identify the key person(s) responsible for each of the major implementation steps.

What For each person identified as responsible, provide a summary statement of what the person has been assigned to do.

Where Indicate whether implementation will be on a department-wide basis or at selected/pilot locations.

When Provide a time line for implementation, showing each major step or phase.

Grandfathering Provisions Indicate whether or not there are any "grandfather clauses" anticipated with the implementation of this initiative. If there are such provisions, explain them and indicate how they will be conveyed to the affected population.

Kansas Department of Corrections
Initiative Work Sheet

DRA

Resource Impact:

- Personnel** - Provide the number, classification, and location of positions impacted by implementation of this initiative along with an estimate of the savings or additional cost.
- Equipment** - Provide a listing of new equipment that will be required to implement this initiative, include an estimate of the cost. Do not include data process equipment here.
- Staff Development** - Explain the extent to which special or additional staff development/training programs need to be developed to implement this initiative.
- Data Processing** - Describe any additional data processing equipment and/or software necessary for the implementation of this initiative and provide a cost estimate. Additionally, explain any/all special system design or programming requirements and the impact on current data processing staff resources.

Statutory Implications:

Indicate whether or not statutory change will be necessary before implementation can occur. If amendment of an existing statute is necessary, provide the specific statute number.

Regulation Implications:

Indicate whether or not amendment of an existing regulation (KAR) is necessary; if so, provide the specific regulation number. If a new regulation (KAR) is considered necessary, so indicate.

IMPP Implications:

Specify which, if any, existing IMPPs will require modification and/or indicate whether or not addition new IMPP(s) will be required.

ACA Standards & Accreditation Implications:

List all applicable ACA standards. For each standard listed, indicate how implementation of this initiative as proposed will impact compliance (e.g. will implementation result in a change in compliance or in how compliance is documented).

DRAFT

**Kansas Department of Corrections
Initiative Work Sheet**

PART V. NOTES AND COMMENTS

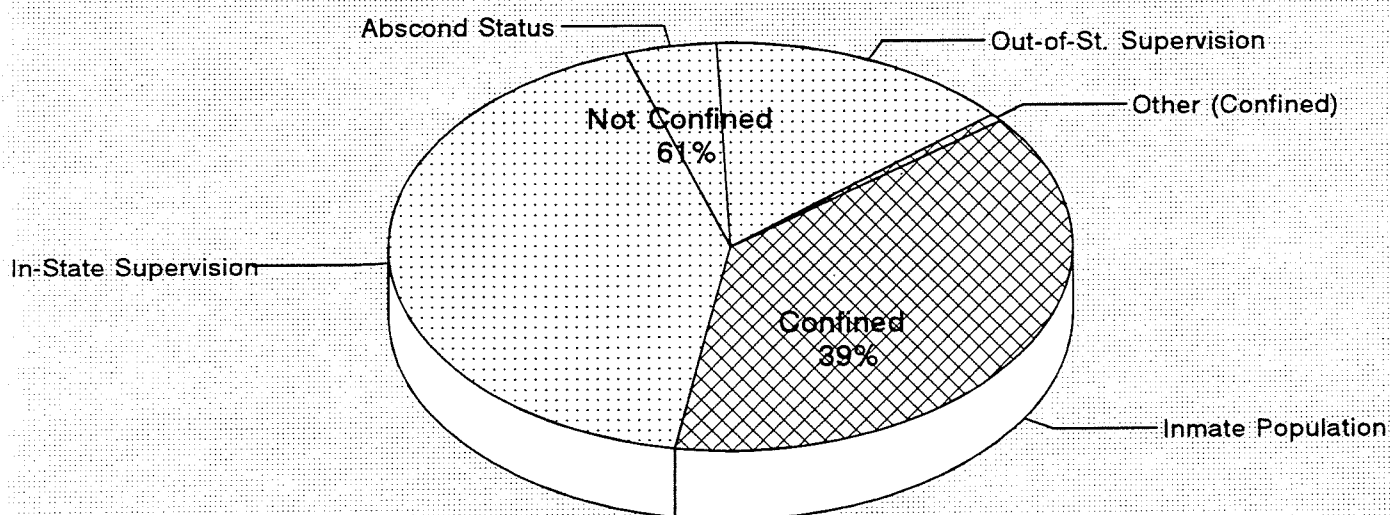
Use this space to add any additional explanations or descriptions.

Offender Population Trends

December 31, 1993 Offender Population Under Management of the Kansas Department of Corrections

	Number	Percent
Offenders Confined:		
Inmate Population	5,732	
Other*	104	
Subtotal	5,836	39%
Offenders Not Confined:		
In-State Supervision	6,380	
Out-of-State Supervision	2,186	
Abscond Status	651	
Subtotal	9,217	61%
Grand Total	15,053	100%

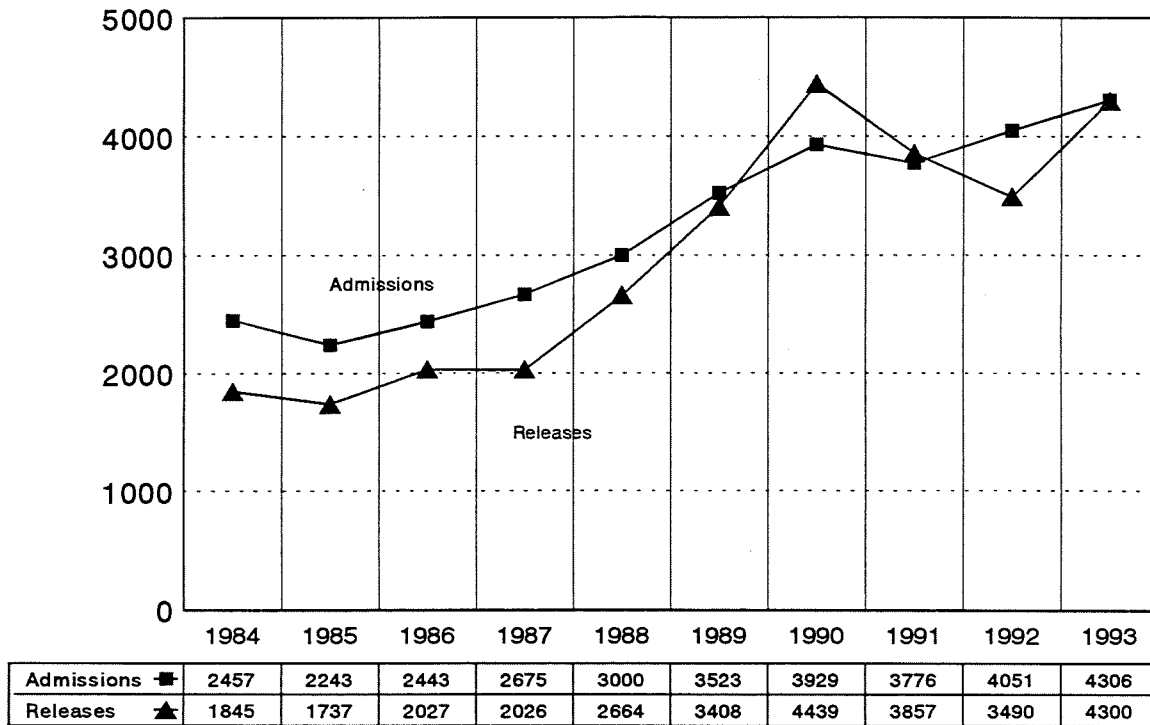
*Confined out-of-state -- compacts and in absentia cases



- Well over half the system population is comprised of offenders under supervised release, either in-state or out-of-state.

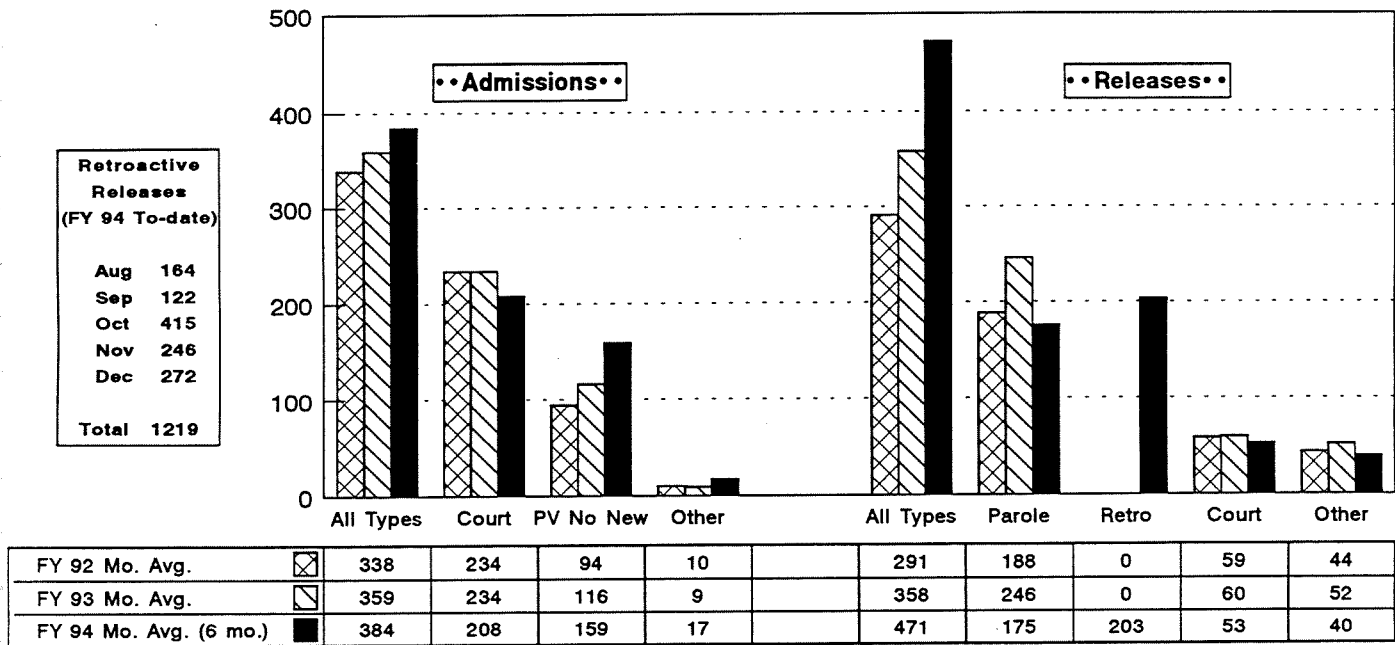
Yearly Admissions and Releases:

Fiscal Years 1984 - 1993



- Admissions have outnumbered releases in eight of the ten years plotted on the graph; hence, the growth in the inmate population during the period.
- Admissions in FY 93 numbered 4,306 -- the highest yearly total on record. Primarily as a result of enhanced good time provisions of Senate Bill 49 (effective August 1, 1989), releases peaked in FY 90 at 4,439.

Average Number of Admissions and Releases Per Month by Major Category: Comparison of FY 1992, FY 1993 and FY 1994 To-date (July-December, 1993)



*Figures reflect the monthly averages for the year for FY 92 and FY 93, but only the first six months for FY 94. The release category "Retro" consists of the releases stemming from the application of the retroactive provisions of the Kansas Sentencing Guidelines Act.

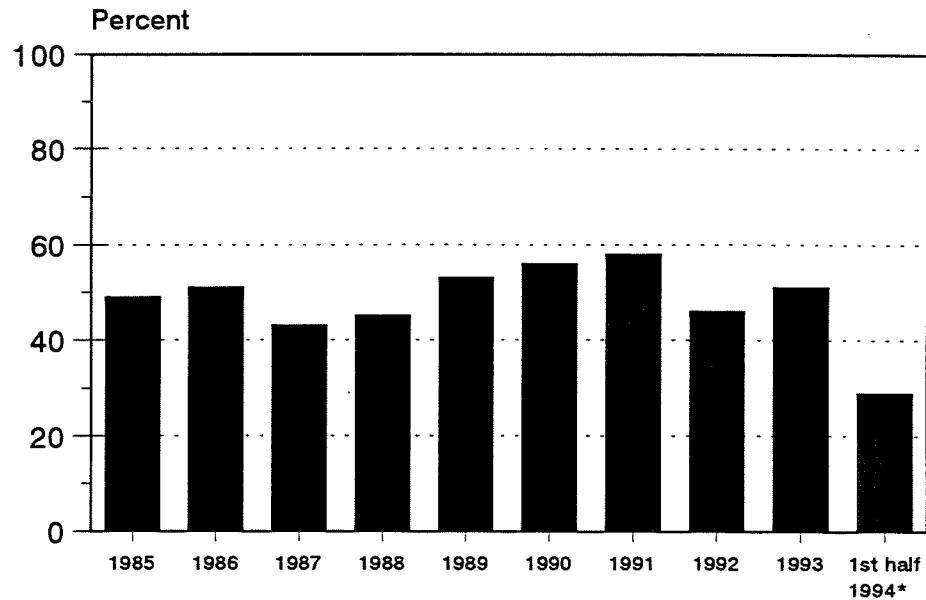
•• Admissions

- All Types of Admissions - FY 94 to-date monthly average represents a moderate increase from FY 93 (7%) and from FY 92 (14%).
- Court Admissions - 11% lower in FY 94 to-date than in FY 93 or FY 92.
- Parole and Conditional Release Violators with No New sentence - dramatically higher in FY 94 to-date--37% higher than in FY 93 and 69% higher than in FY 92.

•• Releases

- All Types of Release - FY 94 to-date monthly average represents a large increase from FY 93 (32%) and from FY 92 (62%).
- Most of the increase in releases in FY 94 to-date was due to the 1,219 releases that resulted from the application of the retroactive provisions of the Kansas Sentencing Guidelines Act.

Parole Rate: Parole Board Decisions to Parole as a Percent of Total Decisions, FY 1985 - 1993 and FY 1994 To-date



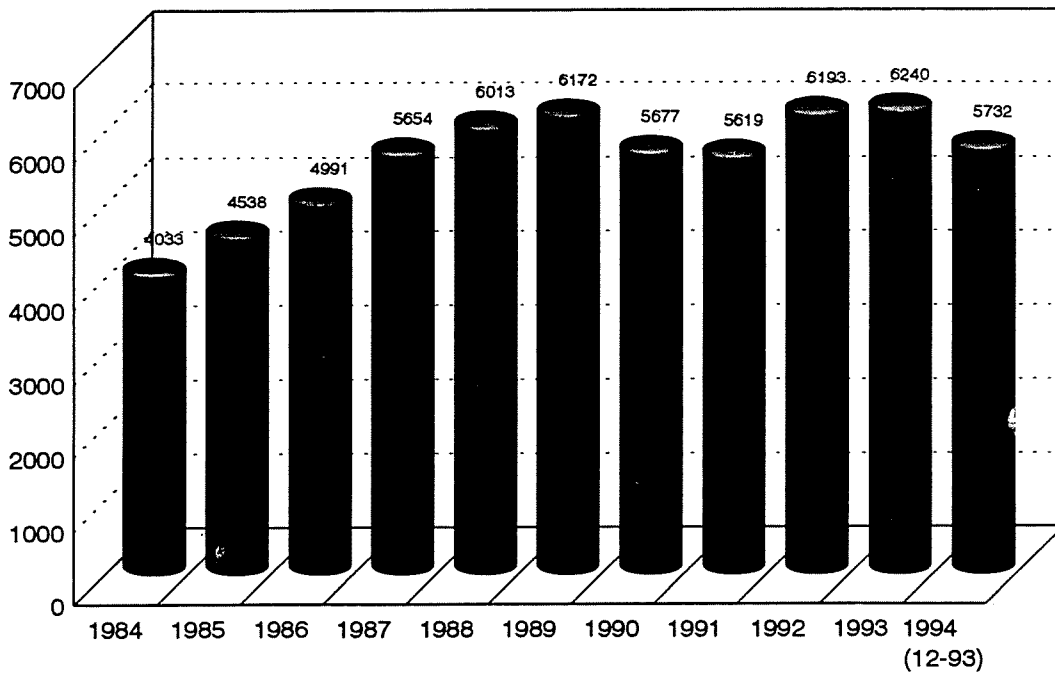
% Paroled	49	51	43	45	53	56	58	46	51	29
**Change in Inmate Pop	505	453	663	359	159	-495	-58	574	47	-508

*Represents the first half of FY 94 (July through December, 1993) and includes all decisions for the period except those involving offenders at Larned Corr. Mental Health Facility for December.

**Represents the increase or decrease in inmate population from the end of the previous year.

- Parole rate is defined as the proportion of total parole board decisions that are grants of parole.
- The parole rate decreased to 29% for the first half of FY 1994 from 51% in FY 1993.
- The average parole rate for the period of just under 10 years, FY 1985 - FY 1994 (through December, 1993) is 49.5%.

