

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS

The meeting was called to order by Senator August "Gus" Bogina at  
Chairperson

11:00 a.m./p.m./ on January 29, 19<sup>85</sup> in room 123-S of the Capitol.

All members were present except:

Committee staff present:

Research Department: Alan Conroy, Robin Hunn  
Revisor's Office: Norman Furse  
Committee Orrice: Judy Bromich, Doris Fager

Conferees appearing before the committee:

Michael Barbara, Secretary of Corrections  
Earl Stahl, Consulting Architect, Henningson, Durham and Richardson  
Dallas, Texas

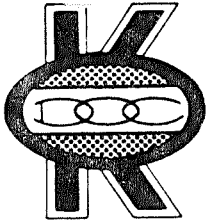
Secretary Barbara distributed copies of his memorandum dated January 29, and Fiscal Highlights, 1985 Legislative Session, prepared by the Department of Corrections (See Attachments A and B). He then outlined the highlights of both attachments.

During Secretary Barbara's presentation, there were questions from committee members concerning the number of counties participating in the Community Corrections Plan, the savings of community corrections versus incarceration, and the cost of placing inmates in youth homes at Beloit, Atchison and Topeka. There was also discussion concerning the increase in prison population in view of the fact that crime figures are declining. It was agreed that the reason for that may be that more people are being incarcerated, thus they are not out on the streets to commit more crimes.

Secretary Barbara distributed Attachment C and D; End-of-Month Inmate Population Count and Feasibility Study. He then introduced Mr. Stahl, who reviewed the Feasibility Study. There were questions from members of the committee concerning his presentation. He concluded by stating that modular units are suitable for meeting short-term space requirements, but that conventional construction would provide more satisfactory long-term results.

The meeting was adjourned by the Chairman.





KANSAS DEPARTMENT OF CORRECTIONS  
INTERDEPARTMENTAL MEMORANDUM

TO: Senate Ways and Means Committee      DATE: January 29, 1985

FROM: Michael A. Barbara, Secretary of Corrections *Michael A. Barbara*

SUBJECT: Department of Corrections' Budget Overview Presentation

Introduction

I appreciate the opportunity to meet with you today and to present you with a major budgetary overview of the Department of Corrections. This memorandum outlines eight such budgetary issues of particular importance to the Department of Corrections.

1. Prison Capacity & Population.
2. New Positions.
3. Completion of Pay Differential Implementation.
4. Reducing Inmate Idleness.
5. Community Corrections Expansion.
6. Medium Security Prison Completion.
7. New Major Institutional Capital Improvements.
8. DOC Space Needs Study.

Prison Capacity & Population

In his legislative message, Governor Carlin said that there were indications that the prison population might climb at a higher than anticipated rate. He asked that together we closely monitor the population growth and come to a joint resolution of the problem. The table below shows the net increase in the inmate population during the past calendar year.

Table I

<u>End of Month/Year</u>	<u>Net Pop. Increase</u>	<u>Actual DOC Fac. Pop.</u>	<u>Projected DOC Fac. Pop.</u>
Jan. 1984	88	3,737	-
Feb. 1984	56	3,793	-
March 1984	88	3,881	-
April 1984	38	3,919	-
May 1984	12	3,931	-
June 1984	32	3,963	-
July 1984	5	3,968	3,960
Aug. 1984	-8	3,960	3,980
Sept. 1984	24	3,984	4,000
Oct. 1984	23	4,007	4,020
Nov. 1984	47	4,054	4,040
Dec. 1984	80	4,134	4,060

Calendar year total 485

By January 27 the population has increased by 67 so far this month.

The current Department of Corrections facility population of 4,206 as of January 27 compares to a current optimum management capacity of 2,722 and a maximum capacity of 3,841. (These capacity figures do not include one-half of KSP's "C" cellhouse which is being renovated: - 136 OMC and - 228 MC.)

Since April, 1984, 379 optimum management capacity beds and 483 maximum management capacity beds have been brought on line. The Table II below shows these new beds by facility.

Table II

<u>Facility</u>	<u>Date of Opening</u>	<u>Optimum Management Capacity</u>	<u>Maximum Capacity</u>
Pre-Release			
Topeka	7/1/84	65	65
Winfield	7/1/84	141	141
KSP Orientation			
Annex	7/5/84	50	108
KSP OSD II	7/15/84	50 (now at 228)	66
KCIL "B" Bldg.	3/11/85	23	23
KSIR Living			
Unit "F"	8/8/84	50 (now at 80)	80
<u>TOTAL</u>		<u>379</u>	<u>483</u>

By the end of calendar year 1985, an additional 552 optimum management capacity beds and 870 maximum capacity beds will become available. Table III shows all of these projects.

Table III

<u>Facility</u>	<u>Date of Opening</u>	<u>Optimum Management Capacity</u>	<u>Maximum Capacity</u>
KCIL "B" Bldg.	3/85	46	46
KSIR Min. Custody	4/1/85	96	96
KSP Medium Security	6/85	378 (OSD I = 90)	696 (OSD I=120)
El Dorado Honor Camp	12/24/85	32	32
<hr/>			
Total		552	870

The Governor has spoken to legislative leaders about this problem and I will update you periodically during the session. I look forward to our joint efforts for a resolution.

New Positions

Following the 1984 legislative session, the Department hired a prison security and operational expert and former federal warden to analyze the staffing needs at KSP and KSIR. The consultant, James Henderson, concluded that there were significant staff shortages at these institutions. Altogether, the Governor and Department are requesting 67 new positions for FY 1986 at a total cost of about one million dollars. The positions are to meet the shortage of security and support staff caused by the increasing inmate population and to staff the:

1. New medium security prison at KSP.
2. 32-bed expansion of the El Dorado Honor Camp.
3. 96-bed minimum security dorm at KSIR.
4. 46-bed new unit at KCIL.
5. Expansion of Kansas Correctional Industries.

### Completion of Pay Differential Implementation

The FY 1986 budget contains \$219,721 to provide a pay differential to those remaining prison employees who have close and continuing contact with inmates at maximum security institutions. The two-range pay differential was passed by the legislature in 1982 amidst staff unrest following the killing of a correctional officer. However, the differential was only extended to a portion of the entitled employees due to budget constraints. The initial appropriation was made in recognition that any correctional employee in regular contact could become a victim of an inmate assault and that they are subjected to high levels of work related stress resulting in increased rates of stress-related illnesses.

There are 87.6 positions in the group proposed to receive the differential in FY 1986. They include medical and clinical support positions, activity therapists, athletic instructions and certain administrative and clerical positions. The group is limited to employees whose work stations are located within the main security perimeter of a maximum security institution or whose work activities require the provision of treatment or service to inmates within that security perimeter.

In addition, the Department has targeted 34 maintenance/trades and food service positions, now receiving the two-range pay differential, for elimination of that differential as those positions become vacant.

### Reducing Inmate Idleness

In September, 1983, Legislative Post Audit described idleness in the Kansas Prison System as excessive. Today, I must report that the situation has worsened considerably. Despite the statutory requirement that, to the extent possible, inmates work a 40-hour work week, nearly half have no job or education program available to them. (K.S.A. 75-5211a) Many that do have a "job" work only a few hours a day and often at menial tasks. The institutions' capacity to provide additional maintenance and groundskeeping work has long ago been exhausted.

This session you will be presented with recommendations from three sources on how to alleviate prison idleness.

1. Alexander Grant, a national management/accounting firm, is presently completing a DOC commissioned study on the feasibility of five prison industries. Their recommendations will be available within two weeks.
2. The statutorily established Prison Industries Advisory Committee is preparing a report to the Governor and legislature on prison idleness.

3. The Department's budget contains a recommendation to expand the existing industry programs by 52 jobs through the addition of 3 additional staff.

There is some good news, however slight. Fred Braun has established a second private sector industry at Leavenworth called Heatron, and has hired a small number of KCIL's female inmates to assemble the custom heater coils that the company makes. A new private industry--Jensen Engineering--has begun to expand its small corp of seven inmate draftsmen at KSP and anticipates increasing that number significantly by the fall of 1985. Unfortunately, to date, these efforts have not provided many additional jobs.

Realistically, the primary responsibility must rest on the state to reduce idleness. Until we take major steps to improve the situation, every new inmate and many with us now will remain in their cell, idle.

#### Community Corrections Expansion

The passage of 1984 SB 829 enabled the further expansion of community corrections in mid-sized counties by modifying the Act's grant formula to make their participation financially feasible. The Department's FY 1986 budget contains operating funds for five counties--Douglas, Saline, and the three county group of Crawford, Cherokee, Labette--for the last quarter of the fiscal year. The combined cost is \$219,000.

In addition, Johnson County is planning to re-enter the program beginning July 1, 1985, at a cost of \$854,000 for the year. As you know, community corrections attempts to divert D and E offenders from prison and in so doing reduces the growth in the prison population. It continues to be a sound cost saving investment.

#### KSP Medium Security Prison

The new medium security prison is expected to begin taking inmates in June, 1985. The housing buildings are 94% complete, kitchen/dining is 98% complete and the recreation/chapel building is 25% complete. Bids for the Support Services building are scheduled for letting in mid-April of this year.

New Major Institutional Capital Improvements

<u>Institution</u>	<u>Project</u>	<u>Cost</u>
KSP	Infirmery Addition	\$197,637
KSP	A Cellhouse Renovation (planning)	79,027
KSP	OSD II Recreation Bldg. addition	15,000
	Subtotal	<u>\$291,664</u>
KSIR	Replacement of Standby Electric Generator	\$592,097
KSIR	Steam Line Replacement	133,591
KSIR	Electrical Power System Upgrade (Study)	50,000
KSIR	Cold Water Line Replacement in C & D Cellhouses	64,500
	Subtotal	<u>\$840,188</u>
SRDC	Water Line Replacement in Main Building	\$ 52,000

DOC Space Needs Study

The 1984 legislature appropriated \$150,000 to study the space needs of the Department of Corrections. Specifically, the authorization language of SB 882 provided for:

A comprehensive study of space needs and buildings and facilities for use by the Department of Corrections, including repair, renovation or conversion of existing facilities, buildings and institutions of state agencies and new buildings and facilities.

The study which was performed by Henningson, Durham and Richardson, a Dallas, Texas architectural consulting firm specializing in corrections, and Schaefer and Associates, Wichita, Kansas, the supporting consultants, addressed four basic questions:

1. Does the DOC need additional space, and if so, what types of space?
2. What is the feasibility of converting a variety of non-correctional facilities to correctional use?
3. What are the renovation needs in the Department's existing correctional facilities?



4. What is the feasibility of using prefabricated modular facilities to house inmates?

The intensive six-month study drew the following conclusions which were presented to the Joint State Building Committee on January 11, 1985.

1. Conversion Potential of Non-Correctional Facilities.

- a. The initial renovation cost of converting a non-correctional facility to correctional use is usually cheaper than new construction.
- b. However, the operating cost of a converted facility is so much higher that it out strips the cost difference between a renovated facility and a newly constructed facility in only a few years. The long-term life cycle costs are so dramatically higher for a converted non-correctional facility that this option is usually infeasible.

2. Renovation & Expansion of Existing Facilities.

- a. The State Reception and Diagnostic Center should be renovated and expanded to a 500-bed psychiatric/medical/diagnostic facility. This would correct the deteriorated condition of the existing facility and enable the Department to meet currently deficient treatment needs of several hundred inmates. Cost: \$34.2 million.
- b. Kansas Correctional Institution at Lansing should be renovated and expanded to house 270 felons. The study found all of the housing units to be in "extremely poor condition, such that demolition is recommended. All of these buildings, which are of similar design, are facing severe structural deterioration problems". In addition to correcting these conditions, which the study terms deplorable, the new facility would provide additional beds to accommodate the female population. Cost: \$16.9 million.

3. Modular Housing.

- a. The major advantages of pre-designed/manufactured buildings are the very short time required to bring housing on line, relocatability and the potential for reusing the unit.

- b. However, pre-designed/manufactured systems are subject to one or more serious limitations: Very short life expectancy (7.86 years); high staffing, energy and maintenance costs; and inadequate code compliance.

I present these recommendations to you for your review. I urge you to work with the Governor and me to address the problems that we face in corrections and together resolve them.

MAB:dja

DEPARTMENT OF CORRECTIONS

***Fiscal Highlights***  
***1985 Legislative Session***

January 1985

Michael A. Barbara, Secretary

Prepared by: Management Services

**KANSAS DEPARTMENT OF CORRECTIONS**

**BUDGET ITEM HIGHLIGHTS AS RECOMMENDED BY THE GOVERNOR FOR  
FISCAL YEARS 1985 AND 1986**

To carry out the duties and responsibilities of this Department, we are very strongly supporting the recommendations of the Governor in providing additional staff positions (67) and support costs along with program expansion in the areas of security, counseling, education and work programs.

Following are highlights of those recommendations for the correctional institutions under the jurisdiction of this office for FY 1985 and FY 1986:

**DEPARTMENT OF CORRECTIONS  
System Highlights**

Population - For FY 1986, it is anticipated that the inmate populations within the correctional system will continue to increase with a systemwide average daily population to be housed totaling 4,190 offenders, compared to an estimated 4,088 offenders for the current fiscal year. This is a net increase of 55 offenders over our original estimate for FY 1985. This will affect the budget needs of the State Reformatory at Hutchinson and the Kansas Correctional Institution at Lansing. The Governor has recommended a supplemental budget increase for FY 1985 to provide the sufficient funds necessary to cover the increased costs. We are continuing to watch these population figures very closely and will keep the Governor and the Legislature informed of any possible major changes that could have a fiscal impact during the current fiscal year and an impact on the FY 1986 needs.

Hazardous Duty Pay - As a systemwide proposal, the Governor recommends approximately \$220,000 to provide hazardous duty pay to an additional 87.6 equivalent full-time employees who have close and continuous contact with inmates. After more than a year of experience, it is recommended these positions be included while 34 different positions are pinpointed for removal from the hazardous duty pay system by attrition.

<u>AGENCY</u>	<u>NO. OF EMPLOYEES</u>	<u>AMOUNT</u>
Department of Corrections	1.0	\$ 3,090
Kansas State Penitentiary	31.5	72,629
Kansas State Ind. Reformatory	22.5	57,252
Kansas Corr. Inst. at Lansing	5.0	12,774
Reception & Diagnostic Center	27.6	73,976
	87.6	\$219,721

Medical Systems Efficiency Analysis - Funds are recommended for FY 1986 in the amount of \$21,660 to implement a Medical

Systems Efficiency Analysis for the Department of Corrections. The proposed analysis will involve the Kansas State Industrial Reformatory and the Kansas Correctional-Vocational Training Center. The analysis will be implemented in four phases: (1) data collection; (2) descriptive profile; (3) needs assessment; and (4) impact analysis. This assessment should provide the feasibility and impact of contracting with the private sector for the delivery of health care services at the correctional facilities.

## HIGHLIGHTS OF PROGRAMS BY AGENCIES UNDER THE JURISDICTION OF THE DEPARTMENT OF CORRECTIONS

### DEPARTMENT OF CORRECTIONS - Agency 521

1. Central Management - Maintaining and continuing the same level of program.
2. Correctional Industries - Provides for expansion of programs in the clothing, furniture and farming area providing an additional 52 inmate jobs necessitating three additional employees - two Correctional Industries Managers I and one Farmer III position. The costs for this expansion will be financed from revenues received from product sales. The total cost for these three positions is \$57,932.
3. Community Services - Maintains and continues the same level of programs as provided for in FY 1985 with the addition of two positions to enhance parole planning coordination efforts of the Kansas State Penitentiary. This additional support is necessary due to the substantially increased population at this facility and the geographical separation of inmates housed in the maximum, medium and minimum housing facilities.
4. Community Corrections - This program reflects the statutory increases for community correction county participants which is 70% for the first year, 90% for the second year, and 100% for the third year of operation. During FY 86, Sedgwick County will reach the 100% range and Montgomery County will reach the 90% level. In addition, this includes funding for Johnson County (\$854,000) to re-enter the program on July 1, 1985, and the addition of Douglas, Saline, Crawford, Cherokee, and Labette counties to participate starting April 1, 1986 or for the last quarter of FY 1986 at a cost of \$219,000.
5. Honor Camps - For FY 1986 with the expansion of the El Dorado facility from 64 beds to 96 beds, six additional staff positions will be required to provide the services and the security needs of this expanded facility for proper and adequate supervision. These positions consist of one Corrections Officer IV, two Corrections Officers II, one Unit Team Manager, one Food Service Supervisor and one Clerk Typist II position to support the additional needs of the Honor Camps Program.

In addition to these positions, for FY 1986 three additional positions are recommended (Corrections Officer III) to establish a pilot program to maintain highway rest areas. The cost of this project will be financed on a 50/50 basis by the Department of Corrections and the Department of Transportation.

The location of these highway rest areas and facilities are as follows:

Toronto Area

1. 1 Mile North of Hamilton K-99.
2. 5 Miles North of Yates Center US-75.
3. 2 Miles North of Fredonia K-39.
4. 2 Miles Northeast of Neodesha US-75.
5. 5 Miles West of Batesville US-54.

El Dorado Area

1. I-135 in City of Wichita 2 1/2 miles.
  2. 10 Miles East of El Dorado US-54.
  3. 1 Mile North of Sedgwick County Line I-135.
6. Capital Improvements - For FY 1986, funds are recommended to remodel and construct an addition to the main building at the Toronto facility. The estimated cost of this project is \$516,500 with \$233,360 for FY 1986 and \$283,140 for FY 1987.

