

MINUTES OF THE SENATE FEDERAL AND STATE AFFAIRS

The meeting was called to order by Chairman Pete Brungardt at 10:40 a.m. on Tuesday, January 18, 2005, in Room 231-N of the Capitol.

Committee members absent: Senator Anthony Hensley (E)

Committee staff present: Athena Andaya, Kansas Legislative Research Department
Dennis Hodgins, Kansas Legislative Research Department
Mary Ann Torrence, Revisor of Statutes Office
Dee Woodson, Committee Secretary

Conferees appearing before the committee: Roger Werholtz, Secretary of Corrections
Patti Biggs, Executive Director of the Kansas Sentencing Commission
Chuck Simmons, Department of Corrections

Others attending: See attached list.

Chairman Brungardt explained that oversight for the Kansas Department of Corrections (KDOC) was now the assigned responsibility of the Senate Federal and State Affairs Committee, whereas before this year it had been under the Senate Judiciary Committee. He said that today's presentation by KDOC Secretary, Roger Werholtz and members of his staff, would be an introductory session for what goes on within that Department, the people involved, what they do, and how they do it.

Secretary Werholtz introduced Patti Biggs, Kansas Sentencing Commission, to give an overview of the population projections that the state and KDOC use to accomplish planning and build their budgets. Ms. Biggs reviewed the 2005 Prison Population Projections that were done for the adult incarcerated system, and the simulation model utilized to derive the population projections. She said it had two major driving factors; number and type of admissions coming into the prison system and length of stay for the offenders at the various levels of incarceration. She explained that the methodology used for the model is a Monte Carlo Simulation which uses a combination of probabilistic modeling and simulation of system movement. The two sources of information used for the modeling is the prior year's data which is the actual experience for FY 2004 and the assumptions used by a Consensus Group. (Attachment 1)

Ms. Biggs included in her presentation Prison Population Characteristics, Prison Population Trends, and Prison Admission Trends explaining each chart thoroughly. She reviewed the actual and projected prison population, and interpreted the statistics as depicted in the displayed charts and graphs. Ms. Biggs also explained Model Monitoring in relationship to gender and custody. The Kansas Prison System is near capacity in several areas, and projections indicate the need for more beds in the near future.

Secretary Werholtz reviewed the current status of prison population and gave some comparative data regarding how Kansas ranks with other states regarding prison correctional issues. His testimony included pie charts depicting Inmate Population by Offense Grouping and Gender as of June 30, 2004. He also included a map of the correctional facility locations throughout Kansas as of June 30, 2003. He noted that there were twelve different cities where correctional facilities are located, but operate the prisons under eight administrative units. (Attachment 2)

Secretary Werholtz introduced Chuck Simmons to give a review and update on the custody Classification System. Mr. Simmons explained that the purpose of the classification system used by the KDOC is to provide a means to assess relative risks they present to themselves, other inmates, staff, and the community, based upon a standard set of objective criteria. He added that the underlying intent of the classification system is to maintain the individual at the least restrictive level of supervision possible, given the level of risk to the system. Mr. Simmons said the new classification system is resulting in more medium and minimum classifications. This affects space because maximum security inmates must be single beds per cell; whereas medium and minimum inmates are shared cells. (Attachment 3)

Mr. Simmons said the current classification system consists of eleven objective point-based criteria and one non-point based risk criteria which are outlined in his written testimony. He told the Committee that

CONTINUATION SHEET

MINUTES OF THE Senate Federal and State Affairs at 10:40 a.m. on Tuesday, January 18, 2005, in Room 231-N of the Capitol.

the assessment instrument was validated upon implementation in 1980. He stated that in February 2004, the Secretary of Corrections appointed a task group to review the Inmate Custody Classification Instrument. Mr. Simmons explained that the task group was comprised of staff from each of the KDOC's eight correctional facilities and from the department's Facilities management division, IT division and research Unit. The data analysis has been completed, and if adopted, programming may begin as soon as April 2005. The revised classification system is expected to be operational no later than January 1, 2006. The new classification system could effect 90 inmates in shifting how they are housed.

Secretary Werholtz presented capacity expansion options and recommendations. He explained housing expansion options and estimated operating and construction costs as outlined in a spreadsheet disseminated to committee members. He spoke briefly on the InterChange Freedom Initiative, which involves a special programs facility at Ellsworth. He said that a greater release of drug possession inmates (SB 123), more people monitored by Community Corrections, parole and other factors have resulted in fewer inmates than projected this year. (Attachment 4)

Secretary Werholtz stated that the new classifications and lower number of entrants have temporarily relieved the need for added beds this year. A two year lag will be needed to complete any new buildings for occupancy. He said that a minimum classification facility at Ellsworth and a maximum (or medium) wing at El Dorado are the most likely additions to the system. He also presented cost figures and estimates for the various additions at different sites.

Due to time restraints on committee meeting time, Chairman Brungardt announced that the remaining portion of KDOC's presentation would have to be rescheduled for another meeting date.

The meeting was adjourned at 11:50 a.m. The next meeting is scheduled for January 19, 2005, at 10:30 a.m.

Kansas Sentencing Commission

FY 2005 Prison Population Projection

Senate Federal and State Affairs Committee
January 18, 2005

Patricia Biggs, Executive Director

Foundation of Prison Population Simulation Model

- Two driving factors
 - Admissions
 - Length of Stay
- Monte Carlo Simulation Methodology
 - Probabilistic
 - Simulation of system movement
- Two Sources of information
 - Prior Year's data (actual experience)
 - Assumptions by Consensus Group

**GUIDELINE NEW COMMITMENT ADMISSION
 CHARACTERISTICS - FISCAL YEAR 2004**

ID GROUP	NUMBER ADMITTED	PERCENT ADMITTED	AVERAGE SENTENCE (MONTHS)	JAIL CREDIT (DAYS)	CONDITION PROBATION VIOLATORS (%)	PROBATION VIOLATORS W/NEW SENT (%)
D1	196	5.3%	67.5	132.4	14.3	5.6
D2	39	1.4%	51.9	154.7	18.3	6.3
D3	276	9.2%	25.8	139.5	39.9	3.6
D4	505	15.0%	19.6	139.9	70.9	4.2
N1	31	2.4%	250.1	253.7	6.2	1.2
N2	20	0.6%	152.4	216.5	N/A	10.0
N3	208	6.2%	39.3	192.9	19.6	1.9
N4	61	1.8%	59.7	140.0	3.2	4.9
N5	243	7.2%	54.5	195.3	17.2	6.6
N6	71	2.1%	29.3	197.5	48.3	1.4
N7	517	15.3%	26.3	169.4	61.3	6.2
N8	336	10.0%	16.9	142.7	69.0	6.3
N9	508	15.1%	11.3	131.0	70.7	2.4
N10	215	6.4%	3.3	108.4	66.5	1.9
Off Grid	32	1.0%	-	-	N/A	N/A
Total Guideline	3349	99.4%	95.7	155.4	59.9	4.4
Total Pre-guideline	10	0.3%				
Missing Non-grid	10	0.3%				
TOTAL ADMITS	3369	100.0%				

Source: DOC admission file.

**PRISON POPULATION CHARACTERISTICS
 JUNE 30, 2004**

ID GROUP	PRE-GUIDELINE		GUIDELINE		TOTAL	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
D1	2	0.0%	619	6.3%	621	6.3%
D2	1	0.0%	355	3.9%	356	3.9%
D3	3	0.0%	431	4.7%	434	4.7%
D4	0	0.0%	524	5.7%	524	5.7%
N1	211	2.3%	506	5.2%	717	7.3%
N2	159	1.7%	299	3.3%	457	5.0%
N3	134	1.5%	1136	12.4%	1270	13.9%
N4	14	0.2%	249	2.7%	263	2.9%
N5	30	0.3%	944	10.3%	974	10.6%
N6	1	0.0%	147	1.6%	148	1.6%
N7	3	0.0%	713	7.3%	716	7.3%
N8	0	0.0%	255	2.3%	255	2.3%
N9	0	0.0%	206	2.3%	206	2.3%
N10	0	0.0%	57	0.6%	57	0.6%
OFF GRID	116	1.3%	209	2.3%	324	3.7%
PAROLE CONDITIONAL VIOLATORS	642	7.0%	496	5.4%	1138	12.4%
AGGREGATE SENTENCE	433	5.3%	0	0.0%	433	5.3%
SUBTOTAL	2084	21.9%	7144	75.1%	9148	99.9%
MISSING NON-GRID					5	0.1%
TOTAL					9153	100.0%

Source: DOC prison population file.

**COMPARISON OF GUIDELINE NEW COMMITMENTS BY SEVERITY LEVEL
 ADMISSIONS AND AVERAGE LENGTH OF SENTENCE (LOS)
 FY 2000 THROUGH FY 2004**

Severity Level	FY 2000		FY 2001		FY 2002		FY 2003		FY 2004	
	Admission Number	LOS in Month	Admission Number	LOS in Month	Admission Number	LOS in Month	Admission Number	LOS in Month	Admission Number	LOS in Month
D1	26	95.8	101	91.6	209	91.1	176	92.2	196	67.5
D2	97	52.3	83	56.2	110	53.1	106	51.5	80	51.9
D3	255	27.1	258	28.1	265	26.8	252	28.1	276	28.8
D4	398	17.8	440	19.5	451	20.0	576	22.8	505	19.6
N1	52	299.0	--	335.0	61	245.7	--	247.9	81	250.1
N2	48	193.4	37	180.1	37	178.8	33	142.4	20	152.4
N3	204	89.8	211	99.4	239	91.2	202	84.7	208	89.3
N4	55	68.0	57	67.8	74	66.5	59	68.8	61	59.7
N5	226	54.0	276	55.7	287	51.6	308	51.4	243	54.5
N6	71	29.9	61	31.2	69	35.0	69	34.5	71	29.8
N7	439	26.4	515	25.5	550	24.0	519	24.5	517	26.3
N8	295	15.5	261	16.3	261	16.0	281	17.4	336	16.9
N9	568	10.5	553	11.2	547	11.1	472	11.5	508	11.3
N10	125	7.0	135	7.8	166	7.4	158	7.3	215	8.3
Total	2859		3065		3326		3288		3317	

Source: DOC admission file.
 Note: Guideline new commitment admissions include new court commitments, probation condition violators and probation violators with new sentence.

