

MINUTES OF THE SENATE COMMITTEE ON WAYS AND MEANS.

The meeting was called to order by Senator August "Gus" Bogina, Chairperson, at 11:12 a.m. on February 11, 1992 in Room 123-S of the Capitol.

All members were present except:

No one was absent

Conferees appearing before the committee:

Gary Stotts, Secretary, Department of Corrections

The Chairman welcomed Secretary Stotts and asked him to continue with the budget overview of the Department of Corrections which he had begun on February 3, 1992 (Attachment 1).

In discussing inmate population trends, the Secretary told the Committee that the Department is tracking the number of and reasons for revocations in an attempt to standardize policies. Senator Rock cited his belief that more parole supervisors are needed in order to make caseloads more manageable. He called attention to his concern that inmate population would continue to grow without objective standards for the review board. In answer to Senator Kerr's request, the Secretary stated that he would provide specific caseload comparison numbers, but noted that caseloads decreased after legislative initiatives in 1989 and have since begun to increase again.

In answer to Senator Parrish, Sec. Stotts stated that interim programs vary from community to community. He mentioned that pre-revocation agreements are often entered into by the supervisor and the offender in order to avoid official revocation.

Secretary Stotts called attention to the Task Force's recommendation to consolidate probation, intensive supervision and parole into a new state agency (Attachment 1-17). He noted that he believed this recommendation would result in further fragmentation of the criminal justice system.

In response to the Chairman's question, Sec. Stotts replied that the role of community corrections might be an appropriate subject for interim study.

During discussion of the inmate work programs (Attachment 1-31), the Secretary told the Committee that inmates either attend educational-vocational programs or work in the facility or in the community. These programs can be mutually exclusive, although inmates can do both.

Because the inmate population at the Labette Correctional Conservation Camp has never exceeded 51, the Secretary will meet with persons from Labette next week to discuss how to fully utilize the program which has a capacity of 102 inmates.

In answer to Senator Gaines' question, Secretary Stotts stated that inmates needing drug abuse counseling are receiving it before they're eligible for parole. He noted that the current Parole Board seems to place greater emphasis on work release and pre-release issues.

The Chairman thanked Secretary Stotts for his presentation and turned the Committee's attention to **SB 531 - Transfer of assets and liabilities of state surplus property fee fund to correctional industries fund.**

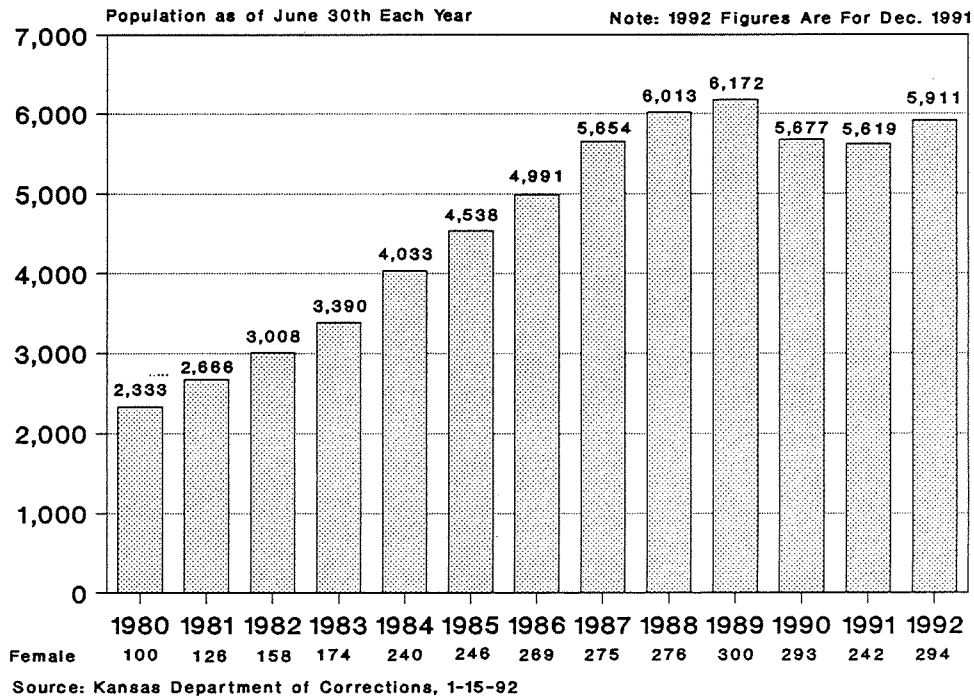
Senator Gaines moved, Senator Salisbury seconded, that SB 531 be recommended favorable for passage. The motion carried on a roll call vote.

The meeting was adjourned at 12:00 noon.