For FY 1986, \$400,000 is recommended to continue the funding of the Central Maintenance and Repair fund to be distributed among the correctional institutions on the basis of systemwide priorities. This program was funded for FY 1985 for the first time and has accomplished the objective in meeting the needs of the correctional system. For FY 1985, \$300,000 was appropriated to handle these types of projects.

**KANSAS STATE PENITENTIARY - Agency 525**

For FY 1986, the recommendation provides the necessary resources to support an estimated average daily population of 2,067 inmates which places additional demands upon the institution's operation. These additional demands in staffing reflect a need for 27.5 positions. Of these 27.5 positions, 12.5 are required due to the inmate population as follows: two clerical support positions, a half-time Technician to a full-time position and ten security positions for C Cellhouse renovation to be completed in October, 1986.

The balance of these positions will be required for the Medium Security Unit, which is due to come on line in June 1985. The FY 86 budget will require a full year's consideration for operating costs and staff needs. For FY 1986, fifteen (15) additional positions have been recommended at a cost of \$321,000,

consisting of seven positions for physical plant maintenance and eight positions for the delivery of medical and counseling services to inmates housed within the medium custody facility.

In continuing to upgrade and maintain our correctional facilities, recommendations have been made to continue this effort. The following new projects have been recommended for FY 1986:

<u>PROJECT TITLE</u>	<u>AMOUNT</u>
Construct Addition to Infirmary	\$197,637
*Renovation of A Cellhouse (Planning)	79,027
Construct Addition to Recreation Building at Outside Dormitory No. 2	15,000
Total	<u>\$291,664</u>

\*The renovation costs of A Cellhouse is estimated at a cost of \$1.5 million requiring appropriations for FY 1987 and 1988.

#### **KANSAS STATE INDUSTRIAL REFORMATORY - Agency 313**

In addition to maintaining the current level of programs at KSIR for FY 1986, several programs will require enhancements due to the increased population.

For FY 1985, the institution's estimated daily population has been revised and increased from 1,181 ADP to 1,277, an increase of 96 ADP. To cover the additional costs (estimated at \$130,752) and anticipating that \$98,380 can be absorbed within the current authorized operating budget, a supplemental budget request for FY 1985 of \$32,372 has been recommended by the Governor.

For FY 1986 in providing the additional services and security needed, an additional 17.5 positions have been recommended for carrying out duties and responsibilities. These positions consist of one Storekeeper, four and a half positions to enhance delivery of medical and counseling services, consisting of a half-time position to expand the current dental assistant positions to full time and a Nurse II position, two Psychologists and one clerical support positions. Also provided were one clerical support position for the 96-bed housing facility, and 11 Corrections Officer II positions, consisting of one work detail officer to maintain parks and recreation areas for the City of Hutchinson, and ten additional Corrections Officer positions for the renovated D Cellhouse, which will be completed during the last quarter of FY 1986.

Capital Improvements - In continuing to upgrade and maintain our correctional facilities, recommendations have been made to continue this effect. The following new projects have been recommended for FY 1986:

<u>PROJECT TITLE</u>	<u>AMOUNT</u>
Replace Stand-By Electrical Generator	\$592,097
*Replace Steam Lines	133,591
Upgrading Power Supply (Study)	50,000
Replace Cold Water Lines in C & D Cellhouses	64,500
<b>TOTAL</b>	<b>\$840,188</b>

\*To complete the steam line project, a FY 1987 appropriation of \$139,816 will be required.

**KANSAS CORRECTIONAL INSTITUTION AT LANSING - Agency 307**

For FY 1985, a supplemental appropriation was requested and is recommended in the amount of \$11,330 to help offset part of the cost as a result of increasing the average daily population from 170 to 183 inmates with the difference being absorbed from current authorized funds.

For FY 1986, the recommendation provides the necessary resources to support the estimated average daily population of 183 inmates. To improve upon the necessary services and security, five additional positions have been recommended to support these needs consisting of one clerical position and three security positions to establish a permanent security post in the infirmary, segregation and orientation housing areas for the two evening shifts at a cost of \$92,000. Also recommended was \$15,600 for additional contract dental services.

**KANSAS CORRECTIONAL-VOCATIONAL TRAINING CENTER - Agency 145**

For FY 1986, the recommendation provides for the necessary resources to maintain the current level of program at an estimated average daily population of 220 inmates, which provides for one additional social worker position to improve the delivery of counseling services to inmates assigned to this institution. This will provide for each housing unit with a social worker position which will eliminate the scheduling problems and reduce the caseload for the current authorized staff.

**STATE RECEPTION AND DIAGNOSTIC CENTER - Agency 551**

For FY 1986, the recommendation provides for the necessary resources to support the current level of operations plus two new positions. One position consists of a personnel officer position



who would perform personnel functions for both SRDC and KCVTC with a combined total staffing of 210 positions. The second position is a corrections officer position which would enhance security at the facility by establishing an outside perimeter security post. In addition to the staff needs, funds are recommended for purchasing word processing equipment (\$12,460). The cost will be offset over a two-year period by elimination of the need for temporary clerical employees.

In addition to the above recommendation, funds totaling \$65,000 for the acquisition of a new bus for transportation of inmates within the correctional system.

Capital Improvements - For FY 1986, the Governor is recommending the following:

<u>PROJECT TITLE</u>	<u>AMOUNT</u>
Replace Water Lines in Main Building	\$52,000

END-OF-MONTH  
INMATE POPULATION COUNT

January, 1982 to December, 1984

Date	KSP	KSIR	SRDC	KCVTC	KCIL	Honor Camps	Work Release	Pre-Release Centers	Non-DOC Facilities	GRAND TOTAL	Total Male	Total Female
Jan., 1982	1,271	911	126	209 (71)	110 (62)	63	80 (8)	—	50 (4)	2,820	2,675	145
Feb., 1982	1,295	905	124	209 (75)	110 (64)	69	77 (7)	—	50 (5)	2,839	2,688	151
Mar., 1982	1,314	891	121	208 (77)	116 (68)	84	89 (5)	—	46 (4)	2,869	2,715	154
Apr., 1982	1,354	915	124	214 (80)	114 (68)	90	88 (8)	—	45 (3)	2,944	2,787	157
May, 1982	1,392	897	126	202 (77)	114 (66)	96	94 (9)	—	49 (4)	2,970	2,814	156
June, 1982	1,407	926	119	208 (77)	114 (66)	96	91 (9)	—	47 (6)	3,008	2,850	158
July, 1982	1,392	910	126	197 (76)	111 (63)	107	94 (11)	—	57 (6)	2,994	2,838	156
Aug., 1982	1,365	932	124	211 (85)	110 (65)	112	97 (11)	—	53 (6)	3,004	2,837	167
Sept., 1982	1,397	959	127	209 (82)	107 (61)	110	103 (10)	—	59 (8)	3,071	2,910	161
Oct., 1982	1,419	966	129	205 (83)	110 (64)	106	97 (9)	—	58 (7)	3,090	2,927	163
Nov., 1982	1,424	976	130	208 (81)	114 (67)	110	83 (7)	—	58 (5)	3,103	2,943	160
Dec., 1982	1,410	995	132	200 (82)	108 (65)	119	93 (9)	—	61 (4)	3,118	2,958	160
Jan., 1983	1,437	1,034	121	206 (84)	112 (66)	113	94 (9)	—	65 (4)	3,182	3,019	163
Feb., 1983	1,424	1,057	126	193 (78)	116 (68)	117	92 (9)	—	70 (6)	3,197	3,036	161
Mar., 1983	1,481	1,046	121	196 (79)	118 (68)	122	93 (9)	—	70 (8)	3,247	3,083	164
Apr., 1983	1,530	1,044	123	199 (81)	113 (66)	116	102 (9)	—	63 (6)	3,290	3,128	162
May, 1983	1,567	1,079	126	208 (85)	119 (70)	113	98 (9)	—	60 (4)	3,370	3,202	168
June, 1983	1,575	1,076	126	205 (80)	131 (81)	119	100 (9)	—	58 (4)	3,390	3,216	174
July, 1983	1,587	1,106	123	193 (75)	144 (94)	117	103 (7)	—	57 (4)	3,430	3,250	180
Aug., 1983	1,613	1,072	124	197 (63)	157 (108)	116	95 (7)	—	59 (6)	3,433	3,249	184
Sept., 1983	1,634	1,108	128	195 (49)	170 (121)	117	99 (7)	—	58 (6)	3,509	3,326	183
Oct., 1983	1,662	1,162	130	191 (39)	179 (137)	116	98 (7)	—	57 (7)	3,595	3,405	190
Nov., 1983	1,689	1,194	127	193 (38)	185 (148)	118	94 (8)	—	59 (6)	3,659	3,459	200
Dec., 1983	1,742	1,182	135	198 (38)	186 (153)	115	91 (8)	—	59 (5)	3,708	3,504	204
Jan., 1984	1,785	1,222	137	191 (35)	193 (161)	115	94 (9)	—	61 (6)	3,798	3,587	211
Feb., 1984	1,800	1,252	138	197 (39)	193 (161)	117	96 (8)	—	63 (7)	3,856	3,641	215
Mar., 1984	1,834	1,301	138	199 (39)	197 (166)	115	97 (9)	—	61 (6)	3,942	3,722	220
Apr., 1984	1,835	1,319	135	212 (39)	204 (175)	117	97 (7)	—	77 (7)	3,996	3,768	228
May, 1984	1,865	1,291	138	217 (40)	203 (176)	107	110 (6)	—	77 (9)	4,008	3,777	231
June, 1984	1,860	1,257	136	208 (39)	204 (175)	124	103 (6)	71 (11)	70 (9)	4,033	3,793	240
July, 1984	1,843	1,249	133	212 (38)	198 (170)	116	94 (4)	123 (16)	72 (13)	4,040	3,799	241
Aug., 1984	1,832	1,227	135	215 (39)	194 (168)	126	73 (3)	158 (16)	81 (14)	4,041	3,801	240
Sept., 1984	1,870	1,231	127	214 (39)	180 (155)	116	85 (7)	161 (16)	95 (12)	4,079	3,850	229
Oct., 1984	1,898	1,235	110	215 (36)	171 (148)	125	96 (8)	157 (14)	100 (13)	4,107	3,888	219
Nov., 1984	1,886	1,242	133	209 (37)	178 (154)	114	112 (8)	180 (16)	102 (15)	4,156	3,926	230
Dec., 1984	1,895	1,281	137	204 (34)	182 (158)	124	112 (6)	199 (16)	104 (16)	4,238	4,008	230

Note: A number in parentheses indicates the number of females in the population.

The institutional references used in the table are as follows: Kansas State Penitentiary (KSP); Kansas State Industrial Reformatory (KSIR); State Reception and Diagnostic Center (SRDC); Kansas Correctional-Vocational Training Center (KCVTC); Kansas Correctional Institution at Lansing (KCIL); honor camps are located at Toronto and El Dorado; work release programs are located in Topeka, Wichita, Hutchinson. Non-Department of Corrections facilities includes inmates assigned to Larned State Hospital, contract jail placement, plus contracted work release.

Source: Planning, Research, Evaluation, and Accreditation Section, Kansas Department of Corrections.

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## Acknowledgements

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Kansas Correctional Facilities  
Feasibility Study

EXECUTIVE SUMMARY REPORT  
January 3, 1985

Prepared for the Department of Corrections by

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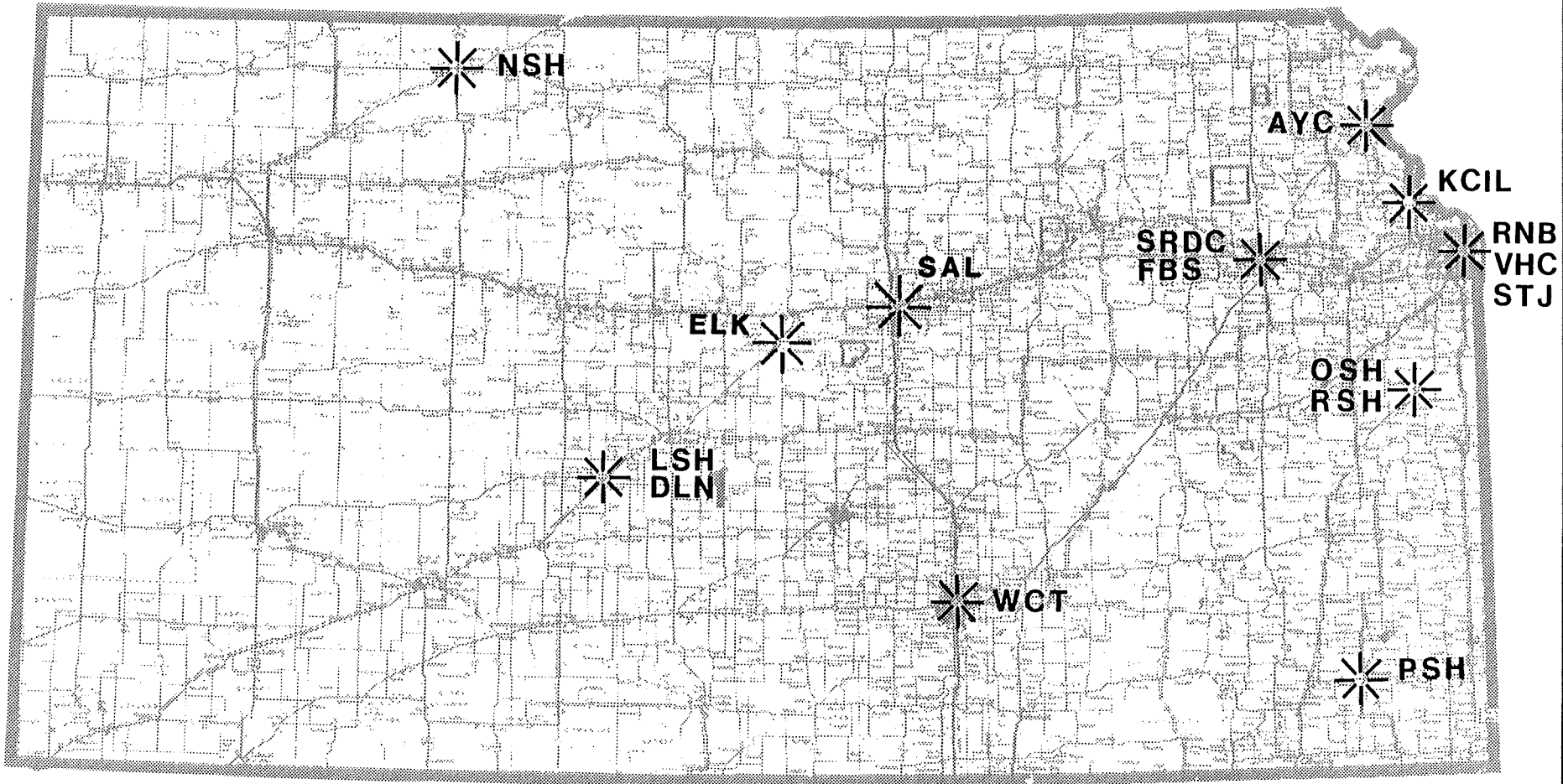
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# Kansas Correctional Facilities Feasibility Study

## Introduction

This Correctional Facilities Feasibility Study was undertaken to identify, by means of a preliminary analysis (Task One), the more promising of twelve candidate non-correctional facilities for conversion to a variety of correctional uses according to needs outlined by the Department of Corrections. The two most promising potential conversions were then subjected to a more detailed evaluation (Task Four) to determine feasibility in terms of long term cost benefit. Concurrently, a similarly detailed evaluation of two existing correctional facilities (Task Two) was made to determine the feasibility of renovation for continued utilization for the current use, versus replacement by new facility construction. Additionally, a review of pre-designed modular buildings available in the market place for correctional use (Task Three) was conducted to assess the applicability of this approach to facility development in Kansas.

Task One, Preliminary Conversion Feasibility, examined twelve existing facilities against a range of proposed correctional uses:

1. Larned State Hospital (LSH), Larned, Kansas. Partial conversion, utilizing only the Dillon and Jung buildings (DLN), was also considered.
2. Norton State Hospital (NSH), Norton, Kansas.
3. Osawatomie State Hospital (OSH), Osawatomie, Kansas. Partial conversion, utilizing only the Rush, Carmichael and Employee's buildings (RSH) was also considered.
4. Partial conversion, utilizing Walnut, Chestnut and Vocational buildings only (PSH), Parsons State Hospital, Parsons, Kansas.
5. Rainbow Mental Health Facility (RNB), Kansas City, Kansas.
6. School for the Visually Handicapped (VHC), Kansas City, Kansas.
7. Youth Center at Atchison (AYC), Atchison, Kansas.
8. City Prison Farm (WCT), Wichita, Kansas.

- 
9. Buildings 281, 818 and the BOQ, Forbes Field (FBS), Topeka.
  10. St. Joseph's Home (STJ), Kansas City, Kansas.
  11. Elkan Manufacturing Facility (ELK), Ellsworth, Kansas.
  12. Windsor Villas Retirement Homes (SAL), Salinas, Kansas.

In addition to the twelve facilities offered for conversion, two existing correctional facilities were included to permit comparative evaluation of their conversion potential for an expanded or changed correctional use.

13. Kansas Correctional Institution at Lansing (KCIL), Lansing.
14. State Reception and Diagnostic Center (SRDC), Topeka, Kansas.

Four facilities were evaluated utilizing the detailed analysis employed for Tasks Two and Four. This methodology addresses the issues at the individual building level, based on a further development of the utilization concept.

1. Continued utilization of KCIL as a women's co-correctional facility.
2. Continued utilization of SRDC as a central diagnostic facility for the Kansas correctional system.
3. Renovation and expansion of SRDC to serve as a central diagnostic and psychiatric treatment center for the system.
4. Conversion of the Youth Center at Atchison to a women's correctional facility.