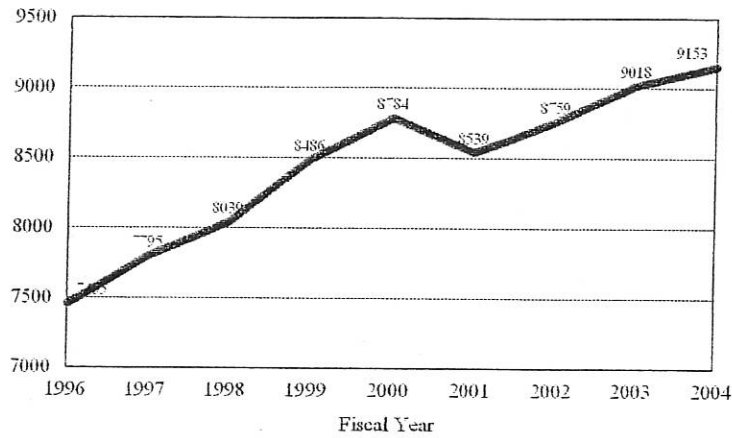
**COMPARATIVE ANALYSIS OF
 CONDITION PAROLE/POST RELEASE SUPERVISION VIOLATORS
 BETWEEN FY 2003 AND FY 2004**

Law	Admission Number				Average Length of Stay in Month			
	FY 2003	FY 2004	# Decrease	% Decrease	FY 2003	FY 2004	# Increase	% Increase
Both/Agg	75	56	-19	-25.3%	10.75	9.38	-1.37	-12.7%
Guideline	1848	1843	-5	-0.3%	3.37	3.73	0.36	10.7%
Pre-guideline	529	393	-136	-25.7%	15.21	16.14	0.93	6.1%
Total	2452	2292	-160	-6.5%				

Source: DOC admission and release files.

KANSAS PRISON POPULATION TRENDS

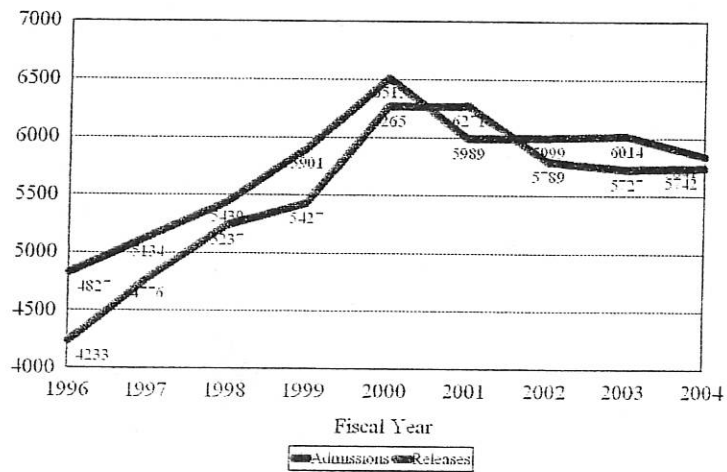
Total Prison Population



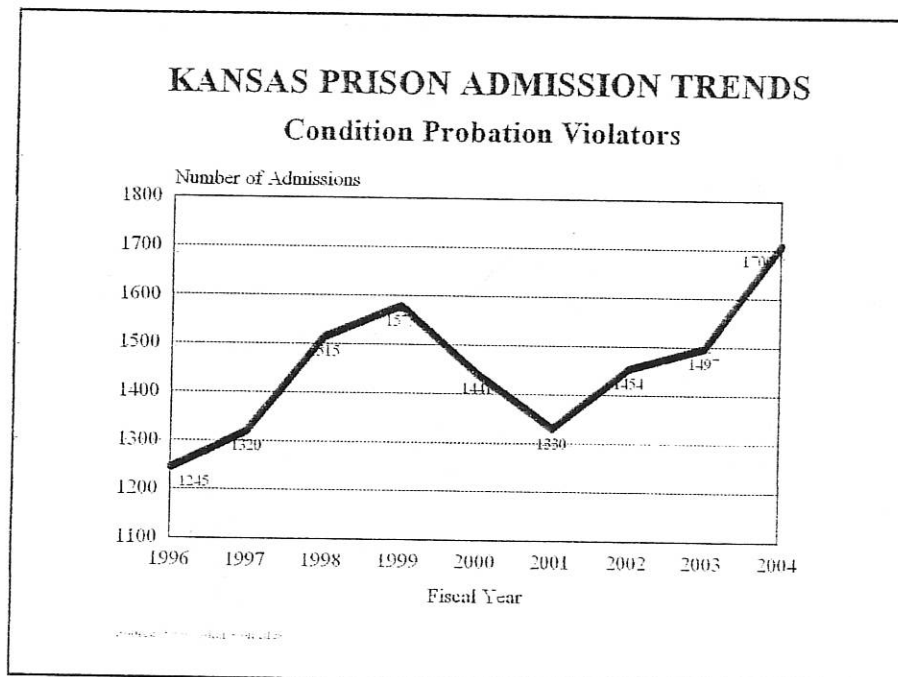
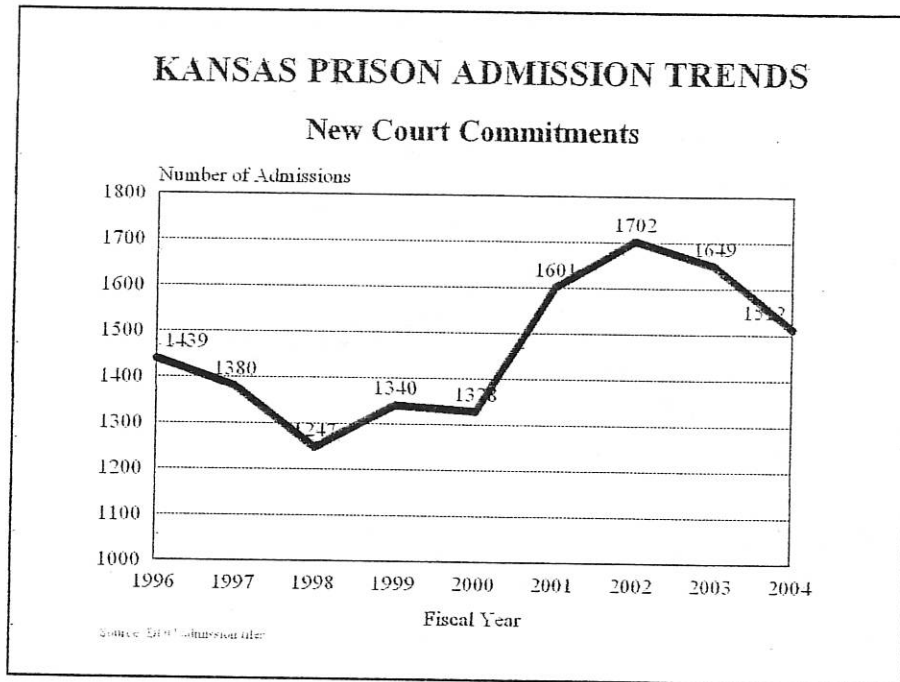
Source: DOR prison population files

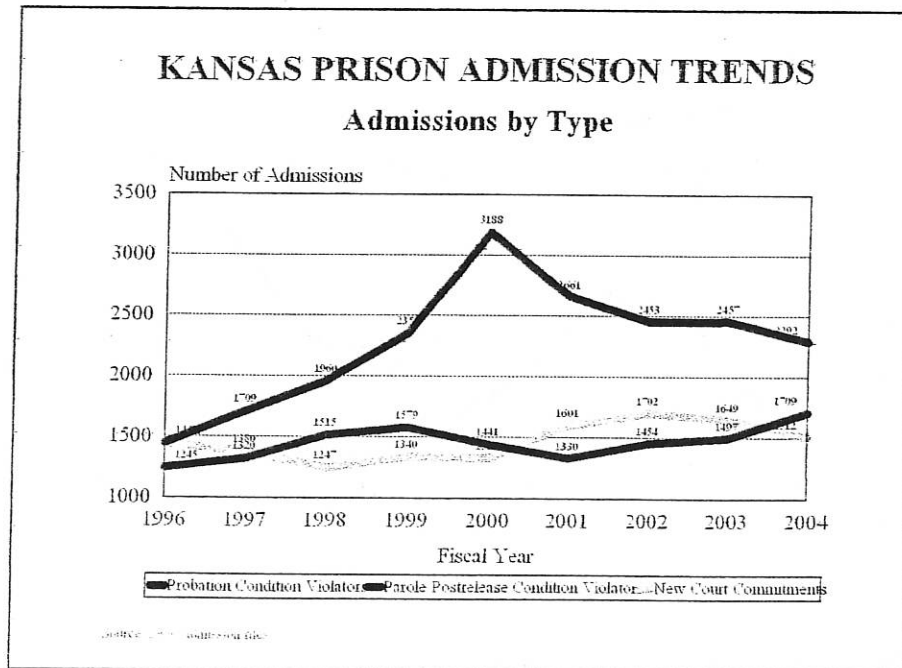
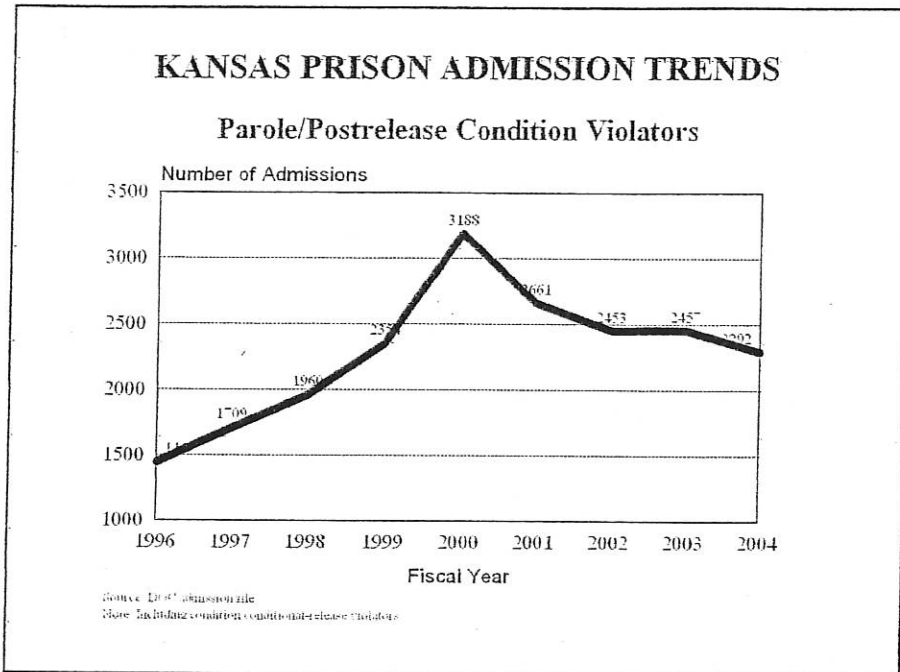
KANSAS PRISON POPULATION TRENDS