Total Inmate Population: FY 1984 - 1993 and FY 1994 To-date

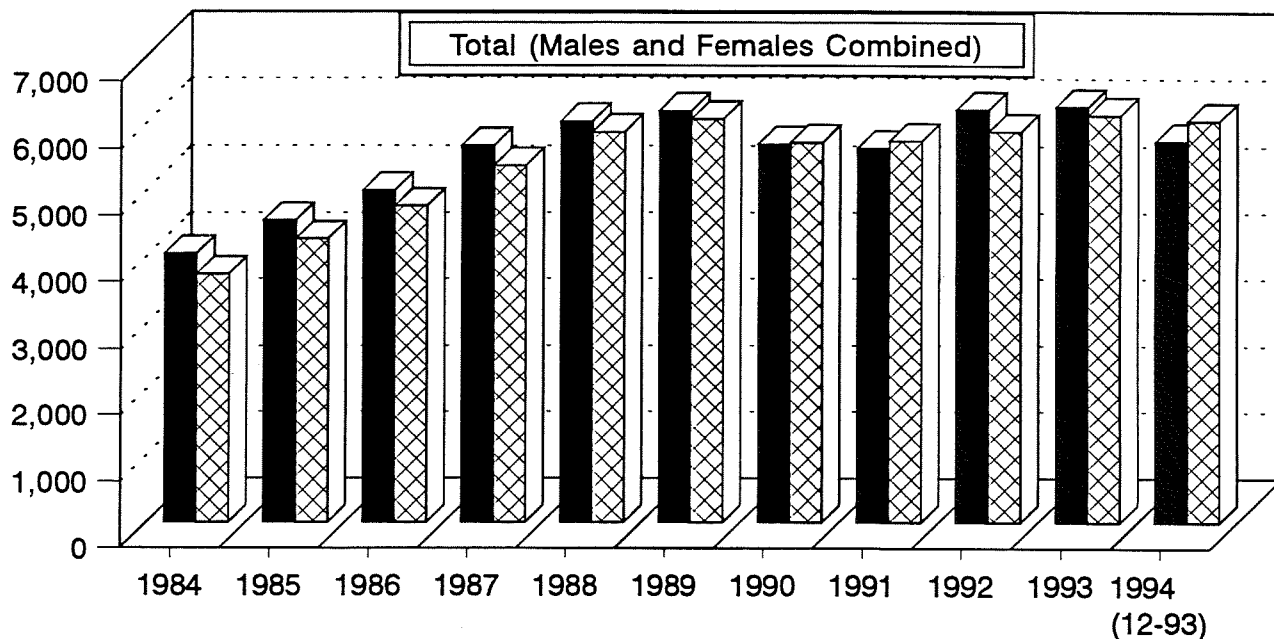


Female	240	246	269	275	276	300	293	242	328	335	276
Male	3793	4292	4722	5379	5737	5872	5384	5377	5865	5905	5456

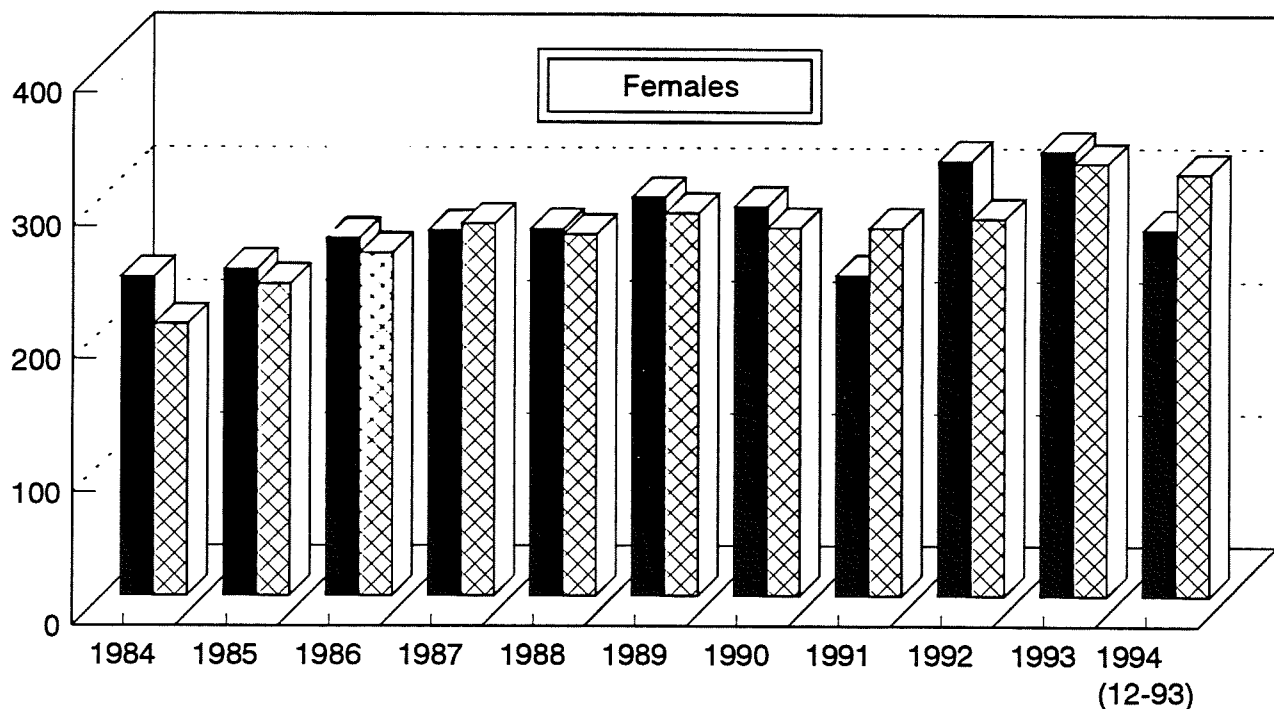
As of June 30 each year except 1994, which is as of December 31, 1993.

- The inmate population grew steadily from FY 1984 to FY 1989, but dropped in FY 1990 and FY 1991. In FY 1992 the population grew again by 574 or 10% higher than at the end of FY 1991. There was little change from FY 1992 to FY 1993 (+1%), but a large decrease (8%) during the first six months of FY 1994 (through December, 1993).
- The decrease in the inmate population from FY 1989 to FY 1990 was related to the passage of Senate Bill 49, which enhanced good time provisions and resulted in "early" releases for a number of inmates.
- The decrease in inmate population during the first half of FY 1994 resulted primarily from a large number of offenders (1,219 through December, 1993) being released under the retroactive provisions of the Kansas Sentencing Guidelines Act, which took effect July 1, 1993.

Inmate Population and Average Daily Population (ADP): FY 1984 - 1993 and FY 1994 To-date (Through Dec., 1993)*



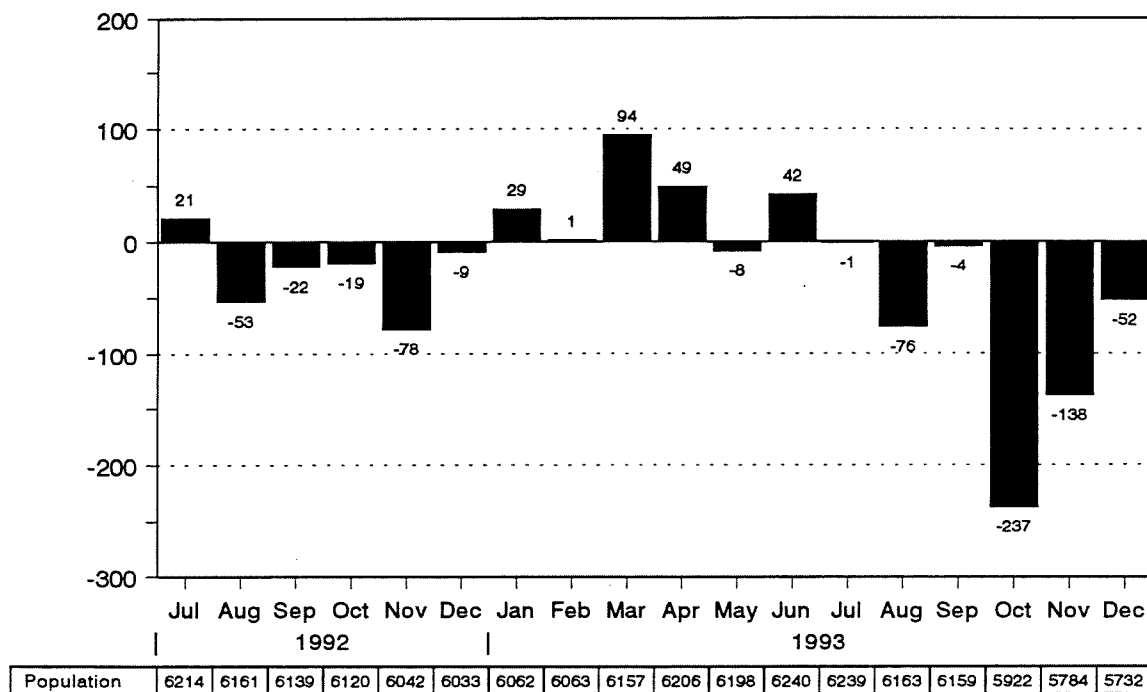
Total Pop. ■	4,033	4,538	4,991	5,654	6,013	6,172	5,677	5,619	6,193	6,240	5,732
Total ADP ▨	3,726	4,256	4,756	5,359	5,854	6,048	5,703	5,726	5,870	6,119	6,040



Female Pop. ■	240	246	269	275	276	300	293	242	328	335	276
Female ADP ▨	205	235	258	280	272	288	277	277	284	326	318

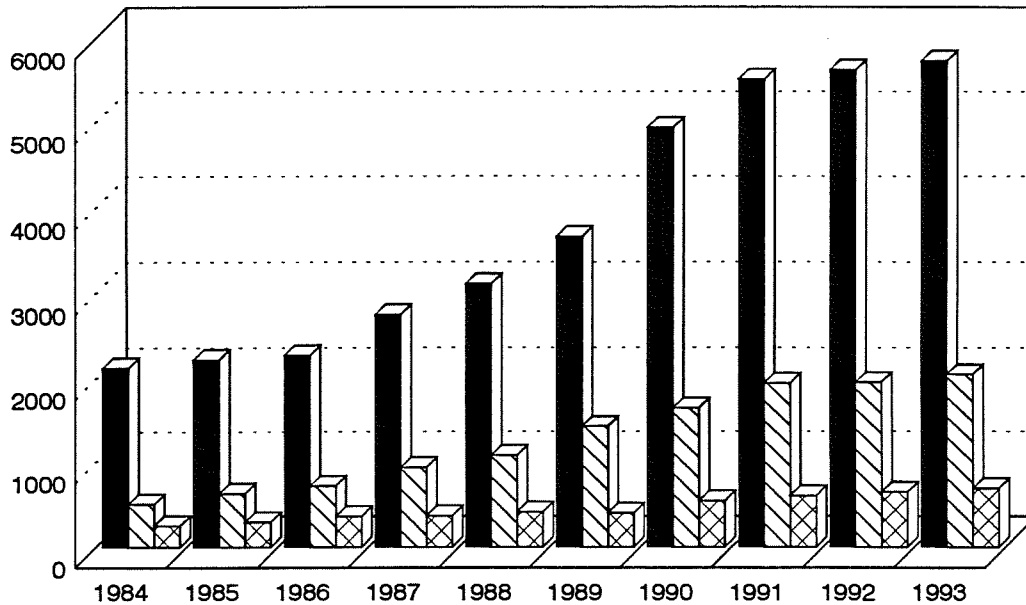
*Inmate population as of June 30 each year, except 1994 which is as of December 31, 1993.
The average daily population (ADP) is the average daily count for the year, except for 1994 which is the average for the six-month period July through December, 1993.

Change in Month-end Inmate Population During 18-Month Period: July 1992 Through December 1993



- Considerable fluctuation occurred in the month-end inmate population over the 18-month period. The change from the previous month ranged from +94 in March, 1993 to -237 in October, 1993.
- The average monthly change during the 18-month period July 1, 1992 through December 31, 1993 has been -25.6.
- In large part the monthly decreases for the first half of FY 1994 (July through December of 1993) have resulted from the implementation of the retroactive provisions of the Kansas Sentencing Guidelines Act, which became effective July 1, 1993.

Components of the Offender Population Under Post-incarceration Management: Fiscal Years 1984 - 1993*

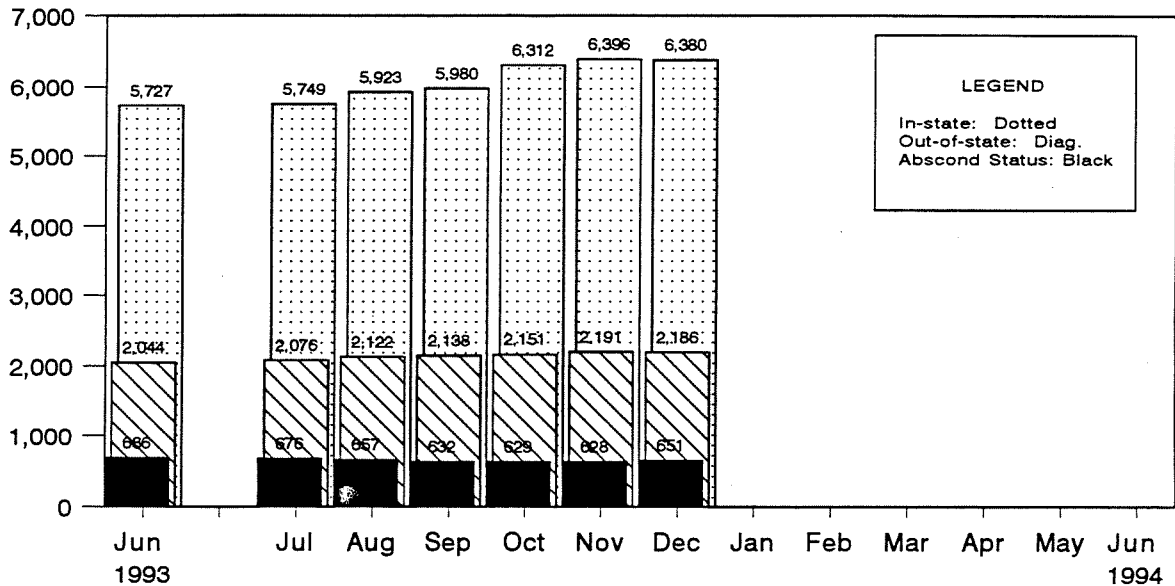


In-State	2127	2221	2272	2748	3104	3662	4933	5512	5621	5727
Out-of State	502	626	715	932	1076	1423	1644	1940	1950	2044
Abscond Status	248	290	356	363	409	396	539	599	642	686

As of June 30 each year

- In-state population -- Kansas offenders on parole/conditional release in Kansas and compact cases supervised in Kansas -- has doubled since 1987.
- Out-of-state population -- Kansas offenders supervised in other states under compact -- has more than doubled since the mid-1980s.
- Abscond status--number has increased steadily and substantially during the ten-year period.

Components of the End-of-month Population Under Post-Incarceration Management: FY 1994 To-date by Month*



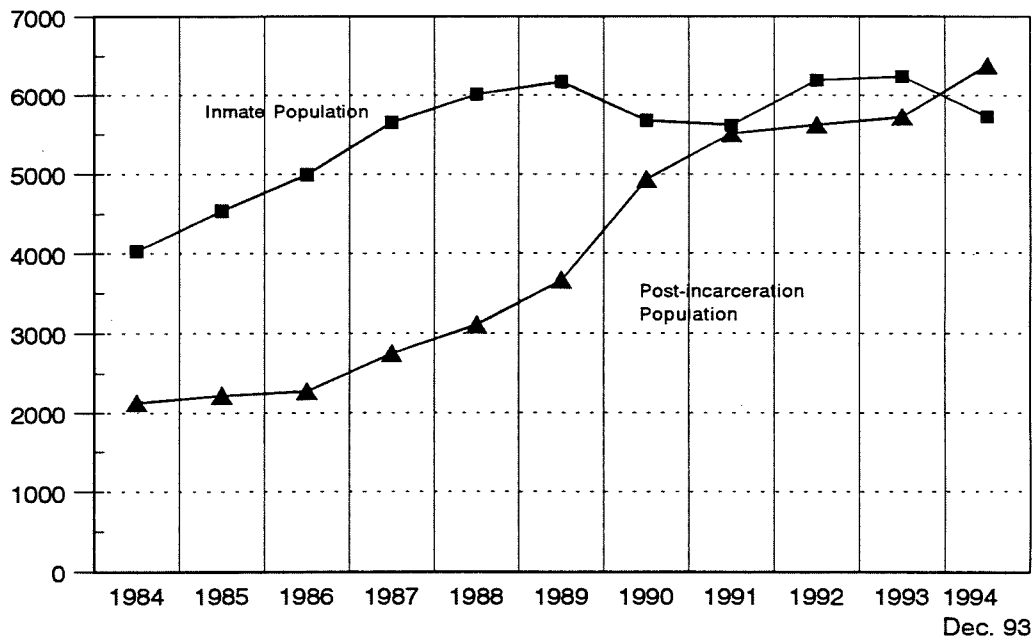
n-state Population:

Change From Prev. Mo.		22	174	57	332	84	-16	0	0	0	0	0	0
Change From June, 1993		22	196	253	585	669	653	0	0	0	0	0	0

*In-state population is comprised of Kansas offenders supervised in Kansas and out-of-state offenders supervised in Kansas. Out-of-state population is comprised of Kansas offenders supervised out-of-state. Those on abscond status have active warrants (whereabouts unknown).