In addition to the four conversion/renovation projects outlined above, the preliminary analysis of conversion feasibility for the City Prison Farm at Wichita was revised to reflect an expanded mission serving a larger correctional population. Comparative data relative to this potential conversion is also presented in this document.



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**Departmental Need**

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## Population and Capacity

The following assessment of the ability of the physical plant to accommodate the number and type of inmates incarcerated is based on data developed by the Kansas Department of Corrections. System capacity is considered in terms of Optimum Management Capacity and Maximum Management Capacity. The two are defined in the Department's October 1984 capacity report as follows:

Optimum management capacity is defined as the largest number of inmates a facility can accommodate and still maintain a desirable level of management and control. At this level, an institution can provide a reasonable degree of safety and security for staff, inmates, and the general public, and provide food service, personal hygiene, health services, exercise, programs, activities, and other daily operations in a timely and orderly fashion. As optimum management capacity is exceeded, there exists an increasingly clear and present danger to the safety of inmates and staff. Management and control become increasingly difficult.

Maximum capacity is defined as the largest number of inmates a facility can physically house without using non-housing areas such as hallways, recreation, infirmary and segregation space. When maximum capacity is reached, the increased risk of disturbances, violence, and loss of control in the facility have reached an intolerable level. No additional increase in the inmate population can reasonably be allowed beyond maximum capacity. The definition of maximum capacity attempts to communicate a very strong message. That message is that maximum capacity is a point which a correctional system hopefully will never reach. At maximum capacity, the state of overcrowding would be near a breaking point which could mean disastrous consequences for the institution and the public.

In short, optimum management capacity is the population level at which correctional facilities will function properly the vast majority of the time. Maximum capacity is a very undesirable population level that the system could physically hold out of necessity but at significant risk. As the number of inmates increases beyond the optimum level, the management and control capabilities of the correctional system steadily decrease.

The system presently provides a total of 3378 beds at optimum capacity and 4907 at maximum capacity. Stated in terms of inmate load, the system can be operated most efficiently with a load of 3378 inmates, and can accept an increased load, with a corresponding increase in risk, up to a maximum of 4907 inmates, or approximately 150% of optimum management capacity (OMC). Projected system load for 1985 is 4275 inmates, or 127% of OMC, and for 1989, 4511 inmates, or 136% of OMC. The goal of any long range planning should be, obviously, to provide sufficient capacity for the system to be operated at 100% of OMC, to the extent the State is able to acquire additional capacity.

The cost of additional capacity will vary considerably, depending primarily on the custody level to be served. The following table shows the optimum and maximum capacities of the system by custody level, and the anticipated loads in 1985 and 1989:

Custody Level	Capacity			1985 Load		1989 Load	
	OMC	MMC	%OMC	Inmates	%OMC	Inmates	%OMC
Minimum	1000	1049	105%	1049	105%	1049	105%
Medium	378	696	184%	486	184%	571	184%
				210		125	
Maximum & Close	2000	3162	158%	1055	127%	1210	138%
				1475		1556	
Total	3378	4907	145%	4275	127%	4511	136%

This tabulation illustrates that the minimum and medium custody facilities in the system, operating at maximum management capacity, cannot accommodate the total inmate load appropriate to these lower custody settings. That is, many inmates must be housed in facilities with security provisions, both physical and operational, greater than necessary. Additional bed capacity is needed in minimum and medium security settings, with medium security being the most critical. Acquisition of such capacity will not only contribute to the relief of overcrowding in the system as a whole, but will also allow the Department to move toward a more efficient operational situation, housing more inmates in the least restrictive (and least expensive to build and operate) setting adequate to their custody class.

## Proposed Correctional Uses

Despite the need for additional minimum and medium security bedspace, overcrowding is not the major source of operational difficulties at DOC facilities. Two other factors are seen by the Department as having equal or greater significance:

- o The development of facility settings for specialized treatment programs, psychiatric programs in particular, is of great importance because, by focusing on discreet and highly treatable elements of the correctional population, the Department can anticipate an improved rate of successful program delivery, which in turn tends to improve conditions in the system as a whole.
- o Improvement of the deplorable conditions in some of the Department's facilities (substandard and debilitating housing conditions, lack of adequate space for correctional programs, and lack of adequate security provisions) would relieve the serious limitations under which facility personnel now operate.

In view of these considerations, and based on a preliminary assessment of the candidate facilities, a set of potential new correction uses has been developed.

Super Maximum - The mission of this facility is the housing and supervision of the highest level of security risk; those inmates with a history of violence who present a danger to themselves and others. Estimated department need is about 50 to 100. Inclusion of reception and diagnostic capability would reduce the security risk posed by transportation of this type of inmate.

Youthful Offender serves the purpose of separating younger inmates from the older population. By separating these populations, more effective correctional programs may be implemented. The security level at this facility is medium with a potential population of 100-150 beds.

Mainline Medium serves a general population of medium security inmates, providing a mix of work and training programs - academic and vocational education, and correctional industries. Population will be as large as possible up to 500.

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Women's Facility serves a general population of women offenders with classification categories of all levels. The approximate size will be 200-300 providing a general mix of work and training programs. Conversions to this facility type will provide an alternative to continued use of KCIL.

Mainline Minimum serves a general population of minimum security offenders in an institutional setting. The population will be in the range of 100-200 beds, and the facility will have essentially the same program requirements as mainline medium.

Psychiatric Treatment Facility is intended to respond to the needs of inmates with the most serious mental health disorders. The estimated population for such a facility is approximately 120 to 150.

Psychiatric Transition - Following psychiatric treatment, a transition is required for patients before return to mainline facilities. This facility serves this purpose and provides "outpatient" care. Estimated population for such a facility would be as large as 500 inmates, and could include diagnostic services.

Work Release Center provides housing for minimum security inmates who have outside employment. Proximity to a market for labor is essential. Estimated population will be 80.

Honor Camp houses a program for minimum security inmates working on state projects (as opposed to private business or industry). The estimated size would be approximately 80 with rural locations most appropriate.

Medical Transition Facility provides screening and convalescence for major medical treatment, and continuing care for chronically ill inmates. Size would be in the range of 30 to 100 beds. Location near a major medical facility is a key factor.

Space requirements, based on national standards and historical data, were developed for each of the above facility types, and are reported in the following chart.

**SPACE REQUIREMENTS SUMMARY CHART**  
**REQUIRED SQUARE FEET PER INMATE BY FUNCTIONAL COMPONENT**

COMPONENT	SUPER MAX FACILITY	YOUTH OFFEND FACILITY	MAINLINE MD FACILITY	WOMEN/MN FACILITY	WORK RELEASE HONOR CAMP	TREATMENT FACILITY	MED/PSYCH TRANSITION FACILITY
<b>HOUSING</b>							
Maximum	220					300	220
Medium		200	200	200			
Minimum					180		
Segregation	-	20	12	12	-		
<b>OPERATIONS</b>							
Administration	15	15	12	15	15	15	15
Custody & Treatment Admin.	40	30	27	30	27	40	40
Health Services	32	22	20	22	22	24	34
Food Services	48	40	34	40	40	40	40
Stores	23	23	20	23	23	23	23
Laundry	6	6	5	6	6	6	6
Garage/Fire	7	7	6	7	7	7	7
Maintenance	8	8	7	8	8	8	8
Energy Plant	10	10	8	10	10	10	10
<b>PROGRAMS</b>							
Visiting	15	10	10	10	10	10	10
Religion	8	12	11	12	12	12	12
Education	10	32	17	24	-	-	15
Vocational	-	45	25	30	-	-	20
Recreation	48	40	35	40	40	40	40
<b>INDUSTRY</b>	<b>50</b>	<b>-</b>	<b>100</b>	<b>100</b>	<b>-</b>	<b>-</b>	<b>75</b>
<b>TOTAL</b>	<b>540</b>	<b>520</b>	<b>549</b>	<b>589</b>	<b>400</b>	<b>535</b>	<b>575</b>

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## Probable Fit Analysis

Each existing facility has been analyzed as to size, security potential, and other factors which would contribute towards its efficient utilization for a specific use. This analysis of probable fit is presented in detail in Section 4 - Facilities - of the Task One Report. The following is a summary of the potential uses for which each of the proposed facilities have been evaluated.

SUPER MAXIMUM - Wichita is the only facility evaluated for this use due to the high security level present at the existing facility. Additionally, the relatively small population served might permit utilization without additional construction.

YOUTHFUL OFFENDER - Wichita is the only facility evaluated for this use due to the facility's location in the Wichita area. While the security level of this facility is greater than required, this location is of prime importance. This area of the state is responsible for approximately 40% of admissions to the corrections system and presently does not have such a program. Location of this program in Wichita would allow for closer family ties and greater opportunity for job placement.

MAINLINE MEDIUM - Only the larger facilities of Larned, Norton and Osawatomie were considered for this use due to the economies of operation and the need for a large number (300-500) mainline medium beds. A smaller, 200 bed, mainline medium program with emphasis on correctional industries was, however, utilized for the evaluation of the Elkan facility at Ellsworth.

WOMEN'S FACILITIES - Because of the need for 200-300 women's beds, size was a major consideration in determining these facilities. Additionally, security levels are not as high for these proposed uses, thus allowing inclusion of Atchison Youth Center and the School for the Visually Handicapped, as well as the large State hospitals at Norton and Osawatomie. KCIL is also a candidate for this use, with appropriate expansion of bed capacity and support service areas.



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MINIMUM SECURITY - Due to the need for only 200 beds and the relatively low security level required, the Atchison Youth Center and the School for the Blind are the only two facilities considered.

PSYCHIATRIC TRANSITION - The three state hospitals at Larned, Norton and Osawatomie were the only conversion candidates for this use due to their large size. The need is for a facility in the 300-500 bed size range. Depending on the relocation plans for the existing mental health facilities and staff, some benefit in staffing may be realized by this proposed use. SRDC was also evaluated as a potential site for this program because of the obvious advantages of associating psychiatric care and diagnostics.

PSYCHIATRIC TREATMENT - Dillon and Rush are the only two candidates for this use due to their location within an existing psychiatric facility and their security potential.

HONOR CAMP - Rush, Parsons, and Forbes are the only facilities under consideration for this use due to their size and their locations relative to public works projects.

WORK RELEASE CENTER - Unlike the honor camps, this proposed use is dependent on a medium to large sized urban population for job placement. For this reason, the smaller typically lower security facilities within Topeka, Wichita, and Kansas City are chosen for this use.

MEDICAL TRANSITION - The Rainbow Mental Health facility was originally considered for this use but was found to be unsuitable due to the transportation problems and low security potential of this facility. The adjacency of this facility to the Kansas University Medical Center was found to be of little consequence due to the lack of a physical connection with security barriers. This condition requires transport from the facility to the hospital via motor vehicles, thus placing this facility on the same level as any site within the Kansas City area. None of the candidate facilities have been evaluated for this use.

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St. Joseph's Home in Kansas City was found to be unsuitable for conversion due to the age and dilapidated condition of the existing structure. A complete evaluation for any of the proposed correctional uses has not been possible. Evaluative data for use of the property as a potential site for a Women's or Mainline Minimum facility, or for a Work Release Center, has however been developed and is reported in the Preliminary Evaluation Matrix.

The Windsor Villas near Salinas were also found to be unsuitable for conversion, although the site might be an attractive location for construction of a new honor camp or minimum facility. Evaluative data for this site, too, is reported in the Preliminary Evaluation Matrix.

#### CLASSIFICATION OF USES FOR EVALUATION

Four broad categories have been developed among the proposed uses to allow for a simpler comparison of each facility within its own classification.

Mainline Male Facilities - including super maximum, youthful offenders, medium and minimum security facilities.

Women's Facilities - including mainline facilities for co-correctional use.

Psychiatric Facilities - including transition and treatment facilities.

Community Release - including honor camps and work release facilities.

This methodology prevents domination by those lower security facilities which are most easily adapted (community release) over those which may not be as easily converted.

# Probable Fit Analysis

	Total Square Ft. Available	Mainline					Special			Community Release			Remarks
		Super Maximum	Youthful Offender	Medlum	Women's Facility	Minimum	Psychiatric Transition	Psychiatric Treatment	Medical Transition	Honor Camp	Work Release	Pre Release	
Larned State Hospital	373,000			500			500						
Dillon Building ( LSH )	67,600							150					7,500 Sq. Ft. new construction required
Norton State Hospital	215,600			300	300		300						
Osawatomie State Hospital	300,100			500	300		500						
Rush Building ( OSH )	75,600							80		80			
Parsons State Hospital	37,400									80			
Wichita City Prison Farm	22,000	50	50								80		6,000 to 8,000 Sq. Ft. new construction required
Forbes Field	31,800									80	80		
Rainbow Mental Health Facility	38,500										60		
Visually Handicapped School	122,000				200	200					80		18,400 Sq.Ft. new construction required
Mt. St. Joseph's Home	-												Suitable only as new facility site.
Atchison Youth Center	132,464				200	200							
Correction Institution At Lansing	31,600				240								107,360 Sq. Ft. new construction required
SRDC	33,498						500						226,680 Sq. Ft. new construction required
Elkan Manufacturing Facility	129,600			200									42,400 Sq. Ft. new construction required.
Windsor Villas Retirement Homes	-												Suitable only as new facility site.

## Kansas Correctional Facilities Feasibility Study

Numbers in matrix indicate required design population (OMC).

**HDR**  
Henssgeon, Duffan & Richardson

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## Departmental Priority

Departmental priority among the proposed correctional uses considered in this study have been set as follows:

1. Psychiatric facilities are the highest priority due to the lack of present in-house services for inmates with psychiatric disorders. Such a program would allow for specific treatment and transition, reducing the return rate and ultimately providing more treatment for all inmates in need of this service. Additionally, this program type offers the largest number of beds, which would in turn relieve crowded mainline conditions.
2. A women's facility is an equally high priority program due to the present condition and capacity of space provided at KCIL and KCVTC. The present arrangement places severe limitations on the development of work and treatment programs for this especially responsive population.
3. The development of a youthful offender program is desirable so as to segregate the younger population, which has a greater potential for rehabilitation, from older, more hardened offenders. This program would increase the effectiveness of the rehabilitation of offenders and subsequently reduce the return rate of these inmates.
4. A super maximum security facility would be desirable, but would not provide a large quantity of additional beds.
5. While mainline medium or minimum bedspace is a major element of Departmental need, the development of such a facility would not address the issue of specialized programs.
6. Community release programs are lowest on the list of top Departmental priorities because they involve a relatively small number of beds, and because current community facilities are meeting the need for this kind of capacity.

Departmental priority, as set out above, is tabulated in the Preliminary Evaluation Matrix.

**Preliminary Evaluation**

## Functional Suitability

As can be seen by reference to the Functional Suitability Matrix following, the urban sites generally received higher scores than did the rural locations. This is primarily due to the community resources and access which are provided in the larger population centers.

Rainbow Mental Health Facility proved to be the most promising facility overall, due largely to its urban context and its outstanding physical condition. The second highest score went to the SRDC/KCVTC complex for conversion to a 500 bed psychiatric and reception facility. This score is high mainly because of the urban context, and also due to the large amount of new construction, which is assumed to produce functionally ideal space.

Wichita is the the third highest ranking facility overall for use as a work release center and is fourth for use as a super maximum or youthful offender program. Once again, the urban context and the quality of this building were key factors in this high scoring.

Forbes received a relatively high rating inspite of its poor condition due to its urban context and its evaluation as a low security work release center. Generally speaking, the work release programs received higher ratings than did the other categories for similiar reasons. St. Josephs for example, received a fairly high ranking in spite of the fact that the building was considered unsuitable for conversion.

On the other end of the scale, the large state hospitals at Larned and Norton received extremely low scores. This was due largely to their poor condition and their rural location away from the major population centers in the eastern and central portion of the state.

Both the functional suitability score and the ranking relative to other candidates in the same use category are given in the Preliminary Evaluation Matrix.