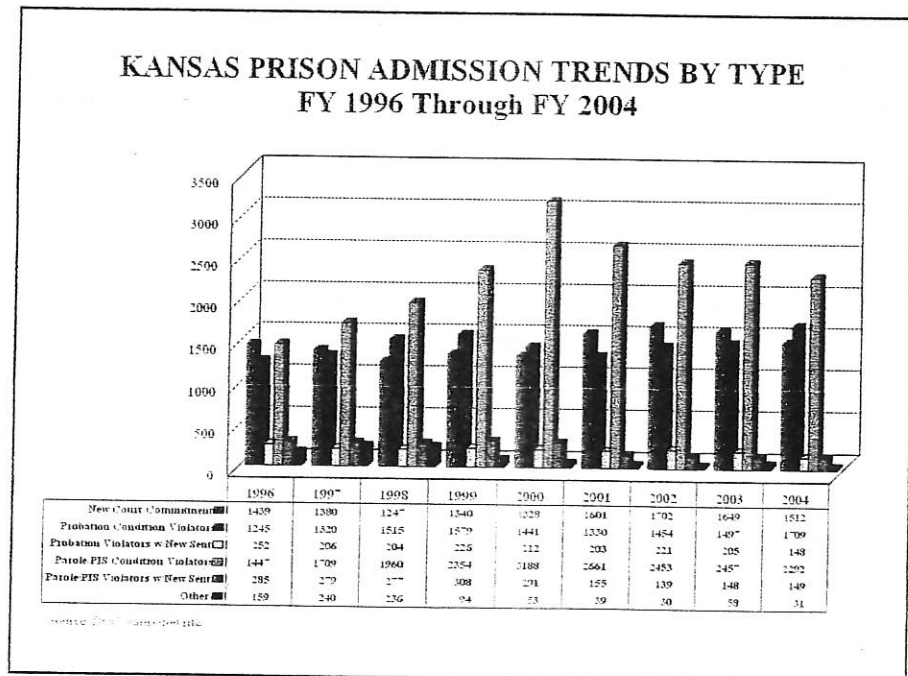
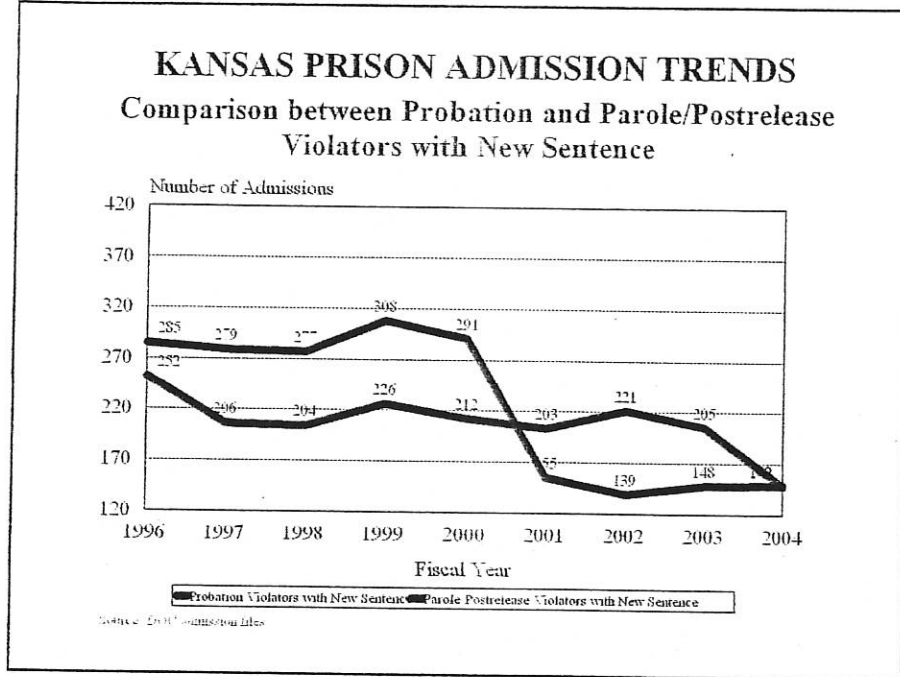
Admissions and Releases



Source: DOR admissions and releases files





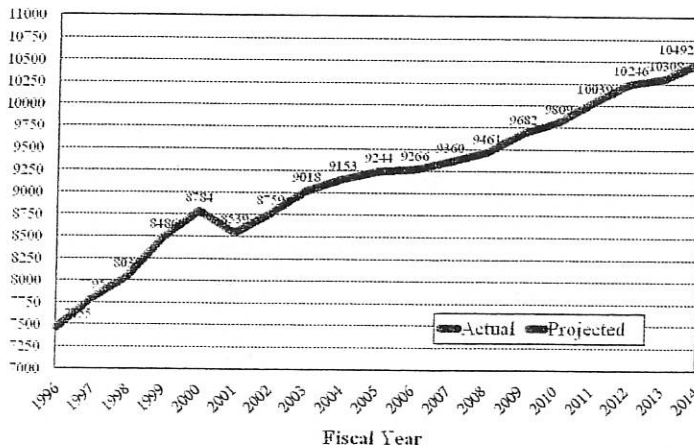


**KANSAS SENTENCING COMMISSION
 FY 2005 ADULT INMATE PRISON POPULATION PROJECTIONS**

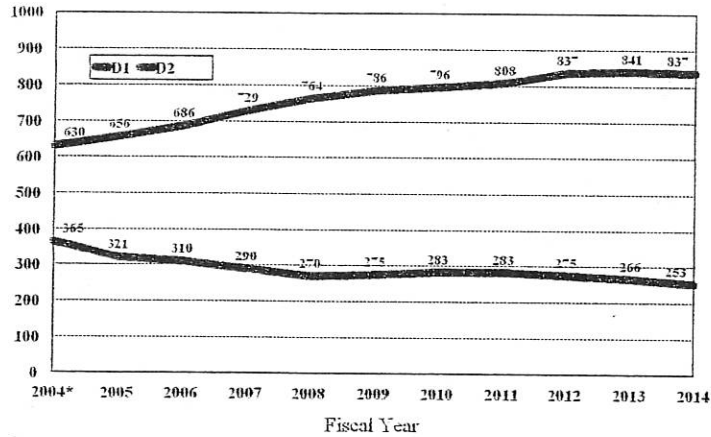
Severity Level	June 30 2004*	June 30 2005	June 30 2006	June 30 2007	June 30 2008	June 30 2009	June 30 2010	June 30 2011	June 30 2012	June 30 2013	June 30 2014	Total = Increase	Percent Increase
D1	630	656	686	729	764	786	796	808	837	841	837	207	32.9%
D2	365	321	310	290	270	275	283	283	275	266	253	-112	-30.7%
D3	440	484	507	520	528	538	569	558	566	564	583	143	32.5%
D4	530	418	404	412	412	407	402	414	423	413	446	-84	-15.8%
N1	761	828	890	947	1001	1055	1106	1151	1218	1260	1310	549	72.1%
N2	482	487	491	489	506	514	521	528	527	527	528	46	9.5%
N3	1336	1333	1335	1326	1338	1358	1386	1391	1421	1458	1479	143	10.7%
N4	273	271	285	290	278	284	282	278	278	287	278	5	1.8%
N5	1010	965	938	937	931	938	940	957	911	924	958	-52	-5.1%
N6	156	166	149	144	143	155	142	135	132	142	135	-21	-13.5%
N7	730	756	776	791	793	788	773	787	801	778	772	42	5.8%
N8	263	293	291	290	283	300	305	316	315	319	323	60	22.8%
N9	213	285	251	240	260	237	245	256	288	271	267	54	25.4%
N10	57	82	60	59	48	69	61	66	75	65	69	12	21.1%
OFF GRID	691	719	755	787	827	865	899	935	975	1013	1054	363	52.5%
Condition Parole/FIS Violators	1216	1180	1138	1109	1079	1143	1099	1176	1204	1180	1200	-16	-1.3%
Total	9153	9244	9266	9360	9461	9682	9809	10039	10246	10308	10492	1339	14.6%

