

Approved: 3-28-97
Date

MINUTES OF THE HOUSE SELECT COMMITTEE ON CORRECTIONS AND JUVENILE JUSTICE.

The meeting was called to order by Chairperson Joe Kejr at 7:30 a.m. on March 26, 1997 in Room 522-S of the Capitol.

All members were present.

Committee staff present: Stuart Little, Legislative Research Department
Jerry Donaldson, Legislative Research Department
Jill Wolters, Revisor of Statutes
Lynn Workman, Committee Secretary

Others attending: See attached list

Barbara Tomes of the Kansas Sentencing Commission continued her presentation from Tuesday March 25. There was discussion and questions by the legislators on the projected prison population (Attachment # 1)

Lenny Ewell Director of Administration for Kansas Correctional Industries presented a summary of the traditional and private industries programs of the Department of Corrections. (Attachment # 2)

Representative Ed McKechnie made a motion to introduce a bill allowing for a county to construct and operate a correctional facility for inmates of Department of Correction or agency of any other state. The motion was seconded by Representative Andrew Howell, Motion carries.

The next meeting is scheduled for March 26, 1997.

TASK FORCE ON FIELD SERVICES CONSOLIDATION



Report to the Legislature
January 31, 1992

*Subject Committee on Corrections
& Juvenile Justice
Attachment # 1
3-26-97 7:30*

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State of Kansas
TASK FORCE ON FIELD SERVICES CONSOLIDATION

January 15, 1992

To Members of the Kansas Legislature:

As Chairman of the Task Force studying Field Services Consolidation, I am pleased to submit our final report. For the past year the Task Force has been working hard to prepare its recommendations. Questionnaires were sent out to people who would be affected by any changes in field services delivery, and an exceptionally high response was received.

In addition, the Task Force heard specific testimony from the following conferees: Michael J. Cavanaugh, Commissioner of the South Carolina Department of Probation, Parole, and Pardon Services; Gail Hughes, Deputy Director of Corrections for the State of Missouri; Terry D. Showalter, Court Services Administrative Officer, 29th Judicial District; Harry Moore, Court Services Officer III, 3rd Judicial District; Mickey James, Court Services Officer II, 29th Judicial District; and Bev Willis, Court Services Officer I, 29th Judicial District. The Task Force and staff attended field services conferences and consulted dozens of other field services professionals who took the time to offer input.

The Task Force was composed of representatives of all groups which will be affected by the proposed changes. Nonetheless, we know that some of the proposals will generate concern and controversy. Parole, Community Corrections and Court Services Officers currently supervise over 27,000 adult and juvenile offenders in Kansas, as well as, providing several other services to the court, Parole Board and community. The future demands on these professionals will only increase. It is imperative that we work together to provide the most efficient, effective system possible.

I want to thank all Task Force and staff members for their dedication and contribution to this project.

Very truly yours,

Richard B. Walker

Richard B. Walker, Chairman
Task Force on Field Services Consolidation

RBW:jm

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CHAPTER 1

EXECUTIVE SUMMARY

The data collection effort highlighted the fact that uniform data does not exist. This lack of standard data makes efficient planning and resource allocation difficult, if not impossible. Several million dollars are allocated from a variety of sources without any firm idea of caseload, workload, or services needed statewide.

The data collected only provided a snapshot. However, that snapshot indicated that:

- Approximately 2,200 offenders are supervised by more than one agency or office.
- Many services are duplicated within judicial districts.
- Many services are provided in only a few districts.
- Service delivery systems are tied to organizational and geographical boundaries, and are not available to all clients.

Caseloads are expected to grow over the next several years. Adult caseloads will be greatly impacted if sentencing guidelines are passed.

Criminal justice system professionals indicated that duplication of supervision and services exists. They favored the creation of a new consolidated agency. There was little support for consolidation within an existing agency.

Fiscal issues are difficult to resolve because programs are funded via an array of funding mechanisms. Any consolidation effort will have to deal with the loss of county funding and in-kind services. The Task Force estimates the value of those services to be approximately three million dollars.

A staffing analysis indicated there are adequate staff to meet the demands of the current workload. However, in order to meet the workload, changes in the status quo would have to take place:

- 1) The current supervisor to line staff ratio will have to be adjusted.
- 2) Staff will have to be shifted from one agency to another.
- 3) Tasks not involved in the direct supervision of clients will have to be curtailed.

Although the Task Force voted unanimously for the consolidation of fields services, the members determined some immediate changes are necessary to improve the current system. The changes prescribed would eliminate the shortcomings of the current system and allow the agencies to provide better service delivery in a more economical manner. Duplication of services, inappropriate client placement, and unnecessary extended terms of supervision will be curtailed when these changes are implemented. The requirement to use a workload formula and streamlining the Community Corrections grant process will help administrators in fiscal planning. Establishing a uniform database, creating a field service training program, and providing standardized forms will result in increased professionalism and efficiency.

The Task Force deliberated over many issues faced by field services officers. Supervision of offenders is a growing concern for all citizens. Community placement offers the most economical alternative to imprisonment. In order to adequately manage and supervise offenders in the community, Field Services personnel need to be educated and properly trained. Field services officers must have the services and resources available to reestablish offenders within the communities in which they participate. Regardless of whether consolidation of field services occurs, the Task Force feels that it is important to move towards a more uniform system. The changes recommended are necessary now and will be beneficial to any trend towards consolidation.

In synopsis, the Task Force recommends the following changes be implemented during Fiscal Year 1993:

- A. A mandated policy favoring single supervision;
- B. Use staffing conferences to appropriately place clients;
- C. Having a means of direct placement into Community Corrections programs;
- D. Development of interagency transfer criteria;
- E. Creation of Chief and Deputy Court Services Officer Specialists positions;
- F. Adoption of a standard risk and needs assessment form;
- G. Creation of a field services training program;
- H. Creation of a Criminal Cost and Restitution Trustee;
- I. Standardized terms of probation;
- J. Changes in the Community Corrections grant process;
- K. Mandated work-load formulas;
- L. A change in the allocation of resources;
- M. Define mission statements by statute;
- N. Development of a uniform database.

The Task Force determined consolidation of field services into a single agency; the Department of Field Services, would remedy the current fragmented system of client supervision and management. The Task Force recommends the transition be phased in over a period of time. The proposed agency is expected to surpass the achievements of the current field service agencies without adding significant costs to the state. The Task Force heard testimony relating to the creation of a family court or a separate youth authority. The members believe both of these ideas have merit. The Task Force voted unanimously that juvenile issues should be studied further, and during the interim, juvenile offenders should remain with the courts. The recommendations concerning consolidation of field services apply to adult offenders only.

In synopsis, the Task Force recommends the following plan for consolidation of field services:

- A. Limit populations served to adult felons, adult misdemeanants, and interstate compact probationers and parolees;
- B. Only post conviction services will be provided;
- C. Consolidation will occur under a new executive branch agency. The agency will be named the Department of Field Services. The central office will be located in Topeka, Kansas;
- D. The central office will develop initial budget and transition plan;
- E. The central office will develop policies and procedures;
- F. The central office will be charged with personnel issues;
- G. The central office will manage fiscal issues;
- H. The central office will develop and maintain a database;
- I. The central office will provide informational services;
- J. The Department of Field Services will be divided into six regions;
- K. Working units will have a ratio of seven professional staff to one supervisor;
- L. Each region will have an advisory board;
- M. Client management will be based upon objective classification criteria;
- N. An oversight committee will monitor the performance of the Department of Field Services;
- O. The transition will be facilitated by committee work.

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CHAPTER 2

TASK FORCE FORMATION

In August, September, and October of 1990, the Criminal Justice Coordinating Council (CJCC) heard presentations from individuals representing agencies which supervise criminal offenders within Kansas communities. During the October 19, 1990 meeting, the council approved the following conceptual motion, to be forwarded to the Special Committee on Judiciary:

"That representatives of Court Services, Community Corrections and Parole be appointed as a Task Force of the Kansas Sentencing Commission to develop guidelines for a program for consolidation of community supervision services. This Task Force would have available to it the staff resources of the Kansas Sentencing Commission and the Director of the state Community Corrections Board. The Task Force is responsible for developing the guidelines and returning its recommendation to the Criminal Justice Coordinating Council for consideration and recommendation for introduction to the Legislature."

The 1990 Special Interim Committee on Judiciary held hearings concerning the future role of field services (Proposal No. 14), which "directed the Committee to monitor the development of Community Corrections and examine Parole services throughout the state in order to obtain maximum efficiency". The Committee concluded and recommended:

"The Committee recognized the efforts of the CJCC studying the issue and encouraging the formation of a Task Force to study the possibility of duplicative actions regarding the release procedures involved in probation, parole, and Community Corrections, as well as the need for cost efficiency. Therefore, the Committee recommends the formation of such a Task Force under the auspices of the KSC with the proviso that a final report be made to the Legislature by January 15, 1992."

In January of 1991, the Kansas Sentencing Commission appointed four of its members to serve on the Task Force. Norma McGill and Greg Waller replaced John Burchill and Paul Morrison as Sentencing Commission representatives. The Secretary of Corrections was asked to appoint four Parole representatives and four Community Corrections representatives. The Chief Justice of the Kansas Supreme Court was asked to appoint four court representatives, two of which were District Court judges and two Chief Court Services Officers. Meetings began February 25, 1991.

The Task Force developed the following mission statement:

The mission of the Kansas Sentencing Commission Task Force on Consolidation is to study Parole, Community Corrections, and Court Services (Probation) to determine the duplicative actions regarding cost efficiency and to make a report to the 1992 Legislature of any recommended changes.

The Task Force then set about collecting data, studying and making recommendations for the current system and possible consolidation of field services in Kansas.

TASK FORCE MEMBERSHIP

Sentencing Commission Representatives

Honorable Richard B. Walker, Chairperson
Paul Morrison, Johnson County District Attorney
John Burchill, Director of Saline County Community Corrections
Gary L. Marsh, Chief Court Services Officer of 5th Judicial District
Greg Waller, Sedgwick County Assistant District Attorney
Norma McGill, Shawnee County Community Corrections

Community Corrections Representatives

Peggy Kanche, Director of Johnson County Community Corrections
Frank McCoy, Director of Riley County Community Corrections
Ed Janas, Director of Leavenworth County Community Corrections
Mark Matese, Director of Douglas County Community Corrections

Parole Representatives

Roger Werholtz, Deputy Secretary of Corrections
Jim Terrones, Corrections Manager
Janet Valente-Pape, Supervisor South Central Region
Rita Quillen, Supervisor Western Region

Court Representatives

Honorable Robert G. Jones, District Judge of 10th Judicial District
Honorable Barry A. Bennington, District Judge of 20th Judicial District
Doug Irvin, Chief Court Services Officer of 18th Judicial District
Sue Fehrenbach, Chief Court Services Officer of 24th Judicial District

CHAPTER 3

THE CURRENT SYSTEM

The following chapter provides an historical overview of Community Corrections, Parole, and Court Services.

COMMUNITY CORRECTIONS

Mission statement

The primary mission of the Community Corrections Program is to prevent the institutionalization of certain adult and juvenile offenders in state correctional institutions and youth centers. This is achieved by funding grants to counties to establish and maintain correctional programs and services for these offenders. These programs and services may be tailored to reflect local community needs and values, but the overall programs must contain at least one of two core services (adult intensive supervision or adult residential program). Within available funds, county programs may offer other services and programs within a broad umbrella of correctional services.

Statutory Authorization

The Kansas Community Corrections Act (K.S.A. 75-5290), patterned after the Minnesota Community Corrections Act, was passed by the 1978 Legislature in an effort to provide alternatives to both incarceration and new prison construction. The bill became law April 15, 1978.

The goal of Community Corrections is to assist in reducing prison overcrowding by providing the courts with an additional sentencing option. This sentencing option exists as a part of the continuum between probation and prison. The term "Community Corrections" refers to correctional programs and services that are administered in the community rather than in prison. Community Corrections programs provide structured intensive supervision for offenders through development of individualized supervision plans designed to meet the needs of each offender. The program premise is that selected offenders can be controlled in the community and present no unacceptable risk to the public. Community Corrections programs provide a legitimate sanction or punishment and can rehabilitate selected offenders more effectively. Historically, Community Corrections has been a cost effective means to assist in reducing prison overcrowding. The advantage of Community Corrections to the state is that it diverts offenders from prison and saves the tax payers money by establishing the least restrictive appropriate sanction and controls for these offenders. The advantage of Community Corrections to the county or counties is that it allows the offender to maintain family ties, pay taxes, restitution and develop the support necessary to be a productive member of the community.

The Community Corrections Act authorizes a variety of programs eligible for grant funds, including: restitution, victim services, preventive or diversionary correctional programs, and facilities and services for the detention, confinement, care or treatment of adult and juvenile offenders. A comprehensive plan is developed annually by each local program. The comprehensive plan sets forth the program objectives and services planned for each program. The advisory board and Board of County Commissioners annually approve the comprehensive plan with final approval by the Kansas Department of Corrections. The Kansas Department of Corrections regulations require each Community Corrections comprehensive plan include one of the two following core programs: Adult Intensive Supervision or Adult Residential Service.

The Department of Corrections is responsible for oversight of all Community Corrections programming. This is carried out through interpretation of state statutes; promulgation of regulations and administrative policies and procedures; periodic auditing; provision of technical assistance and dissemination of information. The Department approves, subject to review of the state Community Corrections Board, all budgets, plans, amendments and program content of local programs. The Department has the responsibility to fund, within amounts appropriated, approved Community Corrections program budgets. Any unexpended funds, due to delay in program or project startup, overestimate of costs or operating expenditures, employee turnover, etc., shall be used to reduce subsequent distributions of funds from the state or returned to the state for allocation elsewhere as needed unless the Secretary of Corrections determines these funds may be retained by the county for approved programming purposes.

There are currently 32 Community Corrections budget units and 25 administrative units serving the 105 counties of Kansas. Some of the programs are multi-county groups, some are single county programs and some counties have chosen to contract for community correctional services from nearby Community Corrections programs.

Background

Twelve key amendments to the Community Corrections Act have occurred since 1978. Some of the highlights include:

- 1982 An amendment to the Community Corrections Act eliminated the preamble which effectively left the act without a statement of purpose.
- 1986 Senate Bill 419 clarified that a person sentenced to Community Corrections program was subject to the continuing jurisdiction of the court and was not in the custody of the Kansas Department of Corrections. Senate Bill 419 specifically made an assignment to Community Corrections a judicial sanction. Community Corrections as a sentence was previously a condition of probation. Senate Bill 419 also established a Community Corrections fee and gave the Community Corrections officers arrest powers.
- 1988 Senate Bill 457 stabilized the floor funding level for local programs at the FY88 level. The bill also authorized the Secretary of Corrections to transfer to one or more counties, any portion of a county's annual grant which remained unused at the end of the local program's grant year. Senate Bill 457 authorized the Secretary to contract for correctional services from any participating county or group of counties to include services for inmates classified as less than minimum custody. This bill allows counties to contract with one another.
- 1988 The year that standards were developed by the Department of Corrections for the core programs, which are adult intensive supervision and adult residential care or work release. In 1989 the programs were audited in accordance with the standards.

Impact of Senate Bill 49

In 1989, Senate Bill 49 included many changes for Community Corrections in Kansas. A mandate that all counties must participate in the act was part of Senate Bill 49. Counties could join together to develop multi county groups, develop Community Corrections as a single county unit, or contract for community correction services from a participating county. The administrative judge from each judicial district met with Kansas Department of Corrections personnel to develop an understanding of Senate Bill 49, Community Corrections, and their responsibility to the counties they represent. The administrative judge made recommendations to the county commissioners in each county in the state of Kansas which was not one of the sixteen counties already participating in the Community Corrections Act. County commissioners then met with Kansas Department of Corrections personnel to develop an understanding of the Community Corrections Act and their responsibilities which included appointment of advisory board members and the decision to join with other counties, develop a single county program or contract for services.

Senate Bill 49 required all Community Corrections programs to shift from a county budget calendar year cycle to a state fiscal year budget cycle, and set the participating counties budget floors at FY89 levels if they continued to provide the same services to an equal number of offenders. The bill also shifted the funding formula from a chargeback affected grant based on population, crime and income formula to a funding formula based on the historical cost per program service of the existing Community Corrections programs, multiplied by the projected average daily population of offenders. House Bill 3091, which was passed in 1990, allows the Secretary the ability to reduce the grant of a program below the FY89 level, based on certain criteria.

Presumptive sentencing (K.S.A. 21-4606(a)) was enacted through Senate Bill 49 in order to clarify which offenders were to be sentenced to probation and which were to be sentenced to Community Corrections. The presumptive sentence for a person who has never been convicted of a felony, but has now been convicted of a class D or E felony or convicted of the attempt to commit a class D felony shall be probation unless the conviction is of a crime specified in article 34, 35 or 36 of Chapter 21 of the Kansas Statute Annotated or the crime is a felony conviction of K.S.A. 65-4127(b). If the presumptive sentence to standard probation is not imposed, the presumptive sentence for a person convicted of a D or E felony shall be assignment to a community correctional service program on terms the court determines.

Senate Bill 49 established the state Community Corrections Board. The board is comprised of five members, three appointed by the Governor and two by the Chief Justice of the Kansas Supreme Court. The Board hears appeals from local programs of decisions made by the Secretary of Corrections. The Board also reviews minimum program standards established by the Secretary for Community Corrections programs.

Currently all counties in Kansas have implemented and received funding for Community Corrections services. There are 32 program budgets and 25 administrative units.

Implementation

Local program history is based on the initial date of implementation which is as follows:

- 1980 Shawnee County entered the Community Corrections Act.
- 1981 Leavenworth, Wyandotte, and Bourbon/Linn/Miami counties entered the act.
- 1982 Johnson and Riley counties joined the act.

- 1983 Sedgwick County, the largest county in Kansas entered the act. Johnson County Community Corrections was suspended because of high (chargeback) admissions to prison which were charged to Johnson County resulting in inadequate funds for program operation.
- 1984 Montgomery County entered the act.
- 1985 The Johnson County Community Corrections program re-opened.
- 1986 Saline County entered the Community Corrections act.
- 1987 Douglas County entered the Community Corrections Act.
- 1989 The Second Judicial District counties of Jackson, Jefferson, Pottawatomie and Wabaunsee joined the Community Corrections Act by contracting for Community Corrections services through Shawnee County.
- 1990 The other 89 counties joined the Community Corrections Act by either joining together as a group, singly or contracting for Community Corrections services from an existing program.

Source: Kansas Department of Corrections - Division of Community and Field Services Management

REVIEW OF TEMPLE UNIVERSITY STUDY

In late 1985, the Edna McConnell Clark Foundation awarded a grant to Temple University for an evaluation of the Kansas Community Corrections Act.

The Act's legislative history and key actors emphasize three major types of goals:

- A. The act was intended to help reduce commitments to state prisons and alleviate prison crowding.
- B. It was viewed as a means of saving money for the state, especially through reducing the need for prison construction.
- C. It sought to deal more effectively with certain felony offenders, by creating a dispositional alternative between probation and imprisonment.

Effects on the State Prison System

The study addressed this through two analytic methods, (a) a time series analysis of prison admissions from participating counties, and (b) a statistical comparison of salient characteristics of target-group offenders sentenced to prison, probation, and Community Corrections.

The overall findings from the time series analysis were mixed. Comparisons of prison admission trends from all participating and all non-participating counties revealed little difference. This may have been due to participating counties joining the program at various times over a four year period rather than joining all at one time.

The findings from the statistical comparison of offender characteristics revealed that offenders within the prison, Community Corrections, and probation groups did not comprise clearly discrete groups. However, comparison of the three group centroids provided some support for the diversion hypothesis. The results suggest it is possible to identify an intermediate group between probation and prison. The study further concluded that the majority of Community Corrections offenders (approximately two-thirds) had been diverted from incarceration, and that a minority of Community Corrections offenders would have received probation in the absence of the programs.

Public Safety

The offenders' rearrest and reconviction rates were studied for periods of 12 and 24 months. There was little difference between the rates for Community Corrections clients and those released from prison. Approximately 90 percent of the arrests during the at-risk period (subsequent to placement on probation, Community Corrections, or prison release) were for D and E felonies or for misdemeanors. Thus, although the Community Corrections programs involve some additional risk to the public - it was evident that the programs were not placing violent offenders on the street. In fact, Community Corrections programs primarily targeted property offenders, and the data indicated reoffending patterns of a similar nature. The data also demonstrated that reoffending rates among Community Corrections clients were no higher, and no lower, than would be expected on the basis of characteristics of the offenders assigned. The fact that a large proportion of offenders who are candidates for incarceration can be placed in the community without worsening their odds of reoffending, is a significant finding.

Averting Prison Costs

The study projections assumed 330 of the community offenders would have entered prison in 1984, and concluded the state reaped a net advantage of between 3 million and 15.6 million dollars in costs averted through the program.