# Functional Suitability Evaluation Matrix

	Community Resources							Access				Geophysical Criteria						Impacts			Total						
	Hospital	Medical / Dental	Fire Protection	Law Enforcement	Educational Resources	Technical Resources	Labor Pool	Highway Access	Local Access	Reception, Transfer & Release	Proximity	Size and Configuration	Limitation on Use	Buffers	Soils And Topography	Water	Sewage	Electricity	Gas	Land Use Compatibility	Building Adaptability	Conversion Cost/Bed	Operating Cost	Women	Mainline	Psychiatric	Community
Weight Factor: Relative Importance Of Criteria	5	3	5	4	3	3	3	4	4	5	10	5	4	4	4	3	3	2	2	4	10	5	5				
Larned State Hospital Mainline Medium / Psychiatric Care	2	1	3	3	2	3	1	1	1	1	1	5	5	4	4	5	5	3	5	4	3	1	2				
Dillon Building ( LSH ) Psychiatric Treatment	10	3	15	12	6	9	3	4	4	5	10	25	20	16	16	15	15	6	10	16	30	5	10		265	265	
Norton State Hospital Mainline Medium/Psychiatric Transition/Women's	2	1	3	3	2	3	1	1	1	1	1	5	4	4	4	5	5	3	5	5	2	1	2				
Osawatomie State Hospital Mainline Medium/ Psychiatric Care/Women's Facility	10	3	15	12	6	9	3	4	4	5	10	25	16	16	16	15	15	6	10	20	20	5	10	221	221	221	
Rush Building ( OSH ) Psychiatric Treatment	2	4	3	2	4	4	4	1	3	2	2	5	5	4	1	5	5	5	5	4	4	3	3				
Rush Building ( OSH ) Honor Camp	10	12	15	8	12	12	12	4	12	10	20	25	16	16	4	15	15	10	10	16	40	15	15				
Parsons State Hospital Honor Camp	2	4	3	2	4	4	4	1	3	2	2	5	4	4	1	5	5	5	5	4	3	1	1				294
Wichita City Prison Farm Super Maximum/ Youthful Offender	2	2	2	3	2	2	2	4	3	1	2	5	4	4	4	5	3	3	5	4	2	1	3				278
Wichita City Prison Farm Work Release/ Honor Camp	10	6	10	12	6	6	6	16	12	5	20	25	16	16	16	15	9	6	10	16	20	5	15				
Forbes Field Work Release / Honor Camp	5	4	4	5	4	4	4	4	5	3	5	4	4	3	5	4	4	3	3	3	3	2	3		385		
Rainbow Mental Health Facility Work Release	25	12	20	20	12	12	12	16	20	15	50	20	16	12	20	12	12	6	6	12	30	10	15				
Visually Handicapped School Mainline Minimum/ Women's Facility	5	4	4	5	4	4	4	5	5	4	5	5	2	1	2	3	3	2	4	1	2	1	3	342	342		
Atchison Youth Center Mainline Minimum/ Women's Facility	25	12	20	20	12	12	12	20	20	20	50	25	8	4	8	9	9	4	8	4	20	5	15				
Mt. St. Joseph's Home	3	4	2	4	4	4	4	2	3	3	3	5	5	2	3	3	1	5	5	1	3	2	3	310	310		
Kansas Correctional Institution at Lansing Women's Facility	15	12	10	16	12	12	12	8	12	15	30	25	20	8	12	9	3	10	10	4	30	10	15				
SRDC / KCVTC Complex Psychiatric Care	5	4	4	5	4	4	4	5	5	4	5	5	5	4	3	2	2	1	1	1	0	1	5	346	346		346
Elkan Manufacturing Facility Mainline Medium	25	12	20	20	12	12	12	20	20	20	50	25	20	16	12	6	6	2	2	4	0	5	25				
Windsor Villas Retirement Homes Work Release/Honor Camp	2	4	3	3	3	5	4	4	3	4	3	5	5	5	2	3	3	3	3	5	4	1	5				
	10	12	15	12	9	15	12	16	12	20	30	25	20	20	8	9	9	6	6	20	40	5	25	356			
	4	5	4	5	5	5	5	5	5	5	4	5	5	3	3	3	3	3	3	3	4	1	5				
	20	15	20	20	15	15	15	20	20	25	40	25	20	12	12	9	9	6	6	12	40	5	25			406	
	1	2	1	2	2	4	2	2	1	2	1	3	5	2	4	5	5	4	5	1	5	3	5		281		
	5	6	5	8	6	12	6	8	4	10	10	15	20	8	16	15	15	8	10	4	50	15	25				
	3	1	3	4	2	4	1	4	3	3	3	5	5	4	3	2	3	2	2	4	0	1	5				285
	15	3	15	16	6	12	3	16	12	15	30	25	20	16	12	6	9	4	4	16	0	5	25				

# Kansas Correctional Facilities Feasibility Study



Rating from function suitability analysis  
Score = rating X weight

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## Preliminary Evaluation Matrix

The following matrix is a summation of the variables involved in the assessment of feasibility.

POLICY ISSUES - Departmental Priority is based on a scale of 1 to 6 with 1 being the most desirable. Psychiatric facilities received the highest rankings due to their dual function of adding highly effective treatment programs to the system, and making additional bed space available in the mainline facilities.

Availability is based on factors of replacement, and/or negotiation for acquisition. The most desirable evaluation in this category is that of "immediately available", followed by "purchase required". The need for "relocation and replacement" is least desirable.

FUNCTIONAL SUITABILITY - Functional Suitability is the result of the functional suitability analysis. The higher the score, the more functionally suitable the facility will be. Generally, scores below 300 are less than desirable, scores in the 300-350 range are average and scores in excess of 350 are the more promising facilities.

Functional Suitability ranking is given within each of the four classifications. The functional suitability scores are ranked in ascending order, with the highest score receiving a ranking of 1, and the lowest a ranking of 5.

COSTS - Conversion Cost - Relative cost estimates for new facilities and the conversion costs for the proposed facilities have been calculated for each proposed use. Specific information on costs is provided at the end of each facility section in Chapter 4 of the Task One Report. The number presented in the matrix is the anticipated cost required for conversion, expressed as a percentage of comparable new facility construction cost. The lower percentages are most desirable while facilities with a rating of over 75% are least desirable.

Replacement Cost - Based on information from the operating agency, an assumption has been made as to the necessity of providing replacement facilities for continued delivery of services to the clients being displaced. Replacement cost is given in the matrix as a percentage of



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comparable new facility construction cost. Thus the probable total initial cost of conversion, relative to comparable new facility cost, can be readily obtained by adding conversion cost and replacement cost, if any. It should be noted that one time relocation costs (relocation of clients, staff and equipment, shut down and start up costs, etc.) are not included in the figures given. Another, and perhaps more significant factor weighing against conversion is the time involved in site acquisition and project development (funding procedures, planning, design and construction) for the replacement facilities. This process, which must be completed before any actual conversion work can take place, would cause significant delays, to be measured in months or even years, in delivery of converted facilities to Corrections.

Operating Cost - Long term operating cost is clearly the single most important cost consideration in this evaluation. Over an initial operating cycle of 20 years, construction costs may be as little as 10% of total cost, operating costs 90%. For correctional facilities, cumulative operating costs can be expected to exceed initial construction costs within the first few years of operation. Relative annual operating costs, considering staffing, utilities and maintenance, are computed at the end of each facility section in Chapter 4 of the Task One Report. The number of staff required per institution has been estimated from historical models, with an efficiency factor applied for converted facilities. Most of the converted facilities were found to severely limit the quality of supervision and service delivery efficiency, thus requiring a greater number of staff. The number presented in the matrix represents the expected annual expenditures for certain long term costs as a percentage of expected annual expenditures for the same costs for a comparable new correctional facility. As with conversion costs, the lower the number the more desirable the facility. Facilities which are much greater than 100% for operating costs will, early in the life of the project, negate any cost savings achieved by conversion. In these cases, assuming availability of a suitable site, the alternative of new facility construction would clearly be more cost beneficial than conversion.

# Preliminary Evaluation Matrix

	MAINLINE FACILITIES							WOMEN'S FACILITIES					
	LARNED 500 Medium	NORTON 300 Medium	OSAWATOMIE 500 Medium	ELKAN 200 Medium	WICHITA 50 Super Maximum	WICHITA 50 Youth Offender	VISUALLY HANDICAPPED 200 Minimum	ATCHISON 200 Minimum	NORTON 300 Women	OSAWATOMIE 300 Women	VISUALLY HANDICAPPED 200 Women	ATCHISON 200 Women	ST. JOSEPHS New Women's or Minimum Facility
<b>POLICY ISSUES :</b>													
Departmental Priority Needs	5	5	5	5	4	3	5	5	2	2	2	2	2 or 5
Availability	Relocation & Replacement Required	Relocation & Replacement Required	Relocation & Replacement Required	Purchase Required	Purchase Required	Purchase Required	Relocation & Replacement Required	Relocation & Replacement Required	Relocation & Replacement Required	Relocation & Replacement Required	Relocation & Replacement Required	Relocation & Replacement Required	Purchase Required
<b>FUNCTIONAL SUITABILITY :</b>													
Score	265	221	328	281	385	385	342	310	221	328	342	310	346
Ranking	4	5	3	4	2	2	3	2	5	3	3	3	3
<b>CAPITAL COST :</b>													
$\frac{\text{Conversion Cost}}{\text{New Facility Cost}} \%$	86 %	84%	49%	55%	63%	67%	77%	64%	79%	76%	77%	64%	100%
$\frac{\text{Replacement Cost}}{\text{New Facility Cost}} \%$	53 %	20%	80%	-	-	-	35%	50%	20%	133%	35%	50%	-
<b>OPERATING COST :</b>													
$\frac{\text{Conversion}}{\text{New Facility}} \%$	180%	181%	180%	122%	145%	150%	157%	151%	180%	197%	157%	151%	100%

## Kansas Correctional Facilities Feasibility Study

**PSYCHIATRIC FACILITIES**

**COMMUNITY FACILITIES**

KCIL 240 Women	LARNED 500 Psychiatric	Dillon & Jung 150 Psychiatric Treatment	NORTON 300 Psychiatric Transition	OSAWATOMIE 500 Psychiatric	RUSH & CARMICHAEL 80 Psychiatric Treatment	SRDC 500 Psychiatric w/Reception	RUSH & CARMICHAEL 80 Honor Camp	PARSONS 80 Honor Camp	WICHITA II 80 Work Release	FORBES 80 Work Release	RAINBOW 60 Work Release	ST. JOSEPHS New Work Release Center	WINDSOR New Work Release Center
2	1	1	1	1	1	1	6	6	6	6	6	6	6
Immediately Available	Relocation & Replacement Required	Immediately Available	Relocation & Replacement Required	Relocation & Replacement Required	Relocation & Replacement Required	Immediately Available	Relocation & Replacement Required	Relocation & Replacement Required	Purchase Required	Purchase Required	Relocation & Replacement Required	Purchase Required	Purchase Required
356	265	255	221	328	288	406	294	278	394	355	428	346	285
2	4	4	5	3	4	1	4	4	2	2	1	3	4
85%	82%	74%	80%	47%	107%	93%	133%	77%	61%	89%	26%	100%	100%
-	53%	-	20%	80%	130%	-	130%	89%	-	-	100%	-	-
100%	179%	176%	179%	178%	176%	100%	179%	140%	147%	130%	136%	100%	100%

Conversion cost is the anticipated cost of demolition, renovation and new construction associated with conversion. Replacement cost is the anticipated cost of facilities to house the population displaced by conversion. Both are expressed as a percentage of the cost of constructing a new correctional facility comparable to that obtained by conversion. The two cost are additive. Thus, most proposed conversions are expected to cost in excess of 100% of new facility construction cost unless alternative means of accommodating the current population can be developed.

Operating cost includes the cost of staffing, utilities and maintenance, and is given as a percentage of the anticipated operating cost of a comparable new correctional facility.

## CONVERSION FEASIBILITY

LARNED & NORTON - These facilities were both found to have extremely low ratings in all categories. Low functional suitability is primarily the result of the rural location and distance from the population centers of the state. Costs for conversion of these large facilities are high largely due to the relatively poor condition of the buildings and their inefficiency for conversion. Similarly, physical limitations exist which require greater staffing and consequently operating costs are extremely high. Larned and Norton could be expected to generate 140 to 147 percent of similar new facility operating costs. Based on this, these facilities are not recommended for further consideration for any of their proposed uses.

DILLON/JUNG (Partial Use of Larned) - This facility showed more potential than full utilization of Larned in two respects; the first being availability, and the second being conversion cost. This facility would not require any relocation cost as it is immediately available, and is in fact presently serving one of the proposed uses (150 bed psychiatric treatment). However, in spite of these attributes, low functional suitability and extremely high operating cost makes this facility a poor choice for conversion. As with Larned, location is the key to the low functional suitability and inefficiency leads to higher operating cost.

OSAWATOMIE - This facility's location in the eastern portion of the state, near the population centers, is a contributing factor to its moderately high functional suitability. Additionally, the buildings here were found to be in better condition than the other state hospitals. This relatively high building quality is reflected in the conversion cost which is as low as 47%. These factors are negated however, when the issues of availability and operating cost are considered. Osawatomie's present use as a fully functioning state hospital would require relocation, and replacement costs would be staggering, perhaps more than a new correctional facility. As for operating costs, increased staffing and high utilities brings this to over 140% of similar new facility costs. With operating cost and availability factors in mind, this facility is not recommended for conversion to any of the proposed uses, in spite of its moderate functional suitability and relatively low conversion cost.

RUSH/CARMICHAEL (Partial use of Osawatomie) - Unlike the parent facility, functional suitability is quite low. This is directly attributable to poor building conditions. (It should be noted that in the Osawatomie conversion concept, these buildings are considered unsuitable for continued use and are scheduled for demolition.) The poor condition dictates an extremely high conversion cost, greater than new construction cost for a similar facility. Similarly, because of physical limitations, staffing costs are expected to be extremely high. Operating cost is expected to range from 130 to 147% of new facility costs, depending on the proposed use. Because of high conversion and operating costs, and low functional suitability, this facility is not recommended for conversion.

PARSONS - Although no patients are presently housed in the candidate buildings, relocation of some hospital support functions and of a regional Agricultural Laboratory operated by the University of Kansas would be required. Functional suitability is low, primarily because of the rural location and poor building quality, the latter being further reflected in conversion cost. Operating costs are well over 100%. This facility is not recommended for conversion.

WICHITA - This facility was found to be one of the more promising candidates for conversion. Building conditions, in conjunction with its urban context and its adaptability for the proposed uses, earned a high functional suitability score. Additionally, this facility is immediately available and has relatively low conversion costs. Operating cost is expected to be high based on the conversion concept used in this evaluation, which limits capacity to that which can be housed within the existing building (50 beds). Further consideration of the feasibility of conversion could be worthwhile, if these capacity limits were abandoned. A useful capacity of 150 to 200 beds may be feasible for the proposed youthful offender program.

FORBES - This facility received a relatively high functional suitability score in spite of poor facility conditions, primarily due to the location near a large urban population. The facility is immediately available, but conversion costs would be prohibitive. Based on low priority, and high operating costs associated with limited required capacity, the facility is not recommended for conversion.

RAINBOW - This facility received the highest functional suitability score of all of the facilities surveyed. The high quality of the existing buildings, their adaptability, and the urban context were key elements. Conversion costs are the lowest of any of the candidate facilities, at only 26%. Similarly, the operating costs are low, relative to other conversions. Availability is, however, dependent on relocation of the present user. This facility is one of the most promising candidates for conversion.

SCHOOL FOR THE VISUALLY HANDICAPPED - This facility was found to be quite suitable functionally with a score of 342, mostly attributable to its location within Kansas City. Availability is a major issue, with substantial replacement costs and the potential of certain title restrictions which may exist. Conversion cost will be somewhat high due to the quality of space provided. Similarly, operating costs will be high due largely to staffing impacts. Based on high operating cost, the necessity for replacement and difficulties which may be encountered in acquiring the site, this facility is not recommended for conversion.

ST. JOSEPH'S - In spite of the fact that this facility offers no space which is worthy of renovation, this candidate received a relatively high functional suitability score. Due to the extremely poor condition of the building, the site alone was considered in the evaluative process. It is assumed that any use of this facility would be the equivalent of building a new facility. Thus, conversion costs are equal to new construction and so are operating costs. This candidate is a promising site for future construction.

ATCHISON - Although potentially hampered by the need for replacement, this facility is among the more suitable candidates for conversion. Functional suitability is above average and conversion costs are relatively low. The facility is close to the population centers of the state and, as a women's facility, has a high priority. Although feasibility is by no means assured, a detailed evaluation would provide a fully developed comparison case involving little or no new construction. On this basis, Atchison is recommended for further consideration.

SRDC COMPLEX - With the exception of conversion cost, this facility is outstanding. The departmental priority is greatest for this type of use, the functional suitability score is the second highest, operating cost would be optimum, and it is immediately available with no replacement expense. Additionally, significant staffing efficiencies may be achievable by virtue of the co-location of psychiatric and diagnostic services. Conversion cost is high due to the large amount of new construction required. However, this degree of new construction tends to reduce the cost of operation. Essentially, this conversion is a new facility with a cost savings of 7% for existing facility reuse. Because of these factors, this facility is recommended as a promising candidate for conversion to a 500-bed psychiatric/reception center.

KCIL - This facility is immediately available with no replacement required, a high functional suitability score was earned, and operating costs would be comparable to those of a new facility. Utility costs are particularly low since all services are provided as a part of the large KSP system. As with the SRDC Complex such a large amount of new construction is required that the facility is essentially new with some cost savings realized from the use of existing buildings. Conversion cost is high at 92%, but this is offset by savings in operating costs. Based on this, KCIL is considered a promising candidate for conversion.

ELKAN - This facility was found to be very competitive among the mainline medium facilities, both in terms of costs and functional suitability. However, it should be noted that this level of functional suitability indicates serious limitations for future operations. Another disadvantage for this candidate is its size. Economy of scale suggests that such institutions should be at least twice the proposed size, not possible with this site. Finally, the viability of this conversion depends on development of a correctional industries program which could utilize the space available. In the absence of this, and in view of the less than outstanding rating for functional suitability, further evaluation is not recommended.

WINDSOR VILLAS - This candidate was found to be one of the least desirable for conversion. Its extremely poor physical condition has eliminated any feasibility of reusing existing buildings, leaving only the site for consideration. Unlike St. Josephs Home, which faced a similar situation, this candidate is not located near the larger population centers. Windsor Villas is not recommended for further consideration.

## Preliminary Recommendations

As a result of the above discussion, the facilities with the most potential for conversion have been identified. These facilities and their proposed uses are listed below in order of feasibility.