KANSAS PRISON POPULATION TRENDS

Actual and Projected Prison Population

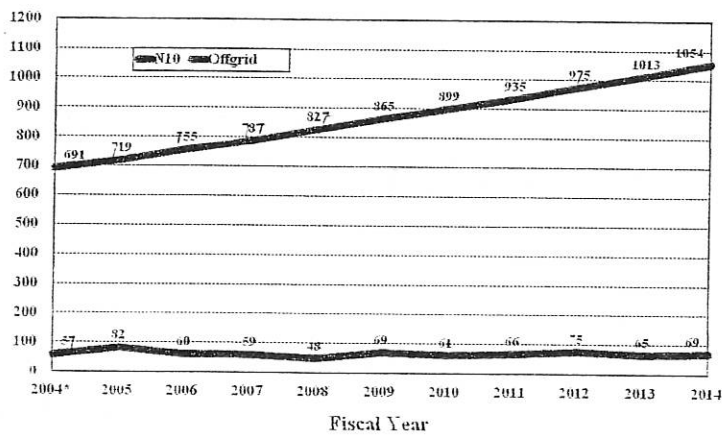


PROJECTED BEDSPACE DRUG LEVEL 1 AND LEVEL 2 OFFENDERS

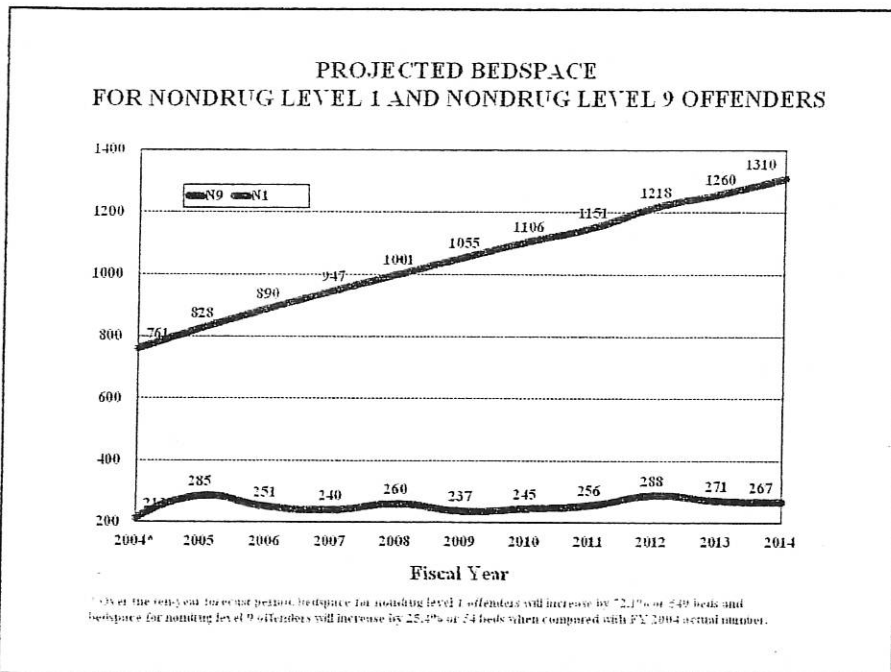


* Over the forecast period, bedspace for drug level 1 offenders will increase by 32.9% or 207 beds and bedspace for drug level 2 offenders will decrease by 30.7% or 112 beds when compared with FY 2004 actual number.

PROJECTED BEDSPACE OFFGRID AND NONDRUG LEVEL 10 OFFENDERS



* Over the forecast period, bedspace for offgrid offenders will increase by 51.2% or 363 beds and bedspace for non-drug level 10 offenders will increase by 21 beds when compared with FY 2004 actual number.



Model Monitoring

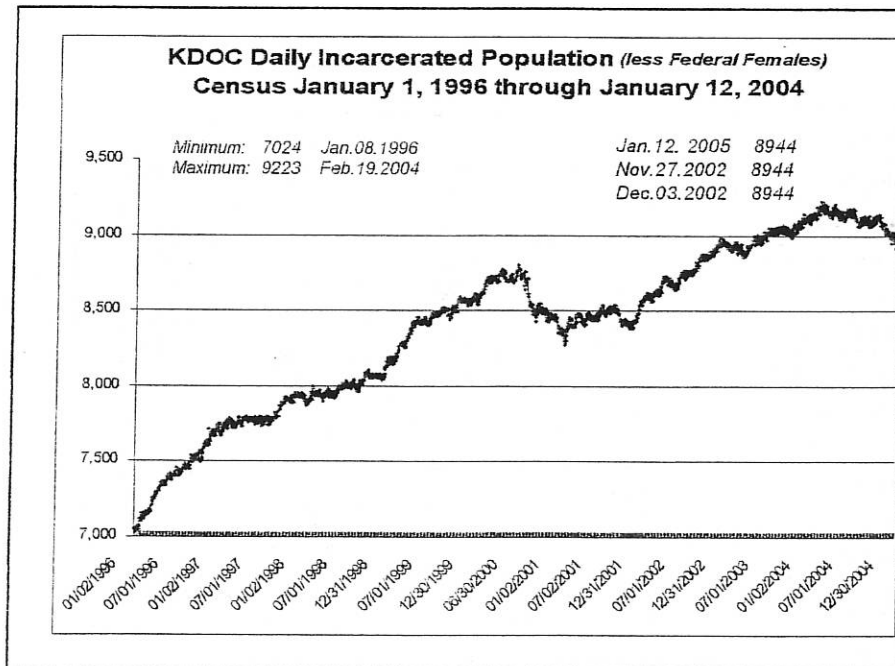
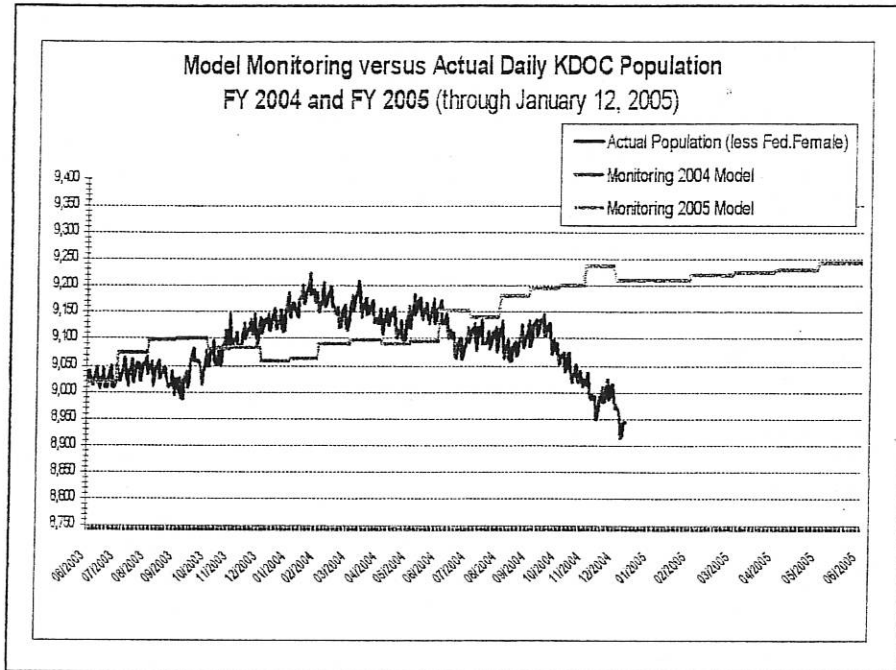
**PRISON POPULATION MONTHLY MONITORING REPORT
 FY 2004 OFFICIAL MODEL**

Month/Year	Projected	Actual	Difference	Percent Error
July 2003	9074	9046	28	0.31%
August 2003	9098	9034	64	0.71%
September 2003	9102	9023	79	0.88%
October 2003	9081	9048	33	0.36%
November 2003	9084	9085	-1	-0.01%
December 2003	9060	9138	-78	-0.85%
January 2004	9065	9155	-90	-0.98%
February 2004	9092	9153	-61	-0.67%
March 2004	9099	9153	-54	-0.59%
April 2004	9092	9117	-25	-0.27%
May 2004	9096	9121	-25	-0.27%
June 2004	9134	9153	-19	-0.21%

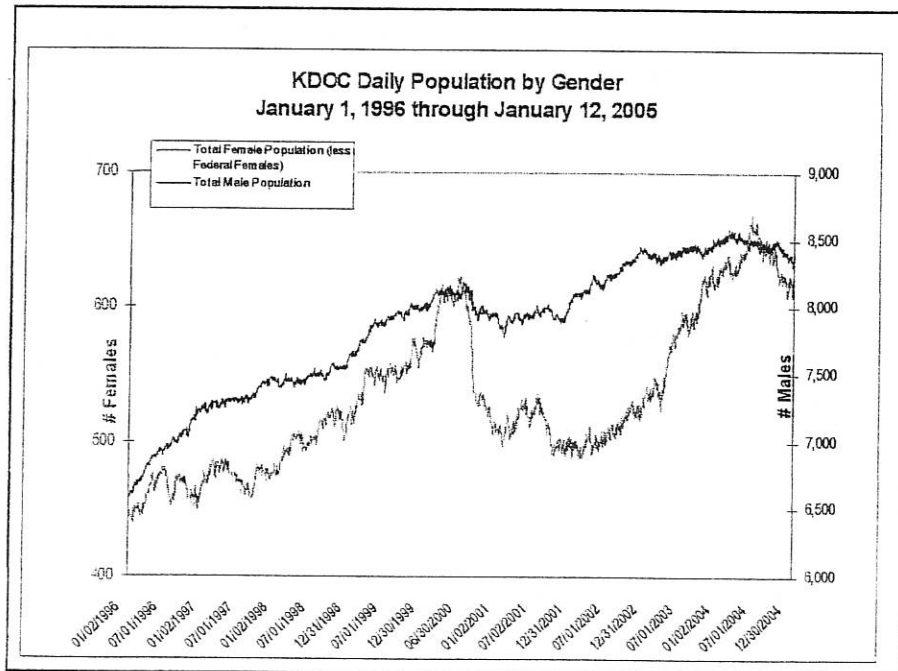
* Federal female inmates housed at Topeka facility are excluded.

