

Approved February 4, 1992
Date

MINUTES OF THE SENATE COMMITTEE ON GOVERNMENTAL ORGANIZATION

The meeting was called to order by Senator Lana Oleen at
Chairperson

1:35 ~~xxxx~~ p.m. on January 28, 1992 in room 531-N of the Capitol.

~~1~~ members ~~present~~ present: Senators Oleen, Bogina, Doyen, Francisco, Kanan, Moran
and Vidricksen

Members Absent - Excused: Senator Strick

Member Absent - Senator Gaines

Committee staff present:

Julian Efird, Kansas Legislative Research Department

Fred Carman, Revisor of Statutes

Mary Allen, Committee Secretary

Conferees appearing before the committee:

Gary Stotts, Kansas Department of Corrections

The meeting of the Senate Committee on Governmental Organization was called to order at 1:35 p.m. by the Chairman, Senator Lana Oleen, who opened the public hearing on SB 473.

Senate Bill 473 - Sunset law, secretary and department of corrections;
continuation.

Gary Stotts, Secretary of the Department of Corrections (KDOC), presented a briefing report on that Department. Secretary Stotts began with an overview of its functions, organization and operations and noted that the KDOC is a cabinet level agency created in 1974 through enactment of the Kansas Penal Reform Act with specific authorization for its establishment found in K.S.A. 75-5203. He stated that the mission of the Department, as part of the criminal justice system, is to contribute to the public safety by exercising reasonable, safe, secure and humane control of offenders while encouraging and assisting them to become law-abiding citizens. He said that management of the KDOC system is directed from its central office in Topeka with the Secretary of Corrections as the chief executive officer aided by seven divisions and sections to provide direction and oversight for facility and field services operations. He reported on budget, staffing, inmate population, population trends, capacity and caseloads.

Secretary Stotts listed and discussed the KDOC's Management Initiatives for 1992 as follows:

1. Sentencing Guidelines (as proposed in SB 479).
2. Inmate Placement Management.
3. Unit Management.
4. Consolidation of Field Supervision of Offenders.
5. Inmate Classification
6. Security Audits.
7. Risk Assessment and Workload Measurement - Field Service.
8. Parole Revocations.
9. Role of Community Corrections.
10. Offender Program Evaluation.
11. Kansas Correctional Industries.
12. Inmate Work Programs.
13. Security Post Analysis.
14. Good Time.
15. Offender Pre-Release/Transition Programs.
16. Labette Correctional Conservation Camp.

(See Attachment I for copy of Secretary Stotts' testimony.)

CONTINUATION SHEET

MINUTES OF THE SENATE COMMITTEE ON GOVERNMENTAL ORGANIZATION,
room 531-N, Statehouse, at 1:35 ~~xxx~~ p.m. on January 28, 1992

Following questions from the Committee, Chairman Oleen requested that Secretary Stotts return to the Committee's next meeting on Monday, February 3, 1992, to continue the review of his Department. The Chairman asked the Secretary to bring information on the following:

1. A list of the KDOC's advisory boards.
2. The role of the Secretary of Corrections on various boards and commissions.
3. An overview of Community Corrections Advisory Boards.
4. Labette Correctional Conservation Camp.

Chairman Oleen announced that Senator Doyen will chair the sub-committee on the Sunset review of the Department of Corrections.

Senator Bogina moved that the minutes of the January 15, 1992, January 17, 1992, January 21, 1992, and January 22, 1992, meetings of the Committee be approved. Senator Francisco seconded the motion. The motion carried.

The Chairman announced that written testimony in support of the intent of SB 471 has been submitted to the Committee by Joyce Wolf, legislative liaison for the Kansas Audubon Council (Attachment II).

Eileen Hassett, Executive Director of the Board of Cosmetology, has requested that there be drafted for introduction of a Committee bill which would update some of the statutes pertaining to that Board.

Senator Bogina moved that a bill be drafted for introduction as a Committee bill which would contain the request of Ms. Hassett of the Board of Cosmetology. Senator Doyen seconded the motion. The motion carried.

The meeting was adjourned at 2:30 p.m. by Chairman Oleen.

GUEST LIST

NAME

REPRESENTING

Jayce Way
Dorothy L. Sutton
Gary Stotts

Ks. Audubon Council (as SB 471)
Kansas Lottery
CORRECTIONS

CORRECTIONS BRIEFING REPORT

*Presented to the Senate Committee on
Governmental Organization*

Kansas Department of Corrections
January 28, 1992

*Senate Committee on Governmental Organization
Attachment I*

1-28-92

1-1

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3. Management Initiatives

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Inmate Placement Management
Unit Management
Consolidation of Field Supervision of Offenders
Inmate Classification
Security Audits
Risk Assessment and Workload Measurement -- Field Services
Parole Revocations
Role of Community Corrections
Offender Program Evaluation
Kansas Correctional Industries
Inmate Work Programs
Security Post Analysis
Good Time
Offender Pre-Release/Transition Programs
Labette Correctional Conservation Camp

OVERVIEW

Overview of the Functions, Organization and Operations of the Kansas Department of Corrections

Statutory Authorization

The Kansas Department of Corrections is a cabinet-level agency headed by the Secretary of Corrections. The department was created in 1974 through enactment of the Kansas Penal Reform Act; specific authorization for the establishment of the department is found in K.S.A. 75-5203.

Duties and Responsibilities

The mission of the Department of Corrections, as part of the criminal justice system, is to contribute to the public safety by exercising reasonable, safe, secure and humane control of offenders while actively encouraging and assisting them to become law-abiding citizens. In fulfilling this mission, the department:

--operates maximum, medium and minimum security correctional facilities that provide for appropriate placement and management of inmates, given security requirements and available resources;

--implements inmate education, treatment and work programs that respond to offender needs and that enhance the likelihood of successful offender return to the community;

--supervises offenders paroled or conditionally released from correctional facilities to protect the safety of the public and to facilitate offender reintegration into the community; and,

--supports community-based supervision of felony offenders through implementation of the Kansas Community Corrections Act and administration of state grants to community corrections agencies.

Department Organization

Management of the KDOC system is directed from its central office located on the fourth floor of the Landon State Office Building in Topeka. The Secretary of Corrections is the chief executive officer for the Department. To assist the Secretary, seven divisions and sections provide direction and oversight for facility and field services operations. They are:

- Facility Management Division, which is headed by Deputy Secretary Ray Roberts
- Program Management Division, which is headed by Deputy Secretary Dick Koerner
- Community and Field Services Division, which is headed by Deputy Secretary Roger Werholtz
- Legal Services and Investigations Section, which is headed by the Chief Legal Counsel, Charles Simmons
- Fiscal Management and Budget Section, which is headed by the Fiscal Officer, Dennis Williams
- Human Resources Section, which is headed by the Human Resource Manager, Judy Rickerson
- Information Systems and Communications Section, which is headed by the Information Resource Manager, Jeff Lewis.

Each division and section administrator reports directly to the Secretary. An executive committee meets regularly to assist the Secretary in performing departmental responsibilities. Membership on the executive committee includes the deputy secretaries and the chief legal counsel. The other section heads, plus the public information officer and staff assistant to the Secretary, are considered staff to the executive committee.

The department also holds periodic meetings of the senior management staff, which includes: executive committee; executive committee staff; correctional facility wardens; and regional parole directors. A functional organization chart for the KDOC central office is presented in Figure 1. The chart shows the current organization of the agency, the major functions assigned to each division and section, and the name of the administrator for each division and section.

The Kansas Department of Corrections has correctional facilities and parole offices in 23 communities throughout the state. Correctional facilities are located in 12 communities and parole offices, in 14 communities. The locations of KDOC facilities and offices are presented in Figure 2.

Budget and Staffing

The Governor's recommended budget for the Department of Corrections and its facilities in FY 1992 is \$168.3 million. Of the total, \$120.4 million or 72 percent is budgeted for operation of correctional facilities (including funds for inmate medical care and inmate programs, which are budgeted and administered through the central office).

The remaining 28 percent of the FY 1992 budget is allocated for community corrections (\$9.5 million); Labette Correctional Conservation Camp (\$1.2 million); Kansas Correctional Industries (\$8.3 million in special revenue funds); capital improvements and debt service payments (\$18.1 million); parole services (\$4.7 million); programs for parolees and other programs not directly related to inmates (\$1.8 million); and, other departmental administrative costs (\$4.4 million).

The total number of positions recommended in the FY 1992 budget is 3,062.8 FTE. Of those, 2,786.8 are assigned to correctional facilities (including 26 health care positions budgeted through the central office); 115 to parole services; 73 to correctional industries; 2 to the State Community Corrections Board; and the remainder, to the central office.