1. SRDC - Renovation and expansion of SRDC to a 500 bed psychiatric/diagnostic facility is recommended for further evaluation. Potential efficiencies which may be realized by co-location of psychiatric and diagnostic services, and by sharing of support services with KCVTC make this the most promising proposal evaluated.
2. KCIL - Renovation and expansion to serve the entire female population of the Kansas correctional system plus a small minimum security male inmate cadre is an equally promising proposal and is recommended for further evaluation.
3. Rainbow Mental Health Center - Feasibility of conversion of this facility to a 60 bed work release center is considered to be fully demonstrated on the basis of this preliminary analysis. Contingent on resolution of the problem of relocating the present user program, implementation could be undertaken as soon as an appropriate community release program has been developed.
4. Atchison Youth Center - Further evaluation of AYC as a 200 bed women's co-correctional facility is recommended. This proposal may represent an alternative to renovation and expansion of KCIL, and further evaluation will provide a fully developed comparison case.
5. Wichita Detention Center - Further consideration of conversion of the Wichita facility is warranted on the basis of the desirability of a youthful offender program in Sedgewick County, serving however a larger population than considered in this evaluation.
6. St. Joseph's Home - While not a candidate for conversion, this existing facility represents a prime site for construction of a new minimum security correctional facility or community release program.



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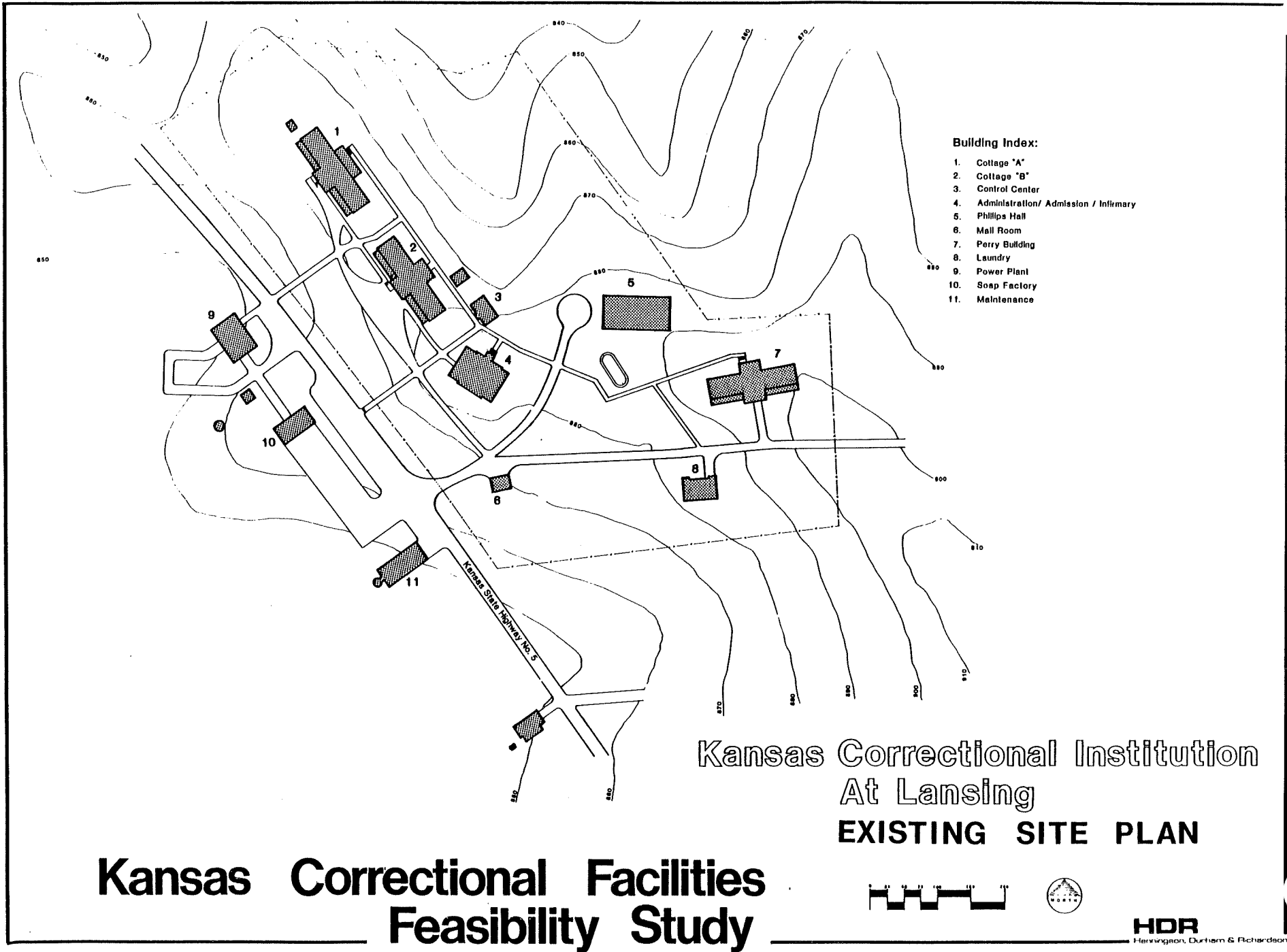
## Detailed Evaluation

## DETAILED EVALUATION

Detailed analysis of four renovation/conversion proposals is reported in this section.

- Renovation and expansion of KCIL to serve the entire female population of the system (Task 2).
- Renovation of SRDC to continue in service as the central reception and diagnostic facility for the system (Task 2).
- Renovation and expansion of SRDC to provide an appropriate setting for centralized and expanded psychiatric treatment programs for the system, as well as diagnostic services (Task 4).
- Conversion of the Atchison Youth Center to a 200 bed women's facility (Task 4).

A fifth proposal, conversion of the Wichita Detention Center to a 150 bed youthful offender facility, has been included in the data reported here by revising the preliminary analysis to reflect the larger inmate loading.



# KCIL

## KANSAS CORRECTIONAL INSTITUTION AT LANSING

KCIL is an independent co-correctional institution with a maximum capacity of 132 and a population of 176 on 11/26/84. The majority of the offenders are women while approximately 25 men make up the remainder of the population. In addition to overcrowding, KCIL is plagued with a stock of old deteriorating housing buildings. The majority of these were constructed in the 1920's and 30's. The facility is located on state property, east of KSP, along the Missouri River. Perched along a gently rolling ridgeline, this facility presently has 69,300 square feet of building space. The few quality buildings include Phillips Hall which is a recently completed recreational building; and the soap factory, which although old is well suited for its present use, provided additional warehouse space is developed for the institution.

After July 1, 1985, when additional bedspace provided by already funded renovations will be on line, the housing facilities will still be significantly overcrowded, the new maximum management capacity being only 178 versus current population of 176. As to support space, an even greater lack of space exists, seriously hampering the Department's ability to provide work and training programs. A limited amount of programming is nevertheless in operation, and the potential exists for significant expansion, given space. Zephyr Industries in Lansing employs 14 inmates at the facility currently, and in late 1984 another private industry, Heatron, will begin employing female inmates. Additional employment is offered by the institution at the soap factory which is located across the highway from KCIL.

This evaluation considers the feasibility of renovation of KCIL to house all women committed to the Department of Corrections. In addition, it would house a small group of minimum security adult male inmates, requiring a total of 270 beds. As indicated in the Task One Report, a major priority of the Department is to acquire an appropriate setting for the development of meaningful and effective treatment programs for women. Model space requirements call for 148,240 square feet of gross building area.

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## UTILIZATION CONCEPT

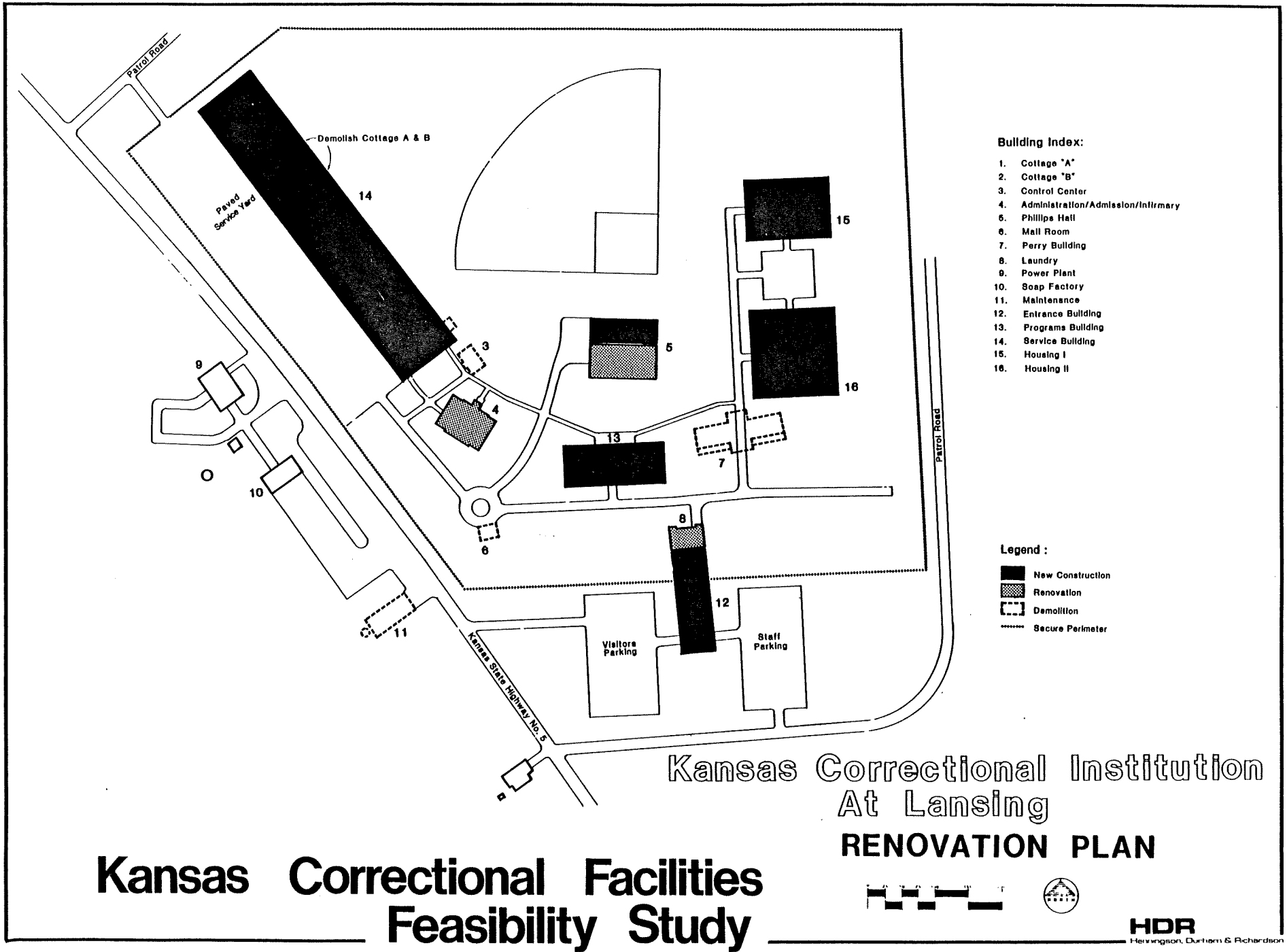
The key issue involved in the renovation of KCIL is that of housing. The present buildings have been found to be unfeasible for renovation, as well as inadequate for security. Two new housing buildings are proposed to replace the existing housing. One of these will be a 150 bed minimum security building while the second will have 36 medium security beds and 54 minimum security beds for women, with a completely separate unit of 30 minimum security beds for male offenders.

Along with new housing, a new food service facility is required. The old kitchen and dining are a part of the housing buildings which are recommended for demolition. In addition to their poor condition, additional space is required for the increased capacity of this institution. Central stores, laundry, industries and reception are also planned for this building, allowing all services off of a common service yard. The service yard is controlled by a tower and vehicular sallyport on the northwest corner of the site.

A new pedestrian entrance is proposed by expanding the present laundry building to accommodate visiting, religion, general administration, control and staff services. This building will penetrate the new security perimeter, allowing for visitation without visitors going into the institution. A new parking lot is proposed near this new entry, eliminating the present condition of crossing the highway for visitors and staff.

The old administration building will be renovated to accommodate custody, treatment, and health services. Phillips Hall will be expanded for continued use as recreational space, and the power plant will continue serving its present function. Maintenance will be transferred to the old soap factory upon relocation of soap manufacturing to the new industries building inside the secure perimeter.

Due to the shortage of space presently provided for vocational and educational training, a new building is recommended for housing these components, its location is central to housing so as to allow for a wider range of operating times to suit the inmates' work schedules.



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### FEASIBILITY/KCIL RENOVATION

For the 270 bed women's/co-correctional facility under consideration, a significant savings in initial (capital) cost of \$2,181,980 is realized by renovation and expansion of the existing facility. While additional operating costs are expected due to the utilization of some of the older existing buildings, after a 20 year operating cycle there appears to be a small net cost benefit to the State of \$1,726,680 (present value). Since long term cost benefit remains positive through the first 20 years, although by a very small increment (less than 2% of total long term cost), and initial investment is reduced by nearly \$2,000,000 the proposed renovation should be regarded as feasible on the basis of cost.

Other considerations tend to support this conclusion. By renovation, the cost of acquiring or developing utilities services to a new land parcel will be avoided; nor is there any delay which might be associated with selection of a new site. The present staff will continue in the employ of the Department at the present location, as will existing work programs related to local industry. Moreover, the renovation will provide the opportunity to expand such programs, which have heretofore been limited by lack of quality space at the existing facility. And the Department will be in a position to broaden its rehabilitative programs for women inmates.

The renovation and expansion of KCIL to house and provide correctional programs for 240 women and 30 men is therefore recommended as a viable and cost beneficial alternative to construction of a new facility for the purpose.

### COST BENEFIT ANALYSIS: KCIL 270 BED WOMEN'S/CO-CORRECTIONAL FACILITY

This tabulation presents the net cost benefit or loss associated with renovation of KCIL in lieu of replacement by new construction.

#### CAPITAL COST DIFFERENTIAL

Model Facility	Building Construction Cost	\$11,451,400
	Site Development Cost	1,272,600
	Movable Furnishing & Equip.	916,000
	Fees & Contingencies	2,554,800
	Escalation (3)	2,896,500
	<u>Total Model Facility (1)</u>	<u>\$19,081,100</u>
Renovation	Building Construction Cost	\$10,314,270
	Site Development Cost	763,440
	Movable Furnishing & Equip.	825,140
	Fees & Contingencies	2,437,100
	Escalation (3)	2,559,170
	<u>Total Renovated Facility</u>	<u>\$16,899,120</u>

Initial Capital Cost Differential \$ 2,181,980 Savings

#### OPERATING COST DIFFERENTIAL

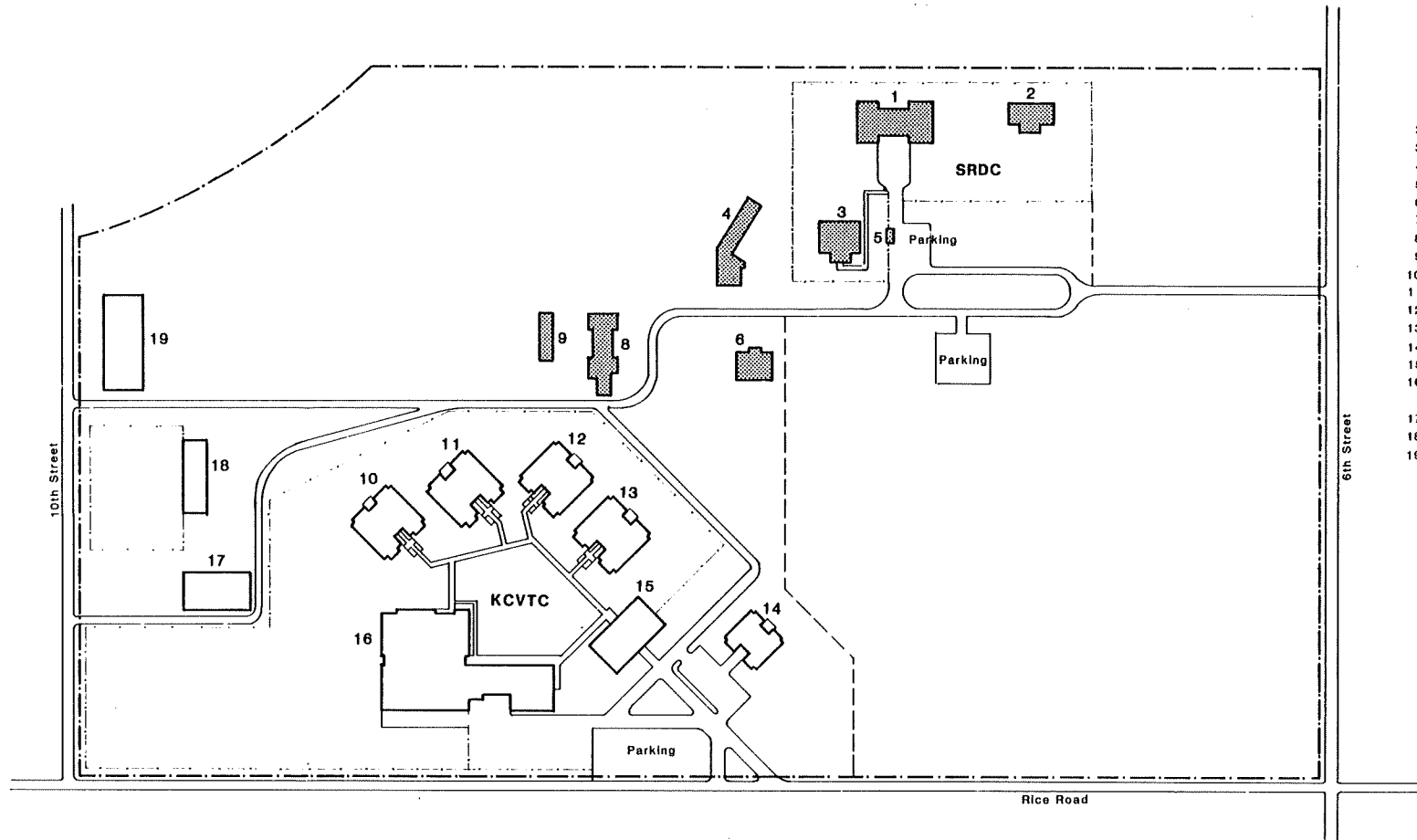
Annual Staffing Cost Differential	\$	NC
Annual Utilities Cost Differential		9,050
Annual Maintenance Cost Differential		6,240
<u>Total Annual Operating Cost (Additional Amount)</u>	<u>\$</u>	<u>15,290</u>

20 Year Operating Cost Differential (2) \$ 455,300 Additional

LONG TERM COST DIFFERENTIAL \$ 1,726,680 Savings  
PER BED \$ 6,400

- (1) This estimate does not reflect land cost which may be required.
- (2) Annual operating cost extended 20 years with 4% escalation per annum.
- (3) Escalation is computed on the basis of initial funding at 1 Jul 1985, and phases implementation of construction. Start dates and rates used are as follows: Sitework, 1 Mar 1986, 10.85% - Phase I Construction, 1 Jul 1986, 14.56% - Phase II Construction, 1 Jan 1987, 20.12%.