Over the longer term, each group of 330 prison-bound offenders assigned instead to Community Corrections programs represents an equivalent level of potential savings in a given year. If on the other hand, a new prison were to be constructed for such offenders who were not placed on Community Corrections, and if their average time served were kept to one year, that one new prison could serve a similar number of offenders not diverted each year. However, the operating costs would be recurrent. If, for example, 330 offenders a year entered the prison system instead of Community Corrections and remained in prison for 18 months, the equivalent of a 500 bed prison would be needed on an annual basis because of the reduction in turnover.

The Temple study summary concluded with: "Community Corrections as implemented in Kansas illustrates the sizable cost savings that such programs can yield. It is difficult now to track where the money that did not have to be spent on prisons in 1984 went, but Community Corrections represents considerable diversion potential for the future."

PAROLE SERVICES

Mission Statement

The mission of Parole Services is the protection of the community through supervision and enforcement of conditions imposed on the convicted offender who has been released into the community by a court or paroling authority. Incumbent to that mission is the return of the offender to the community as a productive law-abiding citizen. Parole Services accomplishes its mission through client assessment and classification, adherence to professional standards of supervision, constructive use of corrective sanctions and brokerage of community service resources.

Statutory Authorization

K.S.A. 75-5214 authorizes the Secretary of Corrections to appoint Parole officers, who are granted the same police powers as other law enforcement officers in the state. K.S.A. 75-5216 defines the basic duties and responsibilities of Parole officers and K.S.A. 75-5217 sets forth revocation procedures for offenders who violate the conditions of Parole or conditional release.

Background

- 1973 The Penal Reform Act was enacted, giving the Secretary of Corrections the responsibility for supervising offenders on probation and parole. This function previously had been performed by the Kansas Adult Authority, the successor agency to the state Board of Probation and Parole. The Adult Authority retained responsibility for granting and revoking paroles, and for issuing final releases from parole.
- 1976 The Legislature created the position of Deputy Secretary for Community Services. Responsibility of the Community Services Division included jail inspection, Parole and interstate compact administration, and Community Corrections grant and program administration.
- 1978 The Legislature transferred the responsibility for supervision of Kansas probationers to the Judicial Branch, effective July 1, 1979.
- 1979 On July 1, over 35 probation officers were transferred from the Department of Corrections to the Office of Judicial Administration, as was responsibility for supervision of 1,400 felony probationers.
- 1985 The Legislature authorized FY 1986 funding for a crisis intervention program for parolees who otherwise would be returned to prison as parole violators.
- 1988 The Community Services Division was reorganized and renamed the Programs Division. Responsibility for all institutional and community-based contractual programs was assigned to this division.
- 1989 The Programs Division was reorganized to include all contractual services, program administration, unit team and classification functions. The Community and Field Services Management Division was created to manage Parole, Community Corrections and Conservation Camp functions.

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

Supervision is designed to create an individually tailored plan for each offender. This plan should be based on the identification of an appropriate level of supervision utilizing a variety of community services that respond to the offender's needs. The overall objective is to maximize the offender's opportunity to return to society as a law-abiding, self-reliant and productive member of the community.

The Department of Corrections performs its parole supervision functions through the Parole Services section of the Community and Field Services Management Division. The Department has organized the state into four regions for purposes of management and delivery of parole services. Each region is managed by a regional director.

Targeted Population

The Department supervises offenders who are paroled by the Kansas Parole Board, offenders who are released on conditional release from Kansas correctional facilities, and offenders who have been placed on probation or parole in other states but whose supervision has been transferred here under provisions of the Interstate Compact Agreement. Compact clients are required to abide by the conditions of probation/parole as required by the state of Kansas in addition to those required by their home state.

Offender Services

The services and assistance provided to those individuals under supervision are primarily directed to meet the client's needs. Parole Services constantly strives to reduce the level of risk to the community at large, and to establish more personal contact with the client to ensure that satisfactory job preparation and job stability is maintained—the desired result being that the individuals under supervision will assume a productive, law-abiding role in the community.

Community resources are utilized by each parole office to the maximum extent possible in an effort to provide needed services to the client. Services which are commonly needed and provided to the client include, but are not limited to, the following: employment assistance; drug and alcohol counseling, including inpatient and outpatient treatment; mental health counseling; medical assistance; vocational assistance and counseling; and educational assistance and counseling.

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

Source: Kansas Department of Corrections - Division of Community and Field Services Management

COURT SERVICES

Mission Statement

Under the authority of the Kansas Court System and the laws of the state of Kansas, the purpose of Court Services is to continue the judicial process in a timely, professional, and ethical manner consistent with community interests. This is enacted by completion of the responsibility of supervision, court reports, and client services designed to promote public safety.

Background

In 1972, the Kansas Constitution was amended to provide that the state have a unified court system consisting of a Supreme Court, District Courts, and other courts as provided by law. Statutory provisions took place in 1977 which also created a Court of Appeals as an intermediate appellate court. The Kansas Supreme Court is vested with general administrative authority over all courts within the state. In exercising this authority, the Court established rules and policies governing the administration of the judicial system. The Chief Justice serves as the administrative head of the system. As such, his supervisory responsibilities extend to all aspects of system management. The major steps in court unification concerning probation took place in 1978 and 1979. In 1978, all nonjudicial employees were assigned job classifications and placed on a pay matrix, with wages being paid entirely by the state. Four Court Services Officer job classifications were created: Court Services Officer I, Court Services Officer II, Court Services Officer III, and Court Services Administrative Officer. In 1979, the judicial branch assumed the probation function in the state. Prior to that time, juvenile and adult misdemeanor probation were county functions and services varied from county to county. In the four urban courts (Wichita, Topeka, Olathe, and Kansas City) and in one additional two-county judicial district, adult felony probation was carried out by probation officers hired by the county. In the remainder of the state, adult felony probation was carried out by officers of the Department of Corrections, an executive branch agency.

Effective July 1, 1979, the judicial branch accepted 35 probation officers from the Department of Corrections and 1,400 felony cases. Since that time, all probation, with the exception of interstate compact cases, has been a function of the judicial branch. Interstate compact cases remain the responsibility of the Department of Corrections which is also the agency responsible for felony parole supervision. At the time of court unification, there were 29 judicial districts within the state of Kansas; that number has now grown to 31. Each judicial district has a complement of Court Services Officers, one of which is designated as a Chief Court Services Officer. A Chief Court Services Officer may be any classification except Court Services Officer I. Moderate to large size judicial districts may have middle-management positions assigned, such as a section supervisor. Again, these personnel must be classified higher than a Court Services Officer I.

A unique facet of the judicial branch in Kansas, and the probation function in general, is that the administrative structure allows each judicial district to tailor its personnel, programs, and services to its specific needs. Policies, procedures, and forms that are uniform throughout the state are limited. In 1980, the Office of Judicial Administration, through appointment by the Judicial Administrator, formed the Court Services Officer Advisory Committee. This committee is made up of ten supervisory-level Court Services Officers from across the state who represent a specific area or number of judicial districts. This committee was formed to study policy, procedural, and problem issues related to Court Services and to make appropriate recommendations for action to the Judicial Administrator.

This Advisory Committee, working in conjunction with the Office of Judicial Administration, developed a training plan for Court Services Officers. The plan consisted of new-officer orientation, new-supervisor training, statewide general training sessions to be conducted annually, and regional training on specific issues when necessary. The program was accepted by the Supreme Court; however, in the following legislative session, the state legislature removed all funds for Court Services Officer training from the judicial branch budget. That loss of funds has carried through to the present time.

Given the loss of training funds at the state level, the Office of Judicial Administration, working with the Court Services Officer Advisory Committee and the Chief Court Services Officers, continued to present training where possible through various county funding and special grant money that could be identified for Court Services training. It was generally agreed the training being conducted was inadequate. Developing an alternative for improvement became a priority concern of the Office of Judicial Administration. While this was happening, two concepts were being concurrently developed which would later prove to have major importance. After some two years of work, the Court Services Officer Advisory Committee developed a standardized set of job duties and expectations for Court Services Officers. These definitions were approved as official policy and became effective in late 1983.

The other major development related to the birth of regional Court Services teams. Beginning as an individual effort in 1979, two Chief Court Services Officers who were members of the Advisory Committee agreed that they would each represent half the judicial districts in the western portion of the state.

Over time, this idea caught hold and spread, leading to the development of five regional teams composed of the Chief Court Services Officers based within each region, with each region being represented by one or more members of the Court Services Officers Advisory Committee. Within this structure a network was developed to provide for statewide communication in not only policy and procedural matters but also with daily questions, concerns, and training. It also gave rise to a way to take action to improve other areas of Court Services Officer interest besides salary; to deal with dissimilarity between and within districts as to procedural performance despite formalized guidelines; and to assure that management disseminated information to line staff.

At the same time, the Office of Judicial Administration encouraged the Advisory Committee to take a leadership role better representing Court Services, providing input to the Office of Judicial Administration and to the field. A regionalization plan was adopted in January 1983 which called for the regional teams to be coordinated by Advisory Committee representation with quarterly meetings of the regional teams being held, interspersed with monthly information dissemination and receipt.

Source: Office of Judicial Administration

1984 LEGISLATIVE POST-AUDIT REPORT

At its meeting on April 26, 1984, the Legislative Post Audit Committee authorized the Legislative Division of Post Audit to conduct a performance audit examining whether Community Corrections programs were duplicating services provided by the District Courts. The audit addressed two main questions:

What are the characteristics of the services provided through Community Corrections programs and those provided by District Court probation services?

To what extent did Community Corrections programs and Court Services programs duplicate or overlap each other?

The auditors reviewed the correctional plans, budgets, and programs for each county participating in Community Corrections. Through their interviews and reviews of records, the auditors obtained information about Community Corrections and Court Services programs in 19 counties. Those included the then eight participating Community Corrections counties, six counties planning to implement Community Corrections, and five counties that were not participating and not planning to participate.

Findings

The auditors found that the two types of programs differ substantially in several ways. First, they serve different populations. Community Corrections resources are concentrated on serving certain types of adult class D and E felons and juvenile offenders, while District Court Services are provided to a broader range of offenders. Second, they provide different levels of service. Community Corrections caseloads are smaller, allowing for more individualized treatment. Third, the two types of programs are funded differently.

The auditors did not find significant evidence of program duplication between Community Corrections programs and District Court services. Department of Corrections' regulations contained several provisions for minimizing duplication of services.

Although the auditors found a few instances of Community Corrections and District Court Services staff providing overlapping services to the same person, they did not find evidence to suggest that a significant number of individuals in Community Corrections would otherwise have been placed on regular probation. Counties appeared to be using Community Corrections funds primarily to provide or enhance correctional programs for D and E felons who otherwise would have been sent to prison.

The post audit concluded with a recommendation that "The Department of Corrections and the Judicial Administrator's Office should continue to monitor the correctional programs and services provided by individual counties, District Court services, and Community Corrections programs to ensure they are coordinating available services and to prevent or correct any problems which may arise."

Source: "Examining Potential Duplication Between Community Corrections and District Court Probation Services";
A Report to the Legislative Post Audit Committee By the Legislative Division of Post Audit, September,
1984

SUMMARY

The mission statements and descriptions of Court Services, Community Corrections, and Parole indicate that the goals and duties of these three agencies are similar. The 1984 audit found no significant duplication of services. However, by 1990, the issue of duplication of services surfaced again. The Special Interim Committee on Judiciary recommended the formation of a Task Force, under the auspices of the Kansas Sentencing Commission, to study the possibility of duplicative actions regarding the release procedures involved in Court Services, Community Corrections, and Parole, as well as the need for cost efficiency.

The Kansas Sentencing Commission immediately formed a Task Force. The Task Force decided upon a mission statement and developed a course of action to carry out the assigned task. Detailed information and data was gathered statewide. The Task Force on Consolidation of Field Services carried out a thorough and comprehensive study. The results of this study and the recommendations of the Task Force are contained in the following chapters.

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CHAPTER 4

DATA COLLECTION AND PROBLEM ANALYSIS

INTRODUCTION

The Task Force gathered a great deal of data. It was readily apparent that most of what was known about field services in Kansas was anecdotal or limited to a particular jurisdiction. There is no uniform database covering all three field service systems. Each unit maintains its own database. There is no standard set of definitions allowing easy comparisons. Courts track court cases rather than individuals; Parole and Community Corrections do not. Some clients are in more than one database. They are carried as active clients by two or more jurisdictions within an agency, or by two or more agencies.

The Task Force gathered fiscal data as well. There is no central accounting of cost. Each agency has a state level parent agency, but Court Services and Community Corrections get local funding as well. This local funding comes in the form of cash and in-kind services. The fiscal picture is further clouded by the fact that local jurisdictions function on a calendar year basis and state agencies are on a fiscal year. Local fiscal data is difficult to gather since many of the costs are buried in other categories. Therefore, the costs reported in this section are likely to be understated.

The types of tasks performed vary widely. Field services staff were asked to provide information concerning the type of tasks they perform and the frequency with which they perform them. They were also asked to indicate what services should be offered. These surveys produced a graphic mosaic of different patterns of service delivery, and tend to reflect the local legal culture of the District Court of a particular jurisdiction.

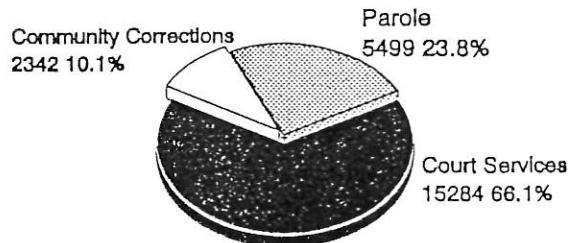
Lastly, questionnaires were sent to almost 1,300 criminal justice system professionals to glean their views on a wide variety of issues. The data from these efforts was analyzed and presented to the Task Force. The following sections constitute the findings of this data collection effort.

CASELOADS

Data was collected from a variety of sources. Court Services data is routinely reported as cases supervised. This is often misleading since one offender may have more than one case filed in a single jurisdiction, or may have cases filed in more than one jurisdiction. Community Corrections and Parole report individuals supervised. Each agency uses its own unique database; none of them are compatible. Thus it was necessary to piece together several disparate types of data to get a snapshot of how many clients are served. May 31, 1991, counts were used. This snapshot provides a one time view of the caseload. It suffers the same plight as any other limited view, it is not dynamic and does not reflect trends or patterns.

The May 31, 1991, data indicated that there were 23,125 adult felons and misdemeanants being supervised. These were distributed as follows:

Court Services	15,284
Community Corrections	2,342
Parole	5,499
Total	23,125



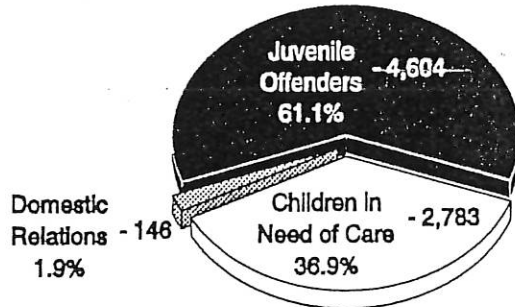
1-25

Community Corrections and Court Services also supervise juvenile cases. The juvenile caseload is somewhat more diverse. Court Services provides services to youth adjudicated as Children in Need of Care (CINC), and to families in the form of mediation. These two categories are unique in that these clients have not been adjudicated as lawbreakers, but as victims or persons needing assistance. The other unique item about juvenile caseloads is that they are often under dual supervision with the Youth Services component of Social and Rehabilitation Services (SRS).

CHART 1

**Juvenile Caseload by Agency by Type of Case
May 31, 1991**

	<u>Court Services</u>	<u>Community Corrections</u>	<u>Total</u>
Juvenile Offenders	4,457	147	4,604
Children in Need of Care	2,783	0	2,783
Domestic Relations	<u>146</u>	<u>0</u>	<u>146</u>
Totals	7,386	147	7,533



1-26

Field Services agencies also provide courts and the Parole Board a wide array of investigative reports to aid decision making. The following chart provides a summary for a typical month of investigations:

CHART 2

**Summary of Investigations by Agency by Type
May 1991**

	<u>Court Services</u>	<u>Community Corrections</u>	<u>Parole</u>	<u>Total</u>
Adult Presentence Reports	527	74	0	601
Juvenile Predisposition Reports	312	0	0	312
CINC Investigations	173	0	0	173
Preparole/Compact reports	0	0	420	420
Evaluations	<u>0</u>	<u>129</u>	<u>0</u>	<u>129</u>
Total	1,012	203	420	1,635

In some judicial districts, Court Services Officers and Community Corrections Officers supervise diversion clients. This task is carried out by County and District Attorney staff in other jurisdictions. The following chart indicates the number of diversion clients supervised by Court Services Officers and Community Corrections Officers in a typical month:

CHART 3

**Diversion Clients
May 1991**

	<u>Court Services</u>	<u>Community Corrections</u>	<u>Total</u>
Adult	524	460	984
Juvenile	<u>758</u>	<u>59</u>	<u>817</u>
Total	1,282	519	1801

As indicated previously, there is a great deal of diversity in the types of persons supervised. This is particularly true for Court Services. The following chart displays a summary of the number of individuals supervised in a single month. There are some duplicate cases where one person is supervised by more than one agency. This topic will be dealt with in the next section.

CHART 4

Individuals Supervised by Type of Agency May 31, 1991

	<u>Court Services</u>	<u>Community Corrections</u>	<u>Parole</u>	<u>Total</u>
Adult Felons	6,481	2,185	5,499	14,165
Adult Misdemeanants	8,803	157	0	8,960
Juvenile Felons	1,587	49	0	1,636
Juvenile Misdemeanants	2,870	98	0	2,968
CINC	2,783	0	0	2,783
Domestic Cases	146	0	0	146
Adult Diversions	524	460	0	984
Juvenile Diversions	<u>758</u>	<u>59</u>	<u>0</u>	<u>817</u>
Total	23,952	3,008	5,499	32,459

This summary highlights the overlap of Court Services and Social and Rehabilitative Services in the juvenile offender and CINC areas. Court Services provide domestic services in some judicial districts.

Diversion programs are provided by Court Services in some areas and by prosecutors in others. There does not seem to be any clear pattern. Some districts provide all these ancillary services and others one or two and others none at all. The service delivery schedule seems to be a local matter.

DUPLICATION OF SUPERVISION

There were many anecdotal reports of one client being supervised by more than one agency or by more than one office of an agency. These reports indicated that more efficient uses of resources could occur if this practice did not occur.

An empirical investigation of persons supervised for the month ending May 31, 1991 was conducted. This test involved searching all three databases for common names and then matching them on a series of data elements. Once the match indicated that the two cases were indeed the same person they were counted as a duplicate. Duplicates occur for a variety of reasons. They may have convictions in more than one jurisdiction. They may have multiple cases within a jurisdiction and be assigned to different agencies based upon different conviction dispositions. Others may be due to a failure to terminate a case when it is transferred. The following chart indicates the number of matches found among and between agencies. It was not possible to ascertain the level of supervision the person was receiving from each agency. Thus it is possible that one agency may be actively supervising the case and the other has it on a paperwork only basis. Hopefully this is the rule and not the exception. However, there was a great deal of anecdotal evidence to indicate this was not always the case.

CHART 5

**Number of Individuals* Supervised by More Than One Office or Agency
May 1991**

More than one Judicial District	518
More than one Community Corrections Agency	43
Court Services and Community Corrections	559
Court Services and Department of Corrections	900
Community Corrections and Department of Corrections	181
All three Agencies	<u>46</u>
Total	2,247

*Includes juvenile and adult felons and misdemeanants, does not include diversions, CINCS, or domestics

This duplication amounts to approximately 8.1 percent of the felons and misdemeanants served, roughly one in twelve. The data did not indicate the level of supervision received, but it does indicate that the workload could be reduced if clients were assigned to a single office.

TYPES OF SERVICES PROVIDED

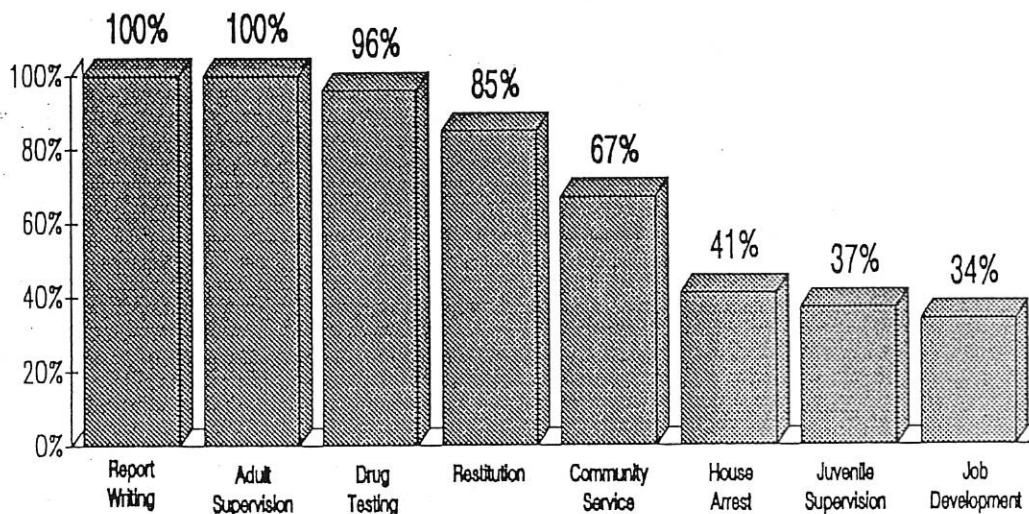
Field service staff were asked a series of questions concerning what services they provided. They were also asked to indicate what percent of their time was spent on specific tasks in a typical month. This information yielded a picture of the service delivery system by judicial district. There are no uniform geographical boundaries between the three agencies; each has its own territory. Court Services and Community Corrections have somewhat similar boundaries. However, some Community Corrections districts cover more than one judicial district and two judicial districts have more than one Community Corrections program within them. Therefore, the data was collected on a county by county basis and was standardized at the judicial district level.