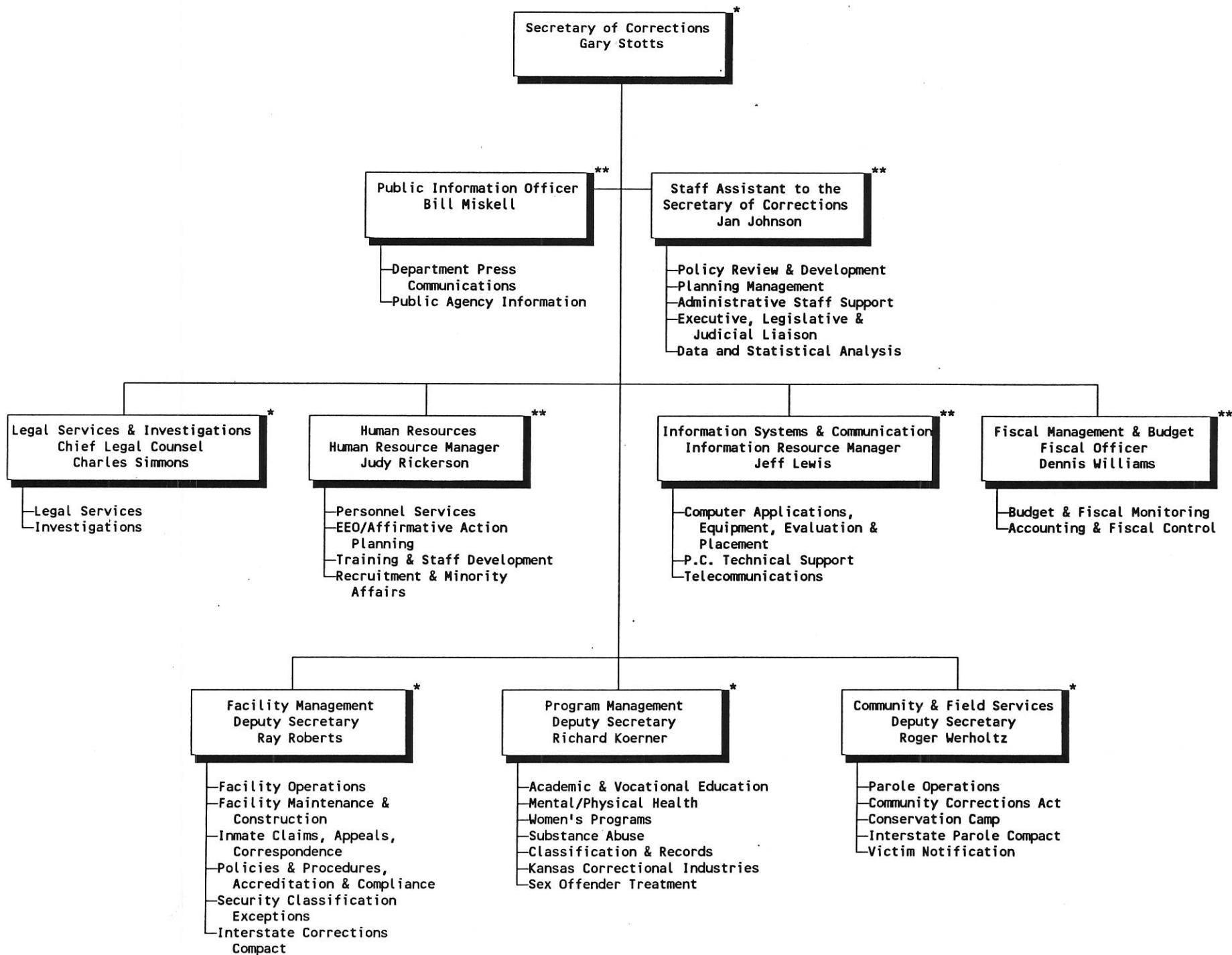
A summary of FY 1992 and FY 1993 budget information is presented in a table at the end of this section.

Inmate Population, Capacity and Caseloads

The inmate population as of December 31, 1991 was 5,911--an increase of 292 from the June 30, 1991 population of 5,619. Of the total December 31 population, 294 were females. Distribution of the population by security classification was: maximum/special management/unclassified--1,523 (26%); medium--2,074 (35%); minimum--2,314 (39%).

The operating capacity of the department is 6,622, which includes the new facilities located in El Dorado and Larned. Of the total available capacity, 6,461 beds are located in facilities operated by KDOC. In addition to its own facilities, the department places inmates at Larned State Hospital, which has the capacity to accept 127 inmates. The department also makes a relatively small number of contract jail and work release placements.

The department's parole population on December 31, 1991 totaled 7,562. Of the total, 5,587 were in-state cases--including Kansas parolees and compact parolees from other states--under direct supervision of the department's parole services staff. The remaining 1,975 were Kansas offenders paroled to other states. As of December 31, 1991 there also were an additional 612 offenders on absconder status for whom warrants had been issued.



*Executive Committee
**Executive Staff

Figure 1

Kansas Department of Corrections
Facilities and Parole Offices

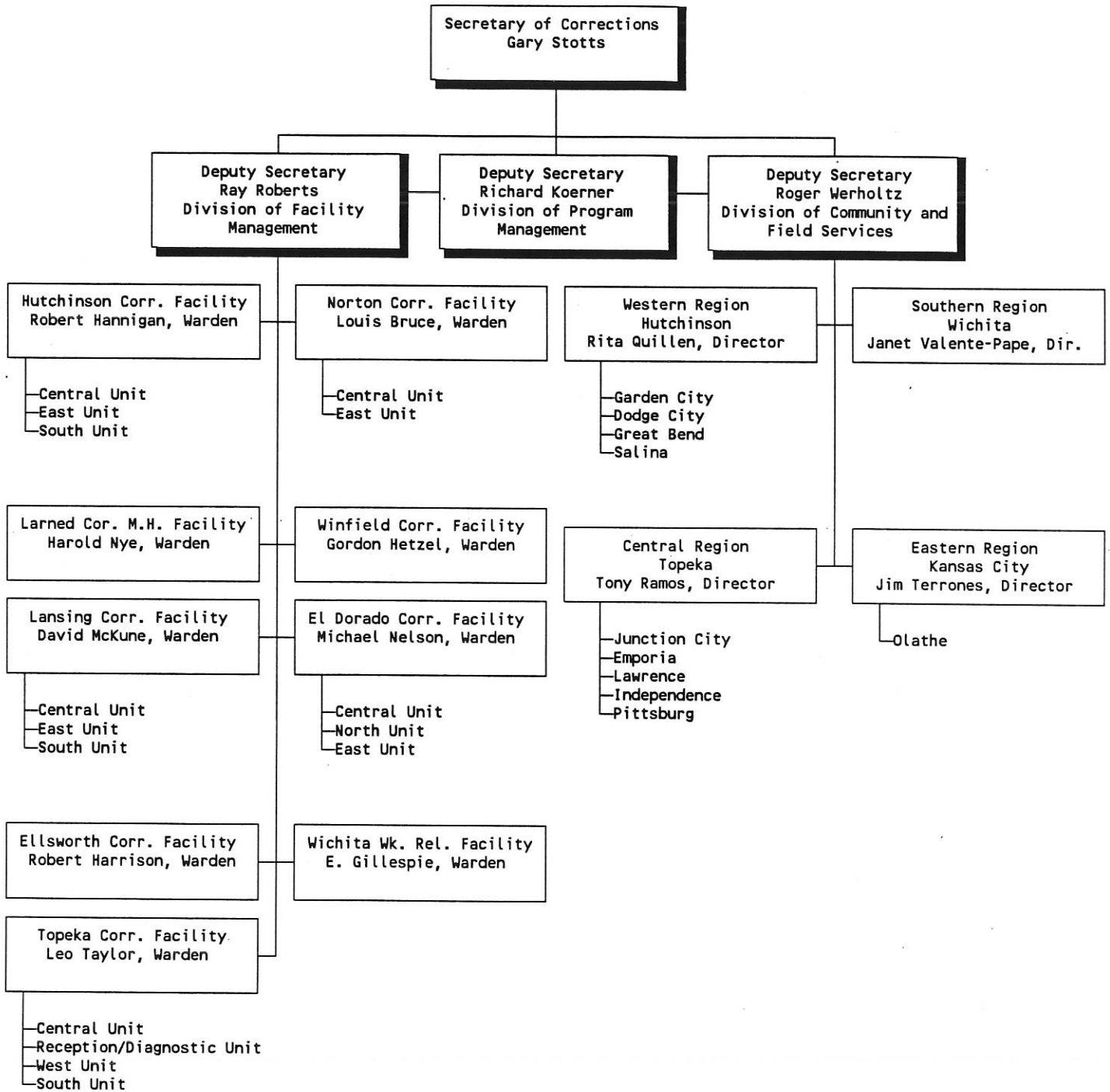


Figure 2

Program/Facility

OPERATING EXPENDITURES:

Department of Corrections:

Central Management
Claims and Contingency
Data Processing
Programs Administration
Parole Services
Offender Programs
Inmate Medical and Mental Health
Community Corrections
State Community Corrections Board
Labette Correctional Conservation
Debt Service
Kansas Correctional Industries

Subtotal - Department Of Corre

Ellsworth Correctional Facility
El Dorado Correctional Facility
Hutchinson Correctional Facility
Lansing Correctional Facility
Larned Correctional Mental Health F
Norton Correctional Facility
Topeka Correctional Facility
Winfield Correctional Facility
Wichita Work Release Facility

Subtotal - Facilities

Subtotal - Operating Expenditure

% Increase

CAPITAL IMPROVEMENTS:

Department of Corrections
Ellsworth Correctional Facility
Hutchinson Correctional Facility
Lansing Correctional Facility
Norton Correctional Facility
Topeka Correctional Facility