- After a relatively long period of stability, the number of offenders on post-incarceration supervision (combined in-state caseload and under out-of-state supervision) increased substantially in the first six months of FY 94--from 7,771 on June 30, 1993 to 8,566 on December 31, 1993 (10%).
- The large influx of offenders to post-incarceration supervision resulted primarily from the application of the retroactive provisions of the Kansas Sentencing Guidelines Act to the inmate population (1,219 releases via "retroactivity" during the period August through December, 1993).
- The number of offenders on abscond status at the end of December, 1993 was about 5% lower than on June 30, 1993.

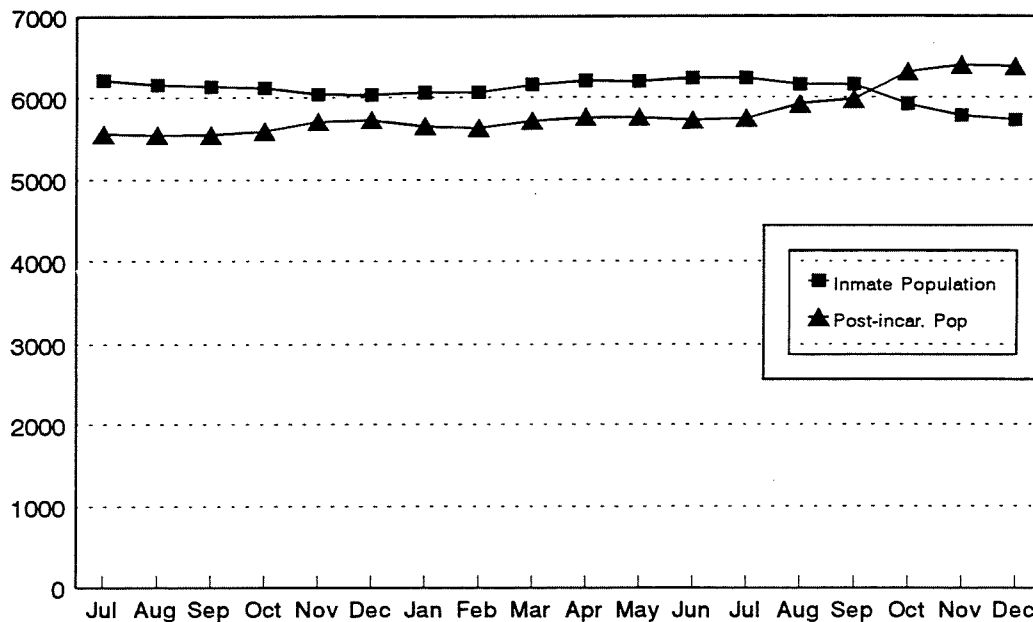
Year-end Inmate Population and Post-incarceration Population Under In-state Supervision: Fiscal Years 1984 - 1994 To-date*



*As of the end of the fiscal year (June 30), except 1994 which is midyear (December 31, 1993)

- As shown on the graph, from FY 1984 through FY 1993 the year-end inmate population was larger than the in-state post-incarceration supervision population. However, primarily as a function of the recent release of offenders under the retroactive provisions of the Kansas Sentencing Guidelines Act, the post-incarceration supervision population overtook the inmate population in size during the first six months of FY 1994, and as of December 31, 1993 outnumbered it by 648.
- Note that the term "post-incarceration supervision" is used to encompass the traditional "parole population," as well as offenders released under the retroactive provisions of the Kansas Sentencing Guidelines Act who are serving a designated period of supervised release.

Month-end Inmate Population and Post-incarceration Population Under In-state Supervision: FY 1993 and FY 1994 (Through December, 1993)



Inmate Population	6214	6161	6139	6120	6042	6033	6062	6063	6157	6206	6198	6240	6239	6163	6159	5922	5784	5732
Post-incar. Pop	5554	5544	5548	5590	5708	5730	5651	5629	5715	5761	5761	5727	5749	5923	5980	6312	6396	6380
	1992				1993											1993		

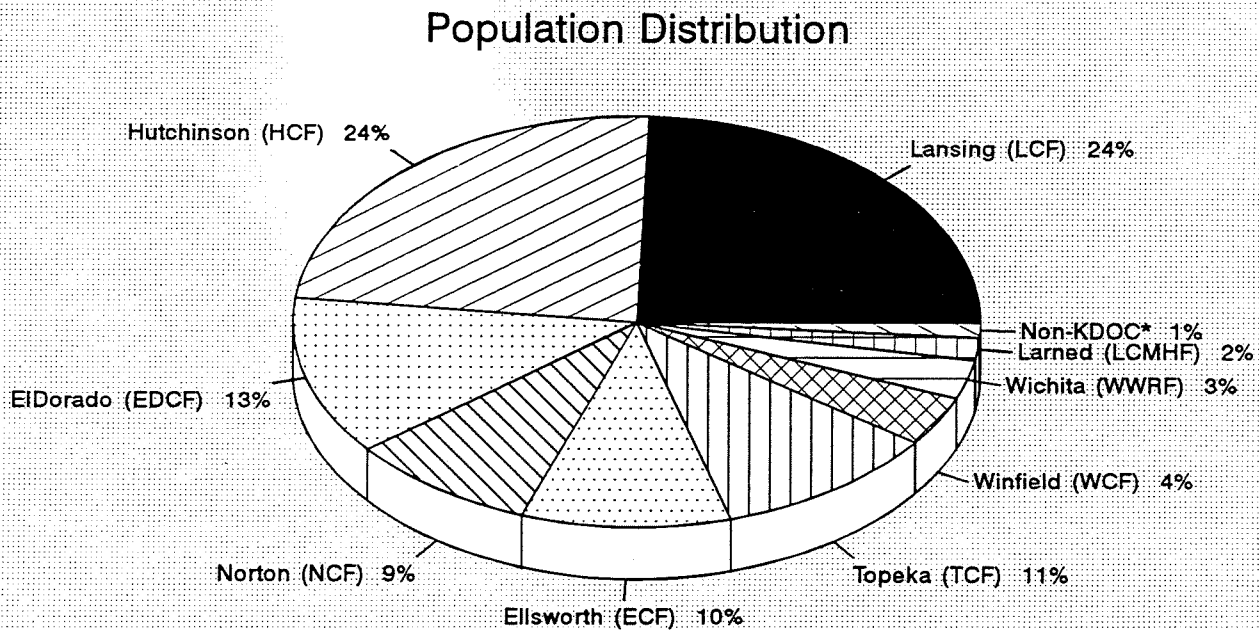
*Figures reflect end-of-month population. June 30, 1992 figures were 6,193 (inmate) and 5621 (post-incarceration population under in-state supervision).

- During FY 1993, the inmate population increased by 47 (an average monthly increase of about 4) and the post-incarceration population under supervision in Kansas increased by 106 (an average monthly increase of 9).
- During the first six months of FY 1994, the inmate population decreased by 508 (an average decrease of 85 per month), while the post-incarceration population under in-state supervision grew by 653 (an average increase of 109 per month). The changes observed in FY 1994 coincide with the application of the retroactive provisions of the Kansas Sentencing Guidelines Act.

Offender Characteristics

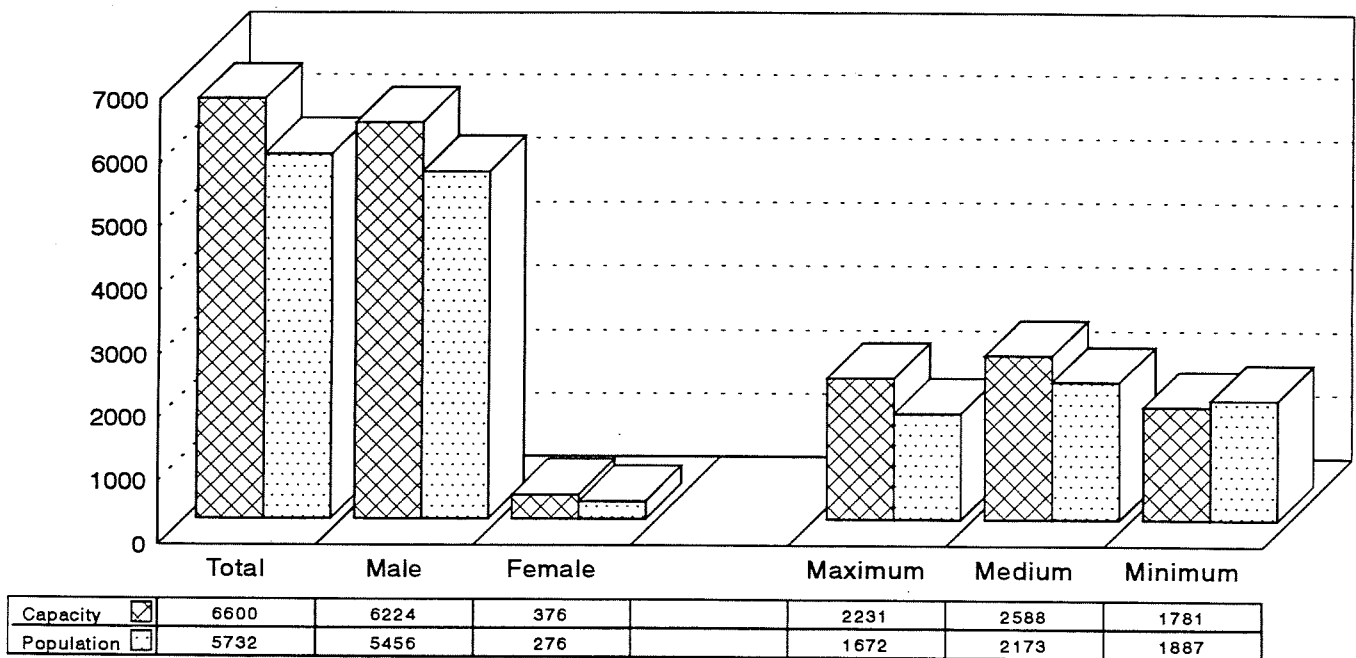
December 31, 1993 Inmate Population, by Location

Correctional Facility	Number of Inmates
KDOC Facilities	
Lansing Correctional Facility	1,402
Hutchinson Correctional Facility	1,356
El Dorado Correctional Facility	722
Norton Correctional Facility	510
Ellsworth Correctional Facility	563
Topeka Correctional Facility	608
Winfield Correctional Facility	227
Wichita Work Release Facility	175
Larned Corr. Mental Health Fac.	101
Subtotal: KDOC Population	5,664
Non-KDOC Facilities	
Larned State Hospital	50
Contract Work Release	3
Contract Jail Placements	15
Subtotal: Non-KDOC Placements	68
Total: All Facilities/Placements	5,732



*Non-KDOC includes Larned State Hospital, contract jail, and contract work release placements.

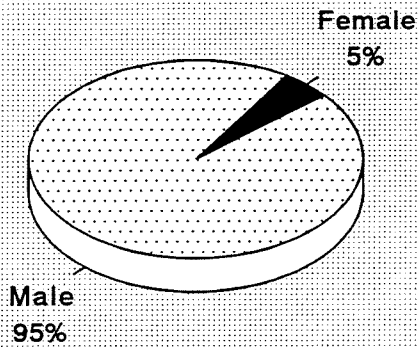
December 31, 1993 Operating Capacity vs. Inmate Population. By Sex and Security/Custody Designation*



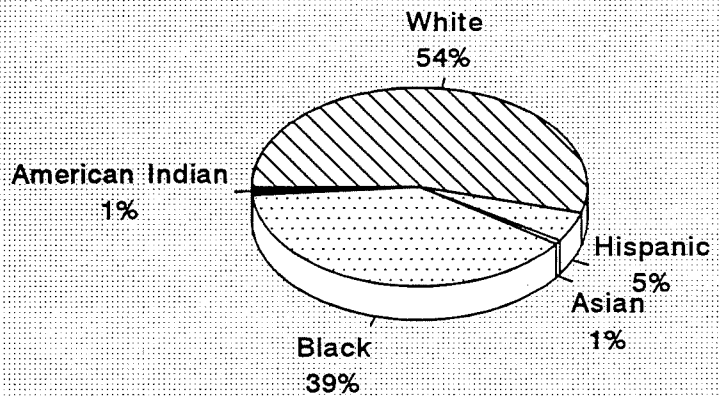
*In July, 1993, the operating capacity was reduced by 90 with the closing of a male minimum security unit at Topeka Correctional Facility. At the end of 1993 the court approved a capacity change for Hutchinson Correctional Facility (+79 male medium beds in D Cellhouse).

- Total inmate population is at 87% of total operating capacity.
- Male population is at 88% of capacity designated for males.
- Female population is at 73% of capacity designated for females.

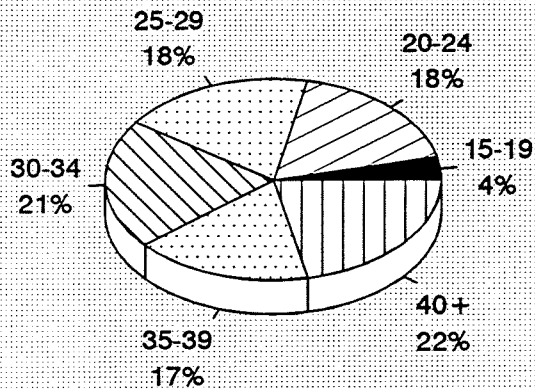
December 31, 1993 Inmate Population: Demographics



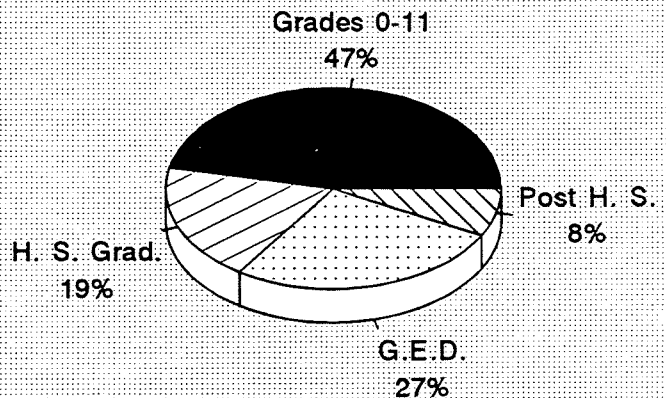
Sex



Racial/Ethnic Group



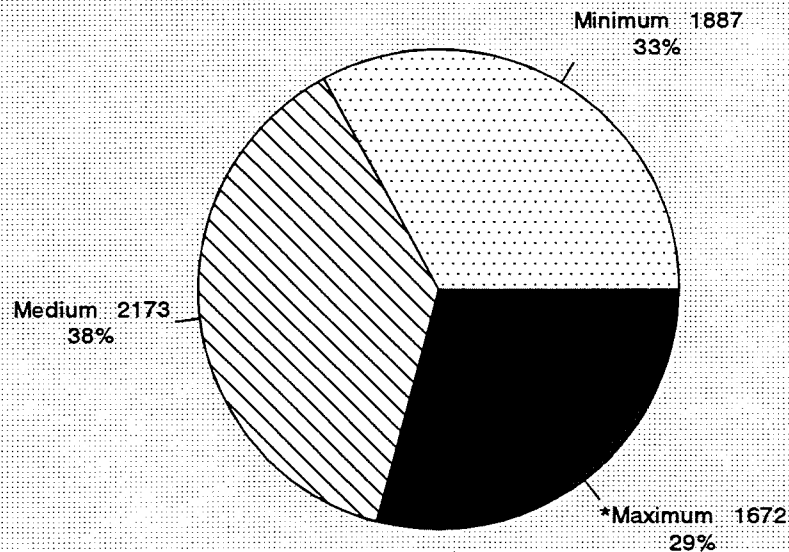
Current Age



Education Level
(At Time of Admission)

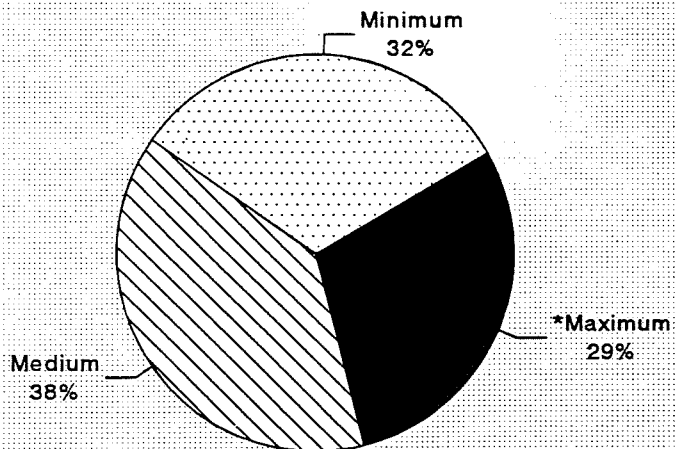
December 31, 1993 Inmate Population by Custody Classification*

Total Inmate Population

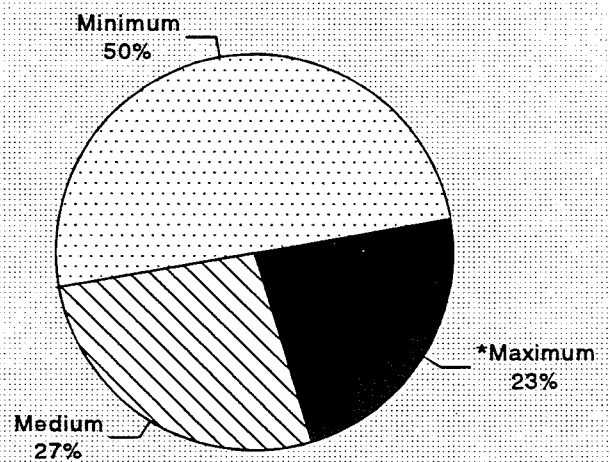


*The category "Maximum" includes special management inmates (those in administrative segregation, disciplinary segregation, protective custody, and those not yet classified).