There were two basic findings. There are several districts where the same or similar services are provided by more than one agency within the same judicial district. There were also several instances where some services were provided in a few districts, but not in others.

The first finding points out another area of duplication. The same service is being provided by more than one agency. This allows little opportunity for economy of scale. It also may result in several small programs being unable to provide a wide array of services, but they could specialize if they coordinated with another agency. The following chart provides an overview of these duplicated services.

CHART 6

**Services Provided by More Than One Agency Within a Judicial District
by Percent of Judicial Districts
May 1991**



As indicated above, these eight services are available in over one third of the judicial districts. The top four services are available in virtually every district. These findings compound the problem of dual supervision that was highlighted earlier. There are several cases where more than one agency is supervising a single client and there are multiple agencies within a single jurisdiction doing the same thing.

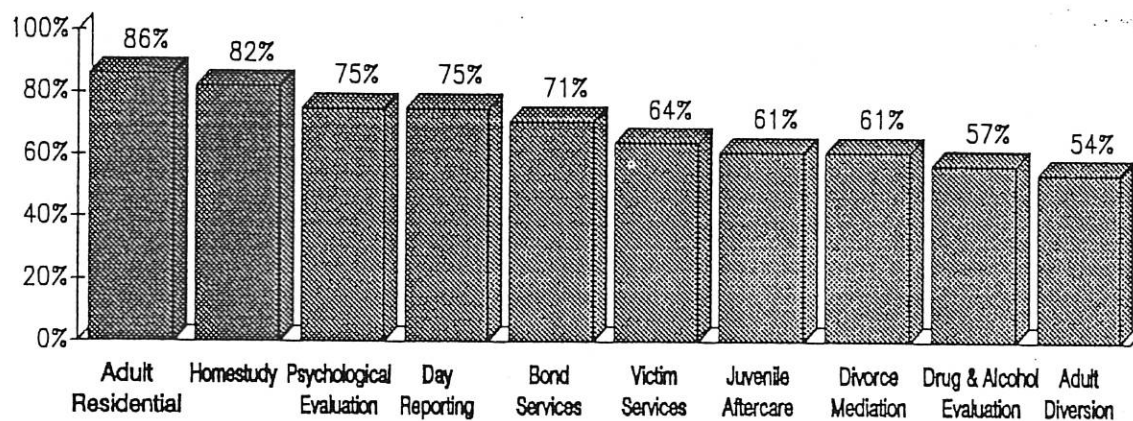
Anecdotal evidence indicated that clients or staff may be traveling great distances to receive a service when the service is already available locally. Parolees in rural areas often travel great distances to meet with their Parole Officer when there is a Court Services Officer stationed in their home county. This problem could be alleviated by assigning the person needing supervision to the nearest officer instead of rigidly following agency boundaries.

The second issue deals with the lack of a uniform service delivery system across the state. Many special services are localized and are not available to all clients who need them. Services tend to be distributed according to agency assignment and not by client need. That is, if a service is only offered by Community Corrections it is not available to persons on Parole or regular probation. There was a strong consensus among the field staff polled that this should not be the case. Services should be based upon client needs not organizational boundaries.

The following chart provides a list of services that are provided by field services staff in some judicial districts but not in others.

CHART 7

**Services Not Available in All Judicial Districts
by Percent of Districts Without These Services
May 1991**



These services represent unique programs that are subscribed to locally, but are not in place statewide. Several represent services available from other agencies while the local district provides it as well. In any case, the availability of these services is a factor of location. If a client does not live in the district, they are not available through one of the field service agencies.

WHAT TYPES OF SERVICES SHOULD BE PROVIDED

A wide array of criminal justice system professionals were polled to see what services should be provided by a consolidated field service organization. Questionnaires were sent to almost 1,300 individuals:

- 1) District Judges
- 2) Magistrate Judges
- 3) Court Administrators
- 4) County/District Attorneys
- 5) Court Services Officers
- 6) Community Corrections Officers
- 7) Parole Officers

The questionnaires were returned and analyzed. The return rate approached 50 percent overall, with higher rates for field services staff. Respondents were asked to make judgments about a wide array of services. They were asked to rate each task as must be included, alright to include, and should not be included. These ratings were applied to a list of 43 services.

The following chart displays a list in rank order of those services that over 50 percent felt must be included in a consolidated field service organization.

CHART 8

Services that over 50 percent of Respondents felt Must be Included in a Field Service Agency

<u>Type of Service</u>	<u>Percent</u>
Adult Intensive Supervision	85%
Adult Probation Supervision	85%
Parole Supervision	80%
Parole Intensive Supervision	79%
Drug Testing	77%
Presentence Investigation	72%
House Arrest with Electronic Monitoring for Adults	66%
Electronic Monitoring	62%
Juvenile Probation Supervision	57%
Juvenile Intensive Supervision	56%
Predisposition Report	56%
Restitution Report	56%
Community Services Work	53%
Day Reporting	52%
House Arrest (adult)	52%
Restitution Verification	51%

The analysis also included a list of tasks that less than 20 percent felt must be included in a consolidated field services organization. The following list rank orders the bottom 10 beginning with the service that received the fewest votes.

CHART 9

Services that less than 20 percent of Respondents felt Must be Included in a Field Services Organization

<u>Service</u>	<u>Percent</u>
Foster Care Review Board	4%
Divorce Mediation	7%
Child Custody Investigation	12%
CINC Informal Supervision	12%
Parenting Classes	14%
Witness Services	14%
Bond Screening	15%
CINC Formal Supervision	15%
Client Transportation	16%
Juvenile Offender Aftercare	20%

These two lists provide an overview of how this wide array of individuals responded. It is clear that most respondents felt that the traditional tasks of supervision and report writing would be the backbone of a consolidated field services organization. There was a representation of intermediate sanctions as well: house arrest, day reporting, and electronic monitoring. It also revealed that some tasks received very little widespread support for inclusion in a consolidated field services organization. These items are concentrated in domestic and family services that are provided by the court. In addition, child in need of care services provided by the court are also the role of Social and Rehabilitation Services. Anecdotal comments indicate some of these programs were often seen as duplicative of other state agency programs. The entire chart, which illustrates the ranking of the various services is provided in Appendix F. Although not included in Chart 8 and Chart 9, residential services may become a major service in adult supervision if sentencing guidelines are enacted.

Field services staff were asked to provide information on how they spent their time during a typical month. They were given an extensive list of typical tasks and asked to indicate what percent of their time they spent on each task during an "average" month. The responses varied widely according to local mandates. Some jurisdictions were heavily involved in divorce mediation, child custody matters, child in need of care supervision and other non-criminal matters. Others only provided services to adults and juveniles processed through the criminal justice system. The presence or absence of clerical support varied widely, many field services officers reported spending a great deal of time typing reports, maintaining files and scheduling appointments. Responses were coded and collapsed into some broad categories to allow comparisons between the three field services agencies. The following chart presents this data:

CHART 10

Type of Duties Performed by Percent of Time by Type of Agency

<u>Type of Duty</u>	<u>Court Services</u>	<u>Community Corrections</u>	<u>Parole</u>
Administrative	18%	30%	22%
Family Services	12%	0%	0%
Juvenile Offender Supervision	18%	5%	0%
Adult Offender Supervision	34%	34%	55%
Program/Reports	15%	30%	18%
Other	3%	1%	5%

The percentages reported reflect the special missions of these agencies. Thirty percent of the Court Services Officers time is devoted to juveniles and family services. Community Corrections does supervise a few juvenile offenders. Community Corrections staff spend a greater portion of their time on administrative matters. Adult supervision, program management, and report generation make up the major portion of the Community Corrections and Parole workloads.

These comparisons indicate the tasks performed by these agencies are similar. Court Services Officers are the only group which spends an appreciable amount of time on juvenile matters. These similarities continue to point towards service duplication. The major difference in service delivery tends to be predicated on local custom. Clients are served by these three agencies based upon point of entry into the system, not type of service needed or logistics. That is, parolees who need services offered by Community Corrections do not have access due to organizational boundaries. These organizational boundaries are driven by statute and local policies, not by client need or risk to the community.

RESOURCES

Staff and fiscal resources are difficult to assess. Much of the funding for Court Services is provided by county government. This funding comes in the form of expenses for operating costs, some staff, and an array of in-kind services. In-kind services include personnel, accounting, office space, utilities, clerical assistance, vehicle maintenance, duplication, etc. It is virtually impossible to capture these costs, but they do exist. If the agency were not located in the county office someone would have to pay for them. Community Corrections gets some cash and some in-kind services as well. Parole is totally state funded, but draws many administrative services out of the Department of Corrections central office. With these caveats in mind, the Task Force gathered data on cost and staff. This effort was further complicated by the fact that counties operate on a calendar year basis and the state operates on a fiscal year. Thus in order to standardize the data, calendar year 1990 and fiscal year 1991 expenses were used.

This method of analysis created some problems, but the time difference is relatively minor. Salary figures were gleaned from budget documents, and supervisors from the three agencies were asked to provide data on local expenditures. Three Court Services offices did not provide any data, and estimates were developed for them based on comparisons with other like sized judicial districts.

Supervisors were asked to indicate the square footage of their office if the county provided the space in a county building. This space was assigned a value of six dollars a square foot and included as a cost. Supervisors indicated their current staffing pattern by type and reported vacancies. This process yielded a full time authorized figure plus an actual count of employees as of May 1991.

It should be noted the cost figures reported in this section are somewhat dated and probably under report costs. They also include county contributions of staff and funding that would almost certainly stop if the program ceased to reside at the county level.

The following chart provides a summary of the fiscal data gathered for CY 1990/FY 1991.

CHART 11

Field Services Fiscal Summary by Category by Agency
CY 1990/FY 1991

	<u>Personnel Cost</u>	<u>Operating Cost</u>	<u>Total</u>
Court Services	\$12,510,232.00 ⁽¹⁾	\$2,427,405.00 ⁽²⁾	\$14,937,637.00
Community Corrections	6,130,293.00	2,773,051.00 ⁽³⁾	8,903,344.00
Parole	2,864,895.00	2,192,149.00 ⁽⁴⁾	5,057,044.00
Total	21,505,420.00	7,392,605.00	28,898,025.00

⁽¹⁾ includes \$143,854 in county funding or state and federal grants

⁽²⁾ includes \$328,312 in donated office space: 54,719 sq ft./\$6 sq ft.

⁽³⁾ includes \$369,344 of county funding

⁽⁴⁾ includes \$1,214,956 drug and alcohol and mental health money

This data clearly displays the multiple funding sources. Personnel costs are funded by the parent state agency but there are some county and federal grants. Court Services receives all of its operating expenses from county funds, Community Corrections and Parole from state funding. However, some county and federal funds go to Community Corrections programs; and, Parole receives state drug, alcohol and mental health monies.

Personnel costs make up the largest share of total expenditures (74.4%). The following chart provides a summary of the total authorized positions compared to positions actually filled May 1991.

CHART 12

**Authorized Positions Compared to Filled Positions
May 1991**

<u>Agency</u>	<u>Authorized Positions</u>	<u>Filled Positions</u>	<u>Positions Vacant</u>
Court Services	432.5	412.0	20.5
Community Corrections	283.0	257.0	26.0
Parole	101.0	99.5	1.5
Total	816.5	768.5	48.0

The data was also gathered by classification of employees. That is, positions were classified according to one of three categories: supervisors, line staff, clerical. The following chart provides an overview of how the persons actually employed in May of 1991 were deployed.

CHART 13

**Staff Assignments by Agency by Type of Job for Persons Employed
May 1991**

	<u>Supervisor/ Administrative</u>	<u>Line Staff</u>	<u>Clerical</u>	<u>Total</u>
Court Services	76.5	262.5	73.0	412.0
Community Corrections	51.25	167.75	38.0	257.0
Parole	19.0*	64.0	16.5	99.5
Total	146.75	494.25	127.5	768.5
Percentage of total	19%	64%	17%	100%

*This figure includes central office having five non-supervisory positions.

This analysis indicates roughly one in five total staff is in a supervisory position. It also indicates 22 percent of the direct service staff are supervisors. This yields a supervisory ratio of one supervisor for every 4.3 total staff and one supervisor for every 3.5 field staff. This is a very high supervision to staff ratio, and probably reflects the fragmentation of the service delivery system. There are 59 separate administrative units covering the state, hence the need for supervisors. The flat organizational structure and limited career ladder may also contribute to this proliferation of supervisors.

CHART 14

Statewide Average Staffing Ratios for the Various Agencies

Court Services

Supervisors to total staff	1 to 4.4
Supervisors to line staff	1 to 3.4
Clerical to line staff/supervisor	1 to 4.6

Community Corrections

Supervisors to total staff	1 to 4.0
Supervisors to line staff	1 to 3.3
Clerical to line staff/supervisor	1 to 5.7

Parole

Supervisors to total staff	1 to 5.75
Supervisors to line staff	1 to 4.6
Clerical to line staff/supervisor	1 to 4.7

Over All

Supervisors to total staff	1 to 4.3
Supervisors to line staff	1 to 3.5
Clerical to line staff/supervisor	1 to 4.9

The individual comparisons indicate a similar pattern. There are very few differences between agencies. It is interesting to note that virtually all the vacant positions reported were for clerical and line staff. There were only one or two cases where a supervisory position was held vacant.

The American Correction Association standards recommend a supervisory to staff ratio of 1 to 7. If this ratio could be achieved, reductions could be made or additional positions could be dedicated to service delivery. Again, this can be accomplished by a reduction in the number of administrative units and an expanded career ladder.

ATTITUDINAL SURVEY

Two sets of attitudinal questionnaires were developed. One (40 questions) was sent to all field services staff. Another (16 questions) was sent to judges, court administrators and prosecutors. Over 700 were returned. Copies of the two questionnaires and responses are included in Appendix C.

The questionnaires asked each respondent to consider a variety of organizational structures and organizational effectiveness issues. Respondents were asked to agree or disagree on a five point Likert scale. For analysis purposes, these five categories were collapsed into three.

The results from the field services staff questionnaires clearly indicated they favored a new agency. There was little support for the existing system or consolidation under any of the three existing systems. Written responses indicated a desire for an agency that would focus on field services clients. They were wary of being a part of a larger agency and becoming insignificant.

The questionnaire responses indicated a fear that juvenile services, victim services, and domestic services would diminish if consolidation occurred under the Department of Corrections. A new system was the most favored response in 32 out of 40 questions asked.

There were a series of three questions dealing with duplication of services and personal preferences for where individuals would like to work. Answers to these three questions are listed below:

CHART 15

Do you feel services are being duplicated under the current system?

<u>Yes</u>	<u>No</u>
78%	22%

If yes, which organizational structure will eliminate the duplication of services?

Department of Corrections	15%
Local Agency	5%
New Agency	69%
Office of Judicial Administration	11%

If consolidation of field services were to occur, under which organizational structure would you prefer to work?

Department of Corrections	14%
Local Agency	14%
New Agency	59%
Office of Judicial Administration	13%

Responses from judges, court administrators and prosecutors tended to favor the current system, or consolidation under the Office of Judicial Administration. The responses indicate a preference for the status quo. However, responses to the questions about the existence of duplication and which organizational structure would eliminate it were similar:

CHART 16

Do you feel services are being duplicated under the current system?

<u>Yes</u>	<u>No</u>
68%	32%

If yes, which organizational structure will eliminate the duplication of services?

Department of Corrections	0%
Local Agency	24%
New Agency	46%
Office of Judicial Administration	30%

Thus, both groups agree there is a duplication of services and a new agency would be the best vehicle to correct the problem.

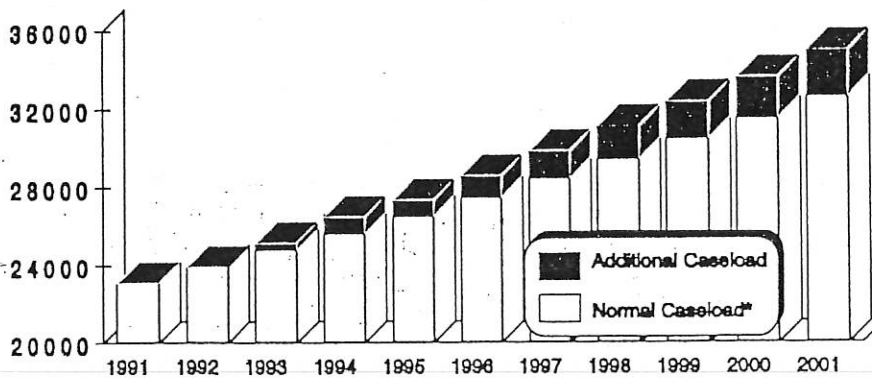
FUTURE GROWTH

The Task force was interested in looking at how caseloads are expected to change if sentencing guidelines are passed. The sentencing guidelines would place a significant number of offenders in the community instead of sending them to prison. This impact, along with normal growth, is expected to significantly increase the number of adult offenders to be served by Field Services agencies. The following chart provides a year by year projection for the adult felon and misdemeanor caseload. It does not include any diversions or domestic cases, nor does it include any of the other non-criminal conviction tasks that are performed by some Court Services Officers.

CHART 17

**Projected Adult Felony-Misdemeanor Caseloads
FY 1992-2001 With Guidelines
FY 1991 Base Year**

Baseline	<u>Year</u>	<u>Normal Caseload*</u>	<u>Additional Due to Guidelines</u>	<u>Total</u>
	1991	23,125	0	23,125
	1992	23,934	0	23,934
	1993	24,772	+414	25,186
	1994	25,639	+558	26,197
	1995	26,536	+866	27,402
	1996	27,465	+1,160	28,625
	1997	28,426	+1,456	29,882
	1998	29,421	+1,703	31,124
	1999	30,451	+1,936	32,387
	2000	31,517	+2,116	33,633
	2001	32,620	+2,396	35,016



* Assumes 3.5% per year growth based upon a study completed by the National Council on Crime and Delinquency for the Department of Corrections

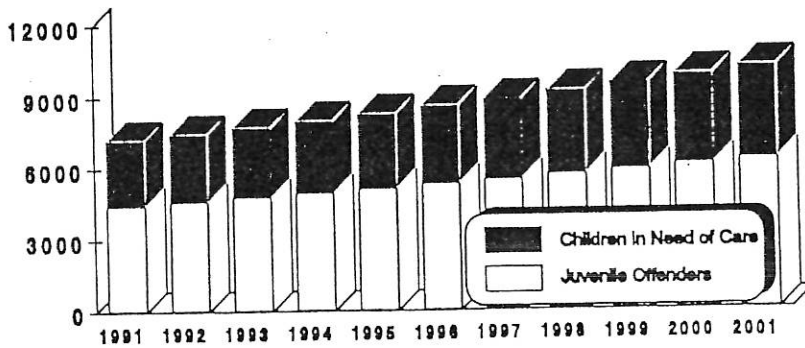
Juvenile caseloads should not be impacted by the guidelines, but are expected to continue to grow. The chart below provides a summary of the expected growth of juvenile caseloads. Juvenile Offenders and Children in Need of Care are included, diversions are not.

CHART 18

**Projected Juvenile Offender and Child in Need of Care Caseloads
FY 1992-2001
FY 1991 - Base Year**

<u>Year</u>	<u>Juvenile Offender</u>	<u>Child in Need of Care</u>	<u>Total</u>
Baseline 1991	4,457	2,783	7,240
1992	4,613	2,880	7,493
1993	4,774	2,981	7,755
1994	4,942	3,086	8,028
1995	5,115	3,194	8,309
1996	5,294	3,350	8,644
1997	5,479	3,412	8,891
1998	5,671	3,540	9,211
1999	5,870	3,664	9,534
2000	6,075	3,793	9,868
2001	6,288	3,926	10,214

* Assumes 3.5% per year growth



The combined projected increases of these two groups indicate that field services caseloads can be expected to become considerably larger within the next 10 years. This will be especially true if sentencing guidelines successfully divert individuals from secure confinement to community based sanctions.