Subtotal - Capital Improvements

Total - Systemwide Expenditures

Systemwide - FTE

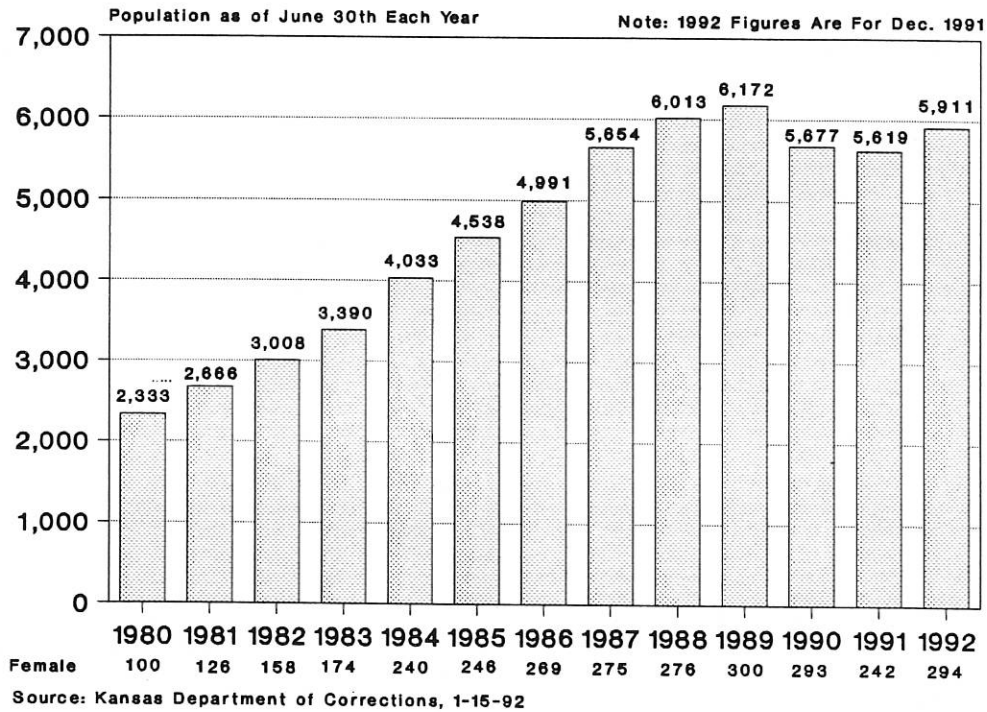
STATE GENERAL FUND:

Total Expenditures

% Increase

POPULATION TRENDS

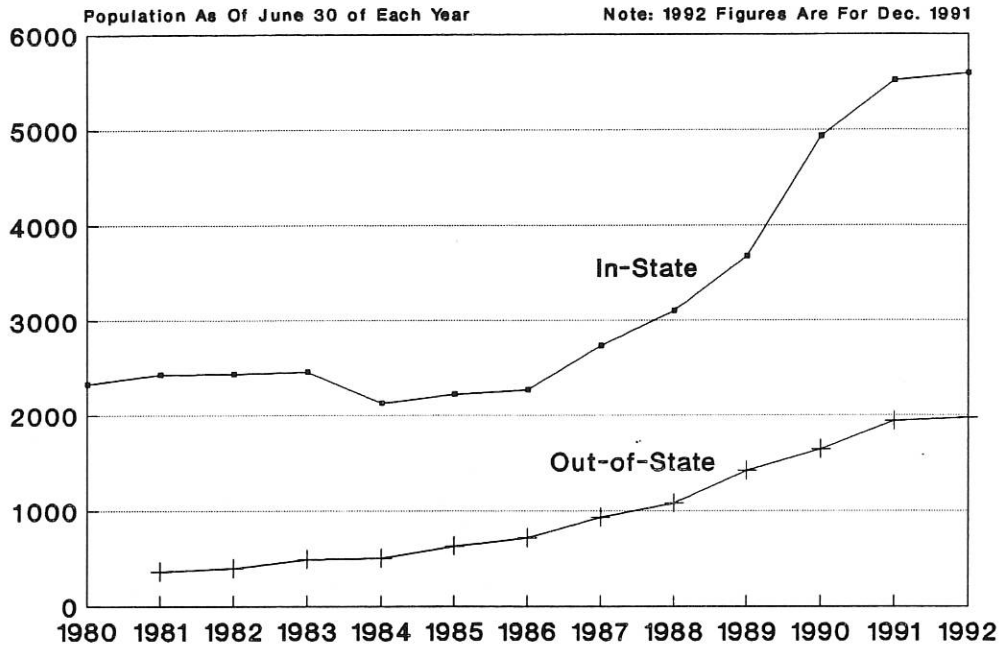
Kansas Inmate Population Fiscal Years 1980-1992



Inmate Population

- The December, 1991, total inmate population of 5,911 is about two and one-half times the size of the 1980 population and the female population is nearly three times as large.
- The inmate population grew steadily from FY 1980 - FY 1989, but dropped substantially in FY 1990 and FY 1991. In FY 1992 the population is growing again as indicated by the December 1991 population of 5,911 -- 292 higher than at the end of FY 1991.
- Legislation that was a primary factor in producing the decrease in the inmate population from FY 1989 to FY 1990:
 - Senate Bill 49: Liberalized good time provision, which was effective August 1, 1989, resulted in "early" releases for a number of inmates. In addition, the parole eligibility of most remaining inmates was moved forward.

Parole Population Fiscal Years 1980-1992

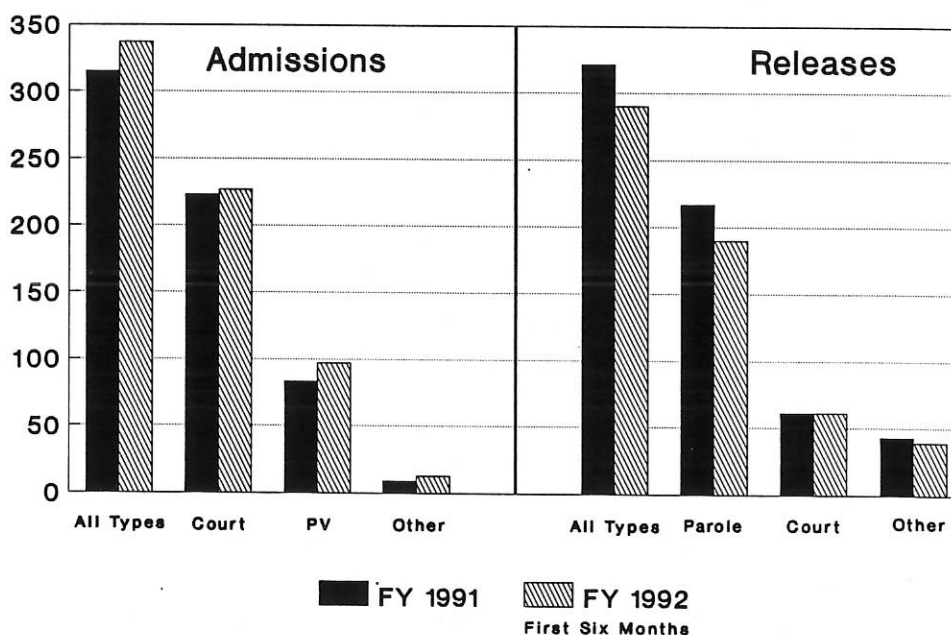


Source: Kansas Department of Corrections, 1-15-92

Parole Population

- In-state parole population -- Kansas offenders on parole/conditional release in Kansas and compact parole/probation cases supervised in Kansas -- has more than doubled since 1986 and numbered 5,587 as of December 31, 1991.
- Out-of-state parole population--Kansas offenders supervised in other states under compact--also has more than doubled since the mid-1980s and numbered 1,975 as of December 31, 1991.

Average Number of Admissions and Releases Per Month By Major Category

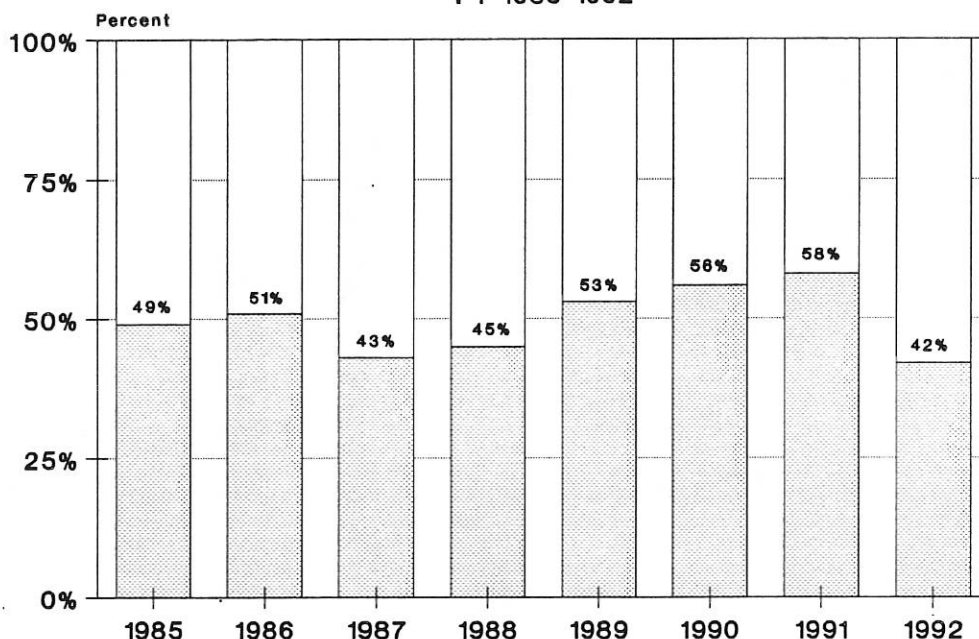


Source: Kansas Department of Corrections, 1-15-92

Admissions and Releases

- In the first six months of FY 1992 (July, 1991 through December, 1991), the monthly average number of admissions has increased compared to FY 1991, and the average number of releases has decreased. The result is the observed average increase of 49 per month in inmate population for FY 1992 to-date.
- **Admissions:** An increase in the number of parole/conditional release violation returns with no new sentences accounted for just over half of the average monthly increase in admissions. Returns of this type averaged 95 per month so far in FY 92 compared to 82 in FY 1991.
- **Releases:** Most of the decrease in the monthly average number of releases in FY 1992 to-date is due to a lower average number of parole releases -- a monthly average of 190 so far in FY 1992 compared to 217 in FY 1991.