**PRISON POPULATION MONTHLY MONITORING REPORT
 FY 2005 OFFICIAL MODEL**

Month/Year	Projected	Actual	Difference	Percent Error
July 2004	9140	9094	46	0.51%
August 2004	9181	9118	63	0.69%
September 2004	9197	9133	64	0.70%
October 2004	9200	9055	145	1.60%
November 2004	9238	9025	213	2.36%
December 2004	9210	8968	242	2.70%
January 2005	9210			
February 2005	9220			
March 2005	9226			
April 2005	9231			
May 2005	9242			
June 2005	9244			

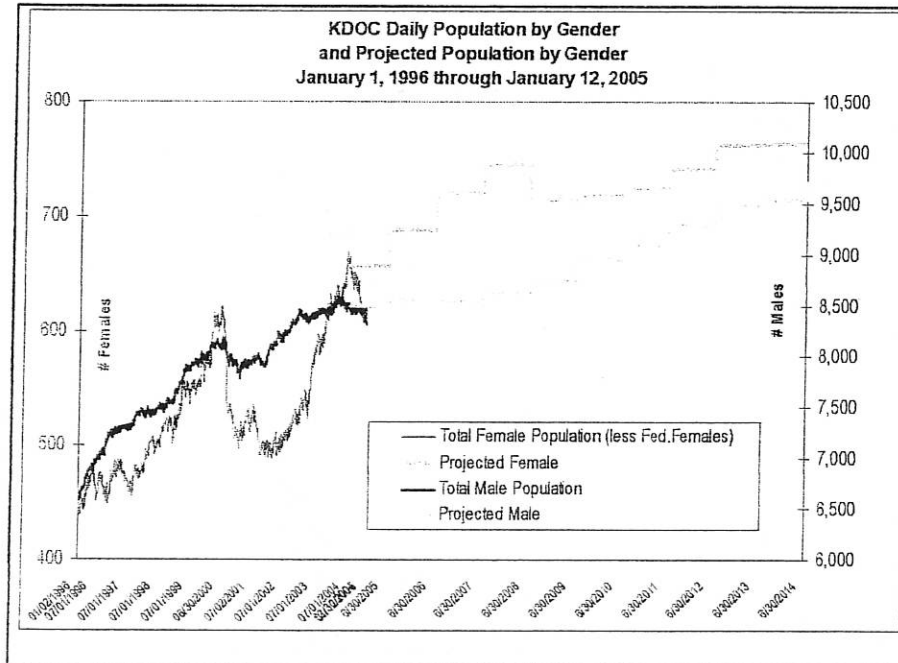


Consideration by Gender



PROJECTED PRISON POPULATION BY GENDER

FISCAL YEAR	MALE	FEMALE	TOTAL
2005	8555	689	9244
2006	8545	721	9266
2007	8615	745	9360
2008	8746	715	9461
2009	8963	719	9682
2010	9084	725	9809
2011	9298	741	10039
2012	9483	763	10246
2013	9544	764	10308
2014	9715	777	10492



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Consideration by Custody

PROJECTED PRISON POPULATION BY CUSTODY CLASSIFICATION

June 30. Each Year	Unclassified	Minimum	Medium	Maximum	Special	Total
2005	188	2990	3731	1488	847	9244
2006	202	3056	3690	1468	850	9266
2007	188	3059	3812	1452	849	9360
2008	185	3122	3823	1477	854	9461
2009	207	3256	3827	1497	895	9682
2010	201	3253	3948	1496	911	9809
2011	221	3343	4003	1562	910	10039
2012	203	3451	4131	1562	899	10246
2013	212	3383	4215	1590	908	10308
2014	194	3452	4283	1592	971	10492

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KANSAS SENTENCING COMMISSION

FY 2005 ADULT INMATE PRISON POPULATION PROJECTIONS

Severity Level	June 30 2004*	June 30 2005	June 30 2006	June 30 2007	June 30 2008	June 30 2009	June 30 2010	June 30 2011	June 30 2012	June 30 2013	June 30 2014	Total # Increase	Percent Increase
D1	630	656	686	729	764	786	796	808	837	841	837	207	32.9%
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D3	440	484	507	520	528	538	569	558	566	564	583	143	32.5%
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N1	761	828	890	947	1001	1055	1106	1151	1218	1260	1310	549	72.1%
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N3	1336	1333	1335	1326	1338	1358	1386	1391	1421	1458	1479	143	10.7%
N4	273	271	285	290	278	284	282	278	278	287	278	5	1.8%
N5	1010	965	938	937	931	938	940	957	911	924	958	-52	-5.1%
N6	156	166	149	144	143	155	142	135	132	142	135	-21	-13.5%
N7	730	756	776	791	793	758	773	787	801	778	772	42	5.8%
N8	263	293	291	290	283	300	305	316	315	319	323	60	22.8%
N9	213	285	251	240	260	237	245	256	288	271	267	54	25.4%
N10	57	82	60	59	48	69	61	66	75	65	69	12	21.1%
OFF GRID	691	719	755	787	827	865	899	935	975	1013	1054	363	52.5%
Condition Parole/PIS Violators	1216	1180	1138	1109	1079	1143	1099	1176	1204	1180	1200	-16	-1.3%
Total	9153	9244	9266	9360	9461	9682	9809	10039	10246	10308	10492	1339	14.6%

Kansas Department of Corrections Statistical Information
Presented to
Senate Federal and State Affairs Committee
Jan. 18, 2005

Roger Werholtz
Secretary of Corrections

Senate Federal & State Affairs
Committee
1-18-05
Attachment 2

①
2-2

Comparative Data Kansas Corrections

- Kansas ranks 33rd in corrections spending as a percentage of personal income[1]
- Kansas ranks 34th in per capita spending for corrections[2]
- Kansas ranks 15th in state spending on corrections as compared to spending by local units of government[3]
- Kansas ranks 34th in sentenced prisoners under the jurisdiction of state correctional authorities[4]
- Kansas is tied for 35th in the number of women under the jurisdiction of state correctional authorities[5]
- Kansas ranks 45th in terms of the number of persons per 100,000 on probation[6]
- Kansas reported 15,217 adults on probation on Dec. 31, 2002[7]
- Kansas ranks 21st in terms of the number of persons per 100,000 on parole[8]
- Kansas ranks 14th in terms of the percentage of the correctional population (probation, community corrections, prison, parole) that is incarcerated [9]
- The Kansas prison population has grown from 4,538 on June 30, 1985 to 9,251 on Feb. 19, 2004. On Jan. 7, 2005, the population declined to 8,937[10]
- The Kansas in-state parole caseload increased from 2,762 (6/30/87) to 6,525 (2/21/94) and then declined 3,727 (12/21/01). It has now increased to 5,001 on Jan. 7, 2005. Numbers of parolees supervised out of state through the interstate compact have followed a similar pattern.[11]
- The Kansas Community Corrections Act programs' average daily population increased from 1,672 in 1989 to 5,155 in 1999 and then declined to 4,133 in 2002. It increased to 4,678 as of Sept. 3, 2004.[12]

[1] Source: U.S. Bureau of Justice Statistics as quoted in Governing Magazine 2003 Source Book.

[2] Ibid.

[3] Ibid.

[4] Bureau of Justice Statistics Bulletin, Prisoners in 2002; July 2003.

[5] Ibid.

[6] Bureau of Justice Statistics Bulletin, Probation and Parole in the United States, 2002; Aug. 2003.

[7] Ibid.

[8] Ibid.

[9] Ibid.

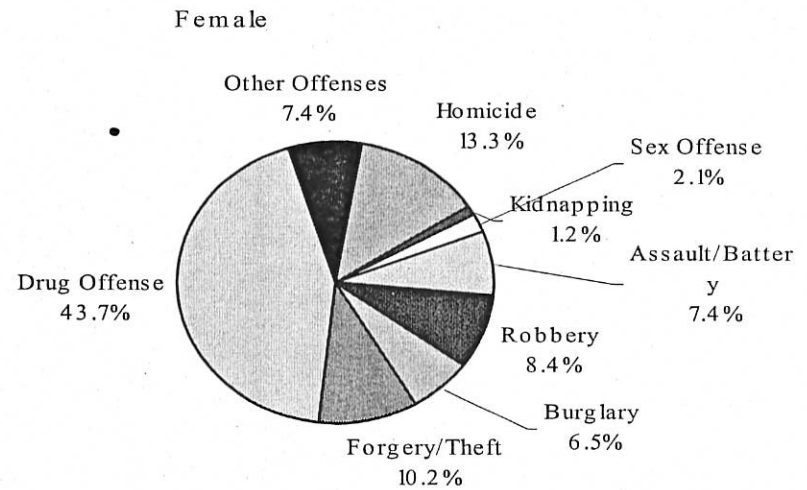
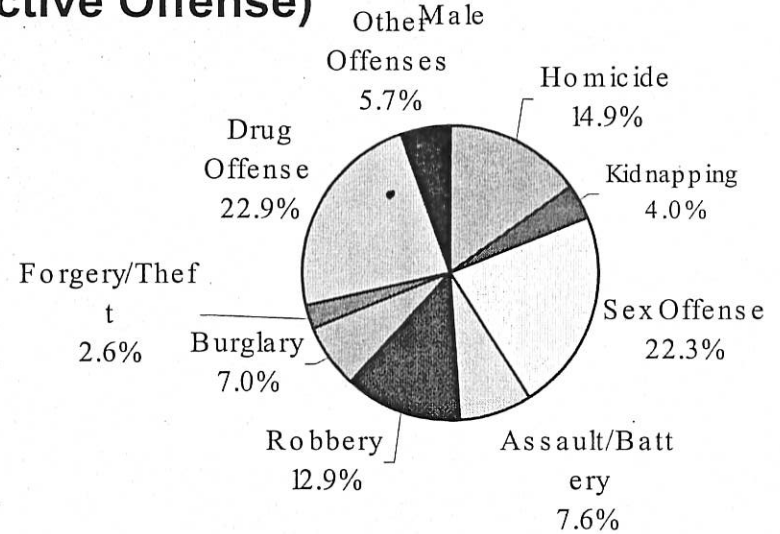
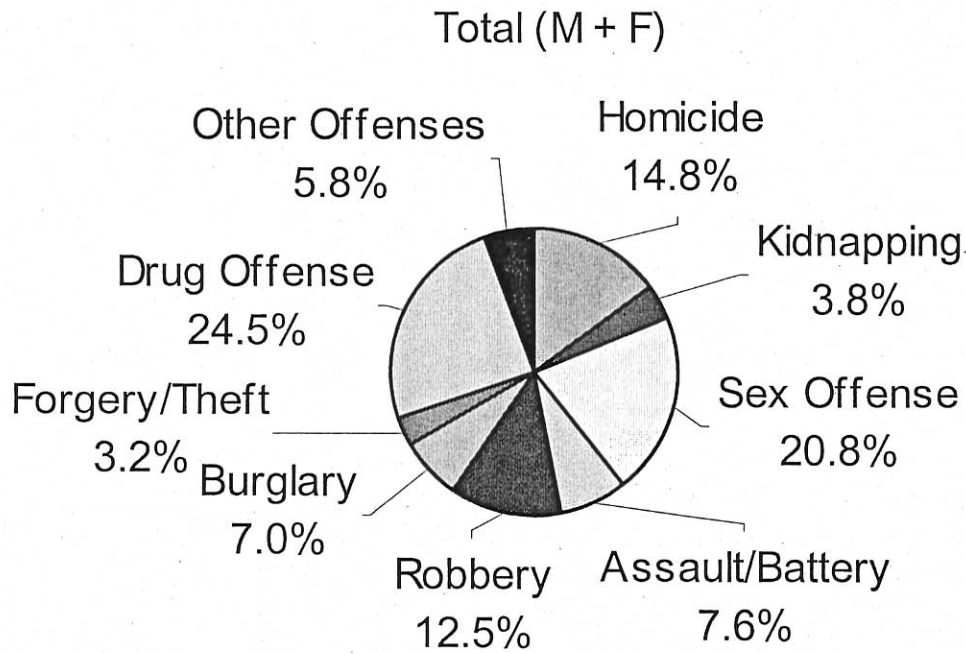
[10] KDOC 2003 Corrections Briefing Report and PGM-POPREP1CBL, 1/7/05