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The following charts provide a summary of growth expected with sentencing guidelines.

CHART 19

**Expected Caseload Growth with Sentencing Guidelines
FY 1992 compared to 2001**

	<u>FY 1992</u>	<u>FY 2001</u>	<u>Percent Change</u>
Adult	23,934	35,016	+46.3%
Juvenile	7,493	10,204	+36.2%
Total	31,427	45,220	+43.9%

If sentencing guidelines do not pass, adult caseloads will still grow by 36.2 percent. The combined juvenile and adult population will grow by the same percent. In any event, Kansas can expect significant increases in its community based program populations. Thus, unless something is done to streamline the service delivery system and remedy the duplication issues, resource allocation will not be improved.

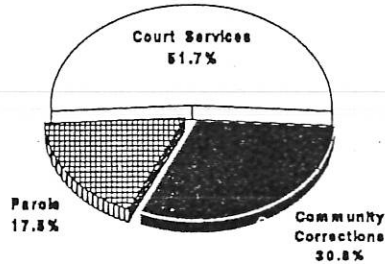
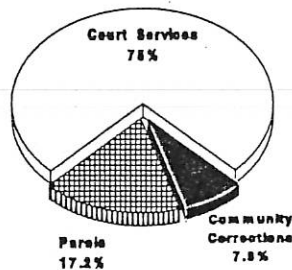
HOW ARE CURRENT RESOURCES ALLOCATED

This was difficult to assess since there is little standardized data. Problems with caseload numbers and mixed fiscal years have already been discussed. However, data from the three groups was standardized as much as possible. The following chart compares the percent of the caseload as of May 1991 with the amalgamated expenditures collected - from state and county budgets for FY 1991 and CY 1990 respectively. Caseloads include all tasks.

CHART 20

**Comparison of Caseload and Expenditures
by Percent by Type of Agency**

	<u>Percent of Caseload</u>	<u>Percent of Expenditures</u>
Court Services	75.0%	51.7%
Community Corrections	7.8%	30.8%
Parole	17.2%	17.5%



These comparisons indicate with the exception of parole, caseloads and resources are not proportional. However, caution must be taken when comparing caseloads and workloads. That is, all cases do not require the same intensity of service. Community Corrections also provides a great deal of services that go beyond normal supervision such as:

- A. Residential programs,
- B. Electronic monitoring,
- C. Victim/witness programs,
- D. Day reporting.

Therefore, it is necessary to look at how the workload is divided.

WORKLOAD ANALYSIS

The last analysis task undertaken was to perform a workload analysis that made the following assumptions:

- A. Adult felons and misdemeanants would be supervised by their respective field services agency.
- B. Adult felony, misdemeanor and traffic investigations and evaluations would be conducted by their respective field service agency.
- C. All juvenile and domestic matters would remain with the court.
- D. All diversion (Juvenile and Adult) programs currently handled by Court Services Officers would remain with the court.
- E. Supervision ratios will be 1 to 7.
- F. Clerical ratios would be 1 to 6.
- G. Workloads were computed using standards recommended by the three agencies involved.
- H. Non-client supervision tasks and special programs are not included.

This analysis was done to see how current resources would be distributed if the proposed consolidation plan was launched. The analysis applies the work time standards developed by representatives from each of the agencies. The analysis has limitations, each agency defines supervision levels differently. There are no crossover criteria whereby a classification within one agency can be equated with a classification from another agency. No standard risk/needs instrument is used by all agencies.

With this limitation in mind, the analysis assumes that all clients are placed in the appropriate agency and are classified appropriately. The individual agency supervision standards and work hour available formulas are listed in Appendix D.

The following charts provide the number of staff needed, by agency, by task, and by level of supervision to serve their respective clients.

CHART 21

CURRENT PROBATION (ADULTS) 15,284

Court Services Officers

<u>Supervision Level</u>	<u>Number of Staff Needed</u>
Adult Maximum	85.4
Adult Medium	82.9
Adult Minimum	12.4
Administrative	<u>1.5</u>
Total	182.2
 <u>Investigations</u>	
Felonies	24.0
Misdemeanors	10.2
Traffic	<u>2.6</u>
Total	36.8
 <u>Subtotal</u>	
Line Staff	219.0
Supervisors	37.25
Clerical	<u>41.5</u>
Grand Total	297.75

NOTE: Court Services currently has 412 employees. They supervise adult offenders and carry out other functions as described in Chart 24

CHART 22

CURRENT INTENSIVE SUPERVISION PROGRAMS (ADULTS) 2,342

Community Corrections Officers

<u>Supervision Level</u>	<u>Number of Staff Needed</u>
Level 0	0.3
Level I.....	48.4
Level II	41.1
Level III	21.3
Level IV.....	<u>1.6</u>
Total.....	112.7
<u>Investigations</u>	
Felony	1.7
Evaluations	<u>3.1</u>
Total.....	4.8
<u>Subtotal</u>	
Line Staff.....	117.5
Supervisors	20.0
Clerical.....	<u>22.5</u>
Grand Total.....	160.0

NOTE - Community Corrections currently employs 257

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CHART 23

CURRENT PAROLE (ADULTS) 5,499

Parole Officers

<u>Supervision Level</u>	<u>Number of Staff Needed</u>
Close	51.1
Intermediate	22.8
Reduced	5.5
Limited	0.4
Not Assigned	<u>7.1</u>
Total	86.9
 <u>Investigations</u>	
Compact/Preparole	6.1
 <u>Subtotal</u>	
Line Staff.....	93.0
Supervisors	15.75
Clerical	<u>17.5</u>
Grand Total	126.25

NOTE - Parole currently employs 99.5

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CHART 24

OTHER FUNCTIONS

Court Services Officers

<u>Function</u>	<u>Number of Staff Needed</u>
Adult Diversion	3.7
Juvenile Diversion	5.9
CINC Investigations	8.1
CINC Supervision	29.0
Juvenile Offender Investigation	14.7
Juvenile Offender Supervision	49.2
Custody Investigation	12.2
Mediation	<u>7.2</u>
Total	130.0
 <u>Subtotal</u>	
Line Staff	130.0
Supervisors	21.25
Clerical	<u>24.75</u>
Total	176.0

NOTE: Court Services currently has 412 employees. They carry out the above functions and supervise adult offenders as described in Chart 21. The equivalent of 2.75 staff for these tasks are currently being done by Community Corrections

CHART 25

Grand Total Needed

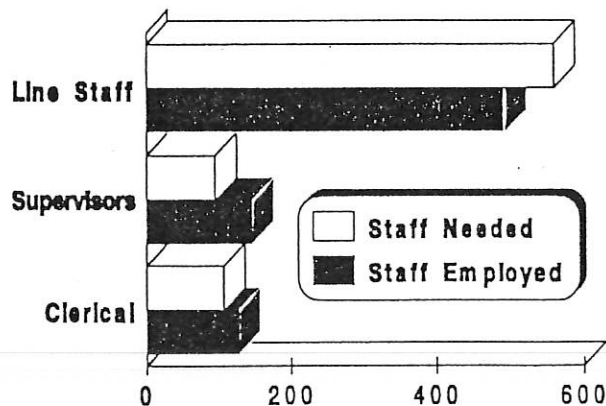
Line Staff	559.50
Supervisors	94.25
Clerical	<u>106.25</u>
Grand Total	760.00

This number represents the staff needed to carry out the current mission of these three agencies as defined above. The following chart provides analysis of the staff needed by function compared to the number employed May 31, 1991.

CHART 26

**Comparison of Type of Staff Needed by Type of Staff Employed
May 1991**

	<u>Staff Needed</u>	<u>Staff Employed</u>
Line Staff	559.50	494.25
Supervisors	94.25	146.75
Clerical	<u>106.25</u>	<u>127.5</u>
Total	760.0	768.5



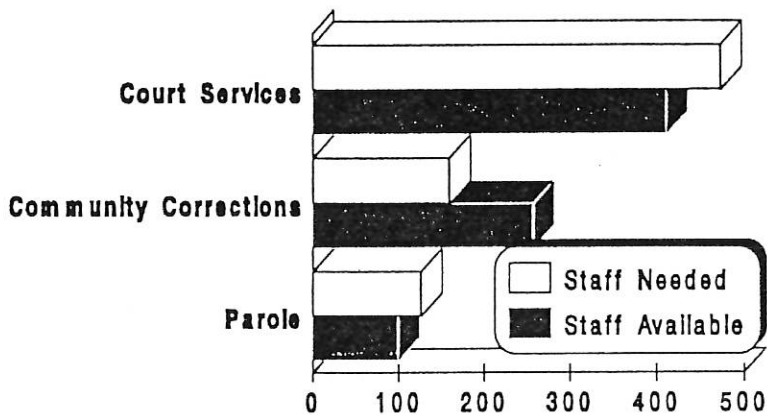
This analysis indicates there is enough staff to supervise clients and do the other work listed. There appears to be a need to redistribute line staff and supervisors. Again, this is a function of the fragmentation caused by many subdivisions within the service delivery system.

The next analysis compares staff available, by staff required, by agency as of May 1991.

CHART 27

**Staff Available Compared to Staff Required by Agency
May 1991**

	<u>Staff Needed</u>	<u>Staff Available</u>
Court Services	473.75	412.0
Community Corrections	160.0	257.0
Parole	126.25	99.5



This analysis indicates there are enough staff, but there are organizational boundaries in place. These organizational boundaries do not allow the transfer of staff to places where clients are, or clients to available staff. These problems are exacerbated by the duplication of services and supervision discussed earlier. There was no attempt to discount the caseload by duplicated services, so the time available may be slightly overstated. It should also be noted that many of the Community Corrections staff listed as available are doing other tasks. That is, they are not all involved in the Intensive Supervision Program (ISP). Many are providing residential services, day reporting, and other specialized services. This analysis answers how many staff are needed to supervise clients under one of the three programs listed: Probation Supervision, ISP Supervision, or Parole Supervision. Resource allocation issues must be addressed if services are to be streamlined and made efficient.

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SUMMARY

The data collection effort highlighted the lack of uniform data. This lack of standard data makes efficient planning and resource allocation difficult, if not impossible. Several million dollars are allocated from a variety of sources without any firm idea of caseload, workload, or services needed statewide.

The data collected provided only a snapshot. The snapshot indicated:

- Approximately 2,200 offenders are supervised by more than one agency or office.
- Many services are duplicated within judicial districts.
- Many services are provided in only a few districts.
- Service delivery systems are tied to organizational and geographical boundaries, and are not available to all clients.

Caseloads are expected to grow over the next several years. Adult caseloads will be greatly impacted if the sentencing guidelines are enacted. Chart 17, Chart 18 and Chart 19 portray the potential impact on Field Services.

Criminal justice system professionals indicated that duplication of supervision and services exists. They favored the creation of a new consolidated agency to deliver services. There was little support for consolidation within an existing agency.

Fiscal issues are difficult to resolve because programs are funded via an array of funding mechanisms. Any consolidation effort will have to deal with the loss of county funding and in-kind services. The Task Force estimated the value of those services to be approximately three million dollars.

A staffing analysis indicated there are adequate staff to meet the demands of the current workload. However, in order to meet the workload, changes in the status quo would have to take place:

- A. The current supervisor to line staff ratio will have to be adjusted.
- B. Staff will have to be shifted from one agency to another.
- C. Tasks not involved in the direct supervision of clients will have to be curtailed.

CHAPTER 5

CURRENT SYSTEM RECOMMENDATIONS

COMMUNITY CORRECTIONS, COURT SERVICES, PAROLE

INTRODUCTION

In July 1991, the Task Force was divided into two subcommittees, with each having representatives from the Court, Court Services, Parole, and Community Corrections. The members assigned to study problems with, and potential changes to, the current system were:

Honorable Richard B. Walker, District Court, Chairperson
Doug Irvin, Court Services, Co-Chairperson
Rita Quillen, Parole
Sue Fehrenbach, Court Services
Honorable Barry Bennington, District Court

John Burchill, Community Corrections
Janet Valente-Pape, Parole
Frank McCoy, Community Corrections
Greg Waller, Assistant District Attorney

The subcommittee met for five months of public meetings. There was broad representation from the three community supervision agencies, as well as from the court. The members used their field services experiences and observations to identify the strengths and problems of the current system, and developed recommendations for improving field services and supervision.

I. NEED FOR A STATE MANDATED POLICY FAVORING SINGLE SUPERVISION

During the 1992 legislative session, the Legislature should direct field services agencies to work together to achieve single supervision, thereby promoting an efficient use of resources and staff. Multiple supervision, as depicted in Chart 5, is not an efficient use of public resources. Whenever the multiple supervision of a client is discovered, the agencies involved must work together and arrive at a method of transferring the client to one agency for supervision. The agency receiving the client shall provide the client with the benefit of services and supervision as determined by the client's needs and risk to the community.

The issue of single supervision is the paramount dilemma facing the current system of field services. Data gathered on the current system indicated a significant amount of duplication of efforts in supervising offenders. In addition, offenders typically are provided services depending upon how and where they enter the system. As a result the Task Force felt that:

- A. There should be statutory language directing single supervision.
- B. There should be a uniform tool to carry out this policy by requiring staffing conferences whenever multiple supervision is ordered or discovered.
- C. There should be a uniform method of documenting what occurs in effecting the transfer.

- D. There should be a method of departure, for cause, from the agreement reached in the staffing conference of the transfer. When an agency becomes aware of another agency's supervision of the same client, a transfer plan shall be submitted to achieve single supervision. If there is not an objection or reason for departure noted within thirty (30) days, the client transfer shall go into effect.

In studying the issue of multiple supervision and efficient use of resources, the Task Force made the following recommendations:

Staffing Conferences

Staffing conferences shall be required prior to decisions pertaining to:

- A. Sentencing;
- B. 120 day callbacks (if sentencing guidelines are not implemented);
- C. Amendment of terms of probation; and
- D. Revocation hearings.

Staffing conferences will occur between representatives of Court Services and Community Corrections at the above decision making stages. In cases of multiple supervision, a Parole representative will be included in the staffing conference.

Members of the Task Force felt staffing conferences involving all agencies would better determine the type of supervision required for the success of each client. Currently clients are limited to the resources and programs provided exclusively by the supervising agency. Resources and special programs should be available to all clients as deemed necessary by the supervising authority. Chart 4, Chart 6 and Chart 7 illustrate these problems.

In order to provide judges with the greatest amount of information and the most logical plan for probation, staffing conferences comprised of representatives of Community Corrections and Court Services will be statutorily mandated. The coordinated efforts of both agencies will better serve judges in reaching sentencing decisions. The recommendations of the staffing conference will provide a suitable plan of probation that is acceptable to both agencies and be in the interest of the client and the community. When a joint confirmation of the probation plan is unattainable, each party will submit a recommended probation plan to the judge.

Members of the Task Force felt the staffing conference procedure would be beneficial to judicial decision making in proceedings other than sentencing. Staffing conferences will be used for sentencing, callbacks, amendment to terms of probation, and revocation hearings. These four proceedings signify the possibility of change in a client's risks or needs. Improvements and/or regressions will be reviewed and discussed during the staffing conferences. A more appropriate probation plan may be developed to accommodate these changes in the client's risks or needs. The amount of time necessary to review plans may be minimal or lengthy depending upon the risks/needs of the client and the number of jurisdictions involved. By holding joint staffing conferences at the decision making stages outlined above, duplication in supervision, services, and case reporting will be eliminated. Joint staffing conferences will ensure that agencies receive appropriate clients for their programs.

Community Corrections Placement

Currently, there is a lack of uniformity across the state as to initial placement of offenders in Community Corrections programs. Frequently, Community Corrections is overlooked as a sentencing alternative for institution-bound offenders. In many districts, Community Corrections is used as a program of Court Services. The true purpose of Community Corrections has been ignored and has resulted in clients being placed under Court Services supervision rather than under Community Corrections supervision, and vice versa. To alleviate this problem, the Task Force felt that direct placement to Community Corrections programs would bring about better client supervision and rehabilitative treatment, reduce confusion, and abolish double counting of cases. Most of the confusion on placement to Community Corrections supervision stems from the statutes pertaining to probation assignment. Statutory revision will alleviate confusion at the time of initial placement.

Development of Interagency Transfer Criteria

There is no standard criteria or method for transferring clients from one supervising agency to another. Interagency transfers should occur in order to obtain optimal supervision and maximize the use of the programs and resources available. Staffing conferences, consisting of representatives of Community Corrections, Court Services and Parole, should take place. Uniform client transfer criteria should be developed. Client transfer criteria will maximize the efficient use of resources, meet the needs of offenders, protect the community, and avoid the duplication of services. Services should be available to all clients regardless of their offense. Assignments must be based upon objective criteria and logistical considerations. Chart 4 depicts the number of individuals supervised by type of agency. Refer to Chart 6 and Chart 7 for which services are available.

Interagency transfers could be accomplished if they were staffed by representatives of Community Corrections, Court Services, and Parole. Currently, there is no method to transfer parolees to either Community Corrections or Court Services for supervision or program placement. The same is true for the transfer of Community Corrections or Court Services clients to Parole supervision or programs. There is no uniform method of transferring clients between Community Corrections and Court Services.

Members of the Task Force affirmed that interagency transfers would make optimal use of the resources and programs available to each agency. In developing standard criteria, the needs of the clients would be addressed. Members expressed concern for the safety of the communities in which the offenders participate. The rehabilitative needs of the clients and the safety of the communities involved will be addressed through the process of staffing conferences and interagency transfers.

The Task Force felt there should be a uniform method developed to transfer clients between field services agencies. Agencies must have a uniform method of documenting what occurs in effecting the transfer. A policy will need to be developed in this area. In addition, the Task Force felt the transfer of clients between field services agencies should be journalized. A significant number of clients are being counted on caseloads the of more than one agency. While this may be an accurate accounting procedure for individual agencies, it provides inconsistent and inaccurate data for local program planners and state policy makers. Refer to Chart 5 for an illustration. If all interagency transfers are recorded by journal entry, double-counting will be reduced.

The current system of probation and parole determines the client services based upon how and where an offender enters the system. Parole clients have typically lacked the services provided to Community Correction clients on the "front end" of the system. Better use of resources can be achieved. For example: If an officer has to

travel several miles to supervise a client when the client could receive supervision and other services from a closer agency, a staffing conference and possible transfer should occur to obtain optimal supervision and maximum use of programs and resources available in the client's area.

II. CASE / CLIENT MANAGEMENT

Through the course of the Task Force's work, several issues dealing with case and client management were addressed. The Task Force made the following recommendations:

Creation and Funding for a Chief Court Services Officer Specialist and Two Deputy Court Services Officer Specialist Positions

- A. Hire one Chief Court Services Officer Specialist and two Deputy Court Services Officer Specialists with knowledge and experience in adult, juvenile and domestic services. The Chief Court Services Officer Specialist will be responsible to the Judicial Administrator of the Office of Judicial Administration.
- B. Staff
 - 1) Secretarial staff must be provided.
 - 2) Support staff will be accessed from Office of Judicial Administration staff pool.
- C. Duties of the Court Services Officer Specialist:
 - 1) Establish and maintain a communications network with statewide court services;
 - 2) Develop in-service training for probation employees;
 - 3) Legislation - analyze and prepare rough draft;
 - 4) Development of a training manual, training materials, training records;
 - 5) Legal knowledge RE: probation services and domestic services;
 - 6) Planning for court services, including personnel requests and budgetary issues with the Supreme Court;
 - 7) Travel state to review programs and provide suggestions for change and/or improvement;
 - 8) Data manager;
 - 9) Liaison with critical agencies: Department of Corrections, Social and Rehabilitative Services;
 - 10) Coordinate volunteer programs

- 11) Inclusion in Policy Board developed by Office of Judicial Administration;
- 12) Analyze and recommend staffing conference patterns based on geographic considerations and workload;
- 13) Formulate standard procedures including, but not limited to, transfers, revocations, pre-sentence investigations; and,
- 14) Work toward uniformity of Court Services between judicial districts and with other agencies.

At one point, there was a single Court Services Officer Specialist position; however, it was recently abolished due to budgetary cutbacks. One Court Services Specialist coordinated efforts for all 31 Judicial Districts. This task, along with several other duties, was overwhelming. Chief Court Services Officers do not have a specific state official to confer and consult with. The members of the Task Force determined there is a need for a Chief and two Deputy Court Services Officer Specialists. Hiring a Chief and two Deputy Court Services Officer Specialists and outlining their duties and responsibilities will provide some uniformity in services, as well as, improve compliance with the recommended statewide standards. The members of the Task Force determined that the Chief Specialist should report to the Judicial Administrator in order to follow proper channels relating to the court. The Task Force recommends the three Specialist positions be filled during Fiscal Year 1993.

The members of the Task Force determined that it would be necessary for the Specialists to have appropriate clerical support staff. Support staff with specialized skills will be available through the pool of staff at the Office of Judicial Administration. This will provide the Specialists with assistance in carrying out routine and specialized duties.