POPULATION TRENDS

SWAM
February 11, 1992
Attachment 1

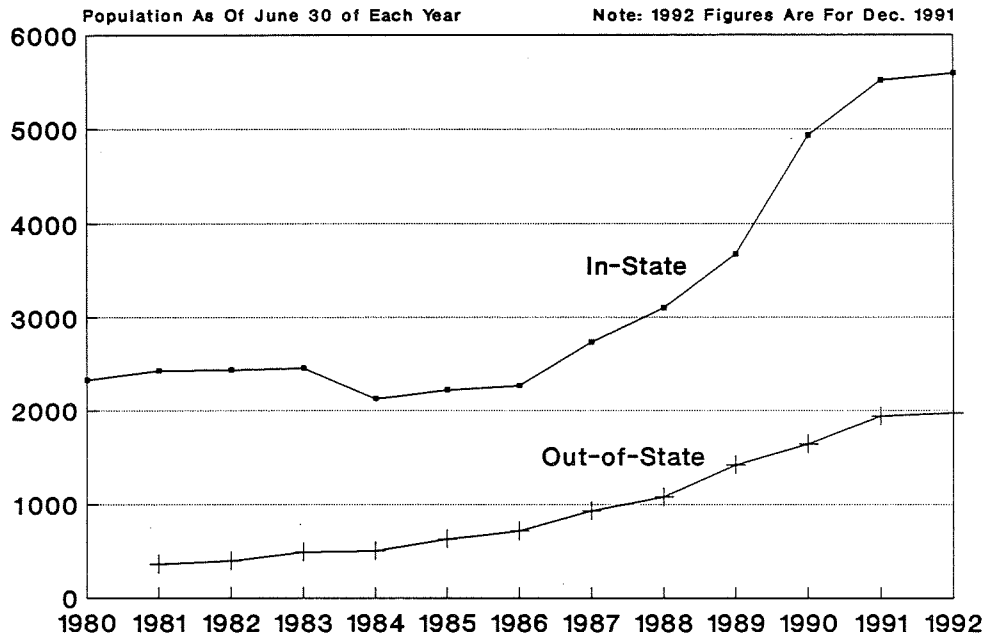
Kansas Inmate Population Fiscal Years 1980-1992