[11] KDOC PGM-PARPOP1CBL, 1/7/05

[12] KDOC Community Corrections\history\ADP History.xls DATA

1A
3-2

June 30, 2004 Inmate Population by Offense Grouping and Gender (Overall Most Serious Active Offense)*

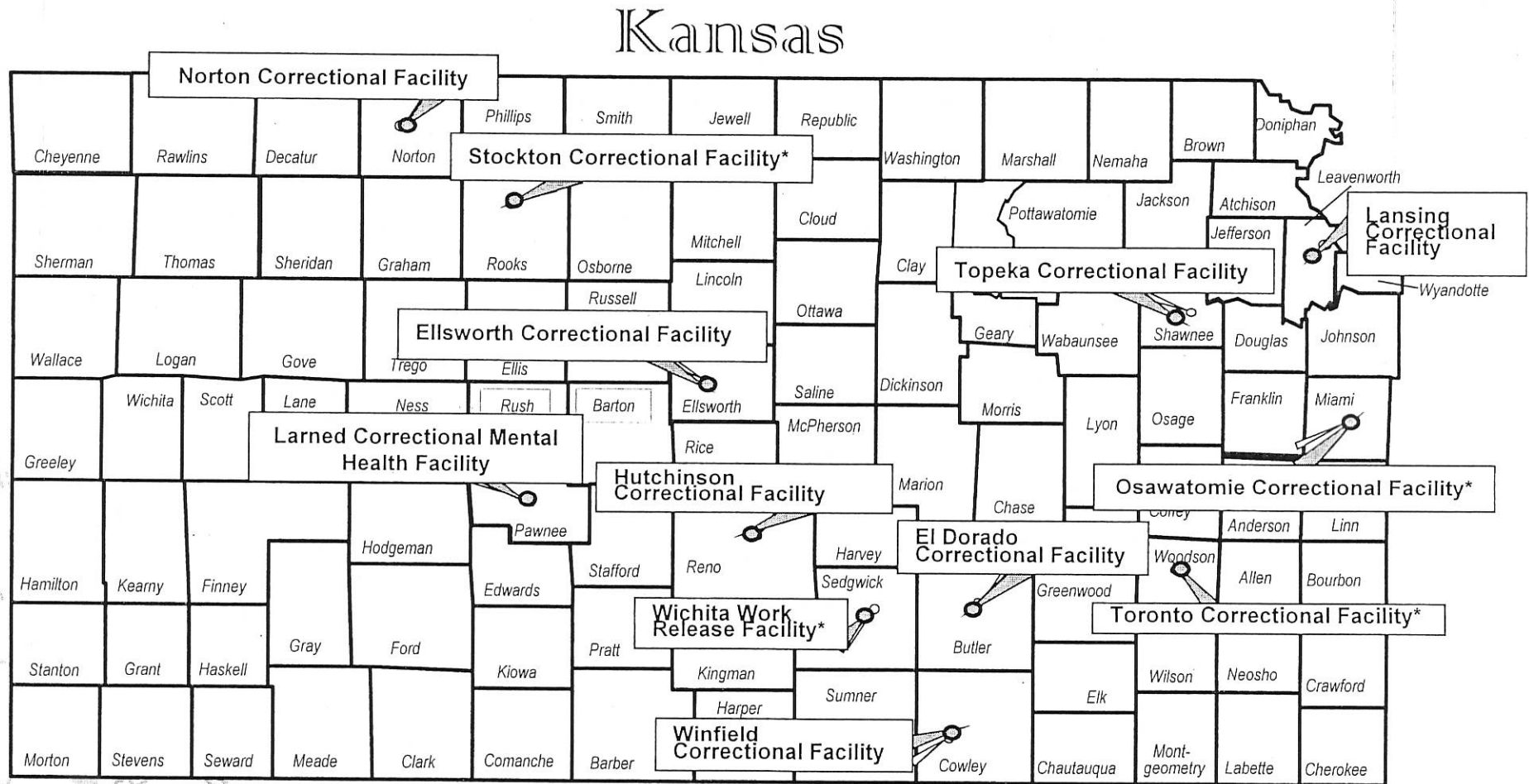


* Defined as the most serious active offense for which the inmate is serving. Included are attempt, conspiracy, and solicitation to commit.

2-4

Figure A

Kansas Department of Corrections Correctional Facility Location: June 30, 2003



* Administratively this facility is under a major institution: Stockton Correctional Facility under Norton Correctional Facility, Toronto Correctional Facility under El Dorado Correctional Facility, Osawatometie Correctional Facility under Lansing Correctional Facility, and Wichita Work Release Facility under Winfield Correctional Facility.

2-5

FACILITY CAPACITIES

Capacity by Facility, Security Designation of Bedspace, and Gender*
December 31, 2004

Location of Beds	Security Designation by Gender								
	Maximum		Medium		Minimum		All Levels		
	Male	Female	Male	Female	Male	Female	Male	Female	Total
<u>KDOC Facilities</u>									
Lansing Corr. Facility	838		943		708		2489		2489
Hutchinson Corr. Facility	548		932		288		1768		1768
El Dorado Corr. Facility	691		487		172		1350		1350
Norton Corr. Facility			539		296		835		835
Ellsworth Corr. Facility			794		38		832		832
Topeka Corr. Facility		49		662				711	711
Winfield Corr. Facility					556		556		556
Wichita Work Release Facility					250		250		250
Larned Corr. Mental Health Facility	150				218		368		368
Subtotal: KDOC Facilities/Placements	2227	49	3695	662	2526	0	8448	711	9159
<u>Non-KDOC Facilities/Placements</u>									
Larned State Security Hospital	20	5					20	5	25
Labette Correctional Conservation Camp					50	17	50	17	67
Contract Jail Placements			6				6		6
Subtotal: Non-KDOC Facilities Placements	20	5	6		50	17	76	22	98
Totals: All Facilities/Placements	2247	54	3701	662	2576	17	8524	733	9257

* Includes all beds counted in the capacity as of the specified date. Does not include the system-wide total of 250 "special use beds," which are primarily infirmary and certain types of segregation.

KANSAS DEPARTMENT OF CORRECTIONS

Inmate Population v. Capacity By Custody and Gender

(as of January 11, 2005)

MALES

	Maximum	Medium	Minimum	Total
Capacity	2247	3701	2576	8524
Population	2274	3616	2429	8319
Available beds	-27	85	147	205

FEMALES

	Maximum	Medium	Minimum	Total
Capacity	54	662	17	733
Population	117	164	365	646
Available beds	-63	498	-348	87

Capacity figures include a total of 98 beds available for KDOC inmates at LSSH (25), Contract Jail Placements (6) and Labette County Conservation Camp (67).