The list of duties of the Court Services Officer Specialists was established through consultation with Chief Court Services Officers statewide. Members of the Task Force felt the duties outlined would provide a foundation for attaining uniformity of Court Services in the state.

Adoption of a Standard Risk and Needs Assessment Form

The members of the Task Force recommend that a standard risk and needs assessment form be developed for use by all three field services agencies. The risk and needs assessment form will provide field services officers with a valuable tool for case management and client supervision. A standard form will promote efficiency and uniformity among the field services agencies. Field services officers' assessment of client risks and needs would be enhanced by training in the use of a standardized form.

Creation of a State Field Services Training Program

- A. The Department of Corrections will develop the criteria and curriculum for the training program.
- B. A permanent full-time director and staff should be added to the field services division of the Kansas Department of Corrections to:

- 1) Provide pre-service training for all new field service officers.
 - 2) Develop annual professional development training.
- C. Adjunct staff and guest speakers will be used for specialized training.
- 1) Pre-service training.
 - 2) Annual professional development training.
- D. Funding of the training program.
- 1) Pre-service training will be funded by the state.
 - 2) Annual professional development training will be funded locally.
- E. The training program will seek accreditation.
- 1) Statute will require that pre-service training consist of at least 40 contact hours.
 - 2) Statute will require that annual professional development training consist of at least 40 contact hours.

Presently, there is no consistency in field services officer training. A majority of field services officers are trained on the job. In comparison to other categories of professionals employed in the Kansas criminal justice system, field services staff training has been neglected. The Task Force determined that a state field services training program is necessary to elevate professionalism and encourage uniformity of services.

The state field services training program should be administered by professional full-time staff on a continuing basis. An academy type of atmosphere is recommended for the pre-service training. The staff will be available to provide annual professional development training at the training center and at other locations throughout state. The program will be located in a place capable of furnishing classrooms and housing for the officers. The Kansas Law Enforcement Training Center was considered. A specific location for the training program was not endorsed by the Task Force.

Some specialized training may be beyond the expertise of the permanent staff. The Task Force recommends that funding be made available to provide adjunct staff and guest speakers to provide specialized training. Adjunct staff and guest speakers may be acquired on a local or regional basis.

The Task Force felt that recommending a particular training plan and curriculum was beyond the scope of its duties. A committee of supervisory and line staff representing the three field service agencies will develop a pre-service training program and professional development training program. Once the committee creates the criteria and curriculum necessary for the establishment of a pre-service training program, the tuition will be funded by the state. Fees and tuition for professional development training will come from local or regional sources.

The training program must be developed in a manner that will ensure nationally recognized accreditation. Officers completing the training should have this accomplishment recognized by the state of Kansas.

Creation of Criminal Cost and Restitution Trustee

The Task Force discussed the problems experienced by field service officers in attempts made to collect the monies owed to victims and the court. Probation is often continued simply to collect these debts. The time spent on collections is inappropriately included as part of the duties of field service officers. Chart 6 depicts this information. The creation of the position of Criminal Cost and Restitution Trustee will provide a full time collector to collect these debts and will allow more time for Field Services Officers to address the rehabilitative needs of clients.

Members of the Task Force decided these services should be offered in each judicial district. Because of the nature of the duties being performed, an attorney is the most suitable candidate to perform this task. The Trustee will receive a standard fee per case.

The collection of restitution, fines, and other fees imposed by criminal court will become a civil matter, separate from the terms of probation. The statutory provisions for collection of child support could be used as a guide in drafting an amendment pertaining to collections in criminal proceedings. A Criminal Cost and Restitution Trustee would eliminate the need for the statute dealing with indefinite probation for criminal non-support cases. Collection of funds may include garnishment of lottery winnings, workers compensation, unemployment wages, and state income tax returns.

Terms of Probation will be Standard

- A. Persons convicted of class B felonies will serve a probation term of not more than five years. This standard will not apply to persons convicted of a sex crime or an attempted sex crime.
- B. Persons convicted of class C, D, or E felonies will serve a probation term of not more than three years. This standard will not apply to persons convicted of a sex crime or an attempted sex crime.
- C. Probation fees will be determined at the time probation or an assignment to Community Corrections is granted.
 - 1) Felony probation fee will be set at \$60.00 for each year of probation granted.
 - 2) Misdemeanor probation fee will be set at \$30.00 for each year of probation granted.

The Task Force recommends a standard probation term. Terms differ significantly across the state. There were some anecdotal accounts of lengthy probation terms being imposed to pad caseloads in order to retain staff. Having collections removed from the realm of probation will provide staff with more time to attend to the rehabilitative needs of clients and reduce the need for lengthy probation terms.

Setting standard terms will promote uniformity among judicial districts. The Task Force decided that five years would be an adequate period to supervise a class B felony offender and three years would be an adequate period to supervise a class C, D, or E felony offender.

Probation fees will be standard. Fees will be determined at the time probation is granted and will be based upon the length of the term of supervision imposed. For example, a class C felony probationer will have a term of three years, thus the probation fee imposed will be \$60.00 for each year equalling \$180.00. Total probation fees shall be assessed at the time probation is granted. If probation is extended, the probationer shall be assessed the amount for each year of extension. The probationer shall not have fees reduced due to early termination of probation.

Change in Community Corrections Grant Process

The Community Corrections grant submission, calculation and approval process should be streamlined. The Task Force recommends that the Community Corrections grant process be reviewed and changed. The application for funding, documentation of services, research and planning consume a tremendous amount of time and energy that could be directed elsewhere. The time frames for submission of the grant requests are not matched to the period covered by the grant.

Community Corrections services currently receives grant payments on a quarterly basis, thus programs operate on a quarterly budget. If major expenditures are anticipated, they must often be delayed until the fourth quarter when sufficient funding has accumulated. Annual or bi-annual grant payments would allow the programs more flexibility to proceed with planned, and previously approved, expenditures.

Recommendation of Change in Allocation of Resources

Two areas need to be addressed concerning the administration of independent offices. Work-load studies will allow the agencies to determine the appropriate allocation of staff for an office. Work-load studies also will reflect the programs used most frequently and the predominant types of clientele under supervision. After comparing staff requirements based on case-load versus work-load formulas, the Task Force determined the work-load formulas are better for planning staff requirements. Initiating the use of work-load formulas must be reflected by statutory amendment. Refer to Charts 20 - 27 for more information.

The Task Force felt that clients should be offered programs in an equitable and equal manner. Establishing a core of basic services which are available to all clients will achieve the goal of equal treatment among agencies and districts. Targeting specialized services at specific populations will achieve the goal of equitable treatment. Targeted services will address problems that are frequently experienced in certain areas, or have many clients requiring such services. Refer to Chart 6 and Chart 7.

Mission Statements

It is important that mission statements for each of the three field service agencies be designated by statute. Each field service agency will develop a mission statement to signify its purpose and goals. The mission statements will incorporate the individual management tools significant to each agency. The mission statements will emphasize the compatibility of the field services agencies. Current mission statements will be reviewed for compliance with the proposed changes and current practices.

II. DEVELOPMENT OF A UNIFORM DATABASE

Development of a common database is an important element of any attempt to improve field services. A uniform database will be the foundation for any changes to the current system. Field services must provide legislators with accurate data to make decisions. Data gathered should provide each agency the ability to target needed services by geographic location. Agencies will be able to use the information for long-range planning, research and development.

Data will be Stored at a Central Repository

It is important that data be collected from the three field services agencies. A uniform database will allow agencies to easily access and share information. The database selected is the program that will soon be implemented by Community Corrections. Several Court Services offices do not have the necessary computer equipment to support the proposed database. The Task Force recommends that these offices purchase the equipment with county money and seek reimbursement from the state.

The data collected from each agency will be stored at a central repository. The Task Force recommends the Kansas Bureau of Investigation be the central repository. The information gathered will be analyzed and used for research and development. The information accumulated in the repository will be available to agencies that supply the data. The information gathered pertaining to children will be available to Social and Rehabilitative Services representatives.

SUMMARY

Although the Task Force voted unanimously for the consolidation of fields services, the members determine that some immediate changes are necessary to improve the current system. The changes prescribed would diminish the shortcomings of the current system and allow the agencies to provide improved services in a more economical manner. Duplication of services, inappropriate client placement, and unnecessarily extended terms of supervision will be curtailed when these changes are implemented. Requiring a workload formula and streamlining Community Corrections grant process will assist administrators in fiscal planning. Establishing a uniform database, creating a field service training program, and providing standardized forms will result in increased professionalism and efficiency.

The Task Force deliberated over the many issues faced by field services officers. Supervision of offenders is a growing concern for all citizens. Community placement offers the most economical alternative to imprisonment. In order to adequately manage and supervise offenders in the community, field service personnel need to be educated and properly trained. Field service officers must have the services and resources available to reestablish offenders within the communities in which they participate. Regardless of when consolidation of field services occurs, the Task Force feels that it is important to move towards a more uniform system. The changes recommended are necessary now and will be beneficial for any future consolidation effort.

In synopsis, the Task Force recommends the following changes be put into effect Fiscal Year 1993:

- A. Mandated policy favoring single supervision;
- B. Using staffing conferences to appropriately place clients;
- C. Having a means of direct placement into Community Corrections programs;
- D. Development of interagency transfer criteria;
- E. Creation of Chief and Deputy Court Services Officer Specialist positions;
- F. Adoption of a standard risks/needs form;
- G. Creation of a field services training program;
- H. Creation of a Criminal Cost and Restitution Trustee;
- I. Standardized terms of probation;
- J. Changes in the Community Corrections grant process;
- K. Mandated work-load formulas;
- L. Changes in the allocation of resources;
- M. Define mission statements by statute;
- O. Development of a uniform database.

CHAPTER 6

subcommittee was formed to study the issue of consolidating current field services agencies. Members of subcommittee were:

<p>Honorable Richard B. Walker, District Court, Chairperson Roger Werholtz, Parole, Co-Chairperson Honorable Robert Jones, District Court Peggy Kanche, Community Corrections Jim Terrones, Parole</p>	<p>Gary Marsh, Court Services Mark Matese, Community Corrections Ed Janas, Community Corrections Paul Morrison, District Attorney Norma McGill, Community Corrections</p>
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Subcommittee members examined consolidating the three field services agencies as a means of addressing concerns duplication of services, competition for funding, and providing a continuum of services for all offenders regardless of where and how they enter the system. The subcommittee heard presentations from probation and parole administrators from North Carolina and Missouri. In addition, the subcommittee examined probation and parole systems of other states. Twenty-seven states have some form of consolidated probation and parole services as shown below.

Some combination of services is provided by the primary probation agency in all but eight states. Most commonly, agencies that deliver adult probation services also supervise adult parolees. This pattern appears in twenty-seven states, including the judicial districts in Ohio and Pennsylvania that supervise most probationers in those states. Ohio's counties are split in whether they supervise probation or probation/parole caseloads: probation services in about half of Ohio's counties are provided through a contract with the state's Adult Parole Authority. Pennsylvania's counties differ in that some provide juvenile probation supervision as well as adult probation and parole.

BASIC OFFENDER GROUPS SUPERVISED

ADULT PROBATION/PAROLE	ADULT/JUVENILE PROBATION	ADULT PROBATION	ADULT PROB & PAROLE & JUVENILE PROBATION
Alabama Alaska Arizona Arkansas California Colorado Connecticut Delaware Florida Georgia Hawaii Idaho Illinois Indiana Iowa Kansas Kentucky Louisiana Maine Maryland Massachusetts Michigan Minnesota Mississippi Missouri Montana Nebraska Nevada New Hampshire New Jersey New Mexico New York North Carolina North Dakota Ohio (partial) Oklahoma Oregon Pennsylvania (partial) Rhode Island South Carolina South Dakota Tennessee Texas Utah Vermont Virginia Washington West Virginia Wisconsin Wyoming	Arizona California Colorado Connecticut Illinois Indiana Kansas Massachusetts Nebraska New Jersey New York South Dakota D.C. TOTAL: 13	Arkansas Georgia Hawaii Montana Ohio (partial) Tennessee Texas West Virginia TOTAL: 8	Maine Minnesota Pennsylvania (partial) Wyoming TOTAL: 4

Thirteen states have agencies that supervise both adult and juvenile probation caseloads. Only eight states have adult probation services offered separately from any other supervision services. Finally, agencies in just three states and about one-half of Pennsylvania's counties provide supervision for adult probation and parole as well as juvenile probation.

Subcommittee members discussed the question of which branch of government should provide probation and parole services. This issue varies among the states. A look at other states indicates that in thirty-two states, probation services are the responsibility of a state or local executive-branch agency. Of these states, thirty have probation systems administered by a state-level agency. This is by far the most common form of probation delivery. In only two states are services delivered through a local executive-branch agency; however, these two states (California and New York) account for a significant number of probationers nationally.

TOTAL: 27
 National Institute of Corrections

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In nineteen states, probation supervision is a function of the state or local judicial system. Thirteen states have local judicial delivery of probation supervision, and six states base their probation services in a central state judicial system.

Members discussed several arguments, in support of and in opposition to placing field services in the executive or judicial branches of state government. A majority of members felt that issues concerning execution of sentences and supervision of offenders should be an executive branch function.

Ultimately, the subcommittee voted for consolidation under the executive branch of government.

BRANCH OF GOVERNMENT PROVIDING PROBATION SERVICES

<u>EXECUTIVE/STATELEVEL</u>	<u>EXECUTIVE/LOCALLEVEL</u>	<u>JUDICIAL/LOCALLEVEL</u>	<u>JUDICIAL/STATELEVEL</u>
Alabama	California	Arizona	Colorado
Alaska	New York	Arkansas	Connecticut
Delaware		Hawaii	Kansas
Florida	TOTAL: 2	Illinois	Nebraska
Georgia		Indiana	South Dakota
Idaho		Iowa	D.C.
Kentucky		Massachusetts	TOTAL: 6
Louisiana		Minnesota	
Maine		New Jersey	
Maryland		Ohio	
Michigan		Pennsylvania	
Mississippi		Texas	
MissouriMontana		West Virginia	
Nevada		TOTAL: 13	
New Hampshire			
New Mexico			
North Carolina			
North Dakota			
Oklahoma			
Oregon			
Rhode Island			
South Carolina			
Tennessee			
Utah			
Vermont			
Virginia			
Washington			
Wisconsin			
Wyoming			
TOTAL: 30			

Source: National Institute of Corrections

Subcommittee members studied the issue of state versus local administration. A look at other states indicate many combinations of responsibility for delivery of probation services are found across the nation. Among the eleven states with a primary state agency and some local supervisory responsibility, combined state and local involvement takes many forms. In many states, larger cities have municipal courts that provide their own probation services for felony and/or misdemeanor offenders or for city ordinance violators, while the central state agency supervises all other probationers. In Washington state, for example, twenty-three local probation agencies provide misdemeanor supervision services to district or municipal courts, and the state corrections department provides services for the felony courts.

STATE AND LOCAL PROVISION OF PROBATION SERVICES IN THE STATES

<u>STATE ONLY</u>	<u>STATE PRIMARY</u>	<u>LOCAL PRIMARY</u>	<u>LOCAL ONLY</u>
Alabama	Colorado	Arkansas	Arizona
Alaska	Georgia	Minnesota	California
Connecticut	Kansas	New York	Hawaii
Delaware	Louisiana	Ohio	Illinois
Florida	Michigan	Pennsylvania	Indiana
Idaho	Missouri	West Virginia	Iowa
Kentucky	Nebraska	TOTAL: 6	Massachusetts
Maine	Oregon		New Jersey
Maryland	South Dakota		Texas
Mississippi	Tennessee		TOTAL: 9
Montana	Washington		
Nevada			
New Hampshire	TOTAL: 11		
New Mexico			
North Carolina			
North Dakota			
Oklahoma			
Rhode Island			
South Carolina			
Utah			
Vermont			
Virginia			
Wisconsin			
Wyoming			
D.C.			
TOTAL: 25			

Source: National Institute of Corrections

The subcommittee developed four scenarios of field services:

- A. Consolidation within the judicial branch (Office of Judicial Administration);
- B. Consolidation within the Department of Corrections;
- C. Consolidation within a local system; and
- D. Consolidation within a new executive field service agency.

Members invited the Secretary of Corrections, a representative of the Office of Judicial Administration, a representative of the Governor's office, and a representative of the Kansas Association of Counties to take part in the discussion of the above-mentioned scenarios.

Part of the subcommittee's study was a force field analysis to determine the driving and restraining forces of services provided by consolidated agencies, and how they work under each system. The subcommittee reduced its preferences to consolidation under a new executive branch agency or the Department of Corrections. Ultimately, the subcommittee, by a five to three vote, chose consolidation under the Department of Corrections. The group then discussed transitional issues and prepared their report for the full Task Force.

CONSOLIDATION OF FIELD SERVICES

DEPARTMENT OF FIELD SERVICES

I. STATEMENT OF MISSION

The mission of the Department of Field Services is to provide a range of community based services to adult offenders assigned to supervision by the District Courts, or subsequent to serving a term in the custody of the Secretary of Corrections.

The Task Force reviewed data, consulted with constituents, and examined field services agencies of similarly situated states. The Task Force determined that the consolidation of field services into a single agency offered a realistic means of promoting efficient, effective and equitable services and supervision to clients throughout the state of Kansas. The rehabilitative needs of the clients and the safety of the communities were critical concerns of the members when studying the issue of consolidation.

GOALS AND OBJECTIVES

- A. The Department of Field Services will supervise and monitor clients in a professional manner that balances the needs of the community, the state and the client.
- B. The purpose of the services is to assist each offender to reduce the likelihood of reoffending and to minimize the risk to the community by providing structured supervision and services.
- C. Advisory groups will assist each geographic subdivision of the Department of Field Services to ensure that the services provided are effective in maintaining the clients in the community. The Department of Field Services will be responsive to the concerns of the community.
- D. Client assignment to specific services and levels of supervision will be based upon a system of objective classification.
- E. The Department of Field Services will participate in the judicial process by providing information to the courts and paroling authorities, and by implementing court orders and conditions of parole.
- F. The Department of Field Services will manage a range of basic field services and intermediate sanctions within available resources. The services will be available to clients regardless of their point of entry into the Field Services system or their geographic location.

II. POPULATIONS AND SERVICES PROVIDED

The Task Force discussed which groups would be served by the new field service agency. The members received a great amount of testimony, both written and oral, expressing concerns about family, juvenile and domestic issues. The services provided by the agency would depend upon available funding and the groups supervised. A variety of services were considered. After lengthy debate, the Task Force decided upon the following:

POPULATIONS SUPERVISED AND MANAGED

The Task Force limited the population served by the Department of Field Services to adult felons, adult misdemeanants, and interstate compact probationers and parolees. The bulk of field services clients fall within these three populations. The Task Force feels that it is inappropriate to include the populations of domestic, juvenile, civil, and family mediation under the auspices of the Department of Field Services. These populations have special needs and should be served differently. The Task Force believes that the Department of Field Services should provide a continuum of correctional services geared toward the rehabilitation and effective supervision of offenders within the community. Those Court Services personnel not transferred to the Department of Field Services will remain with the Office of Judicial Administration, and be apportioned to each judicial district to provide services for domestic, juvenile, civil, and family matters.

POST CONVICTION SERVICES

The Task Force focused attention on the specific services and programs necessary for the success of clients within the proposed populations. The Department of Field Services should provide a continuum of supervision strategies and services that address the unique rehabilitative needs of each client. Objective classification criteria will aid field service officers in developing individual client management and supervision strategies. The coordinated efforts of the officer and client in accomplishing goal setting, individualized planning, counseling and follow-up, coupled with program participation and achievement, will attain effective rehabilitative guidance within the community. The Task Force recommends that a core of programs and services be available to all clients.

POST CONVICTION SERVICES should include:

- A. Investigative services.
 - 1) Pre-sentence investigations;
 - 2) Pre-Parole reports; and,
 - 3) Parole plan investigations.

- B. Case management and supervision services.
 - 1) Program acquisition by brokering or by contract:
 - a. education,
 - b. mental health,
 - c. substance abuse and drug testing,

- d. sex offender,
 - e. employment and job development,
 - f. special programs for women.
- 2) Restitution collection;
 - 3) Day fine monitoring;
 - 4) Day reporting;
 - 5) Electronic monitoring, house arrest, and surveillance;
 - 6) Community service work programs;
 - 7) Pre-revocation programming; and,
 - 8) Residential services.

III. ORGANIZATIONAL AND TRANSITIONAL ISSUES

The Task Force determined that the proposed Field Services agency should be consolidated as a department of the executive branch of state government. The Task Force felt it necessary to structure the agency in a manner that includes local participation. The Task Force recommends the following design for the Department of Field Services:

CENTRAL OFFICE

Administrative Structure

The Task Force determined that the Department of Field Services should have the following positions to administer an agency of its magnitude:

- A. Chief executive officer;
- B. Personnel officer;
- C. Fiscal manager;
- D. Data processing manager;
- E. Legal counsel;
- F. Legislative liaison;
- G. Public information officer;
- H. Clerical support staff.