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

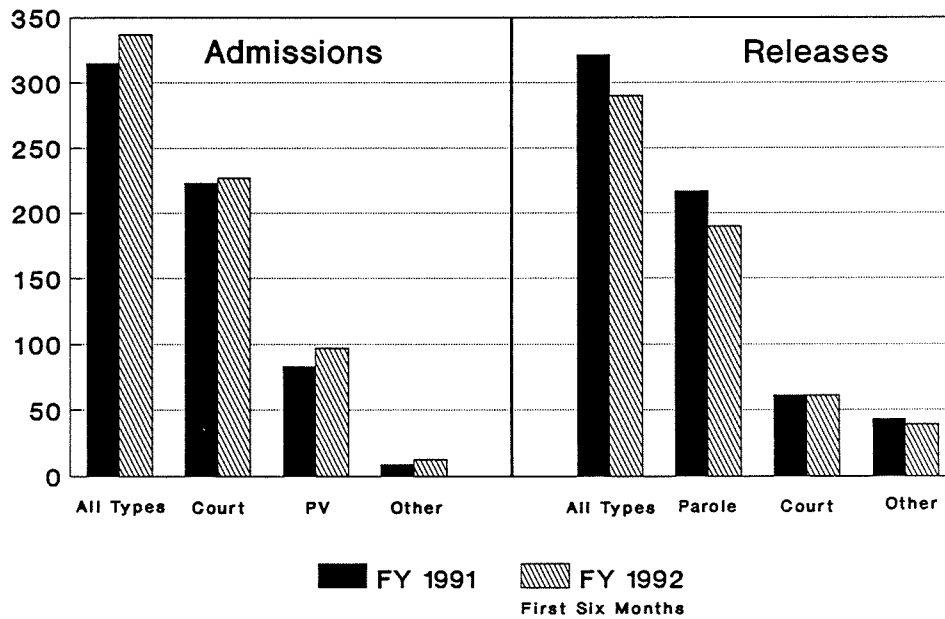


Source: Kansas Department of Corrections, 1-15-92

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



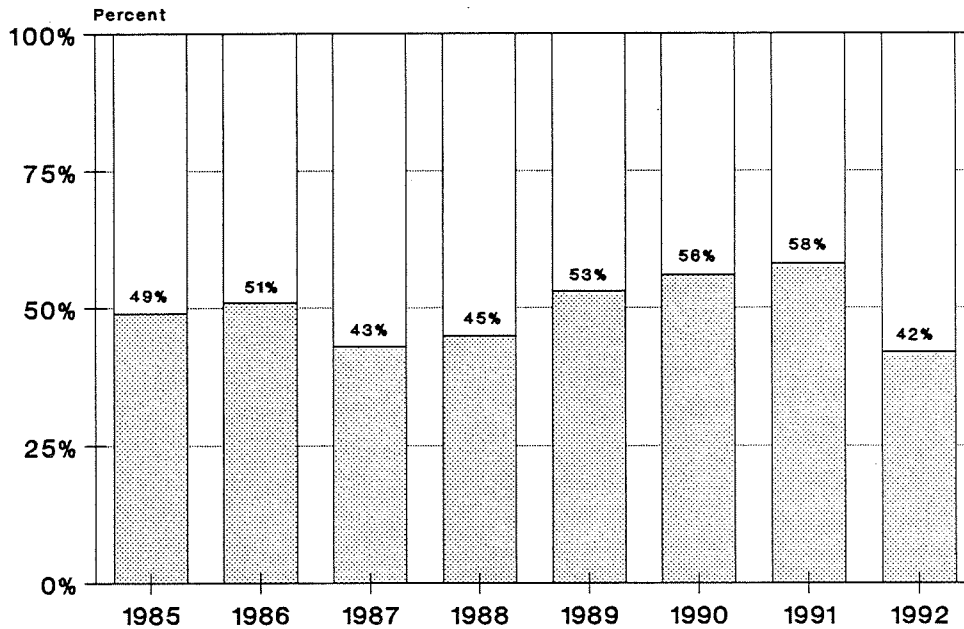
Source: Kansas Department of Corrections, 1-15-92

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

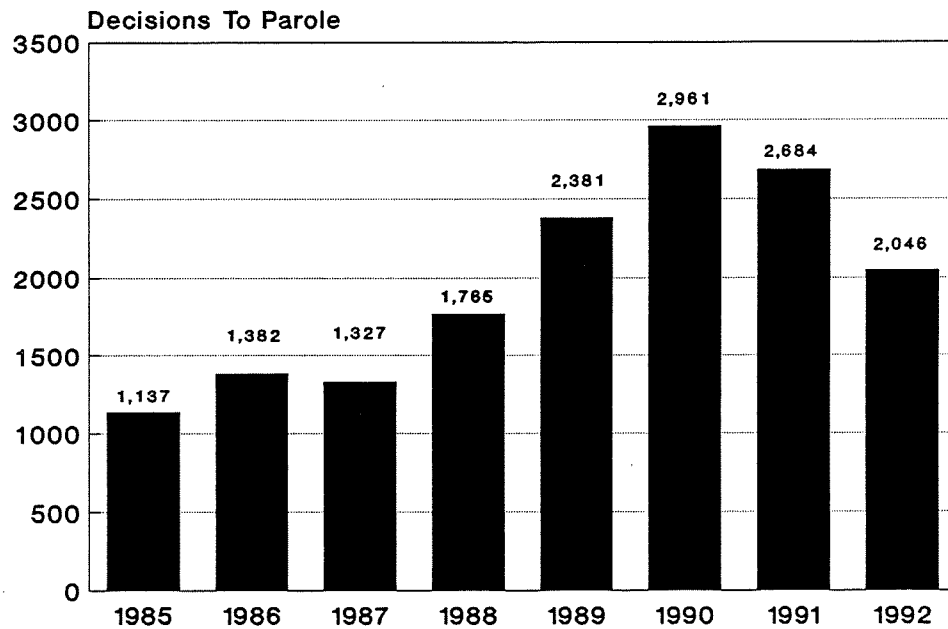
Source: Kansas Department of Corrections, 1-15-92