**Parole Rate: Parole Board Decisions To
Parole As A Percent Of Total Decisions
FY 1985-1992**



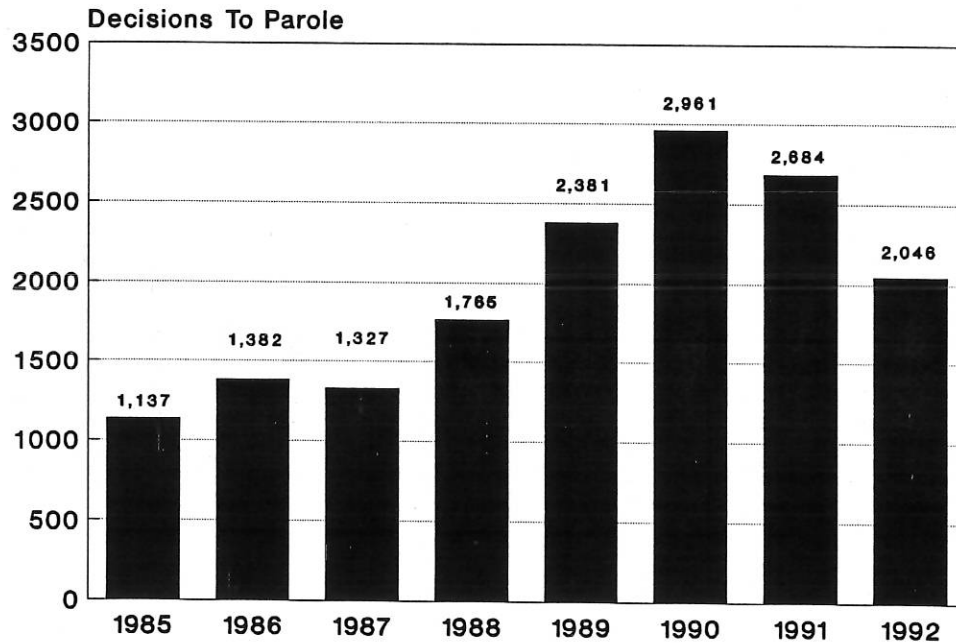
Note: 1992 Rate Based On First Six Months Experience
Source: Kansas Department of Corrections, 1-15-92

Parole Rate

- Parole rate is defined as the proportion of total parole board decisions that are grants of parole.
- For the first half of FY 1992 (July through December, 1991) the parole rate has dropped to 42% from 58% in FY 1991.

Note that at the mid-year point of FY 1992, a drop of a single percentage point represents about 25 inmates who are not granted parole and remain confined. On a full-year basis, a single percentage point represents about 50 inmates. If, for example, the parole rate during the first half of FY 1992 had been 52% instead of 42% approximately 250 more inmates would have received a favorable parole decision.

Decisions To Parole By Fiscal Year FY 1985-1992

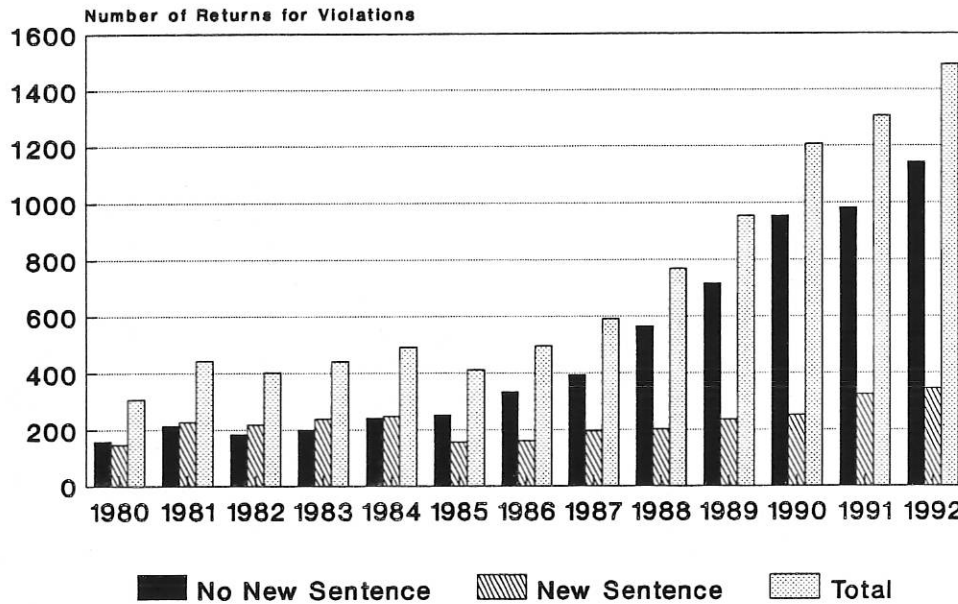


Note: 1992 Figures Based On First Six Months Annualized
Source: Kansas Department of Corrections, 1-15-92

Decisions to Parole

- Estimated number of decisions to parole for FY 1992, annualized on the basis of the first six months of the year, is lower than the corresponding figures for the previous three fiscal years.
- The decline in total decisions to parole thus far in FY 1992 as compared to FY 1991 is attributable in large part to the reduction in parole rate.

Return Admissions for Violation of Parole or Conditional Release

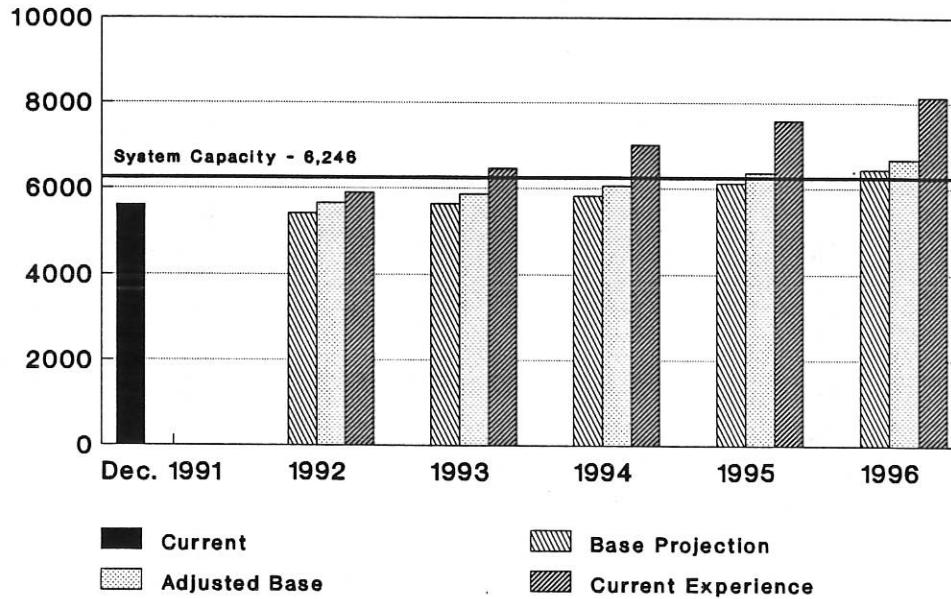


Note: 1992 Figures Based On First Six Months Annualized
 Source: Kansas Department of Corrections, 1-15-92

Return Admissions for Violation of Parole/Conditional Release

- Both types of violation (new sentence and no new sentence) together accounted for over one-third of the total admissions to KDOC in FY 1991.
- New sentence returns: Since 1980 this type of return accounted for 6% to 10% of total admissions. In FY 1991 the number was 325 compared to 254 in FY 1990, an increase of 28%.
- No new sentence returns: In recent years, returns for violation of parole conditions have increased substantially and have accounted for larger proportions of total admissions. In FY 1991 this type of return alone accounted for about 25% of the total admissions.

Population Projections 1992-1996 - Males Comparing Three Projection Scenarios



Source: Kansas Department of Corrections, 1-15-92

Inmate Population Projection Scenarios - Male Population

Projections in the graph are given for the June 30 population levels under each scenario. The total operating capacity is 6,622, including 6,246 beds for males and 376 for females. These figures remain stable throughout the projection period. At the end of FY 1996, the projected male inmate population ranges from 6,438 to 8,131, which compares to the December 31, 1991 population of 5,617.