Male Population (N=5,456)



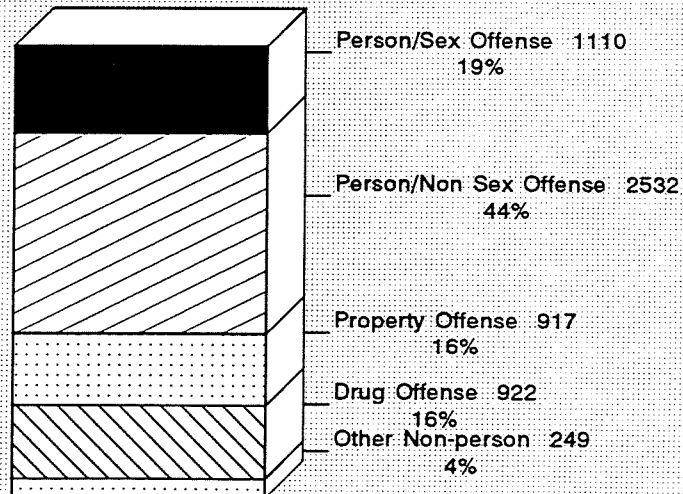
Female Population (N=276)



- Compared to the male population, the female population had proportionately more offenders in the minimum custody classification and fewer in the maximum and medium classifications.

December 31, 1993 Inmate Population by Type of Crime: Person vs. Non-Person Offense (Controlling Minimum Offense)*

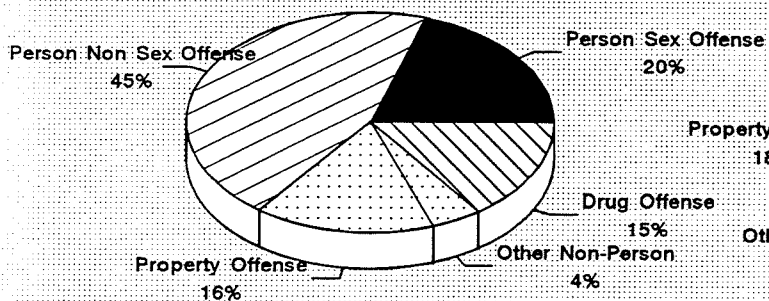
Total Inmate Population



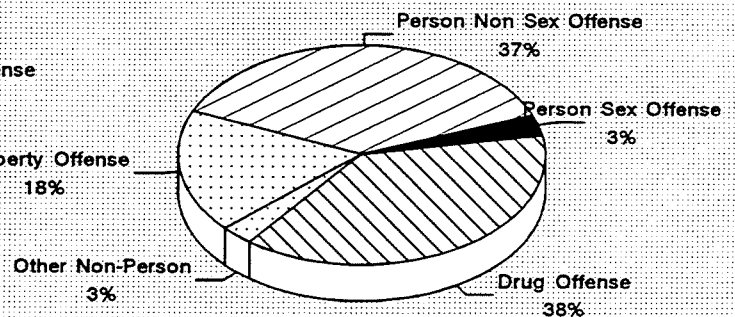
*Controlling minimum offense is the offense upon which the inmate's next possible parole release is based. It is not necessarily the most serious offense for which the inmate is serving.

Comparison by Sex of Offender

Male Population



Female Population

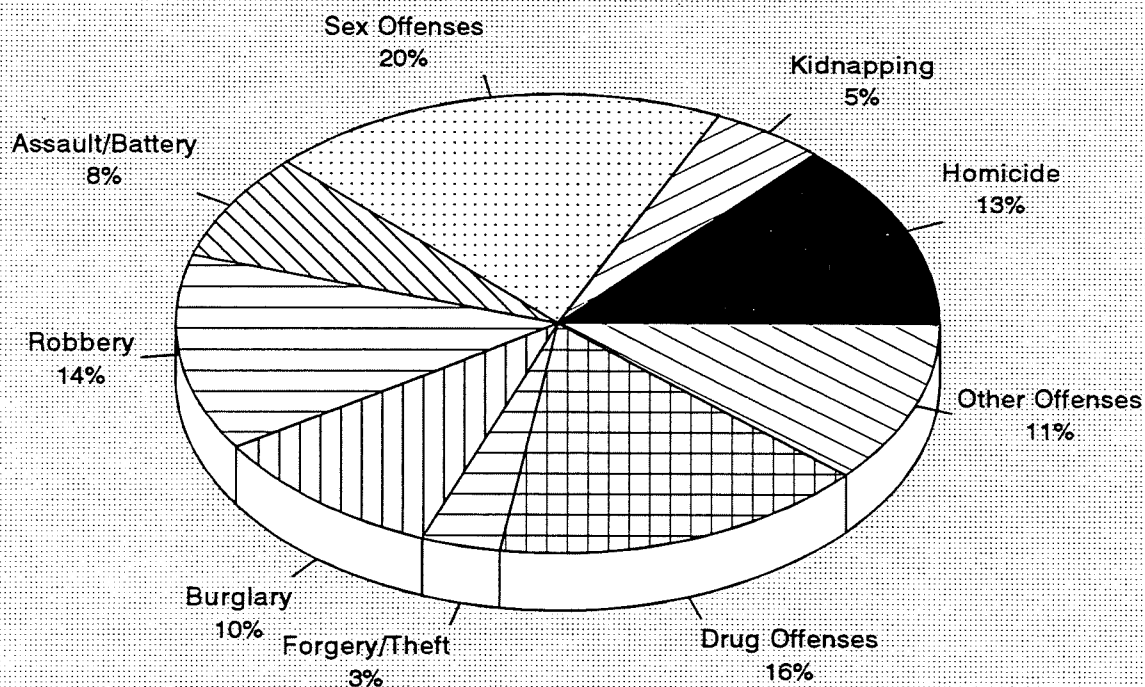


- Male Population
 - Distributed the same as the total population
 - Nearly two-thirds (65%) with person crimes, compared to only 40% for females
- Female Population
 - Over one-third (38%) of the women with drug offenses, compared to only 15% of the men

December 31, 1993 Inmate Population by Offense Grouping (Controlling Minimum Offense)*

	Number	Percent
Homicide	761	13
Kidnapping	275	5
Sex Offenses	1,120	20
Assault/Battery	440	8
Robbery	789	14
Burglary	583	10
Forgery/Theft	192	3
Drug Offenses	918	16
Subtotal	5,078	89
Other Offenses	654	11
Grand Total	5,732	100

*Defined as the offense upon which the inmate's next possible parole release is based and includes attempt, conspiracy, and solicitation to commit.



Offender Programs and Services



OFFENDER PROGRAMS and SERVICES

The Department provides direct program services to inmates and parolees. The underlying objective common to all offender programs is to better equip the offender for a successful return to the community by providing appropriate educational, treatment and work opportunities. By contracting with various service providers, the Department receives professional services from those who specialize in the particular service area. Departmental staff provide program oversight, monitor contract compliance, and evaluate program effectiveness.

Academic Education

Academic education programming provides a curriculum which relates basic learning skills to specific performance competencies required of adults for successful employment and independent, responsible community living. The primary objectives of the KDOC academic education programs are:

- To equip the participants with the prerequisite learning skills and knowledge necessary to meet the expectations and demands of employment and/or further learning, treatment, or counseling opportunities within the correctional facility or community. (This corresponds to the Employable Level of the Kansas Competency System Assessment which the Department incorporated into its education programs for FY 1994.)
- To equip the participants with a set of complex information processing skills which will enable them to perform more advanced literacy tasks required of adults in meeting the demands of work and community environments, including attainment of the GED credential if appropriate.

The primary methodology is to:

- Identify the literacy task deficiencies of the individual student
- Provide appropriate learning activities to remedy the task deficiencies
- Measure and certify participant competency in performing these tasks

Academic education programs are provided on an open enrollment basis through contract with state accredited educational organizations. They provide for individualized assessment and instruction and competency-based progression.

Academic education programming addresses the educational needs of inmates from the basic literacy level through the high school or secondary level. On a very limited basis, inmates are provided access to post-secondary educational opportunities, which enable inmates to earn college level credit. Availability is limited to those situations where funding through federal Pell grants is possible; no state funds are allocated for this.

The Department of Corrections contracts for both full time (FTE) and part-time evening (PT) academic education program slots. During FY 1993, these programs maintained an average daily enrollment of 336 FTE and 98 PT and enrolled over 2,700 inmates. There were 1,268 participants who completed some level of academic programming with 428 obtaining a General Educational Development (GED) certificate.

Offender Programs and Services

Special Education

The purpose of the special education program is to identify inmates with special learning problems and provide appropriate services to assist them in meeting the completion requirements of the education and vocational programs provided by the KDOC. By providing this program, the state of Kansas is able to maintain compliance with all relevant state and federal laws, regulations, and standards which govern the delivery of special education services.

The Special Education Program is comprised of:

- Initial screening and identification of special needs inmates under age 22
- Comprehensive evaluation and assessment of the learning needs of those identified as having special needs during the initial screening
- Development of an individual program prescription
- Appropriate program design and delivery

The initial screening and identification of needs takes place at the Topeka Correctional Facility-Reception and Diagnostic Unit as a part of the initial evaluation and classification process. The comprehensive evaluation and assessment, as well as the delivery of the program for those in need, takes place at the Lansing Correctional Facility.

For FY 1993, 94 inmates were evaluated for special education needs of whom 62 were found to be eligible for special education services. During the period, the average daily enrollment in the program was 20.

Vocational Education

The purpose of the vocational education programs is to provide comprehensive and occupationally viable training to help inmates acquire marketable job skills and develop work attitudes conducive to successful employment. Any inmate who does not have a work history including stable employment and marketable work experience, or who does not have previous vocational training in a viable occupational area is eligible for vocational programming. All vocational programs provide competency-based evaluation and individualized instruction.

Among the programs offered are:

- | | |
|------------------------|--------------------------------|
| ● Auto Body | ● Auto Mechanics |
| ● Barbering | ● Building Maintenance |
| ● Business Occupations | ● Construction |
| ● Cabinetmaking | ● Trades and Industry Training |
| ● Employment Relations | ● Drafting |
| ● Horticulture | ● Food Services |
| ● Machine Shop | ● Floraculture |
| ● Word Processing | ● Sheet Metal |
| ● Welding | ● Utility Maintenance |

During FY 1993, the average daily enrollment in the vocational education programs was 340 with a total enrollment of 1,306. There were 358 vocational participants who completed program requirements and received certificates.

Offender Programs and Services

Substance Abuse Treatment

The purpose of the program is to provide offenders with a continuum of treatment services that assists them in overcoming their dependence on and abuse of alcohol and/or drugs. The Department offers several levels of substance abuse treatment services to offenders. Individual treatment planning and needs assessment allow for placement into the program or combination of programs most appropriate for each offender.

Inmate Programs

- ADAPT--Alcohol and Drug Addiction Primary Treatment - an open ended intensive, dual track (primary and relapse prevention) substance abuse treatment program that averages 45 days in length and provides at least 40 hours a week of structured activities. At least 10 of these hours are spent in group and individual counseling sessions. ADAPT programs also offer aftercare.
- CDRP--Chemical Dependency Recovery Program - an intensive, primary treatment program which provides a 24-hour therapeutic setting for inmates whose history of substance abuse demonstrates the need for such a treatment environment. The program provides a minimum of 40 hours per week of structured activities that emphasize individual and group counseling.

Parole Programs

- Community Based Intermediate Treatment - serves parolees whose current behavior or history of substance abuse demonstrates that they need an intensive primary treatment environment. This program provides an open entry/open exit, residential, community-based, 24-hour per day therapeutic setting. The treatment cycle averages 30 days.
- Community Reintegration Treatment - provides 24-hour per day open entry residential living for parolees in need of a supportive environment to continue their substance abuse recovery. The treatment provides alcohol and drug counseling, discharge planning and job development. The average length of residence is 90 days.
- Day Treatment - provides intensive primary treatment for parolees on an outpatient, part-time basis. This program is designed for parolees who are employed, and otherwise stable, but whose substance abuse history demonstrates a need for primary treatment.
- Outpatient Counseling - provides non-residential, substance abuse counseling. The program offers individual and group counseling, crisis intervention and alternative life style counseling, and referral services.

In serving the treatment needs of the offender population during FY 1993, approximately 2,041 inmates received substance abuse treatment. In FY 1993, the number of parolees served by each type of treatment program was as follows: 301 intermediate treatment, 248 reintegration, 64 outpatient treatment, and 652 outpatient counseling.

Sex Offender Treatment

The purpose of the program (Sex Offender Treatment Program or SOTP) is to provide an educational/therapeutic/relapse prevention program for sex offenders that will assist them in developing skills toward positive emotional, social and mental health and development of a life long program of relapse prevention strategies. Sex offender treatment is a 6 to 12-month, 20 hours per week intensive psychoeducational program involving both group and individual sessions. The program dynamics are structured so that inmates confront problems relating to their incarceration, their past criminal behavior, and their belief system and participate in developing relapse prevention strategies so they will not re-offend upon release. Candidates for the program are inmates who have been convicted

Offender Programs and Services

of a sex offense, and who have at least six months remaining until parole eligibility. During FY 1993, SOTP served 400 participants and 210 completed the program.

Health Care Services

The Department is responsible for the provision of health care services to include medical, dental, optometric, special diets, and related support services for the inmate population. Since December 1988, provision of all health care services to inmates has been managed by a private firm under contract with the Department. Additional specialized services are provided through agreements of the contractor with area providers such as hospitals, clinics, medical specialists and laboratories. The Department's goal is to provide a qualified provider of health care services who can manage and operate the health care services program at full capacity and in a cost-effective manner which delivers high quality health care services while maintaining American Correctional Association and National Commission on Correctional Health Care standards for accreditation.