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

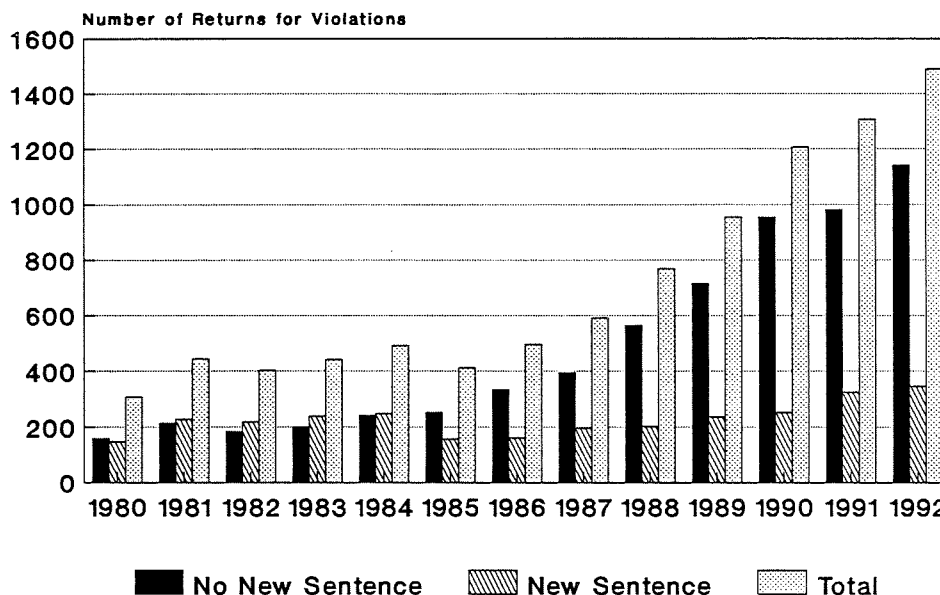


Note: 1992 Figures Based On First Six Months Annualized
Source: Kansas Department of Corrections, 1-15-92

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

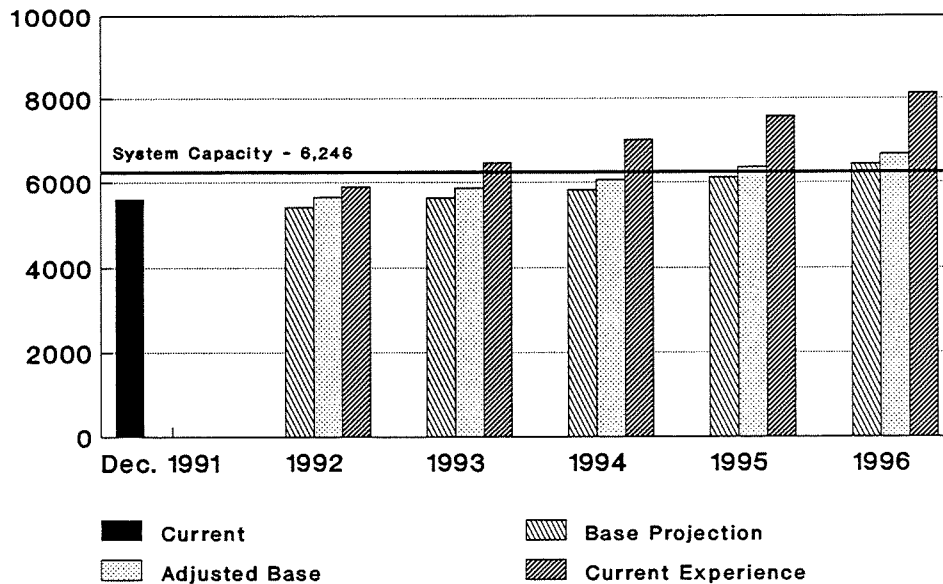


Note: 1992 Figures Based On First Six Months Annualized
 Source: Kansas Department of Corrections, 1-15-92

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.

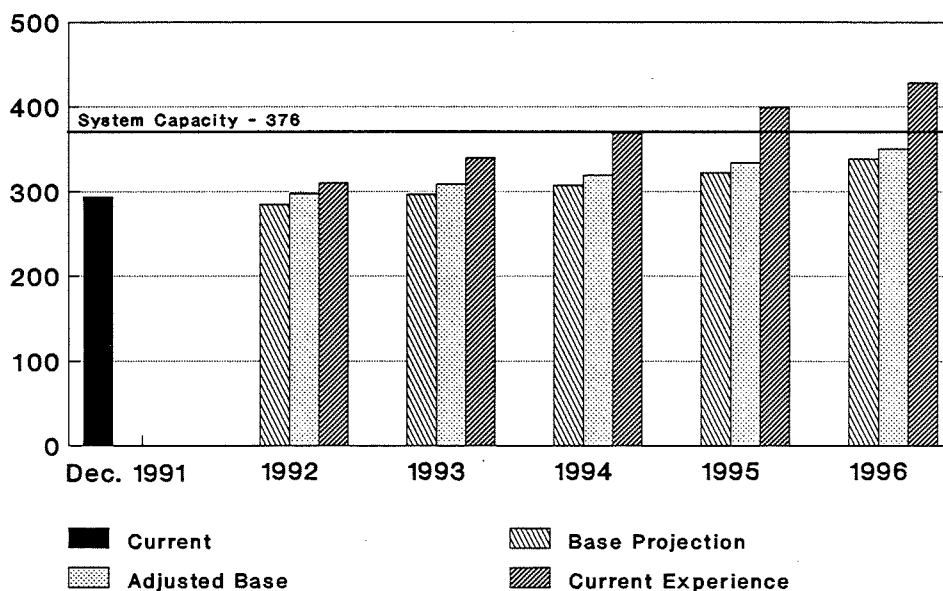
- **"Current Experience" Scenario:** Uses actual population increases through first half of FY 1992 (49 per month for total population) throughout the projection period.

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
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

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 rehabilitative 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