**Building Index:**

- 1. Main Building
- 2. Hospital
- 3. Administration
- 4. Work Release
- 5. Guard House
- 6. Old Gym
- 7. Guard Tower
- 8. Storage & Maintenance
- 9. Maintenance
- 10. Dormitory
- 11. Dormitory
- 12. Dormitory
- 13. Dormitory
- 14. Dormitory
- 15. Administration
- 16. Food service / Academic / Vocational & Gymnasium
- 17. Metal Building
- 18. Metal Building
- 19. Metal Building

**SRDC Complex  
EXISTING SITE PLAN**

**Kansas Correctional Facilities  
Feasibility Study**



**HDR**  
Henningson, Dutton & Richardson

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# SRDC

## STATE RECEPTION AND DIAGNOSTIC CENTER

Two Department of Corrections facilities are presently located on a parcel of 87 acres in Topeka between 6th and 10th streets, and bordered on the east by Rice Road.

SRDC is an independent male diagnostic unit with a maximum capacity of 132 and population of 136 on 11/26/84. This facility serves as a central processing unit for male offenders entering the Kansas Correctional system. Extensive psychological testing is done during the three week (average) stay to determine custody classification and the type of program most suitable for the individual's needs.

KCVTC is a co-correctional vocational training center with a maximum capacity of 200. For the purpose of this study, this facility will remain independent with the exception of some support service functions which may be shared by both KCVTC and the proposed facility under circumstances explained below.

The renovation plan evaluated here is based on similar continued use of SRDC. That is, it envisions expansion of male inmate capacity and the addition of diagnostic services for female offenders. Continued use of the Work Release Center for work release, or conversion to a Psychological Treatment Unit as proposed in the 5 year plan, is retained as a part of the program. Space requirements for the proposed 150 beds totals 65,500 square feet.

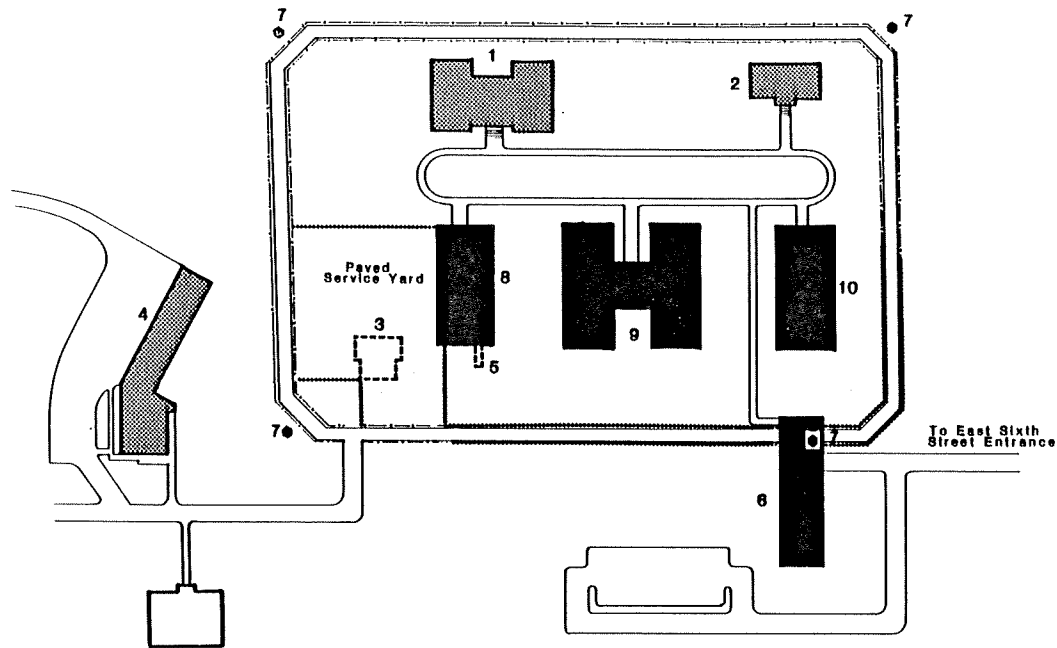
A second analysis is made relative to expansion of SRDC to serve as a psychiatric treatment facility in addition to its current mission as a diagnostic center. This expansion, or "conversion", would bring the capacity of SRDC to 500. Co-location of psychological and diagnostic services is expected to result in significant staffing economies. Additionally, some support services such as warehousing, laundry, energy generation may be shared with KCVTC. Space requirement indicated in the model space program totals 247,850 square feet.

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### UTILIZATION CONCEPT/DIAGNOSTIC CENTER

This concept involves the construction of new buildings for housing, food services, and the administrative functions. All of the present housing will be removed from the main building, allowing for treatment, health, and recreation to be located there. The new housing will be comprised of two buildings; one for 110 inmates in a dormitory setting, and a second for 40 offenders in single cells. The dormitory building will include a separate unit, with complete visual and acoustic privacy, and separate access, for females. The old hospital building will be renovated to accommodate religion and education (the library), while the administration building is scheduled for demolition. A new food services, laundry, and central stores building is planned for the southern end of this facility along with a vehicular sallyport on the southeast corner. This concept will allow for all support services to be grouped together. Additionally, maintenance will be located in this vicinity at its present location in the Work Release Center. Note that only the lower level of this building will be utilized, leaving the upper level to continue serving its present function as a work release center, or to be converted to a psychiatric unit as proposed in the Department's 5 year plan.

A new administration building will be built which will include all visiting, administration, health, and treatment components. This building will penetrate the perimeter, thus serving as a pedestrian sallyport. Reception is also included in this building with the provision of a secure bus garage. Thus, the building will serve as the major point of entry for reception, staff, and visitors.



**Building Index:**

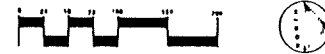
1. Main Building (Treatment / Health / Reception )
2. Hospital (Library / Recreation)
3. Administration Building
4. Honor Dormitory (Garage / Maintenance )
5. Guard House
6. Administration / Reception
7. Guard Tower
8. Food, Service & Laundry
9. Minimum Security
10. Maximum Security

**Legend:**

- New Construction
- Renovation
- Demolition
- Secure Perimeter

## Kansas State Reception & Diagnostic Center Renovation Concept

# Kansas Correctional Facilities Feasibility Study



**HDR**  
Herrington, Durham & Richardson

### FEASIBILITY/SRDC RENOVATION (150)

For the 150 bed reception/diagnostic center under consideration, the savings in initial (capital) cost realized by renovation of the existing facility is minimal - \$289,580. At the same time, significantly increased operating costs, particularly for maintenance of the two 1924 buildings utilized as part of the renovated facility, is expected. The net effect, after a 20 year operating cycle, is an ADDITIONAL cost to the State of \$735,420 (present value). On the basis of net long term cost then, it would appear advantageous for the State to opt for abandonment of the existing facility in favor of construction of a new reception and diagnostic center.

Construction of a new facility normally would involve a number of other considerations, all of which have cost implications. A suitable parcel of land would be required, involving the cost of purchase as well as the potential cost of utilities development. Delay associated with selection and purchase of a site could result in additional inflation of the cost of the new facility. Relocation and/or redevelopment of the present staff might be required. In the present circumstance, however, all three of these difficulties can be avoided by construction of the new facility at the present site. The resulting facility would be very similar to the renovation concept presented here. The demolition of Main and the Hospital buildings would involve extra cost, but savings realized by utilizing existing utilities services and distribution would more than offset this. Some additional economies might also be achieved by sharing certain support services with KCVTC.

We conclude, therefore, that renovation of existing SRDC as a 150 bed reception and diagnostic center is not feasible and recommend the alternative of new facility construction at the existing site. The design of the new facility should be such that continued secure operation of the existing facility will be possible during construction.

### COST BENEFIT ANALYSIS: SRDC 150 BED RECEPTION/DIAGNOSTIC CENTER

This tabulation presents the net cost benefit or loss associated with renovation of SRDC in lieu of replacement by new construction.

#### CAPITAL COST DIFFERENTIAL

Model Facility	Building Construction Cost	\$ 5,901,450
	Site Development Cost	655,750
	Movable Furnishing & Equipment	472,120
	Fees & Contingencies	1,311,400
	Escalation (3)	1,442,660
	<u>Total Model Facility (1)</u>	<u>\$ 9,783,420</u>

Renovation	Building Construction Cost	\$ 5,670,130
	Site Development Cost	491,850
	Moveable Furnishing & Equipment	453,600
	Fees & Contingencies	1,478,880
	Escalation (3)	\$ 1,399,380
	<u>Total Renovated Facility</u>	<u>\$ 9,493,840</u>

Initial Capital Cost Differential \$ 289,580 Savings

#### OPERATING COST DIFFERENTIAL

Annual Staffing Cost Differential	\$ NC
Annual Utilities Cost Differential	17,755
Annual Maintenance Cost Differential	16,665
<u>Total Annual Operating Cost Differential</u>	<u>\$ 34,420</u>

20 Year Operating Cost Differential (2) \$ 1,025,000 Additional

LONG TERM COST DIFFERENTIAL \$ 735,420 Additional  
PER BED \$ 4,902

- (1) This estimate does not reflect land cost which may be required.
- (2) Annual operating cost extended 20 years with 4% escalation per annum.
- (3) Escalation is computed on the basis of initial funding at 1 Jul 1985, and phased implementation of construction. Start dates and rates used are as follows: Sitework, 1 Mar 86, 10.85% - Phase I Construction, 1 Jul 86, 14.56% - Phase II Construction, 1 Jan 87, 20.12%.

## UTILIZATION CONCEPT/PSYCHIATRIC CENTER

Three of the existing buildings are utilized in this scheme. The hospital building will be used for religion and will provide some office space along with a small chapel. The old main building is especially suited to receive education, recreation, and vocational training. Combining these three components will allow for a more efficient use of staff in the evening hours for these programs. The third building is the Work Release Center. The upper level will house 24 permanent party inmates while the lower level will receive the maintenance component. Housing consists of four new buildings, each with its own capacity and inmate profile. Building #22 is comprised of 150 beds of minimum security, while Building #23 has 100 beds of medium and 36 beds of minimum. Building #24 is to accommodate 100 psychiatric treatment patients with treatment staff offices "on the ward". Building #25 has 90 beds of maximum security, and the reception component is included within this building.

A vehicular sallyport is located along the east side, directly off of an existing KCVTC roadway. This sallyport is provided so as to serve reception and the service area behind Building #21, which houses: food services, industries, laundry, and recreation (gymnasium).

The remainder of this large "L" shaped building is composed of administrative and treatment functions. The northern wing (Building #20) contains administration, staff services, custody, control, classification and treatment, health, and visiting. This area contains the main pedestrian sallyport, allowing control of access for all functions except for reception and service.

Space and landscaping are provided along the north and east sides to buffer this facility from the adjacent residential areas. The main building (Buildings #20 and 21) has been sited so as to screen the facility from these neighborhoods, as well as to serve as a part of the perimeter, eliminating the need for a fence at this area. The remainder of the compound will be surrounded by a double 12' high chainlink fence equipped with an intrusion detection system. This perimeter will be traversed by a patrol road. The plant, garage and stores will be located outside the fence on the south side of the compound so as to serve both KCVTC and the SRDC complex.

**Building Index :**

**SRDC**

- 1. Main Building
- 2. Hospital
- 3. Administration
- 4. work Release
- 5. Guard House
- 6. Old Gym
- 7. Guard Tower
- 8. Storage & Maintenance
- 9. Maintenance

**New Buildings :**

- 20. Administration
- 21. Service Building
- 22. Housing
- 23. Housing
- 24. Housing
- 25. Housing
- 26. Support Building





**KCVTC**

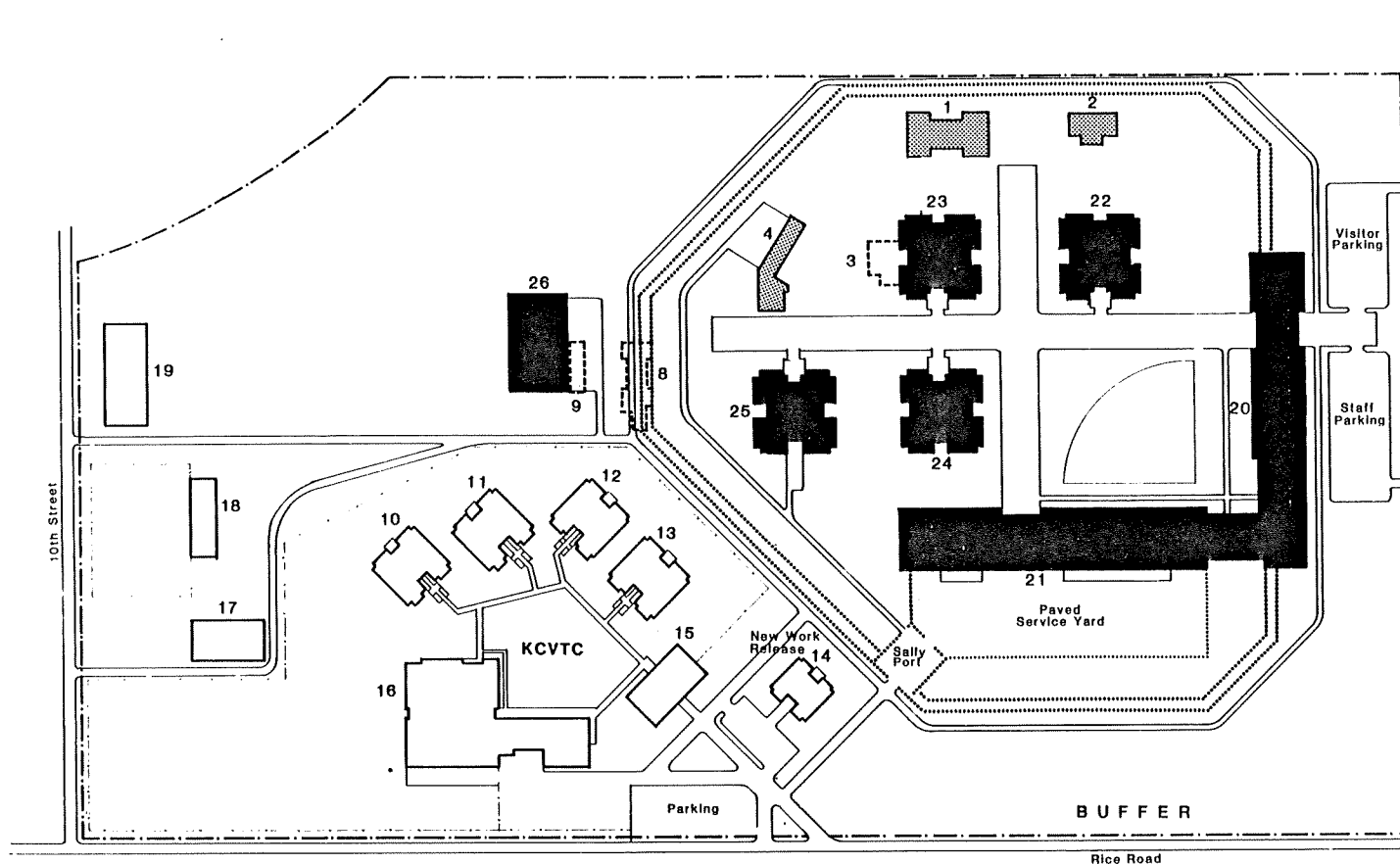
- 10-14. Dormitory
- 15. Administration
- 16. Food Service / Academic / Vocational & Gymnasium

**State Surplus**

- 17. Metal Building
- 18. Metal Building
- 19. Metal Building

**Legend :**

-  New Construction
-  Renovation
-  Demolition
-  Secure Perimeter



**SRDC Complex  
RENOVATION PLAN**

**Kansas Correctional Facilities  
Feasibility Study**



**HDR**  
Herrington, Durham & Richardson



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### FEASIBILITY/SRDC CONVERSION (500)

For the 500 bed diagnostic treatment unit under consideration, the savings in initial (capital) cost realized by conversion is substantial - \$2,013,600 - even though the existing facility contributes very little in terms of usable square footage. The potential to achieve this expansion, and thereby the co-location of diagnostic services and related treatment programs, is more attributable to the availability of additional acreage at the SRDC site.