Mental Health Services

Inmate Programs

A comprehensive program of mental health services is provided for incarcerated offenders. The program provides five distinct levels of care that, except for psychiatric hospitalization, are provided through a private contractor. The five levels of care are:

- **Acute care** is for those inmates whose mental condition requires treatment in a psychiatric hospital setting. Acute care is provided at the Larned State Hospital operated by the Kansas Department of Social and Rehabilitation Services.
- **Extended care** is for those inmates who, because of their mental illness, are unable to adapt to the environment of a traditional correctional facility and require a step down from acute care treatment. Extended care is provided at Larned Correctional Mental Health Facility. For these inmates eventual return to the general prison population is the goal through a program designed to prepare them for their return to the general population of a correctional facility.
- **Transitional care** is a program of ongoing maintenance for those mentally ill inmates who have completed the LCMHF program of extended care. It is intended to support the successful transition to a correctional facility's general inmate population. This level of care is provided for males at the Lansing, Hutchinson, and El Dorado facilities. Females who have completed treatment at Larned State Hospital receive transitional care at the Lansing and Topeka facilities.
- **Outpatient care** is commonly referred to as mental health counseling and is available at all facilities.
- **Crisis intervention care** is that level of mental health care necessitated by events and circumstances encountered by inmates. This level of care is short-term in nature and is available at all facilities.

Parole Programs

Offenders on parole have access to a broad spectrum of mental health services in the community. While the offender is in most cases responsible for payment, the KDOC does contract with community providers for a limited amount of outpatient care for offenders on parole.

Offender Programs and Services

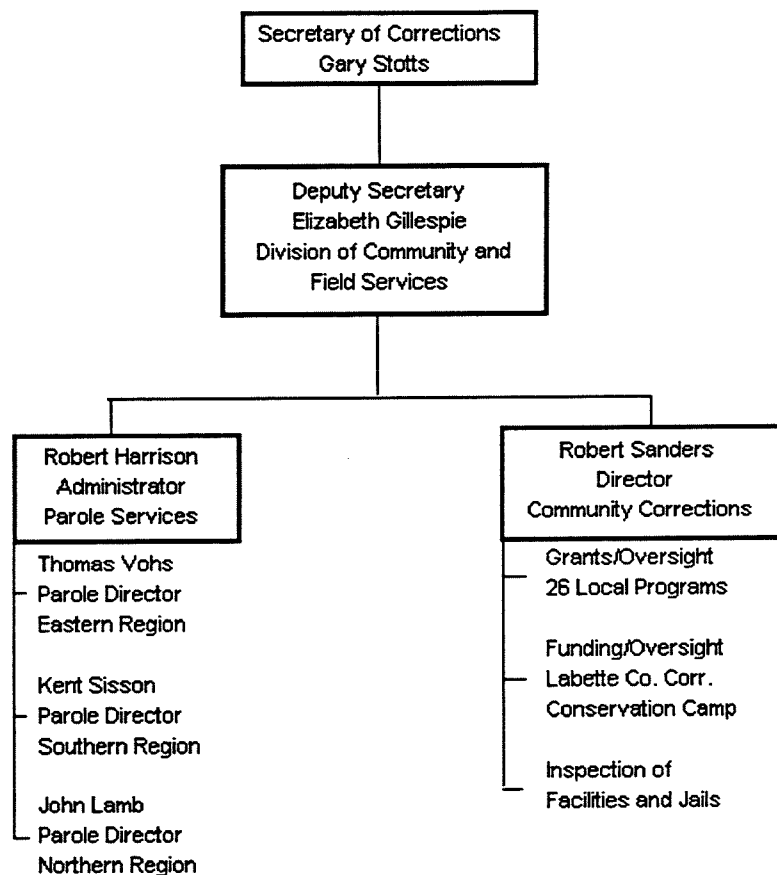
Other Inmate Programs

- **Women's Activities and Learning Center (WALC)** - a program to improve the parenting skills of female inmates who are mothers and to provide them with the opportunity to visit with their children in an environment that is more "home-like" than the regular visiting area, thereby reducing the tensions resulting from incarceration. In addition to availability of private visiting rooms, program services include classes, workshops, and support groups which address parenting issues. Prenatal training is available to all female inmates at Topeka Correctional Facility. For WALC visits, a child must be the inmate's natural, adopted, or stepchild. Currently there is a DADS program available to male inmates at TCF which addresses the same issues.
- **Second Chance** - a program to provide intensive counseling for female offenders who have experienced abusive situations either as a child or as an adult. The Second Chance program is an eight-week group therapy program for females at Lansing Correctional Facility. The program is designed to be an intensive group experience that examines the women's past involvement in abusive relationships and how this history is apt to result in their continued involvement in abusive, dependent relationships.
- **Self-Help Programs** - programs to provide inmates with the opportunity for special group and individual support organizations for self-development and assistance. Kansas inmates participate in numerous self-help or special purpose organizations and groups. These groups are not sponsored or supported financially by the Department, but their activities are subject to facility guidelines and supervision. Included among these programs are Alcoholics/Narcotics Anonymous, Native American Culture Group, and the Stop Violence Coalition.

Community Corrections

Kansas Department of Corrections

Community Corrections and Field Services Organization





COMMUNITY CORRECTIONS PROGRAM LOCATIONS

Atchison Co. Community Corrections

Martha Campbell, Director
P. O. Box 348
Atchison, KS 66002-0348
913-367-7344
FAX 913-367-0227

4th District Comm. Corrections

Clarence Raines, Director
1418 South Main, Suite 3
Ottawa, KS 66067-3543
913-242-1092
FAX 913-242-6170

Riley Co. Community Corrections

Frank McCoy, Director
105 Courthouse Plaza
Manhattan, KS 66502-6017
913-537-6380
FAX 913-537-6398

Southeast KS Comm. Corrections

Peggy Lero, Director
Colonnade Building
613E North Broadway
Pittsburg, KS 66762
316-232-7548
316-232-7540
FAX 316-235-1215

13th Dist. Comm. Corrections

Chuck McGuire, Director
Smith Bldg., Suite 112
226 West Central
El Dorado, KS 67042-2146
316-321-6303
FAX 316-321-1205

Shawnee Co. Comm. Corrections

Dina Hales, Director
712 South Kansas, Suite 3E
Topeka, KS 66603
913-233-8856
FAX 913-233-8983

5th District Comm. Corrections

Gary Marsh, Director
618 Commercial
Emporia, KS 66801-3902
316-342-4950 Ext. 294
FAX 316-342-2743

22nd District Comm. Corrections

Frank McCoy, Director
112 North 7th
Hiawatha, KS 66434
913-742-7551

12th Judicial District

John Burchill, Director
419 West Ash
Salina, KS 67401
913-826-6590
913-243-8169 (Concordia)
FAX 913-826-6595

Montgomery Co. Comm. Corrections

Kurtis Simmons, Director
P. O. Box 11
Coffeyville, KS 67337
316-331-6631 (Independence)
316-251-7531 (Coffeyville)
FAX 316-331-2619

2nd Judicial Comm. Corrections

Dina Hales, Director
712 South Kansas, Suite 3E
Topeka, KS 66603
913-233-8856

B/L/M Comm. Corrections

Gene Bonham, Director
211 North Silver
Paola, KS 66071-1661
913-294-2997
FAX 913-294-3028

9th District Comm. Corrections

Jeff A. Usher, Director
500 Main Place, Suite 204
Newton, KS 67114
316-241-8395 (McPherson)
316-283-8695 (Newton)
FAX 316-241-1539 (McPherson)
FAX 316-283-3753 (Newton)

Saline Co. Comm. Corrections

John Burchill, Director
419 West Ash
Salina, KS 67401-2719
913-826-6590
FAX 913-826-6595

Northwest KS Comm. Corrections

Bob Leiker, Director
113 West 11th
Hays, KS 67601-3605
913-625-9192
FAX 913-625-9194

Santa Fe Trail Comm. Corrections
Kevin Goble, Acting Director
100 Gunsmoke
P. O. Box 197
Dodge City, KS 67801-0197
316-227-4564
FAX 316-227-4686

24th District Comm. Corrections
Robert Ziemer, Director
606 Topeka
Larned, KS 67550-3047
316-285-3128
FAX 316-285-3120

South Central Comm. Corrections
David Wiley, Director
P. O. Box 8643
Pratt, KS 67124-8643
316-672-7875
FAX - 316-672-7338

Johnson Co. Community Corrections
Mike Youngken, Director
135 South Kansas
Olathe, KS 66061-4434
913-829-5000
FAX 913-829-0107
FAX 913-829-0038

Wyandotte Co. Community Corrections
Joe Ruskowitz, Director
2824 Roe Lane
Kansas City, KS 66103-1543
913-362-7666
FAX 913-362-7933

Cowley Co. Comm. Corrections
Phillip Lockman, Director
120 West 12th
Winfield, KS 67156
316-221-3454 (Office)
316-221-4066 Ext. 319
FAX 316-221-3693

25th District Comm. Corrections
Tad Kitch, Director
106 West Fulton
Garden City, KS 67846-5456
316-272-3630
FAX 316-272-3635

Sumner Co. Community Corrections
Louis Bradbury, Director
120 East 9th
Wellington, KS 67152-4098
316-326-8959
FAX 316-326-8950

Leavenworth Comm. Corrections
Mike Kitchens, Director
Harvey House, 2nd Floor
624 Olive
Leavenworth, KS 66048-2600
913-684-0775
FAX 913-684-0764

8th District Comm. Corrections
Cecil Aska, Director
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Junction City, KS 66441
913-762-8801
FAX 913-762-8807

Central KS Comm. Corrections
Terry Younkin, Director
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1300 Kansas Street
Great Bend, KS 67530
316-793-1940
FAX 316-793-1893

Reno Co. Community Corrections
Brad Brush, Director
400 West 2nd, Suite B
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316-665-7042
FAX 316-669-1017

Douglas Community Corrections
Elaine Hicks, Director
11th & Massachusetts, 3rd Floor
Lawrence, KS 66044-3096
913-842-8414
FAX 913-842-8455

Sedgwick Co. Comm. Corrections
Ken Hales, Director
905 North Main
Wichita, KS 67203-3608
316-383-7003
FAX 316-263-5809

Community Corrections

History

Community Corrections in Kansas was established through enactment of K.S.A. 75-5290 by the 1978 Legislature. Patterned after the Minnesota Community Corrections Act, Community Corrections in Kansas was intended to provide alternatives to both incarceration and new prison construction. During the first ten years following passage, the Act was amended twelve times. Initially Community Corrections was optional and counties were not required to establish community corrections programs. With the adoption of Senate Bill 49 in 1989, the 89 counties not previously participating in community corrections were required to establish community corrections programs – either singly, in groups, or by contracting with other programs.

Scope of Services

Each year local community corrections programs must develop a comprehensive plan that sets forth its objectives and projected services. To receive funding, the plan must be approved by the local advisory board, the board of county commissioners, and the Kansas Department of Corrections. A variety of programs and services designed to provide the court with additional sentencing options for certain adult and juvenile offenders qualify for grant funds. Most commonly funded are:

- **Adult Intensive Supervision** is a community based sanction for certain felony offenders who require higher levels of surveillance and treatment services than are available through standard probation. Adult Intensive Supervision programs provide rehabilitative interventions and services such as: individual supervision plans, drug testing, electronic monitoring, community service work, restitution monitoring, and treatment services.
- **Day Reporting Center** is a highly structured non-residential program utilizing supervision, sanctions and services coordinated from a central location. Day Reporting Centers are community based sanctions which provide intensive rehabilitative services such as: job readiness, literacy enhancement, substance abuse evaluations, substance abuse education, individual and group counseling, and life skills. The Day Reporting Center provides opportunities for daily contact and monitoring of the offenders' activities and whereabouts in the community.
- **Adult residential programs** are community based, structured minimum security correctional environments which ensure offender accountability and provide assistance to offenders in developing good work habits. Services such as substance abuse treatment, employment training and other education/training opportunities may be a part of the residential program.
- **Juvenile intensive supervision** provides very close supervision as a sanction for youth who would otherwise be placed in a state youth center.
- **Juvenile residential programs** provide a structured living environment to assist juvenile offenders in developing good work habits and/or to involve them in a specific behavioral adjustment program.

Activity Profile

- During FY 1993 6,631 offenders were served by local community corrections programs.
- Community corrections expenditures in FY 1993 totaled \$10,952,025.23.
- On June 30, 1993
 - 2,948 offenders were under adult intensive supervision
 - 97 offenders were in adult residential programs
 - 115 offenders were in adult day reporting programs
 - 130 offenders were under juvenile intensive supervision
 - 10 offenders were in juvenile residential programs
- The FY 1994 approved community corrections budgets total \$12,616,947.

Facility and Jail Compliance Unit

History

Jail inspections in Kansas were established through the enactment of K.S.A. 75-5338 by the 1975 Legislature. Jail standards were originally mandatory, however, the 1976 Legislature amended K.S.A. 75-5228 and changed the standards to advisory jail standards. Jail inspections are conducted in accordance with K.S.A. 75-5228 to ensure that persons are not incarcerated in any correctional institution, jail, lock up or holding facility that is unsanitary, unsafe or a detriment to human life. The Facility and Jail Compliance Unit was transferred from the Facilities Management Division to the Community and Field Services Division in April 1993. The current Advisory Jail Standards were published in 1985 and are in the process of being reviewed and revised.

Scope of Services

There are two jail inspectors who perform jail inspections, inquire into jail complaints, and provide technical assistance for remodeling and new jail construction. The jail inspectors also conduct safety and health inspections at the 9 state correctional facilities, community residential centers and some half-way houses. Jail inspectors also assist in monitoring compliance of sight and sound separation of juveniles in adult jails, lock ups and holding facilities. Jail inspections are conducted annually at each jail, lock up and holding facility which are defined as the following:

- **Jail:** A facility operated by a unit of local government for the physical detention - one year or less - of persons charged with or convicted of criminal defenses.
- **Lock up:** A facility operated by a unit of local government for the physical detention - seventy-two (72) hours or less - of persons charged with or convicted of criminal offenses.
- **Holding Facility:** A facility operated by a unit of local government for the physical detention - six hours or less - of persons charged with criminal offenses, awaiting court appearance or transfer to another facility.

Activity Profile

- At the end of calendar year 1992, there were a total of 95 jails, 7 lockups and 19 holding facilities with a total of 3,186 beds.
- A total of 118,381 inmates were held in such facilities during CY 1992.
- During CY 1992, 181 compliance inspections were conducted by KDOC inspectors.

LABETTE CORRECTIONAL CONSERVATION CAMP

**Walter Wharton, Administrator
P. O. Box 306
Oswego, KS 67356**

**316-795-2925
316-795-2502 (FAX)**

**Chief of Security
Jim Hubbard**

**Program Supervisor
Roger Wagner**

PROFILE

Date Opened: 1991

Capacity by Security Designation:

Number of Security Staff: 21

Minimum: 104

Number of Non-Security Staff: 11

Total Capacity: 104

Total Number of Staff: 32

Population as of December 31, 1993: 57

Operating Budget FY 1994: \$1.42 million

History

The Labette Correctional Conservation Camp is among the newest community-based sentencing options available to Kansas judges. Patterned after the boot camp model, the camp, which is located in Oswego in Labette County, was authorized by the Kansas legislature in 1989. Operation of the camp, which opened in March 1991, is financed by state appropriations administered by the Department of Corrections and granted to Labette County. Labette County, in turn, contracts with a private correctional management group to manage the day-to-day operations of the camp. The county maintains administrative oversight of the camp through an administrative board comprised of professional and lay citizens. The Department of Corrections has established standards for the camp's operation and provides oversight and technical assistance to the administrative board and the camp management.

Labette Correctional Conservation Camp

Program Purpose

The conservation camp program provides community-based services to adult male offenders in a structured, highly disciplined program designed to enhance the physical and emotional stability of the inmate participants. The minimum security setting, coupled with the emphasis upon community service work projects, permits the community to play a significant role in the overall program format.

The targeted population for this program is first- or second-time convicted felony offenders, 16-27 years of age, who fall within the presumptive probation portion of the grid established by the Sentencing Guidelines Act. The Secretary of Corrections may also assign inmates who are in departmental custody to the conservation camp. It is anticipated that many of the offenders successfully completing the program will return to their home communities and be supervised by a community corrections program or court services.