The Task Force recommends that the chief executive officer of the Department of Field Services be an executive branch, cabinet level position. Considering this, the first position filled will be that of chief executive officer, or Secretary. The chief executive officer should then appoint necessary staff to assist with the transition process. This staff will develop a budget and a plan for transition. Additional central office staff will be subsequently hired as provided in the transition plan. The Task Force recommends that staff currently employed by Court Services, Community Corrections, and Parole be given priority in filling positions in the Department of Field Services.

Policies and Procedures

Policies and procedures should be developed at an early stage of the transition process. A policy is a statement of a definite course of action selected to guide and determine present and future decisions. A procedure is the detailed, step-by-step description of the activities that will lead to operations consistent with a stated policy. Policy and procedure development should be guided by the mission statement, goals, and objectives of the agency. The policies and procedures developed will serve as the foundation for all aspects of the Department of Field Services.

A Policy and Procedure Committee comprised of Department of Field Services legal counsel, personnel officer, other staff designated by the chief executive officer, three administrators and three line staff representing Court Services, Community Corrections, and Parole should meet to develop policies and procedures. The Task Force recommends that the Department of Field Services attain nationally recognized accreditation. All applicable standards must be denoted by policy to be consistent with this goal. The committee will review the current policies and procedures of the three field service agencies. The committee should develop policies and procedures that incorporate the best elements of the policies and procedures currently used by Court Services, Community Corrections, and Parole. Policies and procedures will serve as a formal introduction to the methods of operation of the new agency. The early completion of policies and procedures will allow sufficient time for training personnel.

Personnel

The chief executive officer and designated staff will determine the required personnel for the agency to operate successfully. Job descriptions will be prepared for all positions in the Department of Field Services. A time study will be conducted to establish a workload formula for the modified supervision standards. Personnel will be apportioned based upon the resulting workload formula. Prior to hiring any new personnel, a complete staffing analysis must be conducted. The analysis will take into consideration the available personnel and anticipated personnel requirements. A model organizational structure for the agency is contained in Appendix E.

A Personnel Committee will be established to review salary structures, benefit structures, and develop a plan for merging personnel into a single agency. The committee's plan should attempt to minimize the disruption caused to the lives of the employees during the period of transition. An employee handbook will be developed to facilitate personnel in the transition process. The employee handbook will be updated as necessary to include new policies, procedures, and other information. The Personnel Committee will consist of the Department of Field Services personnel officer and fiscal management officer, a representative of the Department of Administration, a representative of the Department of Corrections, a representative of the Office of Judicial Administration, a county personnel officer, three administrators and three line staff representing Court Services, Community Corrections, and Parole.

The Task Force recommends that staff currently employed by the three field service agencies be given priority in filling positions in the Department of Field Services. The Personnel Committee will work with the chief executive officer in developing procedures for internal competition and reassignment. A plan for assimilation of excess personnel into other positions will be developed if reductions in personnel are necessary. A separation package for staff who are not selected will also be developed.

The field services training program outlined in the recommendations to the current system is assumed to be in place at the time of consolidation. This program will be transferred to the Department of Field Services. The staff of the training program will be available to assist in the training and orientation of all field services staff in policies and procedures of the Department of Field Services. The transition process, including training and orientation should be phased in over a period of time. Supervisors and administrators should receive training initially. Field services employees will begin accumulating annual professional development training hours. New field services employees will attend the pre-service training program.

Fiscal Management

The consolidation of field services into the Department of Field Services should be accomplished within current expenditure patterns. There will be initial costs incurred during the transition process. These costs are not expected to continue. Expenditure patterns should remain fairly constant. The current total operating costs include a sizeable amount of county funding. County funding is used to cover the operating expenses of Court Services and some Community Corrections. The Department of Field Services must develop a fiscal plan to accommodate the potential loss of county funds. Chart 11 summarizes the costs of funding the current system. The goal of the Task Force is that consolidation will increase services, avoid duplication of services, and streamline the administrative structure.

The Task Force recommends that the equipment currently being used in the supervision of adult offenders by Court Services staff or Department of Corrections staff should be retained for use by the Department of Field Services. The equipment and buildings purchased with Community Corrections funds should be designated for use by the Department of Field Services unless such equipment and buildings have been transferred to the county per Department of Corrections regulations. An analysis of office space requirements shall be conducted. Lease agreements will be negotiated to accommodate the office space requirements. All existing contracts will be reviewed and modified, or terminated, as necessary.

Database Development

The development of a central database is an essential element for the success of the consolidated field services agency. A centralized information management system shall include the data necessary to monitor results of the services provided. The data gathered will provide the Department of Field Services with the ability to target needed services by geographic location and offender profile.

The data gathered will be accessible to all field service locations. Data will be analyzed and used for research, planning and development. The Department of Field Services will be able to provide legislators with accurate and current information. The Department of Field Services staff will develop a plan for managing juvenile history and records. The information gathered pertaining to children will be available for review by representatives of Social and Rehabilitative Services. The recommended database is the program that will soon be implemented by Community Corrections.

During the transition process, officers of Court Services, Community Corrections, and Parole should review and update files with the necessary information. Data which will be included in the Department of Field Services database must be prepared for data entry. The data processing manager will work with the Case Management Committee to develop a transition timeline for conversion of all adult files to the same file structure and numbering system.

Informational Services

The Department of Field Services must develop an information network. The staff, particularly the line staff, of the Department of Field Services will work closely with members of the Department of Corrections and the Office of Judicial Administration. Field services officers will be expected to provide feedback to the District Court Judges and the members of the Parole Board. This exchange of information will be beneficial in aligning the expectations of the involved authorities.

The Department of Field Services will maintain communications with other members of state and local government. The legislative liaison will be available to confer with members of the legislature and prepare reports as directed. The public information officer will provide press releases, public information brochures, annual reports, and correspondence. The central database will be beneficial in providing current information that will facilitate the sharing of information. The information shared, and continued accountability to the District Courts and Parole Board, will be critical.

REGIONAL OFFICES

Six Regional Administrators

The Department of Field Services will be divided into six geographic regions that are as equal in client population as practical. Regions will not subdivide any judicial district. Each region will be responsible for providing directly, or by referral, the full range of services offered.

Six regional administrators will be appointed by the executive officer of the Department of Field Services. Regional administrators may acquire two assistant administrators. One assistant administrator will be in charge of investigative services and adult supervision. The other will be in charge of programs and fiscal management. Regional administrators will be provided appropriate clerical and support staff.

Regional administrators will work as a liaison between the authorities of their respective regions and the central office of the Department of Field Services. They will provide information to the regional advisory boards. Regional administrators should meet periodically with the administrative judge of each judicial district served by the region to ensure that the informational needs and supervisory expectations of the courts are being met.

Working Units

The Task Force determined that working units should have a ratio of seven professional staff to one supervisor. The units may be organized by specialized client categories; or, they may be generalized based on the most efficient and effective use of staff. Specialized areas may include, but are not limited to: presentence investigations, preparole investigations, furlough investigations, adult intensive supervision, restitution and collections.

Regional Advisory Boards

The Task Force felt that it is necessary for each region to have an advisory board. The diverse membership of the advisory board will allow field services to maintain open and cooperative communication with other segments of the community and local and regional criminal justice system. The policies and procedures developed by the Department of Field Services will be available for review and discussion by the advisory boards. The members of the advisory boards will be able to provide input regarding the concerns, needs, and issues of the community at large, and the local and regional criminal justice system. The Task Force intends that the advisory boards be a proponent in developing policies, services and resources on behalf of the clients in each region. The advisory boards will meet on a quarterly basis. Members of the advisory boards will be expected to communicate with their peers, within their respective disciplines, to convey information and concerns of field services, and vice versa. The membership shall represent a gender and minority balance. The recommended membership includes:

- A. District Court Judge;
- B. Prosecuting attorney;
- C. Defense attorney;
- D. Victim advocate;
- E. Sheriff;
- F. Chief of Police;
- G. Ex-offender;
- H. Legislator;
- I. Social and Rehabilitative Services representative;
- J. Service provider;
- K. Local business representative (employer);
- L. Education representative;
- M. Public representative; and,
- N. News media representative.

CLIENT MANAGEMENT

Field service officers throughout the state will use standardized forms and adhere to the policies and procedures developed by the Department of Field Services. The Task Force recommends that objective classification criteria, including a risk/needs assessment, be developed in the following areas:

- A. Assignment of supervision level, periodic reviews, and reassignment;
- B. Program placement, admission, and discharge;
- C. Disciplinary sanctions alternative to imprisonment;
- D. Probation/Parole revocation; and,
- E. Client supervision discharge upon successful completion of probation plan.

The Department of Field Services will develop client supervision and services standards that are consistent with the standards required for accreditation. The standards developed will be part of the policies and procedures of the Department of Field Services.

A Transitional Committee will be established to coordinate the transfer of clients from Court Services, Community Corrections, and Parole to the Department of Field Services. The committee will develop a transition timeline and plan for reviewing client assignment and placement based upon the prescribed classification criteria. All client files must be updated and prepared for data entry. The committee will strive to resolve any legal ramifications of court orders impacted by consolidation. The Transitional Committee will be comprised of the Department of Field Services legal counsel and data processing manager, a District Court judge, three administrators and three line staff representing Court Services, Community Corrections and Parole.

IV. ACCOUNTABILITY

The Task Force recommends that an Oversight Committee be appointed to monitor the performance of the Department of Field Services. Measurements and information should be kept on the following:

- A. Successful client discharges;
- B. New convictions;
- C. Revocations;
- D. Client grievances;
- E. Staff turnover;
- F. Staff grievances;

- G. Community complaints;
- H. Criminal justice system complaints;
- I. Regional advisory board feedback; and,
- J. Outside resources accessed.

The above data should be examined and compared to equivalent data from the current system structure. The chief executive officer of the Department of Field Services will appoint the members of the Oversight Committee. The committee shall include members who reflect the interests of local units of government, the criminal justice system, and the courts.

SUMMARY

The Task Force deliberated over the many issues faced by field services officers. Supervision of offenders is a growing concern for all citizens. Community placement offers the most economical alternative to imprisonment. Field service officers need to be educated and properly trained in order to adequately manage and supervise offenders in the community. Field services officers must have a variety of services and resources available to reestablish offenders within the communities in which they participate.

The Task Force determined that consolidation of field services into a single agency, the Department of Field Services, would remedy the current fragmented system of client supervision and management. The Task Force recommends that the transition be phased in over a period of time. The proposed agency is expected to surpass the achievements of the current field service agencies without adding significant costs to the state.

In synopsis, the Task Force recommends the following plan for consolidation of field services:

- A. Limit populations served to adult felons, adult misdemeanants, and interstate compact probationers and parolees.
- B. Only post conviction services will be provided.
- C. Consolidation will occur under a new executive branch agency. The agency will be named the Department of Field Services. The central office will be located in Topeka, Kansas.
- D. A central office will develop initial budget and transition plan.
- E. A central office will develop policies and procedures.
- F. A central office will be charged with personnel issues.
- G. A central office will manage fiscal issues.
- H. A central office will develop and maintain a database;
- I. A central office will provide informational services.

- J. The Department of Field Services will be divided into six regions.
- K. Working units will have a ratio of seven professional staff to one supervisor.
- L. Each region will have an advisory board.
- M. Client management will be based upon objective classification criteria.
- N. An oversight committee will monitor the performance of the Department of Field Services.
- O. Transition will be facilitated by committee work.

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CHAPTER 7

SUMMARY

This report reflects the final product of the Task Force on Consolidation of Field Services in Kansas. The group was divided into two work groups; one made recommendations concerning the current system and one studied how consolidation would occur. Many changes have been made through the course of the Task Force's study and as a result of testimony received from public hearings.

On November 5th and 6th both subcommittees reported to the full Task Force. After discussing issues and receiving an overview of the data, the Task Force voted unanimously for consolidation of field services in Kansas. The Task Force voted 7 to 6 in favor of consolidation under the Department of Corrections rather than a new field services agency.

The Task Force decided to adopt both working draft reports and felt the changes to the current system were necessary first steps towards the longer range goal of consolidation. There was a realization that consolidation may be a lengthy process and the changes recommended under the current system should be implemented immediately.

The Task Force then held a series of public hearings on November 19th and 20th in Topeka, Kansas City, Great Bend and Wichita. Testimony at public hearings and written correspondence was received from field services practitioners, judges and a court administrator.

A common consensus among those who testified revealed that:

- A. Changes to the current system were well received and should be implemented without delay.
- B. Many did not agree with the Department of Corrections as the agency for consolidation.
- C. Supervision of juvenile offenders should remain with the court.

On December 9, 1991, the Task Force held its final meeting to discuss input received from public hearings and to finalize other decisions. Public hearings had a great impact on the Task Force's final decisions. The group remained unanimous for consolidation of field services in Kansas. However, they voted 8 to 5 in favor of consolidation under a new field services agency rather than the Department of Corrections. The Task Force heard testimony relating to the creation of a family court or a separate youth authority. The members believe both of these ideas have merit. The Task Force voted unanimously that juvenile issues should be studied further, and during the interim, juvenile offenders should remain with the courts. The recommendations concerning consolidation of field services apply only to adult offenders.

APPENDICES

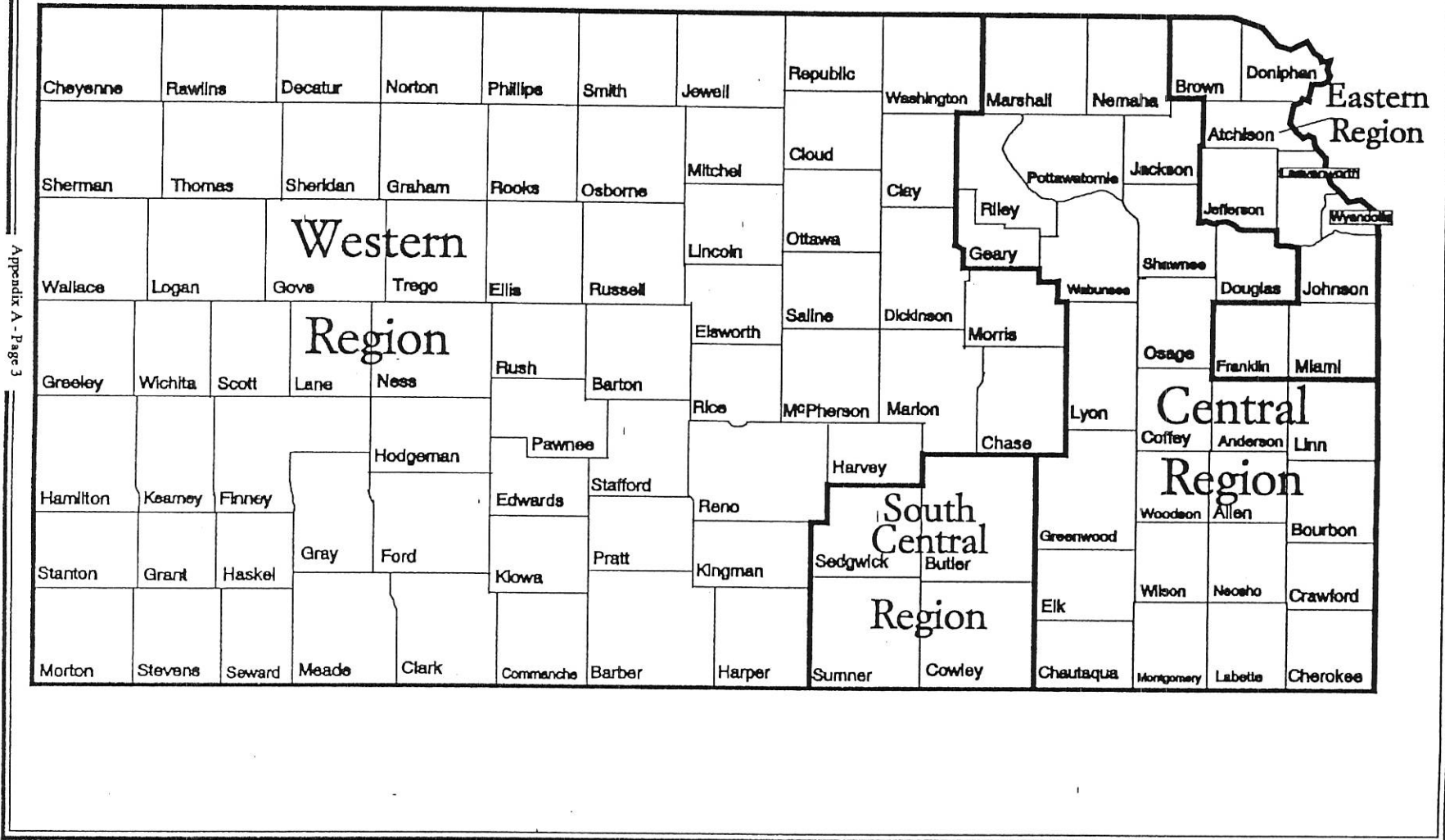
Appendices

Appendix A	Field Services Maps
Appendix B	Flow Charts
Appendix C	Field Services Questionnaire
Appendix D	Workload Time Study
Appendix E	Current Staffing Requirements
Appendix F	Services Questionnaire