- **Base Projection:** NCCD projection model using FY 1991 as the base year. This is the projection scenario upon which the Governor's budget recommendations for FY 1992 and FY 1993 are based.

Under this scenario, the number of male inmates would exceed operating capacity during FY 1996.

- **"Adjusted Base" Scenario:** Uses actual population increases through first half of FY 1992 (49 per month for total population) with the population increases for the remainder of the projection period as projected in the NCCD base projection.

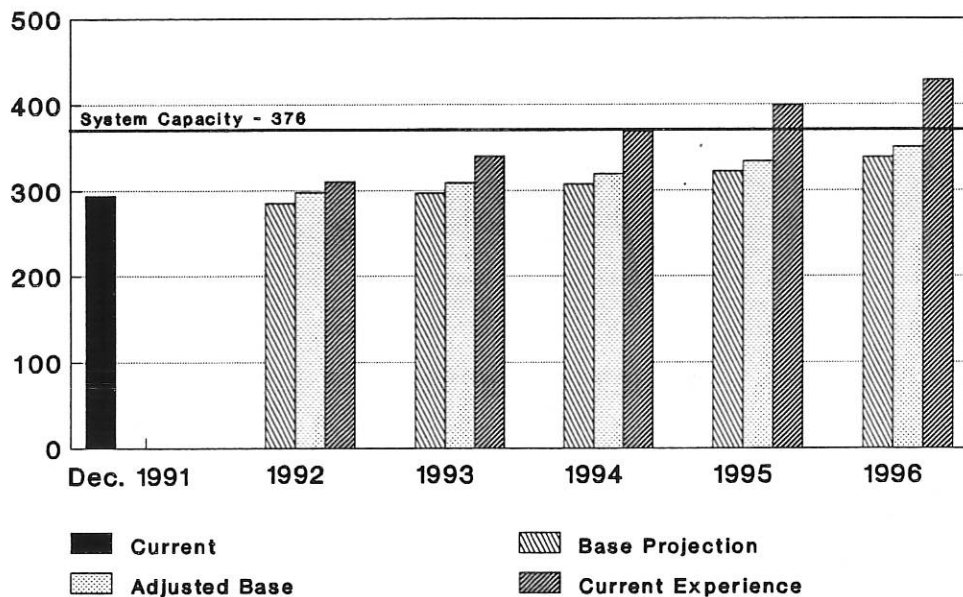
Under this scenario, the number of male inmates would exceed operating capacity during FY 1995.

- **"Current Experience" Scenario:** Uses actual population increases through first half of FY 1992 (49 per month for total population) throughout the projection period.

Under this scenario, the number of male inmates would exceed operating capacity during FY 1993.

Note. The population projection methodology produces projections in terms of total population. The total is then apportioned by sex -- 95% male, 5% female.

Population Projections 1992-96 - Females Comparing Three Projection Scenarios



Source: Kansas Department of Corrections, 1-15-92

Inmate Population Projection Scenarios - Female Population

Projections in the graph are given for the June 30 population levels under each scenario. The total operating capacity is 6,622, including 6,246 beds for males and 376 for females. These figures remain stable throughout the projection period. At the end of FY 1996, the projected female inmate population ranges from 339 to 428, which compares to the December 31, 1991 population of 294.

- **Base Projection:** NCCD projection model using FY 1991 as the base year. This is the projection scenario upon which the Governor's budget recommendations for FY 1992 and FY 1993 are based.

Under this scenario, the number of female inmates would exceed operating capacity during FY 1999.

- **"Adjusted Base" Scenario:** Uses actual population increases through first half of FY 1992 (49 per month for total population) with the population increases for the remainder of the projection period as projected in the NCCD base projection.

Under this scenario, the number of female inmates would exceed operating capacity during FY 1998.

- **"Current Experience" Scenario:** Uses actual population increases through first half of FY 1992 (49 per month for total population) throughout the projection period.

Under this scenario, the number of female inmates would exceed operating capacity during FY 1995.

Note. The population projection methodology produces projections in terms of total population. The total is then apportioned by sex -- 95% male, 5% female.

MANAGEMENT INITIATIVES

**KANSAS DEPARTMENT OF CORRECTIONS
MANAGEMENT INITIATIVES - 1992**

Initiatives

1. Sentencing Guidelines
2. Inmate Placement Management
3. Unit Management
4. Consolidation of Field Supervision of Offenders
5. Inmate Classification
6. Security Audits
7. Risk Assessment and Workload Measurement -- Field Services
8. Parole Revocations
9. Role of Community Corrections
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SENTENCING GUIDELINES

Background

The Kansas Legislature is considering SB 479, which would replace the current indeterminate sentencing approach with sentencing guidelines. If approved, sentencing guidelines would have a significant impact on the correctional system, affecting the size and composition of the inmate, parole and community supervision populations, as well as most operational areas. Requirements for implementation of the guidelines must be determined and documented, as must subsequent operations.

Objectives

Determine what impact SB 479 will have on the Department of Corrections and community corrections programs

Gather and provide information to the Legislature regarding potential impact

Determine the process for implementing guidelines in the event they are adopted

Process

The review process will evaluate the following potential impacts on the department:

- Projected composition of the inmate population, including the number of inmates, their custody classification, and the breakdown between males and females
- Suitability of the current configuration of correctional capacity, given the projected population size and characteristics
- Inmate program agreements, inmate program offerings, and inmate work assignments
- Role of the Reception and Diagnostic Unit

SENTENCING GUIDELINES (Cont.)

- Composition and size of parole caseloads, changes in supervision, and resource requirements
- Projected impact on community corrections caseloads, services, and resource requirements
- Budgetary impact systemwide

The review process also will document procedural requirements for implementing the guidelines, including revisions in sentence computation procedures and retroactive application of the bill's provisions to the existing inmate population.

Staff Utilization

Manager: Chief Legal Counsel

Lead: Chief Legal Counsel

Other: Population Committee (includes representatives from Facility Management, Programs, Community and Field Services and Information Analysis)

Ad hoc committees from the following divisions or sections--Programs, Community and Field Services, Fiscal Management and Budget

INMATE PLACEMENT MANAGEMENT

Background

Once inmates are appropriately classified and placed, it is essential that each placement be managed in accordance with established protocol. This requires that unit team staff members work closely with each individual inmate. The department will increase its emphasis on developing strong case management skills and procedures.

Objectives

To ensure that inmate program agreements and program waiting lists accurately reflect the status of inmate program needs

To improve communication and working relationships between unit team members and inmates

To ensure that case-related paperwork is accurate and completed in a timely fashion

To develop a standard operating procedure manual for unit teams

Review Process

Tasks will include:

- Communicate importance of quality case management techniques
- Establish standards of performance for inmate case management
- Prepare a standard operating manual for unit teams
- Establish minimum standards for inmate contact, after assessment of current criteria and practices

Staff Utilization

Manager: Deputy Secretary of Programs Management

Lead: Deputy Secretary of Program Management

Other: Program Division staff, Information Systems and Communications staff, facility Classification Administrators

UNIT MANAGEMENT

Background

The concept of unit management was implemented in Kansas correctional facilities in 1976. Since that time, unit team management has evolved among facilities with inconsistencies in mission, duties, responsibilities and organization. There currently exists a need to establish uniform roles, functions, organization patterns and responsibilities for all unit teams within the Kansas correctional system.

Objectives

Perform a comprehensive evaluation of the effectiveness of unit management on a department-wide basis

Identify specific areas of inconsistency in the application of unit management principles

Develop a master plan and guidelines for implementation of unit management at all Kansas correctional facilities

Develop a system for ongoing monitoring of unit management

Review Process

The review will include:

- Development of an evaluation instrument
- Establishment of a unit team monitoring committee

UNIT MANAGEMENT (Cont.)

- Comprehensive audits of all KDOC unit teams. The audit will address the following:
 - Organization charts, position descriptions and lines of authority
 - Unit team role, including mission statement and unit operations plan
 - Performance standards and expectations
- Evaluation of audit results and follow-up to implement desired changes
- Re-evaluations as necessary

Staff Utilization

Manager: Deputy Secretary of Program Management

Lead: Correctional Manager, Division of Facility Management

Other: Program Division staff, audit manager--each facility, audit teams--classification administrators, unit team managers, correctional supervisors

CONSOLIDATION OF FIELD SUPERVISION OF OFFENDERS

Background

The 1991 Legislature directed the Kansas Sentencing Commission to coordinate a review of the potential for consolidating field supervision functions now performed by three separate groups--probation, which is a function of the judicial branch; intensive supervision and other services which are functions of community corrections agencies; and parole, which is a function of the Department of Corrections. The task force created to conduct this review has recommended that all three functions be consolidated into a new state agency. An alternative to creating a new state agency would be to assign the consolidated functions to the Department of Corrections.