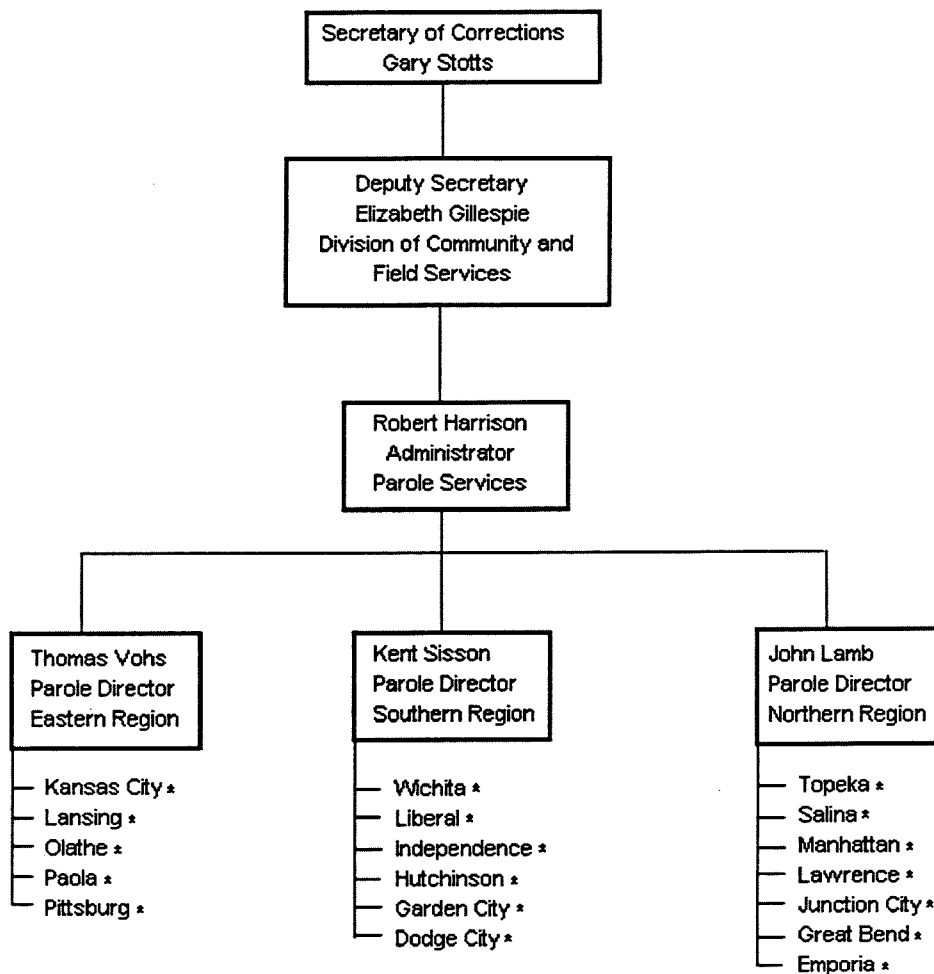
Program Description and Services Available

The conservation camp concept is one which provides a six-month program of regimented discipline and participation in community service work projects. This program is also supplemented with educational services, mental health counseling, substance abuse counseling and life skills training opportunities to complement the total program concept. The use of community resources in offering these services further prepares the participants for release.

Field Services

Kansas Department of Corrections

Field Services Organization



*These cities are cities in which district parole offices are located.



FIELD SERVICES

NORTHERN REGION

John Lamb, Director
3400 Van Buren
Lower Level
Topeka, KS 66611-2228

913-296-3195
913-296-0744 (FAX)

EASTERN PAROLE REGION

Tom Vohs, Director
1117 North 5th Street
Kansas City, KS 66101

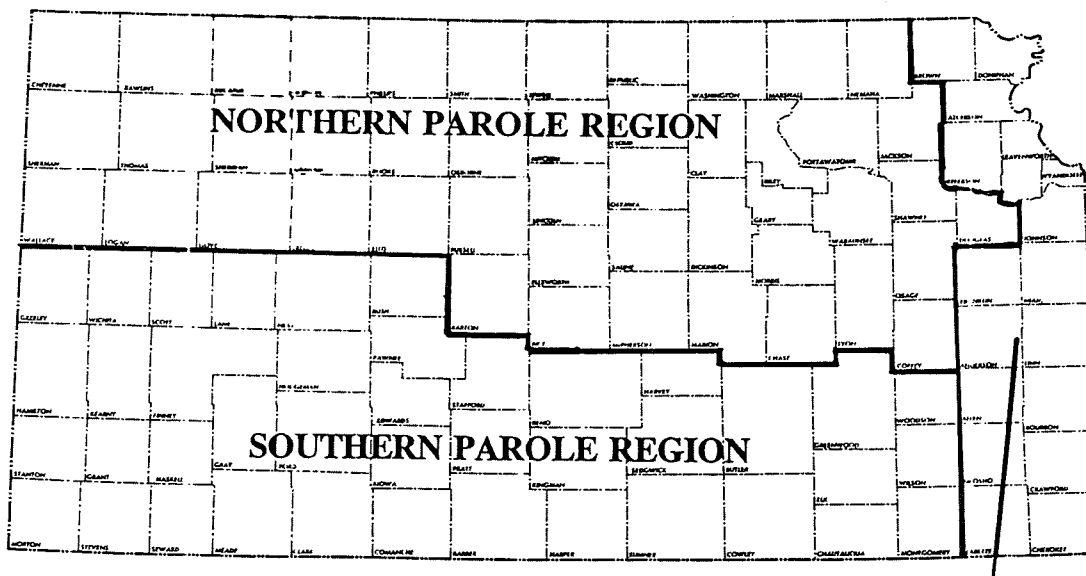
913-621-1830
913-621-0201 (FAX)

SOUTHERN PAROLE REGION

Kent Sisson, Director
210 North St. Francis
Wichita, KS 67202

316-262-5127
316-262-0330 (FAX)

KANSAS PAROLE REGIONS



Field Services

Profile

The Kansas Department of Corrections is responsible for community-based or post incarceration supervision of offenders who have been released from correctional facilities on parole, conditional release, or post release supervision, but who have not yet been discharged from their sentences. The purpose of post incarceration supervision is to protect the community and to provide services to the offender in order to reduce the probability of continued criminal behavior.

The Department performs its field supervision functions through the Community Corrections and Parole Services section of the Community and Field Services Division. In 1994, the Department re-organized the state into three parole regions for purposes of management and delivery of these services. Each region is managed by a regional field director. The regions, and the locations of each regional office are as follows: Northern Region - Topeka; Eastern Region - Kansas City; Southern Region - Wichita.

The Northern Region is comprised of 41 counties, Southern - 47 counties, and Eastern Region - 17 counties. As of December 31, 1993, the in-state parole population numbered 6,380 (4,955 Kansas offenders and 1,425 compacts from out-of-state) and the out-of-state offenders numbered 2,186 (Kansas offenders supervised out-of-state).

Parole Services has been accredited by the American Correctional Association since 1983.

History

In 1973 the Penal Reform Act was enacted, giving the Secretary of Corrections the responsibility for supervising offenders on probation and parole. This function previously had been performed by the Kansas Adult Authority, the successor agency to the State Board of Probation and Parole. The Adult Authority retained responsibility for granting and revoking paroles, and for issuing final discharges from parole.

In 1976 the Legislature created the position of Deputy Secretary for Community Services. Responsibilities of the Community Services Division included jail inspection, probation, parole and interstate compact administration, and community corrections grant and program administration. The Legislature transferred the responsibility for supervision of Kansas probationers to the Judicial Branch, effective July 1, 1979, at which time over 35 probation officers were transferred from the Department to the Judicial Branch, as was responsibility for supervision of 1,400 felony probationers.

The Legislature authorized FY 1986 funding for a crisis intervention program for offenders. The purpose of the program is to provide emergency financial assistance to offenders who otherwise would be returned to prison as a parole/post release violator.

The Community Services Division was reorganized in 1988 and renamed the Programs Division. Responsibility for all institutional and community-based contractual programs was assigned to this division.

In 1989 the Programs Division was reorganized to cover all contractual services, program administration, unit team and classification functions. The Community and Field Services Division was created to manage field services, community corrections and conservation camp functions. In 1993, this division added the jail inspection function to its responsibilities.

Offender Services

The services and assistance provided to those individuals under supervision are primarily directed to meet the offender's needs. In this effort, community resources are utilized by each field office to the maximum extent possible. Services that are commonly needed and provided to the offender include, but are not limited to, the following: employment assistance; drug and alcohol counseling, including inpatient and outpatient treatment; mental health counseling; medical assistance; vocational assistance and counseling; and educational assistance and counseling.

The Department contracts directly with providers for the delivery of mental health and substance abuse counseling and treatment services for offenders. The Department also has limited funds available for crisis intervention assistance.

Correctional Industries



KANSAS CORRECTIONAL INDUSTRIES

**P. O. Box 2
Lansing, KS 66043**

**913-727-3249
FAX 913-727-2331**

**Operations Manager
Rodney Crawford**

**Director
Leonard Ewell**

**Industrial Coordinator - LCF
Vacant**

**Industrial Coordinator - HCF
E. Wayne Phelps**

**Industrial Coordinator
Marketing/Research & Development
Jerry Judy**

Description of Program

Kansas Correctional Industries is a program of the Department of Corrections designed to provide meaningful employment for inmates. The program operated by Kansas Correctional Industries consists of 16 areas of operation located in five correctional facilities. These manufacturing and service industries have the capacity to provide meaningful work for 552 inmates who, in FY 1993, produced \$8.7 million worth of products and services for state agencies, counties, cities, schools, and non-profit corporations. The areas of operation include:

Clothing	Data Entry	Farm
Federal Surplus Property	Furniture Refinishing/Vehicle Restoration	Lamination
Microfilming	Office Systems	Paint
Signs	Soap	State Surplus Property
Upholstery/Wood Furniture		

Kansas Correctional Industries

Kansas Correctional Industries provides meaningful work for inmates, including "on the job" training, and also supplies products and services to eligible agencies at a reduced cost compared to the private sector. Below is a table identifying the industries offered and their locations.

INDUSTRY	Facility Where Located				
	LCF	HCF	ECF	NCF	TCF
Administrative Office	X				
Clothing Factory		X			
Data Entry	X				
Farm	X				
Federal Surplus Property					X
Furniture Refinishing		X			
Lamination Shop		X			
Meat Processing					X
Microfilming				X	
Office Systems			X		
Paint Factory	X				
Sign Factory	X				
Soap Factory	X				
State Surplus Property					X
Upholstery Shop	X				
Vehicle Restoration		X			
Warehouse Operation (East)	X				
Warehouse Operation (West)		X			
Wood Furniture	X				

Note: LCF = Lansing Correctional Facility
HCF = Hutchinson Correctional Facility
ECF = Ellsworth Correctional Facility
NCF = Norton Correctional Facility
TCF = Topeka Correctional Facility

Kansas Correctional Industries

The following table represents the total receipts from sales and services in FY 1993 for the programs operated by Kansas Correctional Industries.

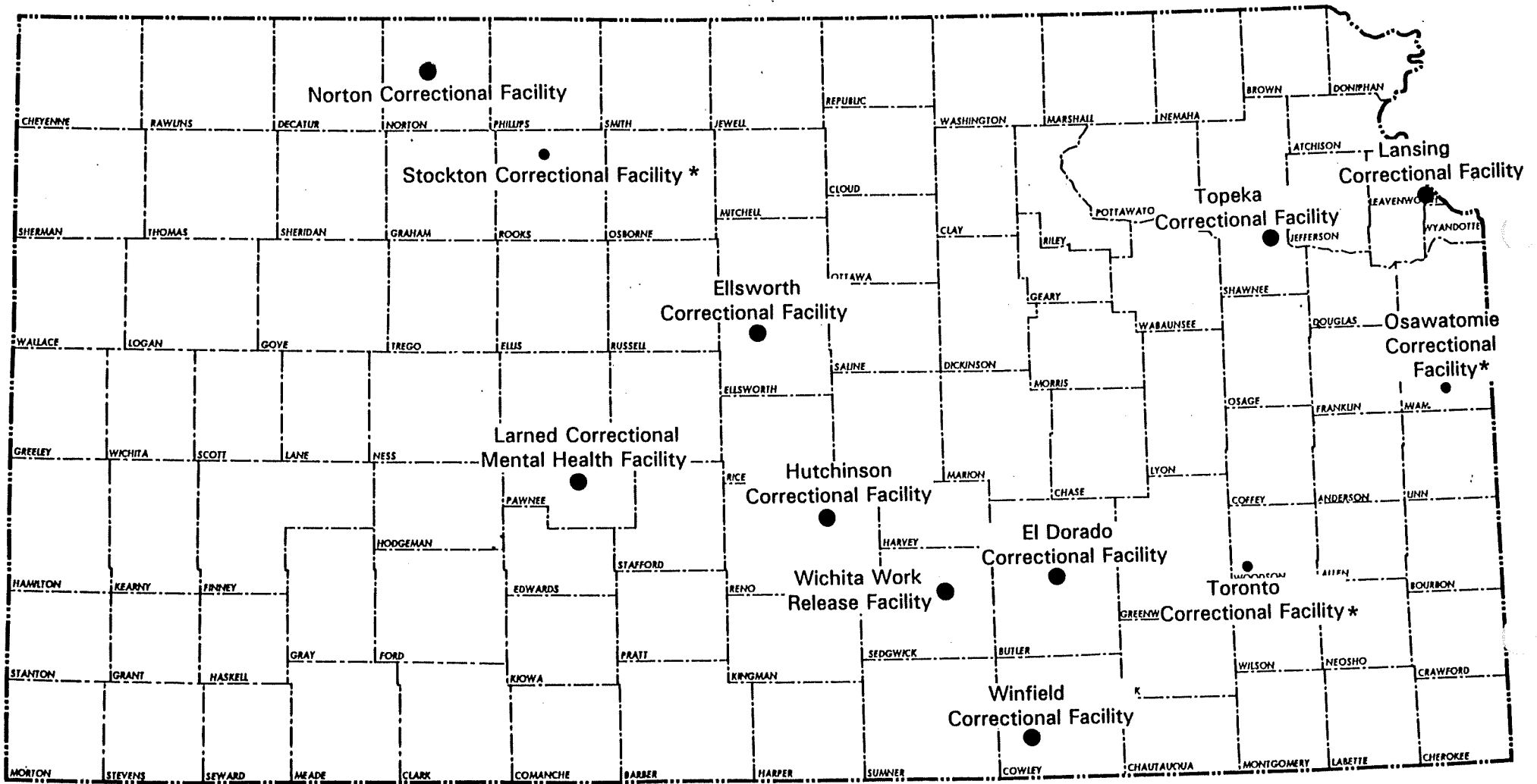
INDUSTRY	FY ' 93 RECEIPTS
Administrative Offices	108,289
Soap Factory	455,508
Paint Factory	2,654,538
Sign Factory	979,878
Upholstery Shop	261,093
Warehouses and Delivery	70,866
Wood Furniture	179,524
Microfilming	44,260
Clothing Factory	487,108
State Surplus Property	381,269
Data Entry	69,000
Office Systems	1,124,044
Meat Processing*	541,107
Asbestos Abatement**	12,000
Lamination Shop	249,859
Furniture Refinishing	123,734
Vehicle Restoration	59,906
Federal Surplus Property	743,081
Farm	238,755
TOTAL RECEIPTS	\$ 8,783,819

*Ceased operation August 1993.