APPENDIX A

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Kansas Parole Regions

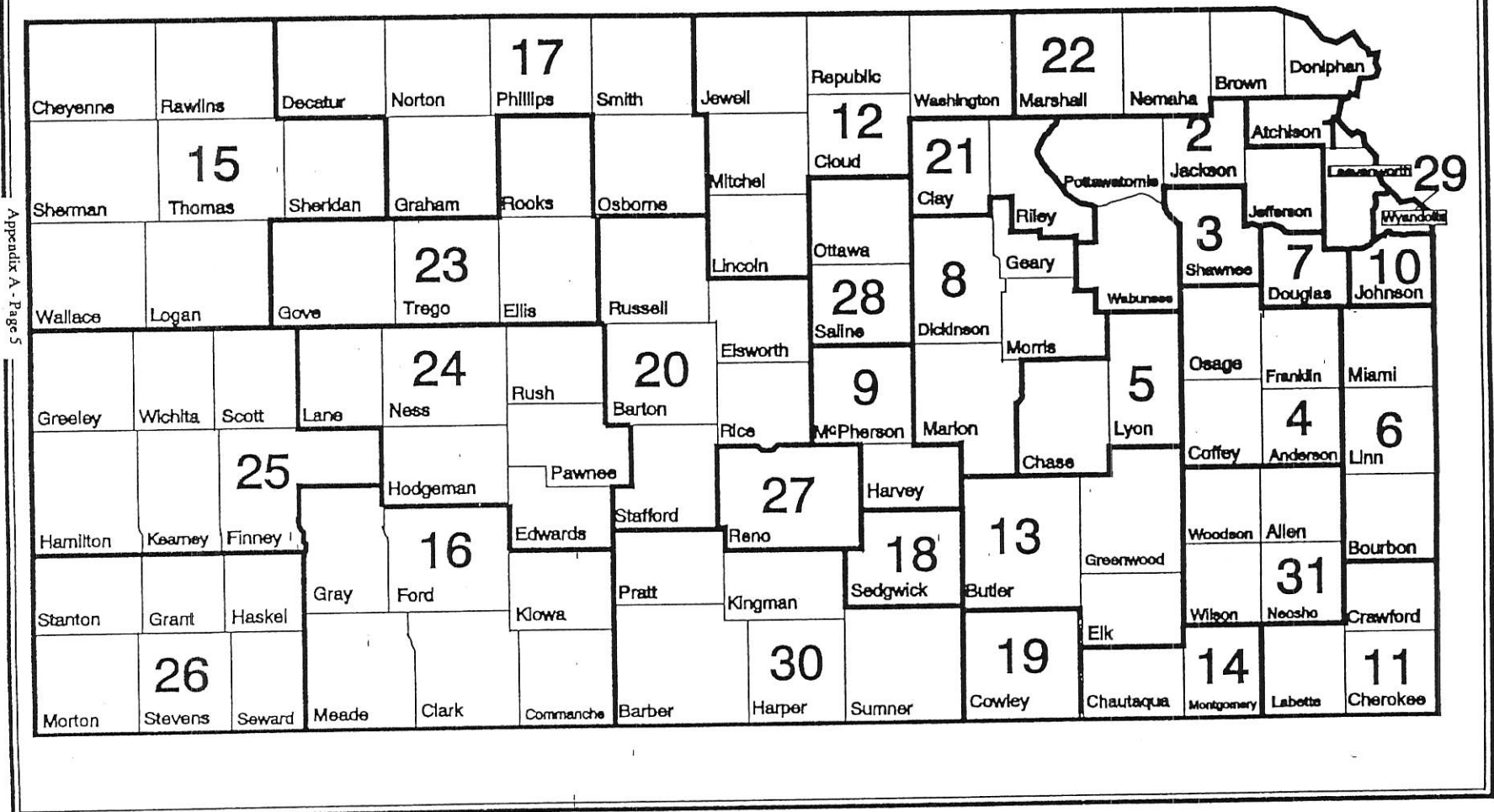


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Kansas Judicial Districts

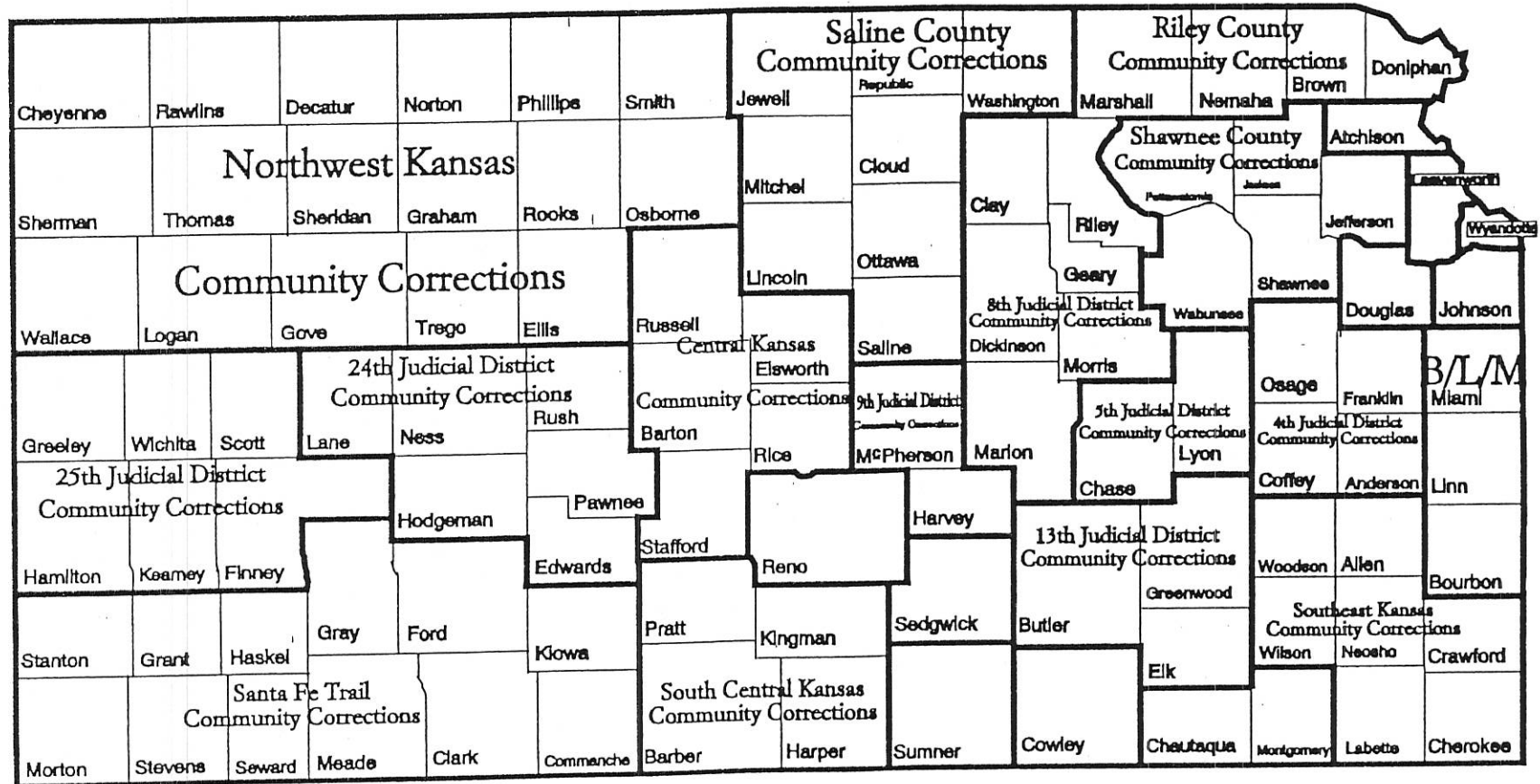


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Kansas Community Corrections



Appendix A - Page 7

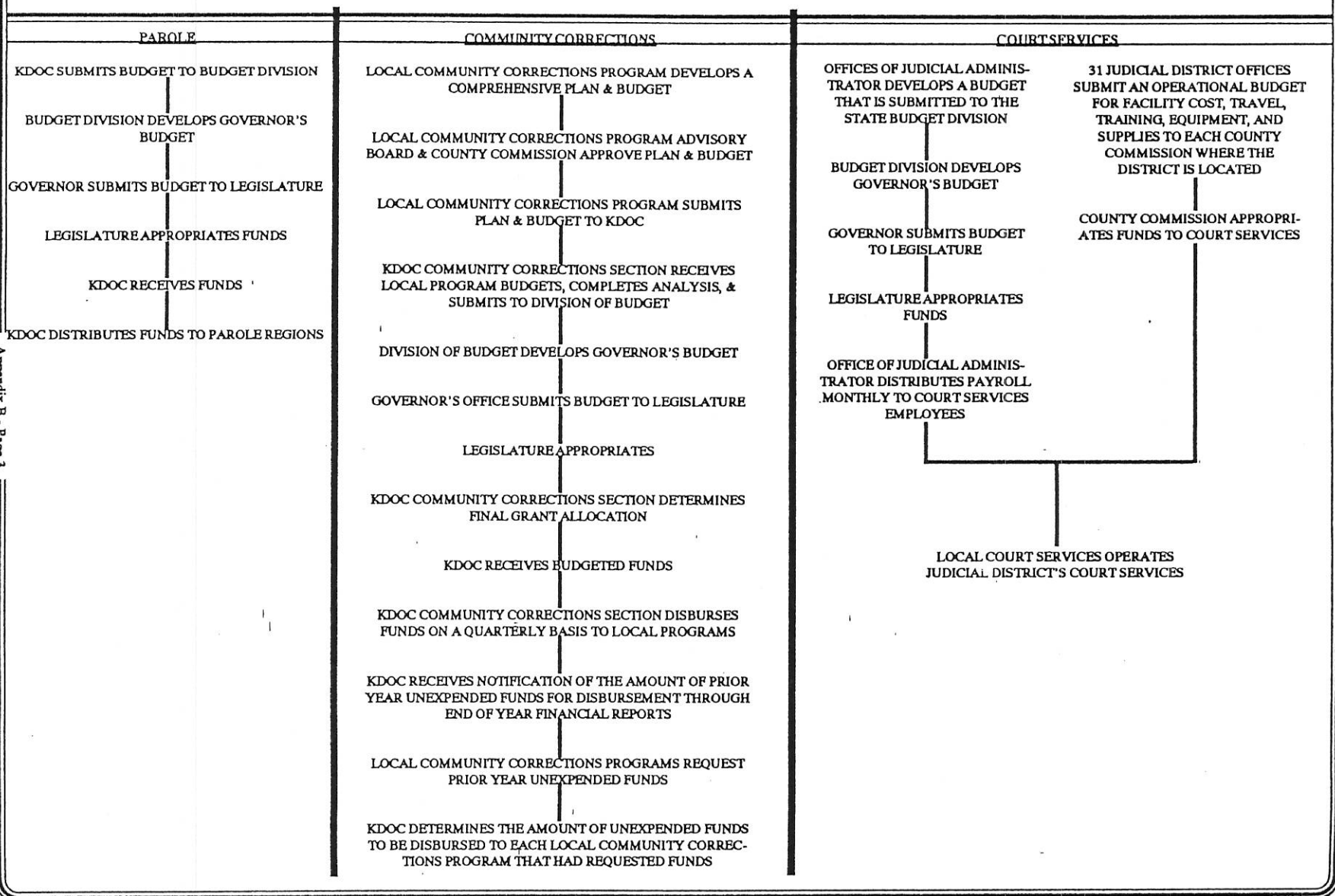
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APPENDIX B

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COMMUNITY SUPERVISION PROGRAMS - CASH FLOW



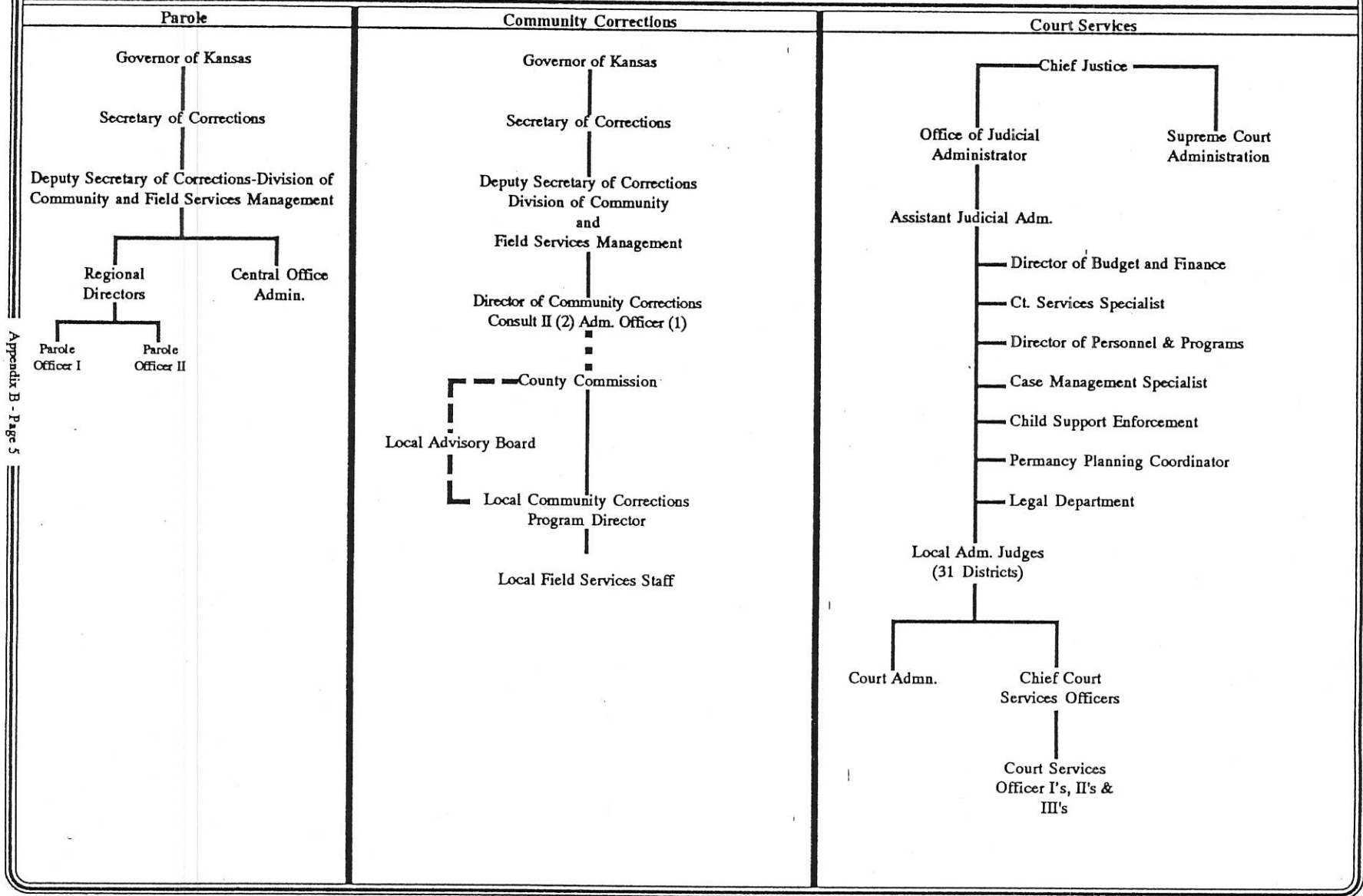
Appendix B - Page 3

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ADMINISTRATION (PATH OF AUTHORITY/DECISION)



Appendix B - Page 5

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APPENDIX C

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FIELD SERVICES QUESTIONNAIRE

RESULTS OF STUDY Community Corrections, Court Services, Parole (N = 491)

1. This organizational structure will facilitate an equitable distribution of programs.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	31%	34%	24%	71%	28%
Disagree:	42%	45%	59%	12%	44%
No Opinion:	27%	21%	17%	17%	28%

2. This organizational structure will use financial resources efficiently.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	28%	34%	35%	69%	27%
Disagree:	44%	45%	49%	12%	45%
No Opinion:	28%	21%	16%	19%	28%

3. This organizational structure will result in the development and implementation of operational standards throughout the state.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	28%	49%	14%	78%	32%
Disagree:	46%	31%	68%	7%	41%
No Opinion:	26%	20%	18%	15%	27%

4. This organizational structure ensures efficient use of resources.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	29%	32%	34%	72%	25%
Disagree:	44%	45%	50%	10%	46%
No Opinion:	27%	23%	16%	18%	29%

1-94
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5. This organizational structure will use financial resources effectively.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	30%	32%	35%	69%	25%
Disagree:	40%	51%	49%	9%	48%
No Opinion:	30%	17%	16%	22%	27%

6. I will be able to fairly compete for positions under this organizational structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	41%	34%	36%	67%	33%
Disagree:	25%	48%	46%	12%	45%
No Opinion:	34%	18%	18%	21%	22%

7. Some supervisory or administrative positions will be eliminated under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	22%	55%	38%	63%	46%
Disagree:	56%	26%	44%	19%	26%
No Opinion:	22%	19%	18%	18%	28%

8. This organizational structure will result in the development and implementation of a standardized data base and management information system throughout the state.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	20%	59%	13%	77%	31%
Disagree:	51%	24%	70%	7%	38%
No Opinion:	29%	17%	17%	16%	31%

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9. This organizational structure will ensure that programs are effective.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	28%	38%	33%	69%	27%
Disagree:	42%	39%	48%	10%	48%
No Opinion:	30%	23%	19%	21%	25%

10. Information will be shared effectively up and down the organization structure under this system.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	24%	39%	26%	73%	28%
Disagree:	48%	40%	53%	9%	47%
No Opinion:	28%	21%	21%	18%	25%

11. Some positions will be eliminated under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	17%	38%	26%	69%	45%
Disagree:	56%	40%	50%	14%	30%
No Opinion:	27%	22%	24%	17%	25%

12. This organizational structure will enforce uniform operational standards throughout the state.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	21%	56%	15%	77%	35%
Disagree:	55%	28%	67%	9%	37%
No Opinion:	24%	16%	18%	14%	28%

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13. Services to juveniles will diminish under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	25%	67%	31%	31%	30%
Disagree:	52%	20%	43%	47%	45%
No Opinion:	23%	13%	26%	22%	25%

14. This organizational structure will ensure that field services staff salaries are competitive with other Kansas human services agencies and field services agencies of other states.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	25%	48%	15%	7%	35%
Disagree:	45%	34%	67%	9%	36%
No Opinion:	30%	18%	18%	19%	29%

15. Information will be shared effectively between same level offices (horizontally) under this organizational structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	29%	40%	21%	73%	35%
Disagree:	48%	35%	58%	11%	40%
No Opinion:	23%	25%	21%	16%	25%

16. Some line staff positions may be eliminated under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	25%	50%	37%	45%	45%
Disagree:	49%	29%	41%	35%	32%
No Opinion:	26%	21%	22%	20%	23%

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17. This organizational structure will effectively maintain a data base and management information system.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	26%	53%	15%	78%	34%
Disagree:	49%	25%	66%	9%	39%
No Opinion:	25%	22%	19%	13%	27%

18. Services to victims will diminish under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	34%	61%	32%	28%	43%
Disagree:	43%	20%	48%	45%	32%
No Opinion:	23%	19%	20%	27%	25%

19. This organizational structure will ensure employees an adequate and comfortable working environment with sufficient equipment and supplies to fulfill the mission of field services.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	38%	37%	31%	64%	30%
Disagree:	36%	44%	47%	13%	44%
No Opinion:	26%	19%	22%	23%	26%

20. Needs of field service workers will be addressed effectively under this organizational structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	24%	30%	32%	67%	23%
Disagree:	48%	50%	47%	12%	49%
No Opinion:	28%	20%	21%	21%	28%

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21. This structure will contribute to service and data standardization.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	23%	53%	15%	74%	33%
Disagree:	48%	27%	64%	9%	38%
No Opinion:	29%	20%	21%	17%	29%

22. Domestic relations services will diminish under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	24%	68%	33%	44%	32%
Disagree:	49%	16%	43%	29%	45%
No Opinion:	27%	16%	24%	27%	23%

23. This organizational structure will be able to compete effectively with other state agencies for funding from the legislature for field service programs.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	21%	54%	12%	69%	35%
Disagree:	55%	25%	66%	11%	41%
No Opinion:	24%	21%	22%	20%	24%

24. This organizational structure will facilitate input from field service officers in decisions affecting client services or employee needs.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	31%	28%	43%	61%	22%
Disagree:	39%	53%	39%	14%	52%
No Opinion:	30%	19%	18%	25%	26%

25. This structure will result in increased minimum qualifications for positions.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	18%	37%	28%	62%	30%
Disagree:	51%	38%	46%	19%	41%
No Opinion:	31%	25%	26%	19%	29%

26. Advancement opportunities will be increased under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	16%	38%	22%	71%	23%
Disagree:	56%	41%	57%	14%	49%
No Opinion:	28%	21%	21%	15%	28%

27. Client services will be more effective under this organizational structure based on improved communication among field services staff.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	28%	35%	28%	67%	26%
Disagree:	47%	40%	51%	13%	45%
No Opinion:	25%	25%	21%	20%	29%

28. Intra-agency conflict will be effectively managed under this organizational structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	23%	30%	28%	71%	27%
Disagree:	50%	46%	47%	9%	47%
No Opinion:	27%	24%	25%	20%	26%

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29. Local judicial control is important for individual case purposes under this organizational structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	58%	24%	58%	38%	50%
Disagree:	23%	62%	25%	36%	28%
No Opinion:	19%	14%	17%	26%	22%

30. This organizational structure will effectively manage the change from separate agencies to a consolidated field service agency relative to employees and internal policy development.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	21%	39%	25%	72%	26%
Disagree:	49%	43%	52%	10%	50%
No Opinion:	30%	18%	23%	18%	24%

31. This structure will result in increased personnel tensions among staff providing different services.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	34%	52%	43%	25%	49%
Disagree:	38%	24%	33%	53%	26%
No Opinion:	28%	24%	24%	22%	25%

32. This organizational structure will effectively manage the change from separate agencies to a consolidated field service agency relative to employees and internal policy development.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	26%	39%	25%	68%	25%
Disagree:	45%	41%	50%	14%	49%
No Opinion:	29%	20%	25%	18%	26%

33. Statewide and local interests will conflict under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	40%	53%	59%	25%	47%
Disagree:	34%	30%	25%	53%	27%
No Opinion:	26%	17%	16%	22%	26%

34. Client services will be more effective under this structure based on improved communication among field services staff

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	28%	36%	32%	71%	27%
Disagree:	43%	40%	49%	10%	43%
No Opinion:	29%	24%	19%	19%	30%

35. This structure will result in improved caseload management.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	27%	34%	26%	72%	28%
Disagree:	42%	42%	50%	9%	45%
No Opinion:	31%	24%	24%	19%	27%

36. Changes in programs will take place over a shorter period of time and be more effective under this organizational structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	29%	33%	29%	60%	23%
Disagree:	44%	44%	47%	17%	47%
No Opinion:	27%	23%	24%	23%	30%

37. Local judicial control is important for effective program management success under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	53%	24%	58%	37%	48%
Disagree:	26%	61%	21%	39%	31%
No Opinion:	21%	15%	21%	24%	21%

38. This structure will result in a workload driven system.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	30%	51%	30%	53%	32%
Disagree:	34%	24%	42%	23%	38%
No Opinion:	36%	25%	28%	24%	30%

39. Do you feel services are being duplicated under the current system?

<u>YES</u>	<u>NO</u>
78%	22%

If yes, which organizational structure will eliminate the duplication of services?