Objective

To develop an implementation strategy in the event the Legislature assigns consolidated field supervision functions to the Department of Corrections

Process

Evaluate the task force report to identify potential concerns for the department

Prepare a detailed budget analysis to determine the impact on the department if all field service functions were assigned to KDOC

Identify specific implementation and transition requirements for consolidation of field service functions

Staff Utilization

Manager: Deputy Secretary of Community and Field Services

Lead: Deputy Secretary of Community and Field Services

Other: Director of Fiscal Management and Budget, Information Resource Manager, Staff Assistant to the Secretary

INMATE CLASSIFICATION

Background

In order to protect the public, operate within court-mandated capacities and meet program needs of the inmate population, it is necessary to classify inmates and place them in facilities whereby these initiatives can be most efficiently accomplished. The process of inmate classification and placement needs to be revised to ensure that inmates are classified consistently and housed appropriately, that inmate movement among facilities is minimized and that programs are used efficiently. Inmate classification is the cornerstone of inmate management, both collectively and individually.

Objectives

Expand classification system to include screening for multi-occupancy housing and pre-transfer risk assessment criteria

Implement procedures for regular review of classification system

Reduce inter-facility transfers of inmates by at least 20%

Improve efficiency of initial placements from the Reception and Diagnostic Unit

Review the efficiency of the inmate transportation system

Revise computerized reports to improve their usefulness in making placement decisions

Improve procedures for tracking program placements, completion and waiting lists

Review Process

Custody classification review will include:

- Establishment of a committee to monitor impact of changes in policy, regulations and statute on the classification system. Committee also will prepare training materials and participate in quarterly classification reviews.
- Classification system revisions to include screening for multi-occupancy housing

INMATE CLASSIFICATION (Cont.)

Inmate transportation review will include:

- Evaluation of transportation schedules, including possible route changes, number and frequency of trips, and location of hubs
- Quarterly review of bus schedules and preparation of utilization reports

Facility and program placement review will include:

- Weekly review of inmate program agreement listing
- Revision of the Facility Program Experience Record
- Development of new computer report that includes program spaces, placements and waiting lists for each program and facility

Ongoing monitoring will include:

- Daily monitoring of the classification process
- Weekly tracking of program needs of inmates transferred from the Reception and Diagnostic Unit
- Quarterly on-site visits by Director of Classification and Records to all facilities
- Quarterly classification meetings and training
- Annual audits of classification and records, and the evaluation process

Staff Utilization

Manager: Deputy Secretary of Program Management

Lead: Director of Classification and Records

Other: Program Division staff, facility Classification and Records staff, Transportation Unit Coordinator

SECURITY AUDITS

Background

The Department of Corrections must maintain a secure institutional environment at each correctional facility to ensure safety for the public, department staff and inmates. To accomplish this, an organized system of interrelated policies and procedures, emergency plans, equipment, and manpower practices are employed. To ensure that departmental goals and objectives regarding security management are met, a need exists to conduct comprehensive security audits at each correctional facility.

Objectives

Develop a comprehensive audit instrument that can be used to assess all security-related physical and operational aspects of the facility, including inmate management, inmate transportation and emergency preparedness procedures

Using the security audit instrument, evaluate the adequacy of security at all correctional facilities

Correct security deficiencies identified in the evaluation process

Process

Complete a security audit for each correctional facility. Among the items to be included in the audit are:

- Physical design of the facility
- Perimeter controls
- Inmate accountability procedures
- Communications systems
- Accountability procedures for tools, equipment, keys, emergency equipment, weapons, hazardous materials
- Controls to counter against the presence of drugs, alcohol, weapons and other contraband

SECURITY AUDITS (Cont.)

- Security measures pertaining to entrance and exit of inmates, staff, visitors and vehicles
- Inmate search procedures
- Administration of inmate disciplinary process
- Emergency preparedness and response procedures
- Requirements in special housing units
- Escorted trip procedures
- Security measures in Receiving and Discharge, mailroom, warehouse, canteen and kitchen areas

Review security-related documentation, such as general orders, post orders, contingency plans, logs and inspection sheets

Review staffing plans, post assignments and training

Assess staff and inmate morale through interviews, observation and documentation review

Conduct vulnerability tests

Check operability of equipment; assess need for technology enhancements

Staff Utilization

Manager: Deputy Secretary of Facility Management

Lead: Administrative Assistant, Facility Management Division

Other: Audit teams to include representative staff from facilities; on-site coordinator from each facility; Director of Fiscal Management and Budget; Information Resource Manager

RISK ASSESSMENT AND WORKLOAD MEASUREMENT--FIELD SERVICES

Background

Classification of offenders is a useful management tool for developing supervision standards, workload measurements and staffing patterns. Although Kansas parole officers have used a classification instrument for the past few years, it has only recently been validated and the validated instrument now needs to be implemented. Client Management Classification (CMC), a systematic supervision strategy, also needs to be established.

Contact standards must be reviewed for each supervision level. Also, field testing must be performed to determine average amounts of time required to supervise clients at each level. Once these are determined, staff caseloads will be based on the workload represented by the required level of supervision for individual clients.

Objectives

Implement the validated risk/needs assessment instrument for use by parole officers in determining the appropriate level of supervision

Implement the case management classification process in all parole offices

Complete field testing and implement the results of the time study for purposes of equitable distribution of workload and of determining the adequacy of staff allocations

Process

Risk/Needs Assessment

- Finalize the validated risk/needs assessment form; involve selected community corrections agencies to determine applicability for their use as well
- Revise field service orders
- Modify KDOC computer applications to reflect revised classification elements; perform all necessary computer coding of forms
- Determine supervision levels

RISK ASSESSMENT AND WORKLOAD MEASUREMENT--FIELD SERVICES (Cont.)

Case Management Classification

- Develop and implement training program

Workload Measures

- Conduct field test to determine supervision time requirements for each level of supervision
- Analyze results of field test; calculate standard time requirements
- Redistribute parole caseloads based on findings

Staff Utilization

Manager: Deputy Secretary of Community and Field Services

Lead: Director of Training, Victim Notification and Special Projects (Community and Field Services Division)

Other: Parole officers from each parole region; community corrections agency representative; Information Resource Manager; contractor to design and implement the field test

PAROLE REVOCATIONS

Background

Over the past several years, the number of parole revocations has increased and revocations have comprised an increasing share of total admissions to correctional facilities. Additionally, it appears that disparity exists among parole regions in the manner in which revocations are handled. The revocation process needs review to determine if revocation policies and procedures should be revised.

Objectives

Determine revocation characteristics and frequencies, by level of supervision and other variables, for each parole region

If warranted, develop recommended changes in revocation policy

Process

Establish parole revocation task force

Evaluate parole revocation statistics

- review revocation checklists
- examine regional data on: revocations by individual parole officers; variables in types of revocations; warrant request denials; parole population profiles; variations between technical violations with or without new sentences; revocations as percentage of total caseload

PAROLE REVOCATIONS (Cont.)

Examine incidence of violations prior to revocation

- public safety considerations
- availability of community resources
- internal supervision controls, such as reprimands, diversion agreements and pre-revocation program

Staff Utilization

Manager: Deputy Secretary of Community and Field Services

Lead: Director of Training, Victim Notification and Special Projects (Community and Field Services)

Other: Parole region staff, Information Resource Manager, Research Analyst, legal staff

ROLE OF COMMUNITY CORRECTIONS

Background

There is little or no consensus as to what role community corrections should play in Kansas, what its primary purpose is, or who should set the agenda and priorities for the program. The program's mission should be more clearly defined; SB 330, which was introduced in the 1991 legislative session, would be an appropriate vehicle for this purpose.

Objective

To define a clearly articulated mission and set of priorities for programs funded by the Community Corrections Act, to clarify who sets the agenda and parameters for these programs, and to simplify the funding mechanisms for the programs

Process

Identify objectives for the community corrections program

Review historical studies and analyses of the program

Develop a questionnaire to survey opinions of legislators, judges, community corrections program directors, community corrections board members, and others regarding program purpose

Using survey results and with participation of the community corrections planning group, draft a mission statement for consideration by the Legislature

Upon adoption of a statutory mission, revise policies and procedures to conform to the mission

Staff Utilization

Manager: Deputy Secretary of Community and Field Services

Lead: Director of Community Corrections

Other: Community corrections staff; Research Analyst; Community Corrections Planning Group; Staff Assistant to the Secretary; legal staff

OFFENDER PROGRAM EVALUATION

Background

The Kansas Department of Corrections supports a variety of programs to provide education, treatment, and counseling services to inmates and parolees. The goal shared by each of these programs is to help offenders acquire or develop appropriate skills, attitudes and behaviors to facilitate successful re-entry into the community. To ensure the most effective allocation of resources in support of this goal, a comprehensive and systematic process of program evaluation should be implemented.

Types of program evaluation indicators include: needs assessment; program efficiency; and program effectiveness. Accurate and complete data are required in each of these areas.

Objectives

Establish clear and consistent criteria for evaluating offender programs

Modify the department's management information system to provide accurate and complete data necessary for program evaluation

Improve program utilization and performance by distinguishing between contractor-related issues and departmental issues regarding student enrollments, terminations, schedules and related matters

Process

Identify specific performance indicators to be used for program evaluation

Identify data elements necessary to meet performance indicator information requirements

OFFENDER PROGRAM EVALUATION (Cont.)