At the same time, operating costs are increased only slightly (six tenths of one percent), so that long term cost benefit remains positive beyond 20 years. The small additional custodial and program staff generated by the utilization of the few existing old buildings is offset by savings realized by support service staff sharing with KCVTC. Similarly, maintenance and utilities cost increases are small because the old structures represent only 16% of total facility area. The net effect, after a 20 year operating cycle, is a savings over the new facility option of about \$900,000 (present value). On the basis of long term cost then, it would appear advantageous to opt for conversion and expansion of SRDC.

Other considerations tend to support this conclusion. By conversion, the cost of acquiring land or developing new utilities will be avoided; nor is there any delay which might be associated with selection of a new site. The present staff will continue in the employ of the Department at the present location, and diagnostic services delivery will remain at its present ideal location relative to the major catchment areas of the State.

The conversion and expansion of SRDC to provide diagnostic and a variety of psychological and medical treatment services is therefore recommended as a viable and cost beneficial alternative to construction of a new facility for the purpose.

COST BENEFIT ANALYSIS: SRDC 500 BED DIAGNOSTIC/TREATMENT FACILITY

This tabulation presents the net cost benefit, or loss, associated with renovation and expansion of SRDC, in lieu of constructing a new facility to serve the same use.

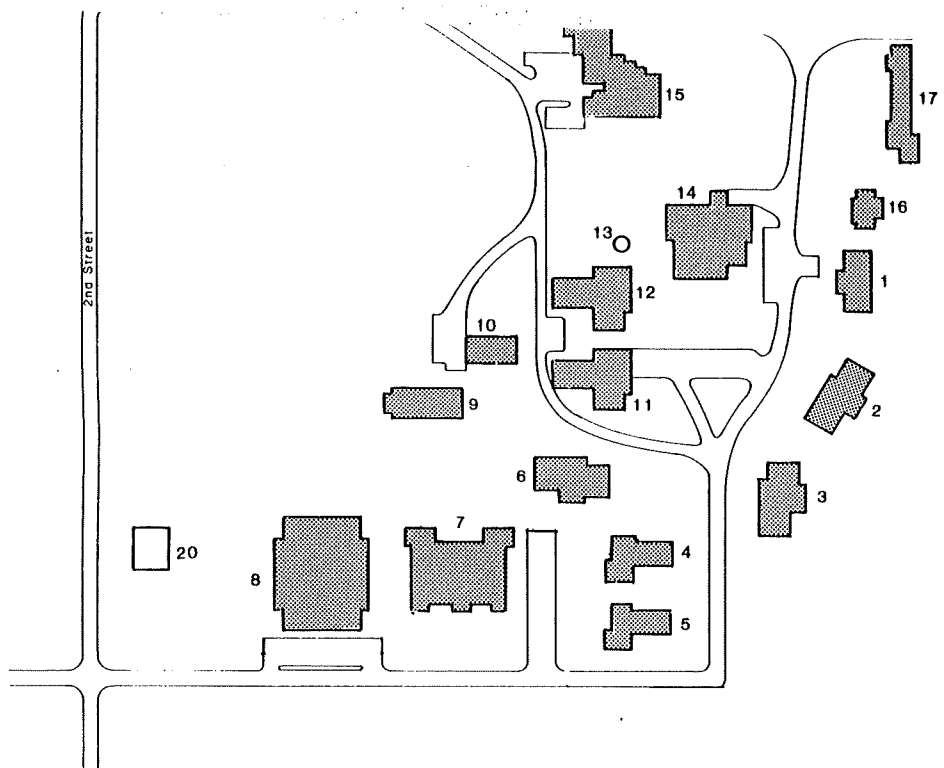
CAPITAL COST DIFFERENTIAL

Model Facility	Building Construction Cost	\$21,852,300
	Site Development Cost	2,428,000
	Movable Furnishing & Equip.	1,748,200
	Fees & Contingencies	4,856,060
	Escalation (3)	5,354,000
	<hr/>	
	Total Model Facility <sup>(1)</sup>	\$36,238,560
Renovation	Building Construction Cost	\$20,574,730
	Site Development Cost	2,185,200
	Movable Furnishing & Equip.	1,645,900
	Fees & Contingencies	4,779,600
	Escalation (3)	\$ 5,039,500
	<hr/>	
	Total Renovated Facility	\$34,224,930
	Initial Capital Cost Differential	\$ 2,013,630 Savings

OPERATING COST DIFFERENTIAL

Annual Staffing Cost Differential	\$	NC
Annual Utilities Cost Differential		17,380
Annual Maintenance Cost Differential		20,820
Total Annual Operating Cost (Additional Amount)	\$	38,200
	<hr/>	
20 Year Operating Cost Differential <sup>(2)</sup>	\$	1,137,500 Additional
LONG-TERM COST DIFFERENTIAL	\$	876,130 Savings
PER BED	\$	1,750

- (1) This estimate does not reflect land cost which may be required.  
 (2) Annual operating cost extended 20 years with 4% escalation per annum.  
 (3) Escalation is computed on the basis of initial findings at 1 July 1985, and phased implementation of construction. Start dates and escalation rates are as follows: Sitework, 1 Mar 86, 10.85% - Phase I construction, 1 Jul 86, 14.56% - Phase II construction, 1 Jan 87, 20.12%.



- 12. Oak Cottage
- 13. Water Tower
- 14. Dining Hall & Kitchen
- 15. Power Plant & Maintenance
- 16. Allied Clinical
- 17. Sequoia Cottage
- 18. Staff Residence
- 19. Staff Residence
- 20. Pump House

Youth Center at Atchison  
**EXISTING SITE PLAN**

**Kansas Correctional Facilities  
 Feasibility Study**



**HDR**  
 Henry Jones, Durham & Fickelberg

# AYC

## ATCHISON YOUTH CENTER

The Youth Center at Atchison is currently under the control of the Department of Social and Rehabilitation Services and is serving as a residential treatment center for 100 young men between the ages of 13-15. This program is currently experiencing a high rate of success and is operating at its full capacity of 100 beds. There is no indication by SRS that the need for this facility will be reduced in future. Long range plans call for continued operation of this program at this facility with the only major changes being some demolition of a few of the older buildings. The Allied Clinical and the Social Services Building are scheduled for demolition in fiscal year 1987. This site is located within the city limits of the City of Atchison along the rolling hills overlooking the Missouri River Valley.

The proposed correctional program will require a housing capacity appropriate to accommodate 170 minimum security women, with provisions for 30 medium security offenders, for a total of 200 beds. Space will be required for educational, vocational, and industries activities so as to allow for the development of correctional programs which will foster the inmates preparation for the "outside world". The facility will house and provide work and training programs for the majority of female inmates in the Department's custody. The space requirements model developed for a 200 bed women's facility indicates that a total gross building area of 114,400 square feet will be required.

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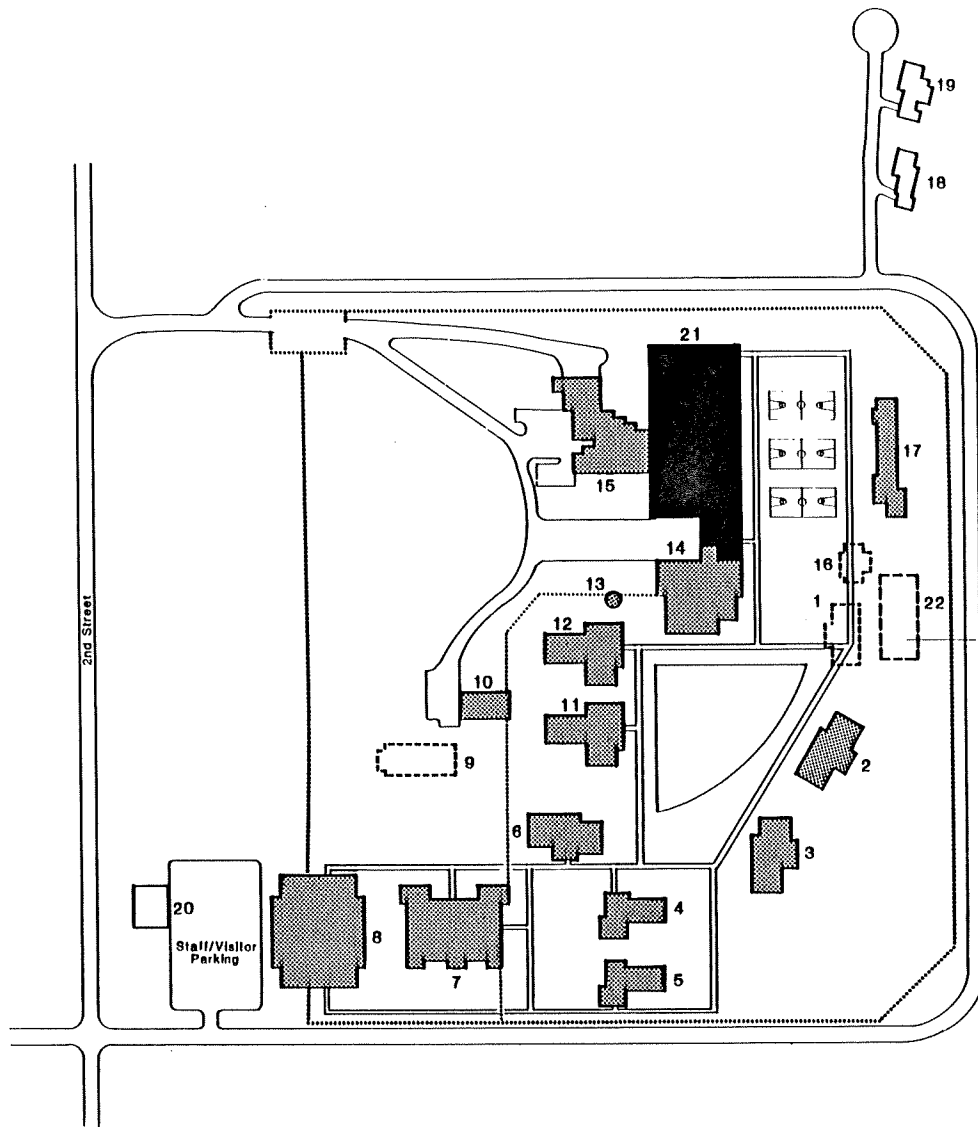
## UTILIZATION CONCEPT

Housing is the controlling factor for capacity as the support space is adequate to handle a larger population. As a rule, the housing is underutilized due to the size of the existing rooms. Most rooms are too large for optimum utilization, yet they are usually configured in such a way so as to prevent subdivision into smaller rooms. With the exception of Redwood, Cottonwood and Sycamore, all of the housing buildings have interior partitions constructed of either brick or concrete block. The aforementioned are constructed of plaster over wood studs and are thus suitable only for minimum security. Ivy Cottage is to be utilized as segregation space due to the stainless steel plumbing fixtures existing in many of the sleeping areas. Sequoia is well suited for double occupancy minimum security rooms. In order to fully utilize this opportunity at Sequoia, addition of dayroom and support space is required.

The locations of the kitchen, maintenance building and power plant require that the service yard area be located on the northwest portion of the site. The existing roads will be utilized whenever possible and a vehicular sallyport will be located where the service road penetrates the security perimeter. The existing dining building and power plant are both in outstanding condition and will continue in use with little renovation. The new industries building is located adjacent to housing off the service area to allow for evening use without an expanded secure area.

The Administration Building will be utilized for recreation and education because of the gymnasium and proximity to the housing units. The location of this building is appropriate for evening educational and recreational activities.







The Bert Nash School Building will be serve as the main entry to the facility, orienting the entry point to 2nd Street with parking areas providing buffering from the street. Provision must be made for hardening this building to make it a part of the secure perimeter. Staff services and administration will be on the free side while all other components will be on the secure side. Included in the building will be general administration, staff services, reception and transfer, custody and control, health services, treatment, visiting and religion.



- Building Index :**
1. Social Services
  2. Redwood Cottage
  3. Cottonwood Cottage
  4. Ivy Cottage
  5. Maple Cottage
  6. Sycamore Cottage
  7. Administration
  8. Bert A. Nash
  9. Swimming Pool
  10. Central Plant
  11. Hickory Cottage
  12. Oak Cottage
  13. Water Tower
  14. Dining Hall & Kitchen
  15. Maintenance
  16. Allied Clinical
  17. Sequoia Cottage
  18. Staff Residence
  19. Staff Residence
  20. Pump House
  21. New Construction
  22. Optional New Housing

Optional Housing  
(70 Beds)

**Legend :**

-  New Construction
-  Renovation
-  Demolition
-  Optional New Construction
-  Secure Perimeter
-  Control Perimeter

## Youth Center at Atchison RENOVATION PLAN

# Kansas Correctional Facilities Feasibility Study



**HDR**  
Herzog & Partners, Architects & Engineers

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### FEASIBILITY/AYC CONVERSION

For the 200 bed women's facility under consideration, the savings in initial (capital) cost realized by conversion is substantial - \$3,600,000. However, significantly increased operating costs are expected, particularly due to the necessity of providing minimal surveillance by custody officers in a large number of housing buildings, each having a relatively small number of beds. Also, maintenance and utilities costs will be higher for the renovated older buildings than for a comparable new facility. The net effect, after a 20 year operating cycle, is an ADDITIONAL cost to the state of approximately \$15,000,000 (present value). On the basis of long term net cost then, it would appear advantageous for the state to opt for construction of a new facility rather than to undertake this proposed conversion.

Moreover, the state will not be relieved, by implementing the conversion, of the obligations normally associated with new facility construction. While acquisition of a new land parcel would not be required in the case of conversion, relocation of the current population and operation at Atchison Youth Center, as well as acquisition or construction of appropriate space would be necessary, at similar or larger cost. Similarly, the delay associated with such relocation might well be greater than that required for new site acquisition. Also, reassignment and/or development of new staff would be necessary just as in the case of new facility construction.

In the absence of any factors which might offset the significantly increased operating costs, we conclude that conversion of the Atchison Youth Center to a 200 bed women's correctional facility is not feasible. More efficient acquisition of the additional correctional capacity can be achieved by construction of a new facility, or by renovation and expansion of KCIL as indicated in the Task 2 report.

COST BENEFIT ANALYSIS: AYC 200 BED WOMENS' FACILITY

This tabulation presents the net cost benefit, or loss, associated with renovation of Atchison Youth Center, in lieu of constructing a new facility to serve the same use.

CAPITAL COST DIFFERENTIAL

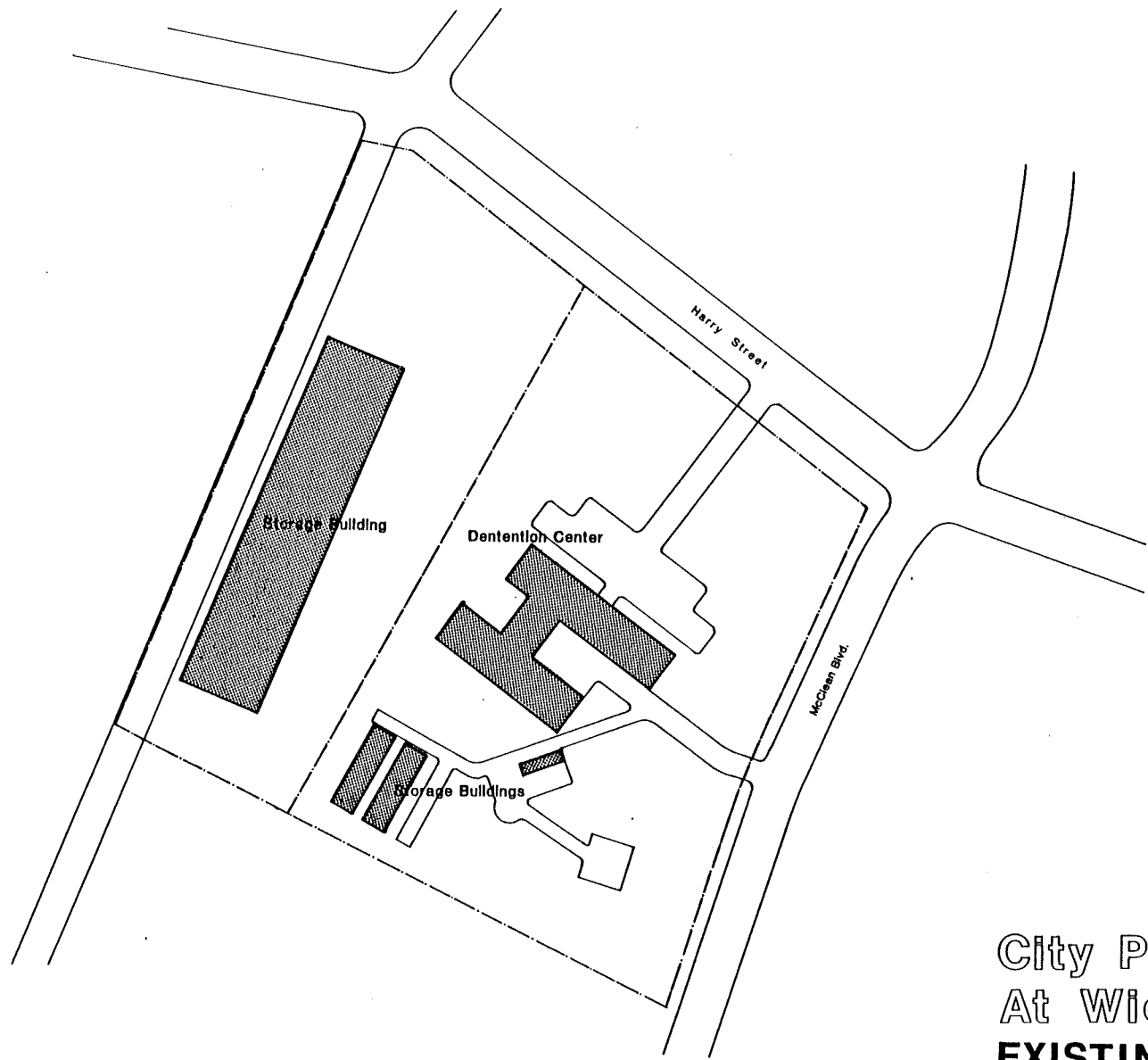
Model Facility	Building Construction Cost	\$ 8,946,200
	Site Development Cost	994,000
	Movable Furnishing & Equip.	715,700
	Fees & Contingencies	1,988,000
	Escalation (3)	2,240,000
	<hr/>	
	Total Model Facility(1)	\$14,883,900
Renovation	Building Construction Cost	\$ 6,301,460
	Site Development Cost	357,840
	Movable Furnishing & Equip.	715,700
	Fees & Contingencies	2,131,000
	Escalation (3)	1,777,800
	<hr/>	
	Total Renovated Facility	\$11,283,800
	Initial Capital Cost Differential	\$ 3,600,100 Savings

OPERATING COST DIFFERENTIAL

Annual Staffing Cost Differential	\$ 520,000
Annual Utilities Cost Differential	42,800
Annual Maintenance Cost Differential	57,670
	<hr/>
Total Annual Operating Cost Differential	\$ 620,470
20 Year Operating Cost Differential(2)	\$18,476,360 Additional
LONG-TERM COST DIFFERENTIAL	\$14,876,260 Additional
PER BED	\$ 74,380

- (1) This estimate does not reflect land cost which may be required.  
 (2) Annual operating cost extended 20 years with 4% escalation per annum.  
 (3) Escalation is computed on the basis of initial findings at 1 July 1985, and phased implementation of construction. Start dates and escalation rates are as follows: Sitework, 1 Mar 86, 10.85% - Phase I construction, 1 Jul 86, 14.56% - Phase II construction, 1 Jan 87, 20.12%.