<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
15%	5%	69%	11%

40. If consolidation of field services were to occur, under which organizational structure would you prefer to work?

<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
14%	14%	59%	13%

FIELD SERVICES QUESTIONNAIRE

RESULTS OF STUDY
 (County Attorneys, Court Administrators, District Judges, Magistrate Judges)
 (N = 216)

1. This organizational structure will facilitate an equitable distribution of programs.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	53%	28%	42%	38%	35%
Disagree:	31%	56%	39%	42%	42%
No Opinion:	16%	16%	19%	20%	23%

2. This organizational structure will use financial resources efficiently.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	45%	27%	44%	32%	40%
Disagree:	38%	54%	34%	44%	39%
No Opinion:	17%	19%	22%	24%	21%

3. This structure should include post dispositional adult offender services only, with the remainder of services continuing under the control of local judiciary.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	44%	57%	26%	32%	30%
Disagree:	37%	29%	48%	46%	47%
No Opinion:	19%	14%	26%	22%	23%

4. A complete continuum of services will be available in my geographical area under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	56%	22%	51%	36%	37%
Disagree:	24%	55%	31%	39%	45%
No Opinion:	20%	23%	18%	25%	18%

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5. This organizational structure will use financial resources effectively.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	51%	24%	40%	34%	38%
Disagree:	33%	53%	34%	41%	39%
No Opinion:	16%	23%	26%	25%	23%

6. This organizational structure will ensure that field services staff salaries are competitive with other Kansas human services agencies and field services agencies of other states.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	37%	36%	22%	42%	39%
Disagree:	40%	37%	56%	29%	27%
No Opinion:	23%	27%	22%	29%	34%

7. This organizational structure will be able to compete effectively with other state agencies for funding from the legislature for field service programs.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	31%	51%	16%	47%	43%
Disagree:	49%	26%	66%	32%	34%
No Opinion:	20%	23%	18%	21%	23%

8. Client services will be more effective under this organizational structure based on improved communication between field services staff and agency administrators.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	49%	26%	43%	44%	38%
Disagree:	32%	43%	39%	35%	43%
No Opinion:	19%	31%	18%	21%	19%

9. This organizational structure will result in improved caseload management.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	47%	21%	37%	42%	38%
Disagree:	36%	43%	46%	36%	38%
No Opinion:	17%	36%	17%	22%	24%

10. Statewide and local interests will conflict under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	40%	52%	58%	38%	36%
Disagree:	46%	26%	31%	29%	39%
No Opinion:	14%	22%	11%	33%	25%

11. Local judicial control is important for effective program management success under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	76%	24%	68%	28%	48%
Disagree:	15%	51%	21%	42%	29%
No Opinion:	9%	25%	11%	30%	23%

12. Local judicial control is important for case supervision purposes under this structure.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	73%	31%	66%	32%	47%
Disagree:	15%	45%	22%	40%	28%
No Opinion:	12%	24%	12%	28%	25%

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13. This organizational structure will enforce uniform operational standards throughout the state.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	28%	48%	18%	52%	54%
Disagree:	52%	30%	67%	27%	26%
No Opinion:	20%	22%	15%	21%	20%

14. This organizational structure will effectively maintain a data base and management information system.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	30%	47%	28%	50%	60%
Disagree:	49%	28%	57%	26%	22%
No Opinion:	21%	25%	15%	24%	18%

15. Cost for facilities and operational expenses can be most effectively managed under this administrative authority.

	<u>Current</u>	<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
Agree:	38%	34%	37%	42%	45%
Disagree:	39%	45%	45%	39%	33%
No Opinion:	23%	21%	18%	19%	22%

16. Do you feel services are being duplicated under the current system?

<u>YES</u>	<u>NO</u>
68%	32%

If yes, which organizational structure will eliminate the duplication of services?

<u>DOC</u>	<u>Local</u>	<u>New</u>	<u>OJA</u>
0%	24%	46%	30%

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APPENDIX D

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WORKLOAD TIME STANDARDS

FOR PROBATION, PAROLE, AND COMMUNITY CORRECTIONS

In an effort to determine workloads of the various entities currently comprising field correctional services in Kansas, the Task Force examined the policy and procedures of Court Services, the Department of Corrections, and Community Corrections to ascertain the job duties and services to be provided to offenders. With the exception of services to juveniles (offenders and CINC) each entity employs a classification, or level of supervision criteria, setting forth performance requirements of the supervision officer. Therefore, with assistance from the various entities time standards were derived at by determining amount of time necessary to achieve the performance requirements.

For juvenile cases a time standard of 1.1 hrs. per month, per juvenile client under supervision was used, and 5.0 hrs. is used for investigation reports to the district court. The 1.1 hrs. was utilized by the State of Nebraska for juvenile cases when conducting a time study in that state in 1980. While it is certainly true that many juvenile cases require much more officer intervention, the 1.1 hrs. per client, per month appears to be a fairly accurate "rough median". Some districts in Kansas do deploy the same time standards used for adult caseloads. Unfortunately, insufficient data is available to make a more detailed assessment.

Detailed below are the assumptions made by the Task Force on Field Services Consolidation regarding time standards for various classifications/levels of supervision or investigation duties provided by Court Services, Parole, and Community Corrections. These assumptions are predicated on performance requirements that include face to face contact with clients, collateral contacts, record checks, and employer checks.

Case Classification Level

Time Standard

Court Services

Maximum	3.0 hrs. per case per month
Medium	1.2 hrs. per case per month
Minimum	0.4 hrs. per case per month
Administrative	0.1 hrs. per case per month
Diversion	0.75 hrs. per case per month

Felony PSI.....	8.0 hrs. per case
Misdemeanor/Traffic PSI.....	6.5 hrs. per case

Child Custody Investigation	26.0 hrs. per case
Child Custody Mediation	8.0 hrs. per case

Parole

Close	3.5 hrs. per case per month
Intermediate	1.5 hrs. per case per month
Reduced	0.6 hrs. per case per month
Limited	0.4 hrs. per case per month
Unassigned	3.5 hrs. per case per month
Pre-parole Reports	3.0 hrs. per case

Community Corrections

Level 0	0.1 hrs. per case per month
Level I	9.5 hrs. per case per month
Level II	7.0 hrs. per case per month
Level III	4.5 hrs. per case per month
Level IV	0.5 hrs. per case per month
Felony PSI	8.0 hrs. per case
Felony Case Staffing	2.0 hrs. per case
Evaluations	2.8 hrs. per case

Available Service Hours for Field Services Personnel

Having identified the time standards for the performance of client services at various classifications/levels, it is also necessary to determine the amount of time an officer has available to provide client services. The charts below determine the average amount of time available by field services personnel to deliver direct services to clients.

Court Services Officers

CSO (FTE) 37.5 HRS. PER WEEK X 52.2 WKS. IN YR. = 1957.5 HRS.

	DEDUCT THE FOLLOWING:	HOURS
*	a. Annual Leave (16 days x 7.5 hrs.).....	120.0
**	b. Holidays (11 days x 7.5 hrs.).....	82.5
***	c. Sick Leave (6 days x 7.5 hrs.)	32.0
	d. Discretionary Leave (2 days x 7.5)	15.0
	TOTAL	249.5 hrs annually

	DEDUCT THE FOLLOWING:	HOURS
	a. Breaks (1/2 hr. per day).....	114.0
****	b. Professional Development	65.0
*****	c. Program/Counity	125.0
*****	d. Administrative Assignments	125.0
	TOTAL	429.0 hrs. annually

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TIME AVAILABLE FOR CLIENT SERVICES 1,279.0 HRS. ANNUALLY / 106.5 HRS MONTHLY
Parole Officers

Parole (FTE) 40.0 HRS. PER WEEK X 52.2 WKS. IN YR. = 2,088 HRS.

DEDUCT THE FOLLOWING:		HOURS
*	a. Annual Leave (16 days x 8.0).....	128.0
**	b. Holidays (9 days x 8.0)	72.0
***	c. Sick Leave (6 days x 8.0)	48.0
	d. Personal Leave (1 day x 8.0).....	8.0
TOTAL		256.0 hrs. annually

DEDUCT THE FOLLOWING:		HOURS
	a. Breaks (1/2 hr. per day).....	115.5
****	b. Professional Development.....	65.0
*****	c. Program/Community	50.0
*****	d. Administrative Assignments	50.0
TOTAL		280.5 hrs. annually

TIME AVAILABLE FOR CLIENT SERVICES 1,651.5 HRS. ANNUALLY / 137.6 HRS. MONTHLY

Community Corrections Officers

ISO (FTE) 40.0 HRS. PER WEEK X 52.2 WKS. IN YR. = 2,088 HRS.

DEDUCT THE FOLLOWING:		HOURS
*	a. Annual Leave (16 days x 8.0).....	128.0
**	b. Holidays (11 days x 8.0)	88.0
***	c. Sick Leave (6 days x 8.0)	48.0
	d. Personal Leave (2 days x 8.0)	16.0
TOTAL		280.0

DEDUCT THE FOLLOWING:		HOURS
	a. Breaks (1/2 hr. per day).....	1114.0
****	b. Professional Development.....	65.0
*****	c. Program/Community	125.0
*****	d. Administrative Assignments	125.0
TOTAL		429.0

TIME AVAILABLE FOR CLIENT SERVICES 1,379 HRS. ANNUALLY/115.0 HRS. Monthly

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Assumptions:

- * that personnel earn between 12 and 24 days of annual leave per year with the average at 16 days.
- ** that the state provides for 9 or 11 paid holidays per year.
- *** that personnel only use half of the sick leave they accrue annually.
- **** that personnel receive 40 hours of training per year and attend staff meetings and other organizational meetings totaling 25 hours annually.
- ***** that personnel expend a certain amount of time per month involved in professional services not directly related to a specific caseload work assignment, but impact field corrections in other ways (speaking engagements, boards, programs, task force).
- ***** that personnel are assigned a certain amount of time per month for other responsibilities that are administrative in nature (research, design and development, policy and procedures).

The workload time standards and personnel hours available for client services reflect optimum conditions for the delivery of field corrections services. It is not intended to suggest that there be rigid adherence to the time standards. It is the belief of the Task Force that over a period of several months that the client services hours available should match fairly evenly with the workload requirements assigned to personnel. To undertake whether there is proper deployment of personnel to address the workload assigned, the Task Force on Field Services Consolidation received the workload and personnel data from each of the judicial districts; each parole region; and each community corrections program for the month of June 1991. With the receipt of this information, the Task Force then applied the time standards and personnel client service hours to derive at personnel requirements.

The number of Court Services Officer personnel has undergone significant changes in the past two years. While the reported number of Court Services Officers was identified at 351.0 positions, hiring freezes and recent reductions in the nonjudicial workforce by the Kansas Supreme Court has reduced the number of CSOs within the State of Kansas.

As a result of frozen positions (and more recently lost positions) it is logical to conclude that some districts have reduced or eliminated services that would have otherwise been provided. This may be a factor that would skew the reported workload activities; i.e.. a district may have suspended child custody services as a result of lost personnel.

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APPENDIX E

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FIELD STAFF NEEDED TO SUPERVISE CLIENTS CURRENTLY ON PROBATION, ISP, PAROLE

ASSUMPTIONS:

- A. workloads were computed using standards recommended by the three agencies involved
- B. the number of individuals supervised came from counts supplied by the various agencies
- C. does not include non-supervision tasks except for areas identified
- D. supervision ratio 1 to 7
- E. clerical ratio 1 to 6
- F. assumes 6 regions

CURRENT PROBATION (ADULTS) 15,284 - 6/91

<u>Supervision</u>	<u>Number of staff Needed</u>
Adult Maximum	85.4
Adult Medium	82.9
Adult Minimum	12.4
Administrative	<u>1.5</u>
	182.2
 <u>Investigations</u>	
Felonies	24.0
Misdemeanors	10.2
Traffic	<u>2.6</u>
	36.8
 <u>Subtotal</u>	
Total Line Staff	219.0
Supervisors	31.0
Clerical	<u>41.5</u>
	291.5

CURRENT ISP ADULTS (2,342) - 5/91

<u>Supervisors</u>	<u>Number of Staff Needed</u>
Level 0	.3
Level I	48.4
Level II	41.1
Level III	21.3
Level IV	112.7

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Investigations

Felony	1.70
Evaluations	<u>3.10</u>
	4.80

Subtotal

Total Line Staff	117.5
Supervisors	17.0
Clerical	<u>22.5</u>
	157.0

CURRENT PAROLE ADULTS 5,499 - 5/91

Supervision

Number of Staff Needed

Close	51.1
Intermediate	22.8
Reduced	5.5
Limited	0.4
Not Assigned	<u>7.1</u>
	86.9

Investigations

Compact/Preparole	6.1
-------------------	-----

Subtotal

Total Line Staff	93
Supervisors	13
Clerical	<u>17.5</u>
	123.5

ADMINISTRATIVE STAFF

Regional Units

6 Regional Directors
6 Assistant Directors - Supervision/Investigations
6 Assistant Directors - Programs/Fiscal
6 Administrative Assistants
24

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Central Office (New Agency)

Secretary's Office

Secretary (1)
Special Assistant (1)
Attorney's (2)
Administrative Assistant (1)
Secretary II (3)

Deputy Secretary's

Deputy Secretary - Services (1)
Secretary II (1)
Deputy Secretary - Programs/Fiscal (1)
Secretary II (1)

Personnel/Training

Personnel Specialist II (1)
Personnel Specialist I (1)
Office Assistant III (2)

Policy/Program Development

Management Analyst III (1)
Management Analyst I (1)
Office Assistant II (1)

Interstate Compact

Management Analyst II (1)
Management Analyst I (1)
Office Assistant II (2)

Information Resources/Records

Systems Analyst (1)
Programmer (1)
Data Entry (2)
Administrative Officer II (1)
Office Assistant II (2)

Fiscal

Budget Analyst II (1)
Accountant II (1)
Office Assistant IV (2)
Office Assistant II (2)

Subtotal 36

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Central Office (DOC)

Attorney (2)
Deputy Secretary - services (1)
Secretary II (1)

Personnel/Training

Personnel Specialist II (1)
Office Assistant III (2)

Policy/Program Development

Management Analyst III (1)
Management Analyst I (1)
Office Assistant II (1)

Information Resources/Records

Programmer (1)
Data Entry (2)
Office Assistant II (2)

Fiscal

Budget Analyst II (1)
Accountant II (1)
Office Assistant IV (1)

Subtotal 18

Functions that stay with the Court

Number of Staff Needed

Adult Diversion	3.7
Juvenile Diversion	5.9
CINC Investigations	8.1
CINC Supervision	29.0
Juvenile Offender Investigation	14.7
Juvenile Offender Supervision	49.2
Custody Investigation	12.2
Mediation	<u>7.2</u>
	130.0

Subtotal

Total Line Staff	130.00
Supervisors	18.50
Clerical	<u>24.75</u>
	173.25

SUMMARY

Consolidation (new agency)

Direct Services

Line Staff	429.5	
Supervisors	61.0	
Clerical	<u>81.5</u>	--
	572.0	

Regional Offices

24.0

Central Office

36.0

Subtotal

632.0

Functions that stay with the court

Line Staff	130.00	
Supervisors	18.50	
Clerical	<u>24.75</u>	
	173.25	

Grand Total

805.25

Consolidation (DOC)

Direct Services

Line Staff	429.5	
Supervisors	61.0	
Clerical	<u>81.5</u>	
	572.0	

Regional Offices

24.0

Central Office

18.0

Subtotal

614.0

Functions that stay with the court

Line Staff	130.00	
Supervisors	18.50	
Clerical	<u>24.75</u>	
	173.25	

Grand Total

787.25

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APPENDIX F

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Services Respondents Felt Must be Included in a Field Services Agency

<u>Rank</u>	<u>Service</u>	<u>Percent</u>
1	Adult Intensive Supervision	85%
2	Adult Probation Supervision	85%
3	Parole Supervision	80%
4	Parole Intensive Supervision	79%
5	Offender Drug Testing	77%
6	Presentence Investigation	72%
7	House Arrest with Electronic Monitoring (adult)	66%
8	Electronic Monitoring	62%
9	Juvenile Probation Supervision	57%
10	Juvenile Intensive Supervision	56%
11	Predisposition Investigation	56%
12	Restitution Collection	53%
13	Community Service Work	52%
14	Day Reporting	52%
15	House Arrest without Electronic Monitoring (adult)	51%
16	Restitution Verification	43%
17	House Arrest with Electronic Monitoring (juvenile)	42%
18	Work Release	42%
19	Electronic Monitoring (juvenile)	40%
20	Adult Residential	40%
21	Surveillance	39%
22	Drug and Alcohol Evaluations	39%
23	Individual Counseling	37%
24	Job Development	37%
25	House Arrest without Electronic Monitoring (juvenile)	35%
26	Adult Diversion Supervision	29%
27	Psychological Evaluations	29%
28	Juvenile Intake	27%
29	Pretrial Investigation	23%
30	Offender Volunteer Programs	

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<u>Rank</u>	<u>Service</u>	<u>Percent</u>
31	Victim Services	23%
32	Financial Counseling	21%
33	Juvenile Diversion Supervision	21%
34	Juvenile Offender Aftercare	20%
35	Client Transportation	16%
36	CINC Formal Supervision	15%
37	Bond Screening	15%
38	Witness Services	14%
39	Parenting Classes	14%
40	CINC Informal Supervision	12%
41	Child Custody Investigation	12%
42	Divorce Mediation	7%
43	Foster Care Review Board	4%

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SELECT COMMITTEE ON CORRECTIONS AND JUVENILE JUSTICE

March 26, 1997

My name is Lenny Ewell and I am Director of Administration for Kansas Correctional Industries. Also present today is Rod Crawford who is the Director of Operations for KCI.

Kansas Correctional Industries (KCI) is a program of the Department of Corrections that provides work for inmates both in traditional (state operated) and private prison industries. In FY 1998 traditional industries will employ 453 inmates and private industries 270 inmates for a total of 723. The KCI inmate employment program is self supporting financially, including the funding of all 75 state employee positions.

The traditional industries program has a restricted market which limits the sale of products and services to state agencies, local government, not-for-profit organizations, churches, and schools. Sales for FY 1998 are expected to be over \$9.22 million. The inmates working in traditional industries earn from \$.15 to \$.40 per hour depending on their work performance and longevity. There are fourteen manufacturing and service divisions plus several support functions. A list of the various divisions, their location, and the average number of inmates employed in each is on the attached page.

The private industries program consists of a total of nine companies employing inmates from four correctional facilities. Inmates working for private prison industries earn at least the federal minimum wage of \$4.75 per hour. Deductions are withheld from their wages which include taxes, room and board, victims compensation, court ordered restitution, family support, and mandatory savings. Before prison based private industries begin, assurances are obtained from the Department of Human Resources and the companies themselves that civilian workers will not be displaced. A list of the companies, their locations, and the number of inmates employed is shown in the attached table.

We are continuing to increase the number of inmate jobs in both traditional and private prison industries. Our emphasis is on creating medium and maximum custody jobs because that is where the greatest need is. Finding enough suitable floor space for industry expansion remains a challenge. KCI lacks sufficient cash reserves to build new buildings for either traditional or private industry expansion.

Phase one of the Department's expansion plan includes industrial buildings at Hutchinson and Norton. If approved, the ability to create new inmate jobs will be greatly enhanced. Our plans for the additional industrial space include the expansion of both traditional and private industries. At Norton we plan to expand the KCI Microfilm Division in one half of the building and recruit a private industry to lease the other half. At Hutchinson, the KCI Clothing Division has outgrown its floor space and we are currently negotiating with private companies to establish the first private prison industry there.

*Select Committee on Corrections +
Juvenile Justice attachment # 2
3-26-97- 2:30*

Other industry expansion plans include an additional private industry at the Topeka Correctional Facility and expansion of the Century Manufacturing private industry both at Ellsworth and El Dorado. Century has signed a contract to begin operations at El Dorado as soon as the new industry building is completed in July 1997.

Are there any questions?

ATTACHMENT A
TRADITIONAL PRISON INDUSTRIES
FY 1998

INDUSTRY	INMATE JOBS	LOCATION
Administrative Office	3	Lansing
Clothing Factory	54	Hutchinson
Data Entry	15	Lansing
Farm	14	Lansing
Federal Surplus Property	7	Topeka
Furniture and Vehicle Restoration	40	Hutchinson
Lamination Shop	38	Hutchinson
Microfilming	25	Norton
Office Systems	26	Hutchinson
Paint Factory	45	Lansing
Sign Factory	45	Lansing
Janitorial Products	17	Lansing
State Surplus Property	9	Topeka
Warehouse Operation (East)	10	Lansing
Warehouse Operation (West)	5	Hutchinson
Wood Furniture and Upholstery	78	Lansing
Telecommunications	8	Topeka
KCI Support	14	Lansing
TOTAL	453	

PRIVATE PRISON INDUSTRIES
FY 1998

COMPANY NAME	TYPE BUSINESS	INMATE JOBS	LOCATION
Zephyr Products, Inc.	Metal Fabrication	25	Leavenworth
Heatron Inc.	Industrial Heating Elements	43	Leavenworth
Henke Inc.	Manufacture Snow Plows	28	Leavenworth
Jensen Engineering Inc.	Computer Assisted Drafting	5	Lansing
Hearts Designs Inc.	Childrens Clothing	15	Lansing
United Rotary Brush Inc.	Street Sweeper Brushes	3	Lansing
Impact Design Inc.	Embroider Sports Wear	60	Lansing
Michaud Cosmetics Inc.	Hotel Amenities	11	Topeka
Century Manufacturing Inc.	Lucite Products	30	Ellsworth
Century Manufacturing Inc.	Beer Tap Handles	60	El Dorado
TOTAL		270	