Analyze adequacy of existing data in the context of evaluation requirements

Establish a temporary management information system to accommodate the collection and storage of facility and parole program-related information

Identify and implement needed changes in the department's existing management information system to accommodate the ongoing evaluation process

Staff Utilization

Manager: Deputy Secretary of Program Management

Lead: Designee of Deputy Secretary of Programs

Other: Programs Division staff; Community and Field Services staff; Research Analyst; Information Systems and Communications staff; contract providers

KANSAS CORRECTIONAL INDUSTRIES

Background

Kansas Correctional Industries (KCI) operates manufacturing and service industries to provide inmates meaningful employment, teach them work habits and train them in marketable skills. KCI products and services are supplied to governmental and qualified non-profit agencies. The Governor and the Department of Administration have stated their support for expanded use of KCI products and services by state agencies. To accomplish this, the department needs to evaluate production capabilities for current KCI product lines, establish an ongoing production and market review process, and establish a process for evaluating the cost effectiveness of current industries and the feasibility of potential new industries.

Objectives

Determine whether KCI can supply the total state agency market for the products it manufactures and evaluate needed changes in current product lines

Determine staff, inmate and other resource requirements needed to satisfy the potential state agency market for KCI products

Evaluate feasibility of new products or services

Establish ongoing review process to assess the state market and KCI's response to the market

Process

Analyze the results of the recent market survey of state agencies regarding volume and acceptance of KCI product purchases

In cooperation with the Division of Purchases and the Division of Accounts and Reports, implement the right of first refusal policy whereby KCI will have the opportunity to fill all state agency orders for products comparable to those in the KCI product line

Analyze the inmate workforce used by KCI industries

KANSAS CORRECTIONAL INDUSTRIES (Cont.)

Compare production rates and staff utilization at KCI plants

Consult with wardens regarding inmate worker availability and new KCI initiatives

Develop and use a standardized feasibility assessment tool to determine potential for new industries

Evaluate existing inmate incentive program; enhance incentives to increase productivity and improve quality control

Prioritize new correctional industry initiatives

Staff utilization

Manager: Deputy Secretary of Program Management

Lead: Director of Correctional Industries

Other: Wardens, unit team staff

INMATE WORK PROGRAMS

Background

The Kansas Department of Corrections is mandated to provide meaningful daily activity for inmates. Such activity may be an assignment to a work detail that approximates work in the community or involvement in formal programs of education, training or treatment. Work assignments currently are classified as being either facility, industries, or community related. Program assignments may be either education or treatment-oriented, and may be full-time, half-time, part-time or evening placements.

There are several inadequacies with the system now used to make and track work and program assignments. There is not a set procedure by which inmate assignments are routinely reviewed and modified to meet the changing needs of the inmates and the facility. Inconsistencies exist in inmate job descriptions and in incentive pay levels for comparable jobs in different facilities. Inconsistencies sometimes appear in reconciling full-time equivalencies between work and program assignments for individual inmates. The computerized inmate payroll system does not fully match the jobs identified as in need of being done. Finally, no system is in place to identify or create jobs that can be performed by medically-restricted inmates.

These and other similar deficiencies in the procedures used to administer inmate work and program assignments need to be improved.

Objectives

Identify and document all inmate work and program assignments by type, classification level, location, title, skill level, incentive pay, and medical restriction

Design and implement a single process by which inmates are placed in work and program assignments

Design and implement a tracking system capable of monitoring work assignment openings and daily status of individual inmate work and program assignments

Develop standardized position descriptions for all inmate work detail assignments

Review Process

Review data currently being reported on inmate work assignments for completeness and accuracy

Compare inmate payroll records with work assignment listings for each facility to identify inconsistencies

INMATE WORK PROGRAMS (Cont.)

Identify those inmate jobs which are essential to the overall maintenance and operation of each facility

Identify the industry program and other work assignments which can be placed at each facility to ensure that meaningful activities is available for all inmates.

Determine and implement needed changes in the department's management information system to collect necessary data for tracking the status of assignments--including development of data entry forms; design of reports; and training

Monitor work assignments to make sure that necessary information is being collected and reported

Staff Utilization

Manager: Deputy Secretary of Program Management

Lead: Designee of Deputy Secretary of Programs

Other: Deputy Secretary of Facility Management and division staff; Information Systems and Communications staff; Programs Division staff; classification personnel from facilities

SECURITY POST ANALYSIS

Background

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

A comprehensive, systemwide review of security post requirements is needed to determine the adequacy of existing staff at each Kansas correctional facility.

Objectives

To determine if correctional staff are assigned appropriately to needed posts and critical areas of each Kansas correctional facility

To ensure equity of duty assignments within all specified classes of positions

Process

Inspect each correctional facility to evaluate its characteristics as they pertain to security staffing, including:

- custody classification of inmates
- physical design of facility
- correctional technology planned or in place
- inmate programs offered at the facility
- inmate work programs and detail assignments
- serious incident potential
- perceived risk factors

SECURITY POST ANALYSIS (Cont.)

Examine relief factors to determine staff availability by considering: regular days off; annual leave; holidays; sick leave; military leave; annual training; and turnover rates

Determine whether staff scheduling practices are implemented and managed efficiently to ensure adequate coverage of security posts

Review minimum staffing plans to determine adequacy of coverage when personnel resources are less than optimum

Review master rosters for conformity with departmental policy

Review daily rosters for conformity with master rosters

Evaluate the potential for increased use of advanced communications and other security-related technology that might impact on security post requirements

Review expenditure patterns for salaries and wages, including expenditures for overtime

Review adequacy of budget justifications for security posts

Implement a process for ongoing review and evaluation of security positions

Interview wardens and other key facility staff to obtain their views on post requirements

Staff Utilization

Manager: Deputy Secretary of Facility Management

Lead: Administrative Assistant, Division of Facility Management

Other: Staff from each facility, including on-site coordinator of post analysis; Director of Human Resources; Director of Fiscal Management and Budget; Information Resource Manager; Deputy Secretary of Programs and Programs Division staff

GOOD TIME

Background

Good time is an important inmate management tool that is used both as an incentive to encourage good behavior and as a penalty to deter inappropriate behavior. Under current law, parole eligibility is determined by subtracting earned good time credits from the minimum sentence. The sentencing guidelines bill, SB 479, also contains provision for good time credits. Given the importance of good time under current law or upon implementation of sentencing guidelines, it is desirable to determine the most effective policy for awarding the credits.

Objectives

Determine if the current policy for awarding or forfeiting good time credits is effective or requires revision to better accomplish correctional goals

In the event sentencing guidelines are implemented, develop a policy that will maximize effectiveness of the credits, particularly since the proposed credits to be earned are significantly lower than under current law

Process

Sample inmate records to determine the past practice on awarding or forfeiting good time credits

Solicit comments from unit team personnel about their practices and perceptions regarding good time credits

Solicit comments from a sample of inmates regarding their experiences and perceptions relative to good time practices

Evaluate information received and develop recommendations regarding possible changes in administering good time credits

Staff Utilization

Manager: Deputy Secretary of Program Management

Lead: Warden designated by Deputy Secretary of Programs

Other: Facility staff--classification and records; unit team counselors and corrections officers; wardens; legal staff

OFFENDER PRE-RELEASE/TRANSITION PROGRAMS

Background

Programs currently provided to offenders primarily target either the acquisition of general educational or vocational skills or the treatment of specific behavioral or mental dysfunctions such as substance abuse, sex offenses, etc. The practical application of the skills, attitudes and behaviors which inmates should develop in prison programs also is a necessary part of the overall habilitative process. These program components generally are referred to as "life skills" or pre-release programs.

The department includes pre-release programming as part of its educational and vocational curriculum, and also offers a 90-day pre-release program at Winfield Correctional Facility. However, the department does not currently provide an appropriate level of coordinated programs or services focused primarily on helping inmates make the transition from prison to parole and successful re-entry into society.

Objectives

Identify a set of practical knowledge and performance competencies related to successful parole and reintegration

Develop and implement a program that will provide inmates with appropriate instruction in identified areas of competency to increase their opportunity for successful re-entry into society

Process

Establish Transition Program Committee to assist in development of the life skills/pre-release curriculum

Survey parole officers, parolees, and potential employers to assist in identifying curriculum needs

Evaluate current life skills/pre-release program offerings and other transition services to identify needed changes

Determine the most efficient program structure for delivery of pre-release services, including placement of programs and personnel needs

OFFENDER PRE-RELEASE/TRANSITION PROGRAMS (Cont.)

Determine the roles to be performed by unit teams, contract program providers, institutional parole officers and regional parole officers in service delivery; also assess potential for utilizing volunteers to augment department and contract staff

Develop and maintain a statewide database, organized by parole region, that documents availability of community resources to assist with employment, housing, legal and financial issues, medical care, family counseling, family crisis intervention and related services.

Staff Utilization

Manager: Deputy Secretary of Program Management

Lead: Deputy Secretary of Programs

Other: Director of Academic and Vocational Education; Director of Classification and Records; staff from Division of Community and Field Services; contract providers; unit team personnel; institutional parole officers; regional parole officers; Winfield Correctional Facility Pre-Release/Reintegration staff

LABETTE CORRECTIONAL CONSERVATION CAMP

Background

The Labette Correctional Conservation Camp was designed and funded to accept 104 male and female offenders within a regimented, six-month program in lieu of incarceration in state correctional facilities. The camp opened in March 1991 and the highest population reached through December 1991 was 51 offenders. Either admissions to the camp should be increased or the funded capacity should be reduced to reflect actual usage levels.