City Prison Farm  
 At Wichita  
 EXISTING SITE PLAN

**Kansas Correctional Facilities  
 Feasibility Study**



**HDR**  
 Hobas, Dutton & Richardson

# WCT

## WICHITA DETENTION CENTER

The Wichita Detention Facility is presently unoccupied, having been closed in 1973. The facility consists of four areas arranged in an "H" pattern with three of the areas equipped as high security cell blocks and the fourth area is unfinished. The original capacity of the facility was 128 inmates, with 8 x 8 cells opening onto a dayroom. Each of the cells were intended to hold 4 inmates.

A revised capacity was proposed in March 1982, which estimated that 56 single cell inmates could be accommodated in a maximum security environment along with 20 additional minimum security beds in a dormitory setting. This would provide a total population of 76.

An additional parcel of land is available adjacent to this site for expansion of this present facility. This adjoining site is composed of approximately 4.6 acres, containing a variety of dilapidated buildings of little or no value.

This facility was analyzed in Task One, Preliminary Evaluation, for several proposed correctional uses, all housing a very low capacity (50 to 80 inmates) so as to minimize the amount of new construction required, particularly for housing. This evaluation, however, proposes new housing and utilization of the existing high security shell space for program activities serving medium custody inmates. The correctional program proposed is vocational training and habilitative services for youthful offenders from the Wichita area. Such a program is highly desirable so as to separate the younger population from older, more hardened, offenders. Additionally, location in a major urban context will allow greater opportunities for job placement and maintenance of family ties. The anticipated population is 150 inmates and the model space program indicates a need for 78,000 square feet, of which 22,000 would be provided by the existing building. It should be noted that this evaluation is based on preliminary analysis data.

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## FEASIBILITY/WICHITA CONVERSION

For the 150 bed youthful offender facility under consideration, the savings in initial (capital) cost realized by conversion is significant, amounting to just under \$1,500,000, in spite of the necessity to construct a majority of the required building area and all required housing capacity. Renovation provides a portion of program and support spaces only. Although maintenance and utilities costs will be above that of a comparable new facility, the design of the new housing buildings can permit efficient staffing. Thus, operating costs are not greatly increased by utilizing the existing building. The net effect, after a 20 year operating cycle, is a small savings to the state of approximately \$300,000, or about one half of one percent of total long term cost. On the basis of long term net cost, then, it would appear reasonable for the State to opt for conversion in lieu of new facility construction.

Several other factors support this conclusion. The existing facility is unoccupied, thus immediately available, and has been unused for over ten years, suggesting that the cost of acquisition may be very low as compared with purchase of a new facility site. Since the facility was originally constructed as a correctional facility, and so used until 1973, public acceptance of continued correctional use will be more readily achieved. The location in a major urban setting will greatly simplify staff recruitment and the available resources, particularly relative to vocational programs, will enhance service delivery.

The conversion of the Wichita Detention Center to correctional use by the State is therefore recommended as a viable and cost effective alternative to construction of a new facility for the purpose.

COST BENEFIT ANALYSIS: WICHITA 150 BED YOUTHFUL OFFENDER FACILITY

This tabulation presents the net cost benefit, or loss, associated with renovation of Wichita Detention Center, in lieu of constructing a new facility to serve the same use.

CAPITAL COST DIFFERENTIAL

Model Facility	Building Construction Cost	\$ 7,195,000
	Site Development Cost	800,000
	Movable Furnishing & Equip.	576,000
	Fees & Contingencies	1,599,000
	Escalation (3)	1,351,000
	<hr/>	
	Total Model Facility <sup>(1)</sup>	\$11,521,000
Renovation	Building Construction Cost	\$ 6,296,000
	Site Development Cost	400,000
	Movable Furnishing & Equip.	576,000
	Fees & Contingencies	1,639,000
	Escalation (3)	1,127,000
	<hr/>	
	Total Renovated Facility	\$10,078,000
	Initial Capital Cost Differential	\$ 1,483,000 Savings

OPERATING COST DIFFERENTIAL

Annual Staffing Cost Differential	\$	NC
Annual Utilities Cost Differential		6,150
Annual Maintenance Cost Differential		33,600
	<hr/>	
Total Annual Operating Cost Differential	\$	39,750
20 Year Operating Cost Differential <sup>(2)</sup>	\$	1,183,700 Additional
LONG-TERM COST DIFFERENTIAL	\$	299,300 Savings
PER BED	\$	2,000

- (1) This estimate does not reflect land cost which may be required.  
 (2) Annual operating cost extended 20 years with 4% escalation per annum.  
 (3) Escalation is computed on the basis of initial findings at 1 July 1985, and phased implementation of construction. Start dates and escalation rates are as follows: Sitework, 1 Mar 86, 10.85% - Phase I construction, 1 Jul 86, 14.56% - Phase II construction, 1 Jan 87, 20.12%.

4

## Conclusions

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## Recommendations

Initial construction costs, as well as certain long term costs for the initial 20 year operating cycle, have been computed for the five renovation/conversion projects reported in the previous section, Detailed Evaluation. These costs are compared with similar costs for comparable new facility construction and operation in the EVALUATION MATRIX which appears on the following page. Three of the five projects (KCIL 270, SRDC 500 and WCT 150) show positive long term cost benefit relative to the alternative of new facility construction.

KCIL and SRDC are both presently owned by the State and in operation as correctional facilities, so that additional capital costs associated with acquisition or relocation are not anticipated. WCT will have to be acquired by purchase from the City of Wichita. To the extent that a purchase price less than the long term cost benefit can be negotiated, this project will remain viable from a cost benefit standpoint. Also, it should be noted that since all three facilities are correctional facilities, the probability of community acceptance of the proposed new or expanded uses should be enhanced. On this basis, all three projects are recommended as feasible and desirable alternatives to new facility construction.

This recommendation excludes renovation of Atchison Youth Center from further consideration, since renovation of KCIL will provide a co-correctional setting with 270 beds at a substantially lower long term cost. Renovation of SRDC for diagnostic services only (SRDC 150), however, may be developable as a cost effective project to the extent it can be incorporated as an initial phase in a long term plan to develop a 500 bed psychiatric/diagnostic center at the site. Certain other advantages may also be associated with this strategy - the cost of acquiring land or developing utilities at a new site will be avoided, the present staff will continue in the employ of the Department without relocation, and diagnostic services delivery will remain at its present ideal location relative to the major catchment areas of the State.

**EVALUATION MATRIX**

Relative Long Term (20 Year) Cost Benefit

	KCIL 270 BED CO-CORRECTIONAL	SRDC 150 BED DIAGNOSTIC	SRDC 500 BED PSYCHIATRIC	AYC 200 BED WOMEN'S	WCT 150 BED YOUTHFUL OFFENDER
<b>CAPITAL COST(1)</b>					
New Facility Construction Cost	\$19,081,000	\$ 9,783,000	\$ 36,239,000	\$14,884,000	\$11,521,000
Renovation/Conversion Cost	\$16,899,000	\$ 9,494,000	\$ 34,225,000	\$11,284,000	\$10,038,000
Capital Cost Differential	\$ 2,182,000	\$ 289,000	\$ 2,014,000	\$ 3,600,000	\$ 1,483,000
<b>OPERATING COST(2)</b>					
New Facility Operating Cost	\$73,299,000	\$59,031,000	\$177,524,000	\$65,496,000	\$43,244,000
Renov/Conv Facility Operating Cost	\$73,754,000	\$60,056,000	\$178,661,000	\$83,972,000	\$44,427,000
Operating Cost Differential	(\$ 455,000)	(\$ 1,025,000)	(\$ 1,137,000)	(\$18,476,000)	(\$ 1,183,000)
<b>LONG TERM COST(3)</b>					
New Facility	\$92,380,000	\$68,814,000	\$213,763,000	\$80,380,000	\$54,765,000
Renovated/Converted Facility	\$90,653,000	\$69,550,000	\$212,886,000	\$95,256,000	\$54,465,000
Long Term Differential	\$ 1,727,000 SAVINGS	(\$ 736,000) ADDITIONAL	\$ 877,000 SAVINGS	(\$14,876,000) ADDITIONAL	\$ 300,000 SAVINGS

- (1) Capital cost includes building construction/renovation/demolition and fixed equipment, site development, movable furnishings and equipment, fees and contingencies, and escalation computed according to agency guidelines. The cost of land, existing buildings and utilities, and costs associated with relocation of existing use, if any, are not included.
- (2) Includes estimated costs for staffing, utilities and maintenance ONLY, extended to 20 year initial operating cycle with 40% per annum escalation.
- (3) Long term cost is the sum of capital and operating costs given above. No allowance has been made for the cost of funding (i.e., interest, bond issuance fees, etc.).

## System Impact

Implementation of the recommended renovation and expansion at KCIL and SRDC will result in an increase in system bed capacity of approximately 15%. Acquisition and conversion of the Wichita facility would bring the figure to near 20%. Net additional bedspace is tabulated by facility as follows:

Optimum Management Capacity	KCIL	SRDC <sup>(1)</sup>	SRDC	KCVTC	WCT
OMC after renovation/conversion	270	150	500	180 <sup>(3)</sup>	150
Current OMC at July 1, 1985	165 <sup>(2)</sup>	88	88	200	-
NET GAIN (OMC)	105	62	412	(-20)	150
Maximum Management Capacity	KCIL	SRDC <sup>(1)</sup>	SRDC	KCVTC	WCT
MMC after renovation/conversion	300	220	670	180 <sup>(3)</sup>	250
Current MMC at July 1, 1985	178 <sup>(2)</sup>	132	132	200	-
NET GAIN (MMC)	122	88	538	(-20)	250

- (1) This column tabulates capacities for renovation of SRDC to provide 150 beds for diagnostic services delivery. It represents a first phase of development of a 500 bed psychiatric/diagnostic center at SRDC, and is not additive.
- (2) Includes additional 46 bed renovation presently funded.
- (3) Reflects conversion of "J" building at KCVTC to work release center, an essential element of the 500 bed psychiatric/diagnostic center proposal.

Implementation strategy should include renovation and expansion of KCIL, or phase one SRDC, or both as a first step.\* Assuming KCIL is the initial project, an appropriate sequencing of projects would be as follows:

1. Renovation and expansion of KCIL to replace substandard housing, provide adequate space for correctional programs, and improve security and surveillance systems.

\* Delay of implementation beyond the start dates given in the Task 2 and Task 4 Reports will involve increased costs due to escalation.



2. First phase renovation of SRDC to provide 150 beds and adequate support for diagnostic services delivery, including female receptees.
3. Continued development of a 500 bed psychiatric treatment center at SRDC. This second phase of development and expansion (after initial renovations for 150 beds diagnostic) will provide capacity for "outpatient" psychiatric services to inmates returning to the correctional system from LSSH for screening inmates prior to transfer to LSSH for treatment, and for the treatment of inmates whose psychiatric or medical disabilities make them disruptive in a mainline context, but who are not sufficiently ill to warrant transfer to facilities outside the Department.
4. Acquisition and conversion of the Wichita Detention Center for a vocational training and rehabilitation program targeted to youthful offenders from Sedgewick and surrounding counties. Detailed analysis of the system profile, to assure that a minimum of 150 beds could be utilized, and identification of the appropriate correctional programs would be a prerequisite to implementation of this project.

Based on the above implementation strategy, system capacity by custody level versus projected loading for 1989 would be as follows:

**STEP ONE (KCIL) ONLY**

Custody Level	Capacity (Beds)		1989 Loading	
	OMC	MMC	Inmates	% OMC
Minimum	1105	1171	1171 449	106%
Medium	378	696	247 1088	184%
Maximum & Close	2000	3162	1556	132%
Total	3483	5029	4511	130%

STEP TWO (KCIL AND SRCD PHASE ONE)

Custody Level	Capacity (Beds)		1989 Loading	
	OMC	MMC	Inmates	% OMC
Minimum	1155	1235	1235	107%
Medium	390	720	385 335	185%
Maximum & Close	2000	3162	1000 1556	128%
Total	3545	5117	4511	127%

STEP THREE (KCIL AND SRDC 500 BEDS)

Custody Level	Capacity (Beds)		1989 Loading	
	OMC	MMC	Inmates	% OMC
Minimum	1235	1315	1315	106%
Medium	540	970	305 665	180%
Maximum & Close	2100	3262	670 1556	106%
Total	3875	5547	4511	116%

STEP FOUR (KCIL, SRDC AND WCT)

Custody Level	Capacity (Beds)		1989 Loading	
	OMC	MMC	Inmates	% OMC
Minimum	1235	1315	1315	106%
Medium	690	1220	305 665	140%
Maximum & Close	2100	3262	670 1556	106%
Total	4025	5797	4511	112%

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These tabulations indicate that implementation of the recommended projects will have a significant impact on the level of overcrowding across the system. Even implementation of Step 1 only will reduce the percent of Optimum Management Capacity at which the system must be operated by about 6% for both the existing maximum/close custody capacity and the system as a whole. Further implementation will steadily reduce the percent of OMC in maximum and medium facilities. Also, although not specifically reflected in the data above, it should be noted that overcrowding of women in the system will be fully relieved by renovation of KCIL.

Discussion of system impacts would be incomplete without noting that the most significant improvements in system operations will result from the new treatment programs which the renovated facilities will make possible. Removal of small groups of inmates requiring special surveillance and treatment operations from the systems mainline facilities will enable more efficient service delivery at the relieved older facilities as well as at the newly renovated institutions. And the value of social and economic benefits to the state and its citizens of more successful rehabilitative program delivery to even a small increment of the inmate population cannot be over estimated.

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## Modular Housing Applicability

A part of this feasibility study has been devoted to a review of modular housing available in the market place and its applicability to the development of correctional facilities in Kansas. This work is reported in the Task 3 Report, a separate volume.

Modular construction systems are widely used in the construction industry today. They range from on-site assembly of relatively small scale repetitive components (precast concrete wall panels, for example) to modular assembly of unitary elements of building volume, such as preassembled cells, to the placement of preconstructed buildings, assembled and finished in the factory. This latter category has been the subject of Task 3. The analysis methodology consisted of a survey of manufacturers of modular buildings for correctional use, a survey of state systems having such facilities in use, and an evaluation of the data developed, comparing modular construction with a variety of conventional construction methods.

The conclusion of the Task 3 Report is that the advantages of modular construction lie in the areas of rapid deployment and relocatability, not cost.

- o Rapid deployment is a direct consequence of pre-design and its correlary, repetitive manufacture. Design time is virtually eliminated because the building is purchased "off the shelf", although limited customization is sometimes possible. The process of repetitive assembly in a factory situation can meet shorter and more dependable schedules than field assembly.
- o Relocatability is possible because transport is in integral part of the original construction methodology, and repetition of the minimal on-site work does not create overwhelming cost burdens. The major advantage of relocatability is that it creates the potential for leasing capacity to meet needs which exist over a short term only, as for example during renovations.

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The necessity for these two features in the implementation of the renovation/conversion proposals recommended as feasible in this report is not apparent. The utilization concepts developed for KCIL and SRDC suggest that the expansion and replacement of housing and support services can be accomplished while the existing facilities remain in service. Temporary provisions, which might be met by leasing of modular units (as proposed in the current 5 year plan for KCIL) will therefore not be necessary.

And, while rapid deployment of new housing capacity at KCIL and SRDC (the sooner the better) is desirable, the lowest long term cost will be most effectively assured by 1) development of a unique design which minimizes staffing requirements, and 2) competitive bidding to establish construction cost, including receipt of bids from manufacturers of modular housing units which meet the design requirements. In short, the state should opt for permanent long term useful life construction, based on designs developed for efficient correctional operations.