**Ceased operation December, 1991.

The Facilities

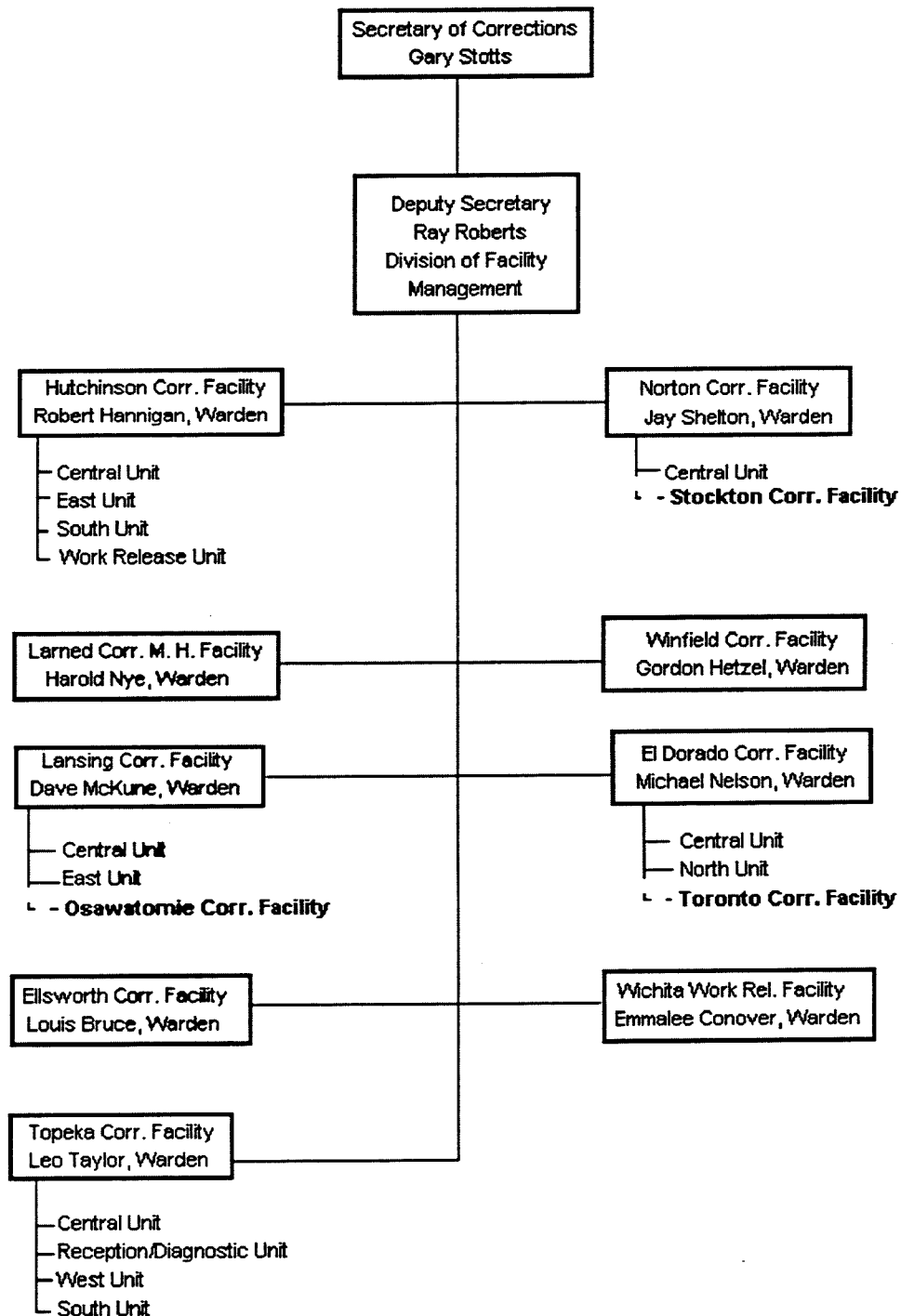
**Kansas Department of Corrections
Location of Correctional Facilities: December 31, 1993**



* Administratively, this facility is under a major institution: Stockton Correctional Facility under Norton Correctional Facility, Toronto Correctional Facility under El Dorado Correctional Facility, and Osawatimie Correctional Facility under Lansing Correctional Facility.

Kansas Department of Corrections

Facilities Organization





LANSING CORRECTIONAL FACILITY

David McKune, Warden
P. O. Box 2
Lansing, KS 66043

913-727-3235
913-727-2675 (FAX)

Deputy Warden of Operations
Rudy Stupar

Deputy Warden of Programs
John Callison

Deputy Warden of Support Services
Randall Buford



PROFILE

Date Opened: 1868

Capacity by Security Designation:

Number of Corrections Officers: 521

Maximum: 628

Number of Other Staff: 203

Medium: 699

Minimum: 296

Total Number of Staff: 724

Total Capacity: 1,623

Operating Budget FY 1994: \$28.1 million

Inmate Population as of December 31, 1993: 1,402

FY '93 Average Daily Population: 1,486

Accredited by the American Correctional Association since 1990.

Accredited by the National Commission on Correctional Health Care since January 1991.

Lansing Correctional Facility

History

In accordance with the provision of SB 748, effective May 24, 1990, the Kansas State Penitentiary and the Kansas Correctional Institution at Lansing, both located at Lansing, were consolidated administratively to form the Lansing Correctional Facility. It is the largest of the state correctional facilities. On June 28, 1991, the administrations of the Lansing Correctional Facility and the Osawatomie Correctional Facility were consolidated.

Central Unit: The history of this facility goes back more than 125 years. Construction of the state's first penal institution, the Kansas State Penitentiary, began in 1864 near the site of the old Oklahoma Territory Jail and began receiving inmates July 2, 1868. For many years the facility also housed Oklahoma offenders, the last of whom left in 1909. Over the years there have been many additions and renovations, but the basic core of cellhouse buildings has remained in use. Major renovation of the four main cellhouses was begun in 1983 and was completed over a period of several years. In 1985 a major addition, the Medium Security Unit, was completed with the first inmates received on July 1 of that year. The Central Unit currently provides housing for 1,287.

East Unit: The East Unit was originally established in 1917 as the Kansas Industrial Farm for Women and was a satellite unit of the Penitentiary. In 1971 the facility was renamed the Kansas Correctional Institution for Women. The facility became co-correctional in 1980 and the name was again changed, in 1983, to the Kansas Correctional Institution at Lansing. It is now designated the East Unit of Lansing Correctional Facility and provides housing for 256 inmates.

Osawatomie Correctional Facility: To alleviate systemwide overcrowding in correctional facilities, the Osawatomie Correctional Facility was established in September 1987, as an 80-bed minimum security facility on the grounds of the Osawatomie State Hospital in Osawatomie. A single, renovated hospital building provides housing for offenders who are utilized as a labor source by state agencies and local government units. The facility is geared toward community service work programs, and as a parole pre-revocation program.

Programs Available

Academic education programming to address the educational needs of inmates from literacy enhancement and GED level through the high school or secondary level is provided through a contract with St. Mary College of Leavenworth. In addition, through a contract with the Southeast Kansas Education Cooperative, a special education program is provided for inmates with special learning problems. St. Mary College of Leavenworth provides limited opportunity for eligible inmates to earn college level credits which lead to an Associate of Arts degree. College level programs are at the inmate's own expense, through federal Pell Grant funding, and through in kind grants from St. Mary College.

Vocational education programs, intended to provide participants with occupationally viable entry level job skills, are offered at the facility through the Kansas City, Kansas Area Vocational-Technical School. Programs offered include: building maintenance, food service, horticulture, sheet metal, cabinet making, and welding.

Kansas Correctional Industries (KCI) is a Division of the Department of Corrections designed to provide meaningful employment for inmates and to provide a variety of goods and services for state agencies and other entities. The KCI programs at LCF include: paint factory, upholstery shop, farm, sign factory, wood furniture, data entry, and soap factory. In addition, the KCI administrative offices and the eastern regional warehouse operation are located in Lansing.

In addition to the traditional, state-operated correctional industries, Kansas inmates also are employed by four private sector prison industries engaged in metal fabrication, heater coil assembly, drafting, and the manufacture of children's clothing. The industries, Hearts Design, Zephyr Products, Inc., Heatron, Inc., and Henke and Jensen Engineering, are privately owned and employ inmates to whom they pay prevailing wages -- no less than the federal minimum wage. Inmates participating in this program pay income taxes and contribute to their room and board.

Other inmate programs at LCF include mental health services, sex offender treatment, special education, and a variety of inmate self help programs such as AA/NA.



HUTCHINSON CORRECTIONAL FACILITY

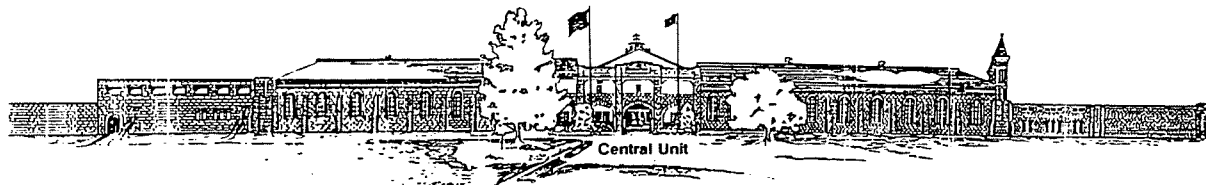
Robert Hannigan, Warden
500 South Reformatory
P. O. Box 1568
Hutchinson, KS 67504

316-662-2321
316-662-8662 (FAX)

Deputy Warden of Operations
Walt McIver

Deputy Warden of Programs
Steve Dechant

Deputy Warden of Support Services
John Turner



PROFILE

Date Opened: 1895

Capacity by Security Designation:

Number of Corrections Officers: 343

Maximum: 548

Number of Other Staff: 178

Medium: 766

Minimum: 179

Total Number of Staff: 521

Total Capacity: 1,493

Operating Budget FY 1994: \$20.7 million

Inmate Population as of December 31, 1993: 1,356

FY '93 Average Daily Population: 1,383

Accredited by the American Correctional Association since January 1990.

Accredited by the National Commission of Correctional Health Care since January 1991.

Hutchinson Correctional Facility

History

Administrative action by the Department of Corrections on August 20, 1990 resulted in the consolidation of the Kansas State Industrial Reformatory and the Hutchinson Correctional Work Facility to form the Hutchinson Correctional Facility. It is the second largest of the state's correctional facilities.

Central Unit: The history of the facility can be traced back to 1885 when the Kansas Legislature appropriated \$1 million for the Kansas State Industrial Reformatory, an institution designed for the first-time youthful offender. The Reformatory was modeled after the Elmira Reformatory of New York, as many reformatories were during that era. Cellhouse A was constructed first; it was completed in 1895. The other three cellhouses were completed over a period of many years -- Cellhouse C in 1901, B in 1912, and D in 1927.

The cellhouses remained basically unchanged until the 1978 Kansas Legislature appropriated funds for major cellhouse renovation, which was completed during the period 1981-1986. A work release program, which enables inmates to be employed in the community in order

to prepare for their release, was opened in 1972. The program was moved outside the wall of the facility in 1978 into the building that was formerly the warden's residence. The Central Unit, including 19 work release beds, provides housing for 854 inmates.

South Unit: A major prison expansion project, construction of the Minimum Security Unit, was completed in 1985, with an addition to this unit completed in 1986. This unit provides housing for 160 inmates. Minimum custody inmate population housed in this unit are primarily employed in community work projects.

East Unit: Creation of the 400-bed Hutchinson Correctional Work Facility was approved by the passage of SB 762 in the 1988 legislative session. A vacated mobile home plant on 36 acres of land was purchased and 133,000 square feet of existing buildings were renovated by the Department of Corrections staff and inmate labor. The facility was completed in January 1989 and the first inmates were received on January 23, 1989. With the 1990 consolidation efforts, this facility became the East Unit of the Hutchinson Correctional Facility.

Programs Available

Academic education programming, provided through a contract with the Hutchinson Community college, addresses the educational needs of inmates from the basic education level through the high school or secondary level. Hutchinson Community College also provides limited opportunity for eligible inmates to earn college level credits which lead to an Associate of Arts degree. College level programs are at the inmate's own expense and through federal Pell Grant funding.

Vocational education programs, intended to provide participants with occupationally viable entry level job skills, are also provided through the Hutchinson Community College. Programs offered include:

auto body	auto mechanics	barbering	building maintenance
business occupations	construction	food service	machine shop
pre-industry	utilities maintenance	welding	

Kansas Correctional Industries (KCI) is a Division of the Department of Corrections designed to provide meaningful employment for inmates and to provide a variety of goods and services for state agencies and other entities. The KCI programs at HCF include:

clothing factory	furniture refinishing
vehicle restoration	lamination shop

In addition, the warehouse operation for the western region is located at HCF. The department print shop also operates out of HCF-Central Unit.

Other inmate programs at HCF include mental health services, sex offender treatment and aftercare, substance abuse treatment, work release, and a variety of inmate self help programs such as AA/NA.



EL DORADO CORRECTIONAL FACILITY

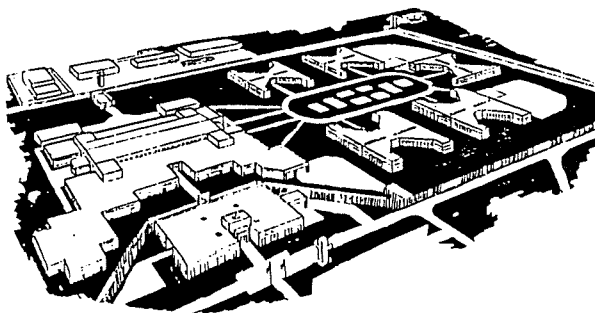
**Michael A. Nelson, Warden
P. O. Box 311
El Dorado, KS 67042**

**316-321-7284
316-321-5349 (FAX)**

**Deputy Warden of Operations
Harold Samuels**

**Deputy Warden of Programs
Don Thomas**

**Deputy Warden of Support Services
Michael Slusher**



PROFILE

Date Opened: 1991

Capacity by Security Designation:

Number of Corrections Officers: 281

Maximum: 610

Minimum: 172

Number of Other Staff: 109

Total Capacity: 782

Total Number of Staff: 390

Inmate Population as of December 31, 1993: 722

Operating Budget FY 1994: \$14.1 million

FY '93 Average Daily Population: 723

Accredited by the American Correctional Association May 1993.

Accredited by the National Commission on Correctional Health Care since October 1992.

El Dorado Correctional Facility

History

Central Unit: The 1989 Kansas Legislature appropriated \$51.8 million for the construction of the El Dorado Correctional Facility, which opened in June, 1991. The 610-bed maximum security complex was built with the potential to accommodate future expansion.

The prison was built in response to a federal court order that stipulates that the inmate population at each Kansas correctional facility must be at or below its established operating capacity by July 1, 1991. The maximum security housing provided by El Dorado Correctional Facility was necessary to meet the requirements of the court order. The Central Unit is the primary facility for housing of protective custody and long-term segregation inmates.

On June 28, 1991, the El Dorado Correctional Facility was consolidated administratively with the El Dorado Correctional Work Facility (presently designated as the North Unit) and the Toronto Correctional Facility (formerly designated as the Toronto Correctional Work Facility and more recently designated as the East Unit).

North Unit: The North Unit (formerly the El Dorado Correctional Work Facility) became operational as the El Dorado Honor Camp on February 25, 1982. Expansions of the inmate quarters occurred in July 1984 and in 1985. The North Unit, which houses up to 102 inmates, also administers a contract jail program.

Toronto Correctional Facility: The Toronto Correctional Facility (formerly the Toronto Correctional Work Facility) began operation as the Toronto Honor Camp which opened on July 1, 1965. Previous to the establishment of the permanent facility at Toronto, a mobile unit provided inmate labor to reservoirs at Tuttle Creek, Pomona, Kanopolis, and Cheney. In this fashion the inmate crew was able to move to different locations as lake projects were being developed. Major renovation of the Toronto facility was completed in December 1987. The renovation placed the entire facility into one structure and resulted in a small increase in housing capacity to the current 70 inmates.

Programs Available

Academic education programming to address the educational needs of inmates from the basic education level through the high school or secondary level is provided through a contract with the Butler County Community College.

Vocational education programs, intended to provide participants with occupationally viable entry level job skills, are also provided through the Butler County Community College. Programs offered include:

building maintenance

food service

utilities maintenance

Other inmate programs at EDCF include mental health services, substance abuse treatment, and a variety of inmate self help programs such as AA/NA. Work is being completed to add an industries program in the near future.



TOPEKA CORRECTIONAL FACILITY

Leo Taylor, Warden
815 S.E. Rice Road
Topeka, KS 66607

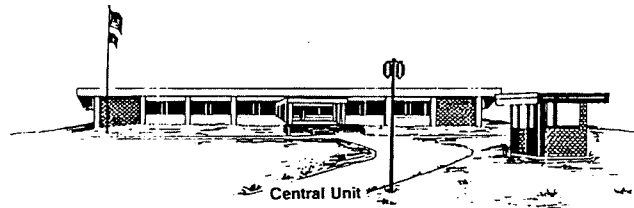
913-296-7260
913-296-0184 (FAX)

Deputy Warden of Operations
Vacant

Deputy Warden of Programs
Keven Pellant

Deputy Warden of Support Services
Richard Martin

Director of Reception and Diagnostic Unit
E. Roger Krehbiel



PROFILE

Date Opened: 1962

Capacity by Security Designation:

Number of Corrections Officers: 197

Maximum: 211

Number of Other Staff: 125

Medium: 296

Minimum: 218

Total Number of Staff: 322

Total Capacity: 725

Operating Budget FY 1994: \$12.2 million

Inmate Population as of December 31, 1993: 608

FY '93 Average Daily Population: 749

Accredited by the American Correctional Association since 1986.

Accredited by the National Commission on Correctional Health Care since June 1992.

Topeka Correctional Facility

History

The Topeka Correctional Facility is composed of four units, each of which previously operated as a separate facility. Senate Bill 748, which was effective May 24, 1990, created Topeka Correctional Facility East (consolidation of the State Reception and Diagnostic Center and the Kansas Correctional-Vocational Training Center) and Topeka Correctional Facility West (consolidation of Topeka Correctional Facility and Forbes Correctional Facility). Department of Corrections administrative action taken August 20, 1990, consolidated East and West to form the current Topeka Correctional Facility.