2-75

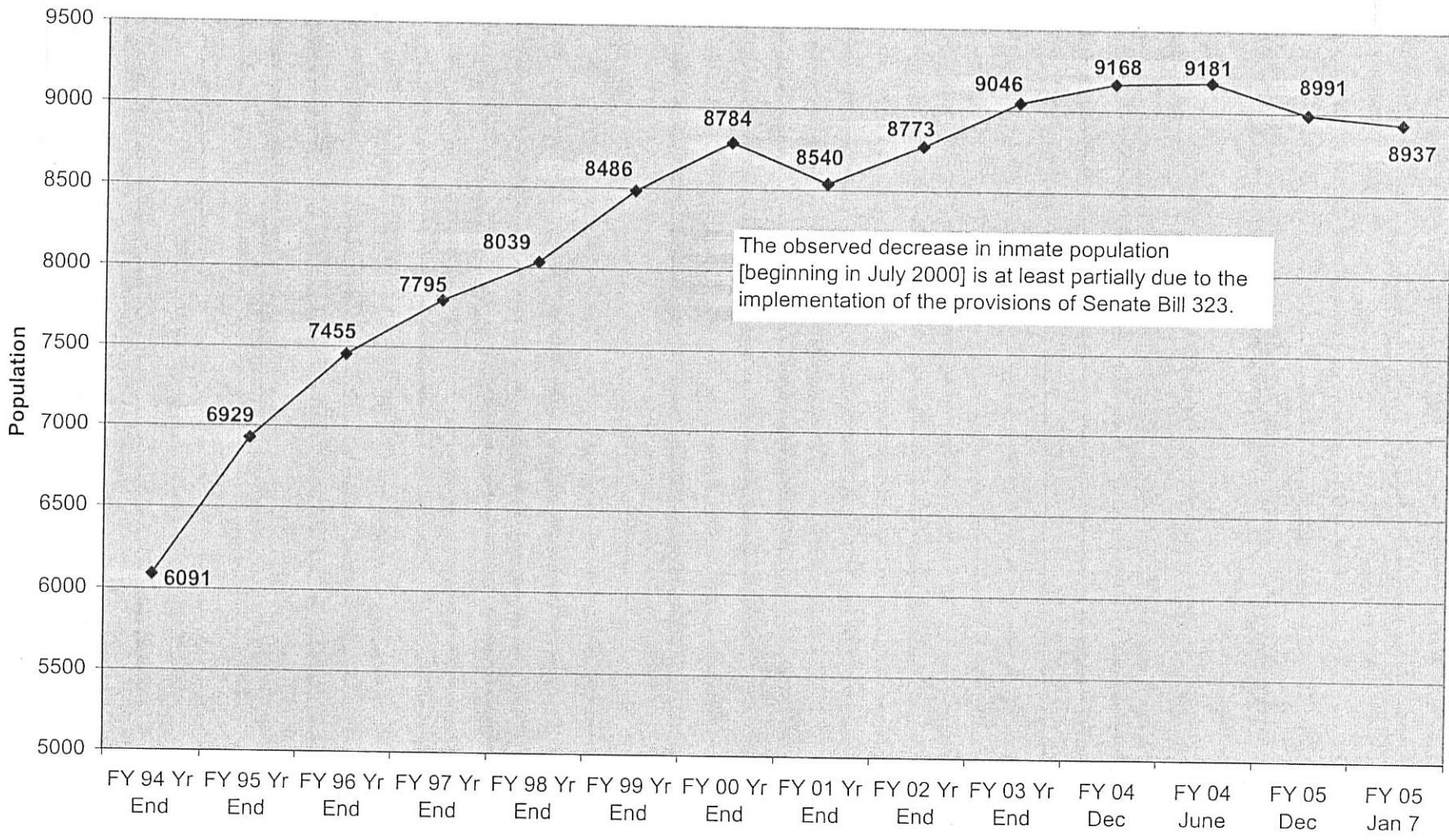
PROJECTED PRISON POPULATION BY GENDER

FISCAL YEAR	MALE	FEMALE	TOTAL
2005	8555	689	9244
2006	8545	721	9266
2007	8615	745	9360
2008	8746	715	9461
2009	8963	719	9682
2010	9084	725	9809
2011	9298	741	10039
2012	9483	763	10246
2013	9544	764	10308
2014	9715	777	10492

6

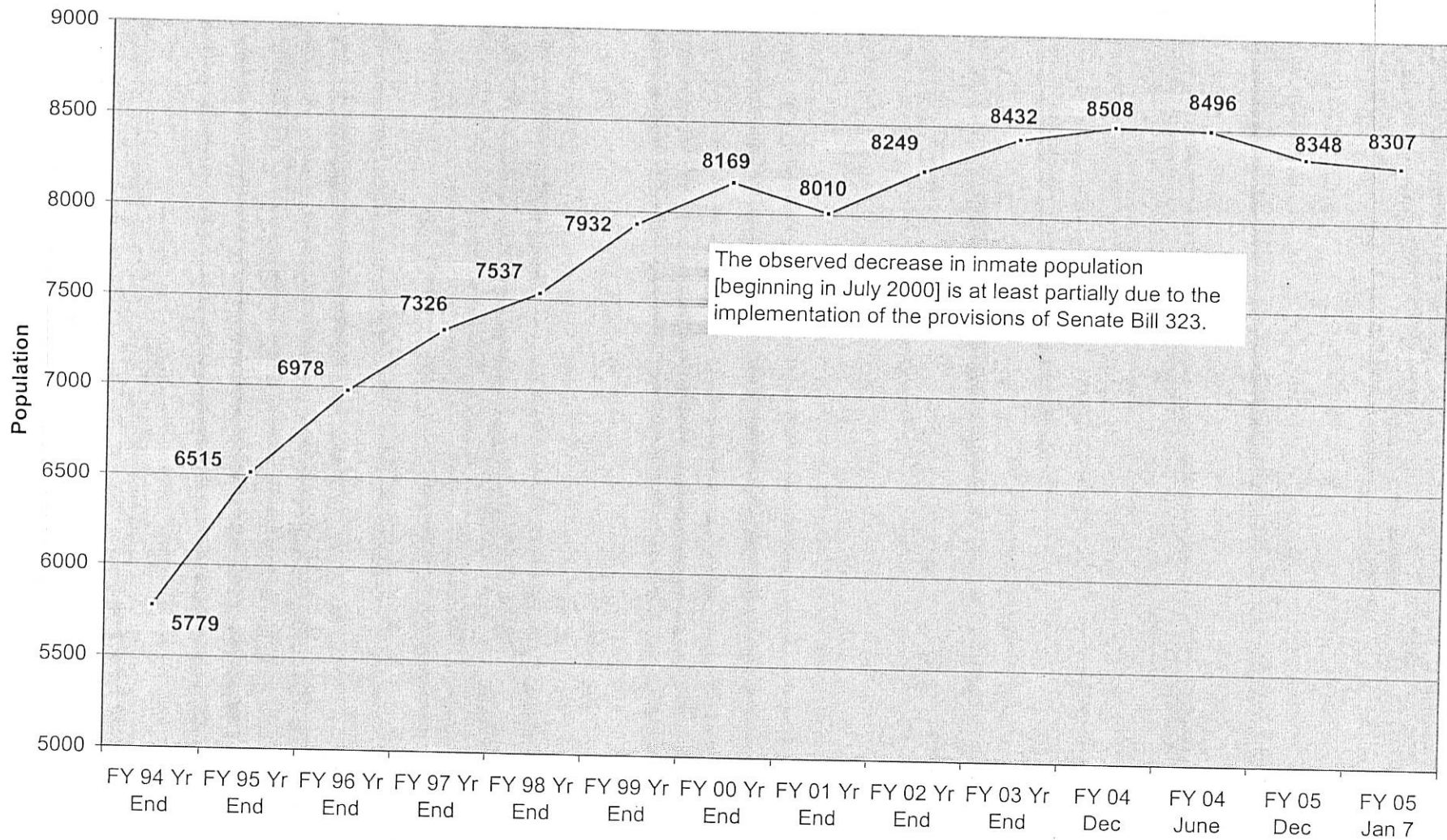
8-8

End of Month Inmate Population: FY 95-05



2-9-07

End of Month Male Inmate Population: FY 95-05



Kansas Department of Corrections Inmate Classification System

General Inmate Classification

- Custody classification is one of the most basic tools used in inmate management.
- The purpose of the classification system used by the Department of Corrections is to provide a means by which inmates can be assessed relative to the risk they present to themselves, other inmates, staff, and the community, based upon a standard set of objective criteria.
- The underlying intent of the classification system is to maintain the individual at the least restrictive level of supervision possible, given the level of risk to the system.

When do we classify inmates?

- Individuals sentenced to the Secretary of Corrections receive an initial classification near the completion of their evaluation. Subsequent classifications are conducted annually on inmates who are five or more years from their scheduled release. Inmates within five years of release are routinely classified every four months (120-days). Inmates may also undergo unscheduled classifications as needed to ensure an accurate account of the level of risk presented.

What kind of assessment instrument is utilized by the Kansas DOC?

- The current classification system used by the Kansas Department of Corrections consists of eleven objective point-based criteria and one non-point based risk criteria. In those instances in which the first twelve items do not accurately reflect the level of risk the inmate presents, an override to the classification system, supported by documentation that either raises or lowers the inmate's classification, may be approved.
- The point-based classification criteria include:
 - Length of minimum sentence
 - Length of time remaining to serve
 - Criminal behavior involved in the current offense
 - Past criminal behavior
 - Escape history
 - Escape characteristics
 - Special skills and associates
 - Institutional adjustment
 - Behavioral characteristics (suicidal, predatory, etc.)
 - Special needs (protective custody, segregation, etc.)
 - Detainers
- There is one non-point based item. This item addresses such issues as inmate performance in sex offender's treatment, detainers, absconding supervised release, pending disciplinary issues and civil commitment issues. Like the point-based classification criteria, the application of the non point-based item may or may not impact the inmate's classification level.

<u>Current Custody Levels</u>	
Unclass.	263 (2.9%)
Spec.Mgmt.	746 (8.3%)
Maximum	1384(15.4%)
Medium	3775(42.0%)
Minimum	2821(31.4%)
Total:	8989 (100%)

Has our Classification Assessment Instrument ever been validated?

The assessment instrument was validated upon implementation in 1980. In 1988, a consultant from the National Institute of Corrections (NIC) reviewed the assessment instrument and made several recommendations which were implemented.

Senate Federal & State Affairs

Committee

1-18-05

Attachment 3

Events that have impacted custody classification

- Additional prison space
- Different type of prison space (secure/non-secure)
- Change in sentencing laws (primarily the 1993 implementation of the Kansas Sentencing Guidelines Act)
- Subsequent changes in the Sentencing Grid
- Changing inmate characteristics (increased numbers of sex offenders, security threat groups, etc.)

Revalidation

In February 2004 the Secretary of Corrections appointed a task group to review the Inmate Custody Classification Instrument. The mission of the task group was to propose any necessary revisions in the current classification system and to evaluate the impact that those revisions may have on future bed space needs.

The task group was comprised of staff from each of the KDOC's eight correctional facilities and from the department's Facilities Management Division, IT Division and Research Unit. The services of a consultant, who assisted with the data analysis, was secured through a grant from the National Institute of Corrections. The task group held its first meeting in March 2004. Subsequent meetings were held throughout the summer and early fall, with the primary purpose of computing and analyzing data.

Electronic data on the demographic, current and prior criminal convictions, disciplinary history, and initial custody information for all admission events for the KDOC male and female inmates between July 1, 2003 and June 30, 2004 were obtained from the management information system. The sample included classification assessments for 4,685 male inmates and 570 female inmates. Similar electronic data was analyzed for the stock population as of July 2, 2004. The sample from the stock population included classification assessments for 6,640 male inmates and 453 female inmates.

Proposed Revisions/ Work Group Status

The data analysis is complete and a draft of the new manual will be ready for review the first week of February 2005. Upon approval by the work group, the new assessment instrument will be applied to random samples of the current inmate population. Necessary adjustments will be made and the new assessment instrument will be presented to the department's System Management Team. If adopted, programming may begin as soon as April 2005.