Objectives

Develop and implement a plan that will increase the camp's population or, if that is unattainable, reduce the camp's funded capacity

Process

Perform a program audit of the facility that will:

- review requests for admission
- evaluate the number of offenders denied acceptance into the program
- evaluate the number of offenders allowed to participate in the program on a waiver status

Evaluate admission criteria

Survey district court judges to determine their views about sentencing offenders to the camp

LABETTE CORRECTIONAL CONSERVATION CAMP (Cont.)

Review Department of Corrections admissions for possible referrals to the camp

Confer with Reception and Diagnostic Unit staff regarding possible referrals to the camp

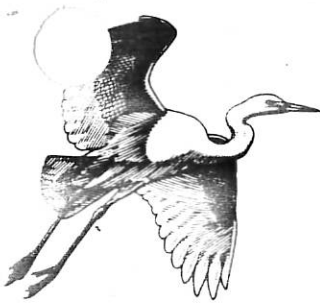
Evaluate "marketing" strategies used by the camp

Staff Utilization

Manager: Deputy Secretary of Community and Field Services

Lead: Director of Parole-Policy Development

Other: Reception and Diagnostic Unit staff; Information Resource Manager; Labette Correctional Conservation Camp staff; unit team personnel



Kansas Audubon Council

January 28, 1992
Senate Government Organization Committee
SB 471; Re: Proposal No. 10 -- Sunset Review

My name is Joyce Wolf and I am the legislative liaison for the Kansas Audubon Council. The Council is comprised of National Audubon Society members who reside in areas served by the ten chapters (Kansas City, Leavenworth, Lawrence, Topeka, Manhattan, Salina, Hutchinson, Emporia, Wichita, and Southeast Kansas) as well as others who live in areas not served by these chapters. Audubon members share a desire to promote a sustainable society through the conservation, protection, and wise use of the earth's natural resources.

The Council agrees with the intent of SB 471. We are fully supportive of the need for periodic review of state agencies and would like to suggest that the State Conservation Commission be added to the list of agencies which should be subject to this review and performance audit. I have attached a copy of part of the October 1991 issue of Groundwater Management District #2's newsletter which outlines their attempt to participate in the Non Point Source Pollution Management Plan and their subsequent withdrawal from this program which is funded and overseen by the State Conservation Commission. I am also including a copy of an article that appeared in GMD #4's newsletter which also documents the need for closer examination of how public dollars are being expended for certain water-related projects.

The Kansas Audubon Council also wants to take this opportunity to express our concern about seeing the Kansas Water Office as an agency subject to abolishment. We would support its inclusion as an agency to be periodically reviewed. Unless the process for water resources management is dramatically altered, we believe the abolishment of the Kansas Water Office would be unwise. From the perspective of a citizens group, the Water Office has been most instrumental in involving the public in the decision-making process through the Basin Advisory Committees and its series of annual public hearings on the State Water Plan.

We appreciate this opportunity to share our comments and concerns with the committee.

Senate Committee on Governmental Organization

Attachment II

1-28-92

1-2

Association to Market Water Rights

Land owner and author, Ernest Ratzlaff, Moundridge, Kansas, hopes to convince his neighbors to join a water rights marketing association.

Under the terms of the marketing agreement, a land owner would convey authority to the Alta Groundwater Association to act as its agent to file for and market water rights on association members' property.

The association's selling price is \$400 per acre-foot of proven water production with a maximum production of one and a half acre-foot per acre.

One potential buyer the association hopes to interest is the City of Wichita. A city official confirmed that Mr. Ratzlaff had approached the City with the marketing idea.

Water right applications filed by the association are subject to the District's aquifer management program and policies that limit groundwater development to the aquifer's average annual recharge of six inches and must be approved by the Chief Engineer, Division of Water Resources.

District Board Withdraws from Water Quality Association and NPS Plan

Frustrated by program and funding delays, excessive bureaucratic guidelines and increasing state control of a local planning association, the District Board of Directors terminated its membership in the Equus Beds Water Quality Association and sponsorship of the association's Non Point Source Pollution Management Plan.

The purpose of the water quality association was to locally develop and implement a comprehensive non-point source pollution (NPS) plan for the Equus Beds aquifer.

The unprecedented Board action was a result of:

- The State Conservation Commission's (SCC) failure to approve and fund the locally developed NPS plan.
- A growing concern further participation in the plan could jeopardize funding and resources committed to District water quality protection projects and programs.
- The District would increasingly expend more time complying with SCC's cumbersome and changing guidelines instead of preventing groundwater pollution.
- The NPS plan had become State directed, driven by excessive SCC guidelines and policies that stifled creativity and innovation.

SCC's program was authorized in 1989 by the Legislature to fund locally developed water quality plans with state water plan funds. To date, SCC has not funded one local NPS plan and except for consultant's fees, has not released any of the 1.6 million dollars in its NPS pollution control fund.

Over a twelve month period and without state funding, the local association met with local, state and federal officials and held over fifteen public meetings to obtain public comment and input during the development of a comprehensive forty-seven page non point source plan.

Mike Dealy, District manager, commenting on the cost to develop the plan said, "I don't know how much the plan has cost the county health departments, county conservation districts or county extension. But, it has cost the District between \$5,000 and \$7,000 over the past year. I can not continue to justify involvement in a plan with nothing to show for the cost and effort, except a growing stack of paper."

The local NPS plan was ready for state review and approval late last year, but was delayed three months after Ken Kern, a SCC reviewing official, threatened to reject the plan if it was submitted without thirteen administrative memorandums which documented local, state and federal agencies cooperating with the Association.

SCC required the documentation despite the fact that its own planning consultants attended nearly every association meeting and could verify agency cooperation.

Despite undergoing extensive Association review, numerous reviews by local, state and federal agencies and the public; the plan was rejected by SCC. However, several state officials that reviewed it recommended to SCC that the plan be approved.

One KDHE official wrote, "Although I have a number of questions and concerns, I am generally complimentary to the plan as it appears to reflect a local attempt to get after some issues. That willingness to proceed appears to me to be more important than any quibbles over their program design."

Nevertheless, Kern instructed the Association to evaluate the reviewing agencies' comments, concerns and recommendations and revise the local plan.

The plan was finally approved last month by SCC. Nearly one year after the Association had completed it.

However, the NPS check will not be in the mail anytime soon. SCC guidelines will require at least eleven more workplans, implementation plans and numerous project contracts, before any funding is released.

As one local official put it, "The program has to be the Mother of all red tape."

EQUUS BEDS GROUNDWATER NEWS

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 Joely Arrowsmith..... Secretary
 Don Koci..... Technician
 Tom Adrian..... Attorney

Board Officers

Eugene Goering..... President
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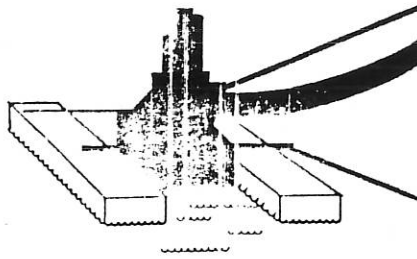
Dennis Ciennan..... Member
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The Equus Beds Groundwater News is published quarterly by the Equus Beds Groundwater Management District No. 2. Subscriptions are free of charge. Please help us maintain a current mailing list. Address corrections are appreciated.

The District office is located at 313 Spruce Street, Halstead, Kansas 67056-1925, (316) 835-2224.

The Harvey County Retired Senior Volunteer Program assists in preparing the newsletter.

Pumping the Tailwater



with



WAYNE BOSSERT

ABANDONED WELLS - CAN WE AFFORD TO BE INEFFICIENT?

If you were really concerned about abandoned wells, how would you go about approving the use of your tax money to fund an abandoned well plugging program? Would you fund a program having the general public voluntarily identifying candidate wells following some public education and then cost-share up to 70% per well - averaging maybe \$200/well; or one which would have qualified persons working with local landowners to find all the wells within your area and then cause them to be plugged at a cost of less than \$50.00 per well? Keep in mind that state law forbids abandoned wells and assigns the plugging responsibility to the landowner.

Well guess what!! Kansas has just recently approved for funding the first program mentioned (more expensive, longer running and less complete) rather than even considering the significantly more cost-efficient and complete option, which has already been designed and operated successfully within the state. And they're still continuing to process several other similar programs for yet more funding - programs which are easily 4 times more costly and will see far fewer wells plugged!

More?! The Kansas Water Authority recently seemed to agree that the second option was better when they unanimously recommended that no new state water plan funding be used for private cost-sharing for the plugging of illegal wells. Yet the recent funding approval went ahead anyway, after the recommendation, simply because it's to use existing state funding. Is it really OK to spend existing tax dollars thusly when it's a NO-NO to spend future dollars in this manner? What a deal!

This GMD, with our abandoned well experience, has been trying to keep the state from making this costly decision for 2 years now. We simply think it's wrong to use 4 times the public money to do a job that could be done much more completely for 1/4 the cost. Responsible government has an obligation to be as fiscally efficient as possible. In closing, our position is a controversial one for many who've had little or no experience in plugging abandoned wells. As a result, we've decided to provide equal time for those who would like to justify the high costs proposed when significantly less expensive options are available. Let's hear from you.



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