Central Unit: Enabling legislation authorized the establishment of the Kansas Correctional-Vocational Training Center in 1971. The targeted population was non-violent, youthful, first commitment male offenders. Construction began in mid-year 1972, and the first inmates were received on January 2, 1975. The facility became co-correctional in 1979, to relieve the overcrowding at the Kansas Correctional Institution at Lansing. It was converted to house medium and minimum custody female inmates in 1988 and currently houses only females. The Central Unit now provides housing for 370 inmates.

Planw were made during 1993 to convert "I" dormitory to an 85 bed maximum security unit for females. This construction is scheduled for completion in 1994.

Reception and Diagnostic Unit: In 1961 legislative action provided the Director of Penal Institutions the authority to

convert facilities of the Topeka Technical College into the State Reception and Diagnostic Center. Inmate work crews from the Kansas State Penitentiary performed the renovation and inmates were received in early 1962. The primary function of the facility continues to be to perform evaluations on convicted offenders sentenced to the custody of the Secretary of Corrections. The capacity of the unit is now 227.

West Unit: Originally, this facility was the Topeka Pre-release Center, which was established by SB 496 in 1984 to implement a program designed to provide a smoother transition from prison to the community. Buildings on the Topeka State Hospital grounds were converted to house inmates, the first of whom were received on June 25, 1984. An expansion in July 1986 created additional beds and provided space for an inmate work crew to be assigned to the maintenance of the Topeka State Hospital buildings and grounds. Because it had both pre-release and work program components, the facility was renamed the Topeka Correctional Facility in 1988. In August 1990, the 111-bed facility became the West Unit of the Topeka Correctional Facility.

South Unit: Forbes Correctional Facility opened in 1988 for the purpose of housing inmates assigned to a new work program and to absorb inmates of the Topeka Work Release Center. Located on the ground of what was formerly Forbes Air Force Base in Topeka, the inmates were housed in renovated barracks formerly utilized by Shawnee County Work Release. In August 1990, the 107-bed facility became the South Unit of the Topeka Correctional Facility.

Programs Available

Academic education programming to address the educational needs of inmates from the basic education level through the high school or secondary level is provided through a contract with St. Mary College of Leavenworth. St. Mary College also provides limited opportunity for eligible inmates to earn college level credits which lead to an Associate of Arts degree. College level programs are at the inmate's own expense and through federal Pell Grant funding.

Vocational education programs, intended to provide participants with occupationally viable entry level job skills, are provided through the Kaw Area Vocational-Technical School. Programs offered include: building maintenance, business occupations, and horticulture.

Kansas Correctional Industries (KCI) is a Division of the Department of Corrections designed to provide meaningful employment for inmates, such as Michaud Industries (a shampoo/body lotion packaging endeavor), and to provide a variety of goods and services for state agencies and other entities. State surplus property and federal surplus property programs are operated out of TCF.

Other inmate programs at TCF include: mental health services; Women's Activities and Learning Center (WALC); Dads and their Dependents (DADS); work release; and various inmate self help programs such as AA/NA.

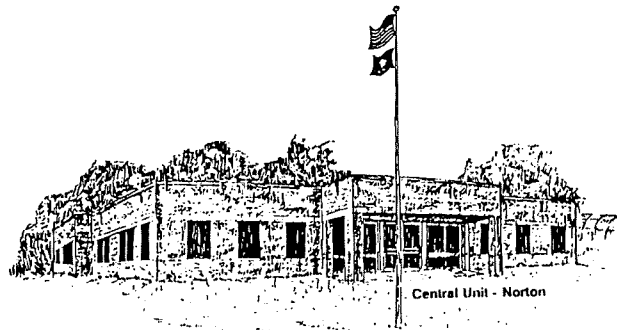


NORTON CORRECTIONAL FACILITY

**Jay Shelton, Warden
P. O. Box 546
Norton, KS 67654**

**913-877-3380
913-877-3972 (FAX)**

**Deputy Warden
Robert C. Purdue**



PROFILE

Date Opened: 1987

Capacity by Security Designation:

Number of Corrections Officers: 166

Medium: 332

Minimum: 262

Number of Other Staff: 86

Total Capacity: 594

Total Number of Staff: 252

Inmate Population as of December 31, 1993: 510

Operating Budget FY 1994: \$9.6 million

FY '93 Average Daily Population: 544

Accredited by the American Correctional Association since 1992.

Accredited by the National Commission on Correctional Health Care since June 1992.

Norton Correctional Facility

History

The facilities at Norton and Stockton are products of renovation projects established by SB 433, effective August 18, 1987. The 500-bed Norton facility entailed conversion of Norton State Hospital buildings, while the 94-bed Stockton facility was converted from a farm implement dealership. Initially, the facility at Norton shared space with the staff of the Department of Social and Rehabilitation Services and clients at the Norton State Hospital. The first minimum security offenders were

received at the Norton facility in September of 1987 and at Stockton in December of 1988. In October of 1988, the Kansas Department of Corrections assumed full administrative and operational responsibility for the buildings and grounds of the Norton State Hospital. On May 24, 1990, in accordance with provisions of SB 748, the facilities at Norton and Stockton were administratively consolidated.

Programs Available

Academic education programming to address the educational needs of offenders from the basic education level through the high school or secondary level is provided through a contract with the North Central Kansas Area Vocational-Technical School (NCKAVTS).

Vocational education programs, intended to provide participants with occupationally viable entry level job skills, are also provided through NCKAVTS. The courses offered include:

building maintenance

floraculture

food service

horticulture

Kansas Correctional Industries (KCI) is a Division of the Department of Corrections designed to provide meaningful employment for offenders and to provide a variety of goods and services for state agencies and other entities. The KCI microfilming operation is located at NCF.

Other inmate programs at NCF include: mental health services; substance abuse treatment; and a variety of inmate self help programs such as AA/NA.

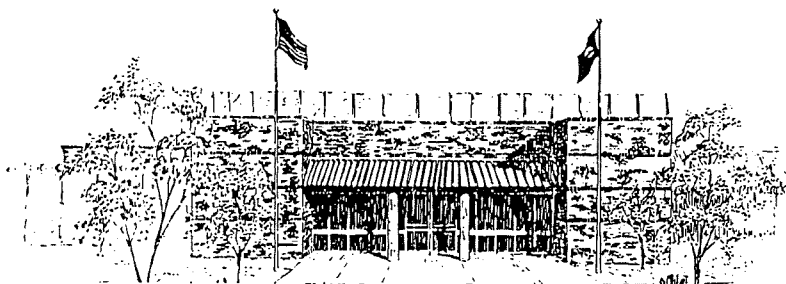


ELLSWORTH CORRECTIONAL FACILITY

Louis Bruce, Warden
1607 State Street
P. O. Box 107
Ellsworth, KS 67439

913-472-5501
913-472-4032 (FAX)

Deputy Warden
George Jones



PROFILE

Date Opened: 1988

Capacity by Security Designation:

Number of Corrections Officers: 117

Medium: 488
Minimum: 96

Number of Other Staff: 68.5

Total Capacity: 584

Total Number of Staff: 185.5

Inmate Population as of December 31, 1993: 563

Operating Budget FY 1994: \$7.6 million

FY '93 Average Daily Population: 568

Accredited by the American Correctional Association since 1992.

Accredited by the National Commission on Correctional Health Care since February 1992.

Ellsworth Correctional Facility

History

Ellsworth Correctional Facility grew out of the need for additional bed space due to a rapidly increasing inmate population. Even as plans were laid for the facility in 1986, it became apparent that this new construction project would have to be more ambitious than the original concept of a 96-bed minimum security facility. In order

to help meet the population challenges facing the Department of Corrections, the facility soon developed into its present design. ECF provides housing for 584 inmates, the first of whom were received on August 8, 1988. The total construction budget for this project was \$19.7 million.

Programs Available

Academic education programming to address the educational needs of inmates from the basic education level through the high school or secondary level is provided through a contract with the Barton County Community College.

Vocational education programs, intended to provide participants with occupationally viable entry level job skills, are provided through the Barton County Community College. Programs offered include:

office support systems

building maintenance (electrical, plumbing, and refrigeration)

Century Manufacturing, Inc., a private prison industry, provides a variety of Lucite paperweights, awards and such. Inmates are currently hired to do the finish work on the products, such as buffing and cleaning. This prison based industry employs inmates at or above minimum wage. These wages are subject to various deductions, including room and board, court costs, dependent care, Crime Victim Compensation, and mandatory savings.

Other inmate programs at ECF include: mental health services, substance abuse treatment, and a variety of inmate self help programs such as AA/NA.

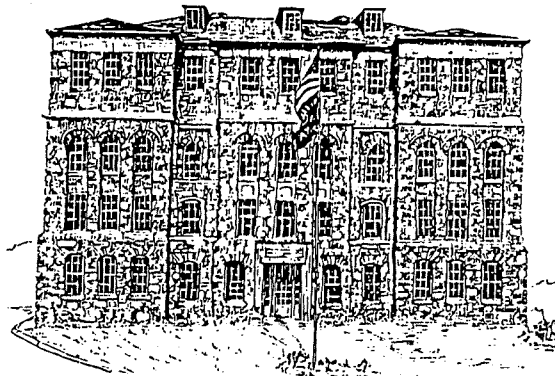


WINFIELD CORRECTIONAL FACILITY

**Gordon Hetzel, Warden
P. O. Box 653, North College
Winfield, KS 67156**

**316-221-6660
316-221-0068 (FAX)**

**Deputy Warden
Vacant**



PROFILE

Date Opened: 1984

Capacity by Security Designation:

Number of Corrections Officers: 69

Minimum: 290

Number of Other Staff: 36

Total Capacity: 290

Total Number of Staff: 105

Inmate Population as of December 31, 1993: 227

Operating Budget FY 1994: \$3.7 million

FY '93 Average Daily Population: 276

Accredited by the American Correctional Association since 1991.

Accredited by the Nation Commission on Correctional Health Care since February 1992.

Winfield Correctional Facility

History

The Winfield Correctional Facility was originally established by SB 496 in 1984 as the Winfield Pre-release Center. The facility is located on the grounds of the Winfield State Hospital in Winfield and the inmates are housed in renovated hospital buildings. The facility initially operated in two buildings and provided primarily pre-release program services to inmates approaching their release dates. In 1987, through SB 433, the facility

expanded by acquiring two additional buildings. In 1988, the Legislature authorized a capacity expansion from 141 beds to the current capacity of 290 beds. An inmate work program, as well as academic education and substance abuse contract programs were added at that time. On July 1, 1989, the name was changed to the Winfield Correctional Facility.

Programs Available

Academic education programming to address the educational needs of inmates from the basic education level through the high school or secondary level is provided through a contract with the Cowley County Community College.

Other inmate programs at WCF include: mental health services, pre-release, and a variety of inmate self help programs such as AA/NA.

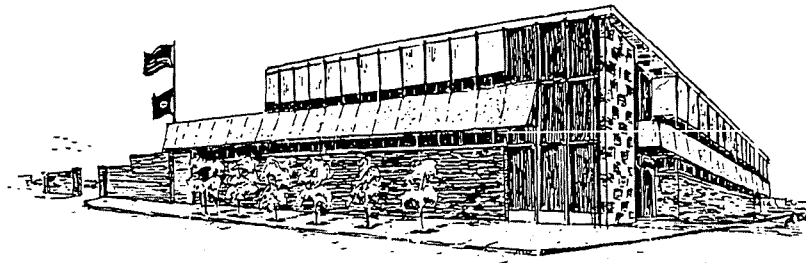


WICHITA WORK RELEASE FACILITY

**Emmalee Conover, Warden
401 South Emporia
Wichita, KS 67202**

**316-291-2254
316-291-5936 (FAX)**

**Deputy Warden
Julie Utt**



PROFILE

Date Opened: 1976

Capacity by Security Designation:

Number of Corrections Officers: 31

Minimum: 198

Number of Other Staff: 20

Total Capacity: 198

Total Number of Staff: 51

Inmate Population as of December 31, 1993: 175

Operating Budget FY 1994: \$2.0 million

FY '93 Average Daily Population: 172

Accredited by the American Correctional Association since 1984.

Wichita Work Release Facility

History

Work release has been a program in the Department of Corrections since January 1972. The Wichita Work Release program began in January 1976 as a co-correctional program with bed space for 22 inmates. It was first located at 1732 North Fairmount near Wichita State University. In August 1978, the program relocated to 320 North Market and expanded its population to 55 inmates. The program expanded further to a capacity of 76 in July 1984 and to 100 in March 1988.

In 1989 the Department of Corrections terminated its contract with VIP, Inc. for operation of community residential centers in Topeka and Wichita. As a result, over 100 inmates from the Wichita Community Residential Center were transferred to the Wichita Work

Release locations, the 320 North Market building and a building located at 309 North Market which had been leased by the Department in July 1989 to accommodate the influx of inmates. The capacity of the facility was thereby increased to 182.

The Department purchased and renovated a building located at 401 South Emporia to relocate the Wichita Work Release Facility, which can now house 198 inmates. The first inmates were received at the renovated facility on November 19, 1990.

Program Purpose . . .

The fundamental purpose of the work release program is to prepare selected inmates for release and to assist them in making a successful transition from the institutional environment back into a free society. The participating inmate must gain, and maintain, full-time employment. Inmates pay a room and board fee as well as transportation expenses. Each inmate is responsible for his or her own medical and dental expenses. Inmates pay court costs, restitution, dependent support, and other outstanding debts through a budgeting process and yet are able to accumulate savings prior to release from custody. In addition to the work release program, the facility offers several inmate self-help programs such as AA/NA.

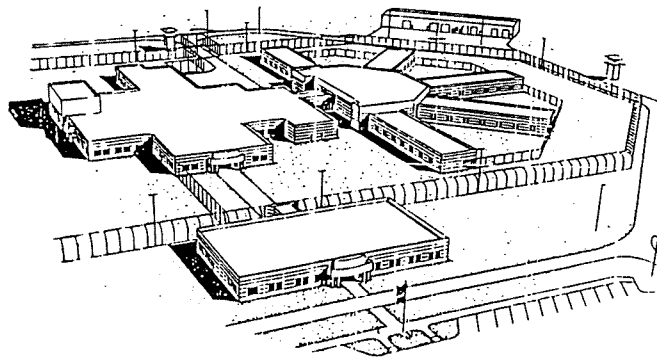


LARNED CORRECTIONAL MENTAL HEALTH FACILITY

**Harold Nye, Warden
P. O. Box E
Larned, KS 67550-0280**

**316-285-6249
316-285-3418 (FAX)**

**Deputy Warden
Phil Swope**



PROFILE

Date Opened: 1992

Capacity by Security Designation:

Number of Corrections Officers: 118

Maximum: 150

Number of Other Staff: 57

Total Capacity: 150

Total Number of Staff: 175

Inmate Population as of December 31, 1993: 101

Operating Budget FY 1994: \$5.7 million

FY '93 Average Daily Population: 115

Accredited by the American Correctional Association in 1993.

Accredited by the National Commission on Correctional Health Care since October 1992.

Larned Correctional Mental Health Facility

History

The Larned Correctional Mental Health Facility was constructed in response to an April 29, 1989 federal court order. The court order directed that the State develop and implement an acceptable long-term plan for mentally ill inmates in the custody of the Secretary of Corrections

In December 1989, the court approved the Department's long-term plan, which included the construction of a 150-bed facility on the grounds of the Larned State Hospital in Larned, Kansas. Construction began in January 1991, and the facility was dedicated in December 1991. The facility began receiving inmates in January, 1992

Purpose

The facility provides service to inmates who demonstrate significant impairment related to chronic mental disorders or organic dysfunction for which placement in the general population of a regular correctional facility may present a risk to their safety or the safety of others. Categories of inmates considered appropriate for admission include:

- Inmates who demonstrate chronic symptoms of major disorders involving psychotic features and/or cognitive impairment (e.g., schizophrenia, bipolar affective disorder, major depression, organic brain syndrome).
- Inmates who are considered to be at risk for suicide due to chronic attempts, threats and/or self-reported ideation.
- Inmates whose mental disorder is in partial remission.
- Inmates requiring constant supervision to maintain effective medication compliance.

Programs Available

The facility provides a complete range of traditional psychiatric in-patient type programs. The program is transitional in that inmates are referred to the program from other facilities and return to them as opposed to remaining there as a final placement. Mental health services include group and individual counseling, activity therapy and music therapy. Other programs offered include: anger management; an academic education, which includes both remedial education and G.E.D. preparation components; and a substance abuse treatment program with services tailored to address the needs the mentally ill substance abuser.

The program has no specific length or duration, as time in the program varies from individual to individual and is dependent upon individual illness and progress toward wellness. Of the inmates who have completed the program and returned to other KDOC facilities, approximately 25 % have had to return for additional treatment. For those who have had to return, the median length of stay away from the facility before returning has been 120 days.