The new instrument places increased emphasis on predatory and disruptive behaviors and less emphasis on nuisance behaviors and dated criminal history information. Additional risk factors such as the inmate's age have been added while others, such as the number of previous incarcerations have been removed based upon their predictive value. An additional custody level has been proposed as well.

Anticipated Impact

- A reduction in the percentage of inmates classified maximum custody.
- An increase in the percentage of inmates assigned to medium and minimum custody levels.
- By creating two levels of medium custody housing (cell v. dormitory) it is hoped that inmates can be more effectively managed and identified for risk-reduction programs.
- Inmates demonstrating appropriate institutional behavior will more quickly move to lower custody levels.
- More emphasis will be placed upon the use of documented behavior and reports.

Effective Date

The revised classification system is expected to be operational no later than January 1, 2006.

Housing Expansions Options

	Estimated Construction Cost	Estimated Const. Cost Per Bed	Estimated Operating Cost	Estimated Cost Per Inmate/Yr	Estimated Cost Per Inmate/Day	Estimated One Time Start up Cost
<u>General Population – Maximum Security</u>						
EDCF – 2 Housing Units 256 Max Beds	\$16,232,800	\$63,409	\$5,930,000	\$23,164	\$63.46	\$829,000
<u>General Population – Medium Security</u>						
EDCF -2 Housing Units 512 Med. Beds	16,232,800	31,705	7,645,000	14,932	40.91	910,000
EDCF-1 Housing Unit 256 Med Beds	9,117,000	35,613	3,841,000	15,004	41.11	507,000
EDCF-Yates Center Unit 500 Med Beds	47,580,100	95,160*	10,092,000	20,184	55.30	2,498,000
NCF-Stockton Unit 500 Med Beds	48,410,000	96,820*	10,209,000	20,418	55.94	2,498,000
<u>General Population – Minimum Security</u>						
EDCF- Housing Unit 100 Bed	3,003,800	30,038	1,410,000	14,100	38.63	319,000
ECF- Housing Unit 100 Bed	3,194,800	31,948	1,540,000	15,400	42.19	311,000
NCF-East Unit Expansion 72 Beds	3,325,900	46,193	797,000	11,069	30.33	330,000
<u>Special Needs – Mental Health</u>						
LCMHF-Housing Unit 256 Med Beds	13,922,600	54,385	3,476,000**	13,578	37.20	500,000
<u>Special Needs – Medical</u>						
HCF-East Unit 258 Med Beds	5,736,400	22,234	3,068,000	11,891	32.58	400,000
ECF-Century Building 178 Med & 112 Min Beds	6,217,300	21,439	3,937,000	13,576	37.19	719,000
TCF-Housing Unit 200 Med and 40 Work Release Beds	12,300,500	51,252	4,802,000	20,008	54.82	550,000

* Land survey not completed, estimated cost may vary once land survey and subsoil investigation is completed. Project estimated with no work being performed by inmate crews.

**These figures do not include any costs for Larned State Hospital to provide food service, laundry and some utility services.

**Privately Submitted
Housing Expansions Option**

Special Programs Facility-Ellsworth
InnerChange Freedom Initiative 264 Beds

Estimated Construction Cost	Estimated Const. Cost Per Bed	Estimated Operating Cost	Estimated Cost Per Inmate/Yr	Estimated Cost Per Inmate/Day	Estimated One Time Start up Cost
\$7,998,800	30,299	\$4,269,000	\$16,170	\$44.30	\$737,000

Central Training Option

Central Training Academy

Osawatomie State Hospital-Rush Building

Estimated Construction Cost	Estimated Const. Cost Per Bed	Estimated Operating Cost	Estimated Cost Per Inmate/Yr	Estimated Cost Per Inmate/Day	Estimated One Time Start up Cost
1,984,803	N/A	\$1,009,000	N/A	N/A	\$395,000

4-4

OPERATING COST ESTIMATES - HOUSING EXPANSION OPTIONS

<u>Project</u>	<u>Salaries and Wages</u>	<u>OOE</u>	<u>Food Service</u>	<u>Health Care</u>	<u>Programs</u>	<u>Total</u>	<u>FTE</u>
EDCF - 256 Max. Beds	3,958,000	931,000	379,000	376,000	286,000	5,930,000	108.0
EDCF - 512 Med. Beds	4,118,000	1,207,000	758,000	990,000	572,000	7,645,000	113.0
EDCF - 256 Med. Beds	2,176,000	624,000	379,000	376,000	286,000	3,841,000	59.0
EDCF - 500 Med. Beds (YC)	6,625,000	1,201,000	740,000	967,000	559,000	10,092,000	179.0
NCF - 500 Med. Beds (SU)	6,625,000	1,201,000	740,000	1,084,000	559,000	10,209,000	179.0
EDCF - 100 Min. Beds	1,031,000	231,000	148,000	0	0	1,410,000	27.0
ECF - 100 Min. Beds	1,035,000	229,000	148,000	128,000	0	1,540,000	27.0
NCF - 72 Min. Beds (EU)	509,000	181,000	107,000	0	0	797,000	14.0
LCMHF - 256 Med. Beds	1,352,000	586,000	0	1,252,000	286,000	3,476,000	37.0
HCF - 258 Med. Beds	1,801,000	296,000	384,000	299,000	288,000	3,068,000	47.0
ECF - 290 Med./Min. Beds (CB)	2,297,000	523,000	429,000	489,000	199,000	3,937,000	63.5
TCF - 240 Med./Min. Beds	3,109,000	595,000	355,000	520,000	223,000	4,802,000	84.0
ECF - 264 Med. Beds (IFI)	2,447,000	691,000	391,000	445,000	295,000	4,269,000	68.0
Centralized Training Academy	636,000	373,000	0	0	0	1,009,000	13.0

Note: For comments regarding the operating cost estimates, refer to the following page.

OPERATING COST ESTIMATES – HOUSING EXPANSION OPTIONS

1. From FY 2000 to FY 2005 the department's budget for facility and community-based programs has been reduced by approximately 45%. This has resulted in the elimination of some programs, and significant reductions in others. The amounts identified for inmate programs in this plan therefore understate the actual situation. There is a need to restore programs for the existing inmate population as well as to provide programs for the additional inmates who will be added to the system. The programs provided as a result of the funds identified herein only serve to keep the problem from worsening. The need to restore programs to the existing inmate population in order to better prepare offenders for a successful return to the community remains.
2. The estimated amounts for food service are based upon costs that would be incurred under the existing contract. To the extent that any of these projects would require a renegotiation of the food service contract that would have the impact of increasing the per meal cost (or the per diem cost for LCMHF), the operating cost estimate would be affected accordingly.
3. Under the existing contract, the cost to provide food service at LCMHF is based upon a per diem charge, rather than a per meal cost, because meals are prepared by the Larned State Hospital (LSH). In addition, the LCMHF project could also have other impacts on hospital operations. However, at this time, we are unsure of what the additional operating costs incurred by LSH would be.
4. The estimated amounts for health care are based upon contract provisions that result in additional per capita costs when a facility's population exceeds the contract operating capacity by increments of 10 percent. To the extent that any of these projects would require a renegotiation of the contract that would have the impact of increasing per capita costs, the operating cost estimate would have to be adjusted accordingly.

Because the 500-bed capacity expansions at Yates Center and Stockton would be operated as units of the El Dorado and Norton correctional facilities, respectively, the health care cost estimates are based upon the per capita adjustments for those facilities. Because these adjustments would not account for other costs that are incurred when significant capacity additions are undertaken at satellite locations, it can be expected that the additional resources that would be needed to provide health care services, if either the Yates Center or Stockton expansion option is approved, would exceed the cost estimate.

5. The estimates reflect FY 2006 dollars.

Classification	Project	Total Project Cost	Annual Debt Service based on Final Maturity			
			5 Years	10 Years	15 Years	20 Years
General Population - Maximum Security						
	EDCF - 2 Housing Units 256 Max Beds	\$17,061,800	\$3,827,000	\$2,145,000	\$1,610,000	\$1,365,000
General Population - Medium Security						
	EDCF - 1 Housing Unit 256 Med Beds	\$9,624,000	\$2,163,000	\$1,213,000	\$915,000	\$775,000
	EDCF - 2 Housing Units 512 Med. Beds	\$17,142,800	\$3,843,000	\$2,152,000	\$1,618,000	\$1,373,000
	EDCF - Yates Center Unit 500 Med Beds	\$50,078,100	\$11,202,000	\$6,275,000	\$4,722,000	\$3,998,000
	NCF - Stockton Unit 500 Med Beds	\$50,908,000	\$11,391,000	\$6,382,000	\$4,797,000	\$4,066,000
General Population - Minimum Security						
	ECF - Housing Unit 100 Bed	\$3,505,800	\$793,000	\$441,000	\$334,000	\$283,000
	EDCF - Housing Unit 100 Bed	\$3,322,800	\$751,000	\$421,000	\$318,000	\$266,000
	NCF - East Unit Expansion 72 Beds	\$3,655,900	\$825,000	\$461,000	\$350,000	\$294,000
Special Needs - Medical						
	ECF - Century Bldg 178 Med & 112 Min Beds	\$6,936,300	\$1,559,000	\$875,000	\$660,000	\$556,000
	HCF - East Unit 258 Med Beds	\$6,136,400	\$1,381,000	\$773,000	\$582,000	\$494,000
	TCF - Housing Unit 200 Med and 40 Work Release Beds	\$12,850,500	\$2,882,000	\$1,615,000	\$1,217,000	\$1,029,000
Special Needs - Mental Health						
	LCMHF - Housing Unit 256 Med Beds	\$14,422,600	\$3,234,000	\$1,813,000	\$1,363,000	\$1,153,000
Special Programs Facility - Ellsworth						
	InnerChange Freedom Initiative 264 Beds	\$8,735,800	\$1,964,000	\$1,099,000	\$828,000	\$699,000
Central Training Academy						
	Osawatomie State Hospital - Rush Building	\$2,379,803	\$536,000	\$301,000	\$225,000	\$192,000

