



## F-1 Sentencing

## F-2 Kansas Prison Population and Capacity

## F-3 Prisoner Review Board

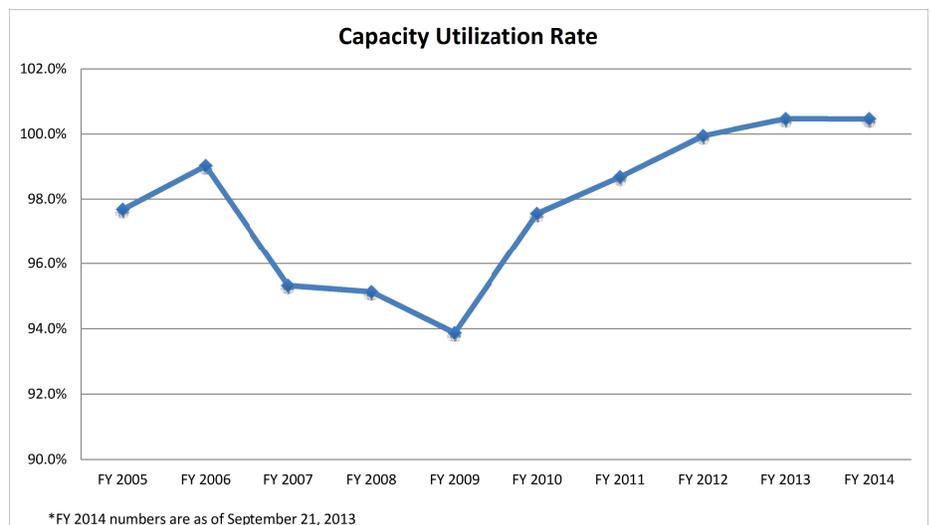
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## Corrections

### F-2 Kansas Prison Population and Capacity

Historically, the Kansas Department of Corrections' (DOC) managers and state policymakers have had to address the issue of providing adequate correctional capacity for steady and prolonged growth in the inmate population. In the late 1980s, capacity did not keep pace with the population, which, along with related issues, resulted in a federal court order in 1989 dealing, in part, with mentally ill inmates and developing a long-term plan to address the capacity issue. The order did not mandate any new construction in its terms, but the immediate, direct result was construction of a new facility which became El Dorado Correctional Facility. The court order was terminated in 1996 following numerous changes to the correctional system, including the construction of Larned Correctional Mental Health Facility. During the last half of the 1990s, increases in the inmate population were matched by capacity increases, but capacity utilization rates (average daily population divided by total capacity) remained consistently high.

The population and capacity concerns continued into the early part of the 2000s. The utilization rate reached a peak of 99.0 percent in FY 2006. Between FY 2006 and FY 2009, the average daily population decreased by 551 inmates to 8,536 while the total capacity increased by 73 to 9,317 beds, and utilization reached a recent low at 93.9 percent. The average daily population (ADP) has increased consistently since, and the utilization rate reached 100.5 percent in FY 2013.

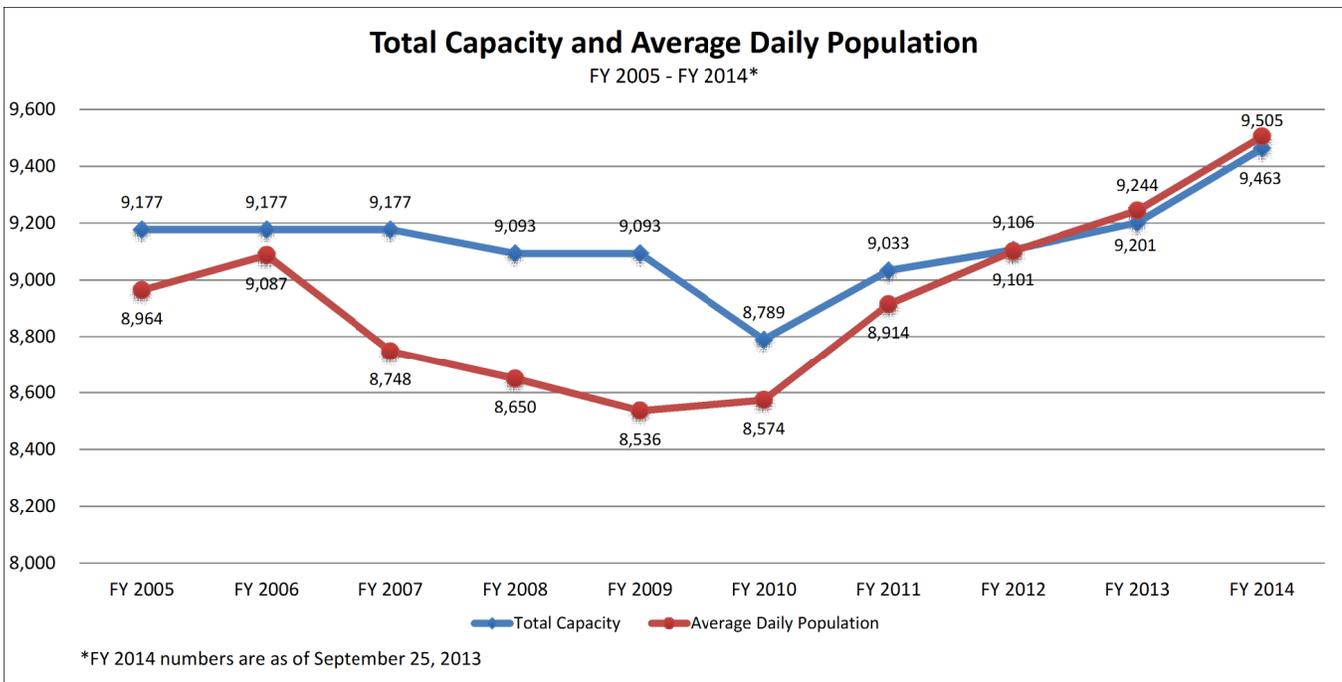


The budget reductions that occurred during FY 2009 prompted the DOC to suspend operations at three smaller minimum-custody facilities (Stockton, Osawatomie, and Toronto) and close the men’s and women’s conservation camps in Labette County. The Osawatomie facility since has been taken over by the Kansas Department for Aging and Disability Services. These suspensions and closings resulted in a decrease in total capacity by 447 beds.

Due to the increasing inmate population, the 2010 Legislature included a State General Fund appropriation for FY 2011 to reopen the Stockton Correctional Facility, which was reopened on September 1, 2010. In addition, prison beds at Larned Correctional Mental Health Facility and Lansing Correctional Facility that were unavailable due to renovation work have been opened again. During the 2012 Session, the Governor

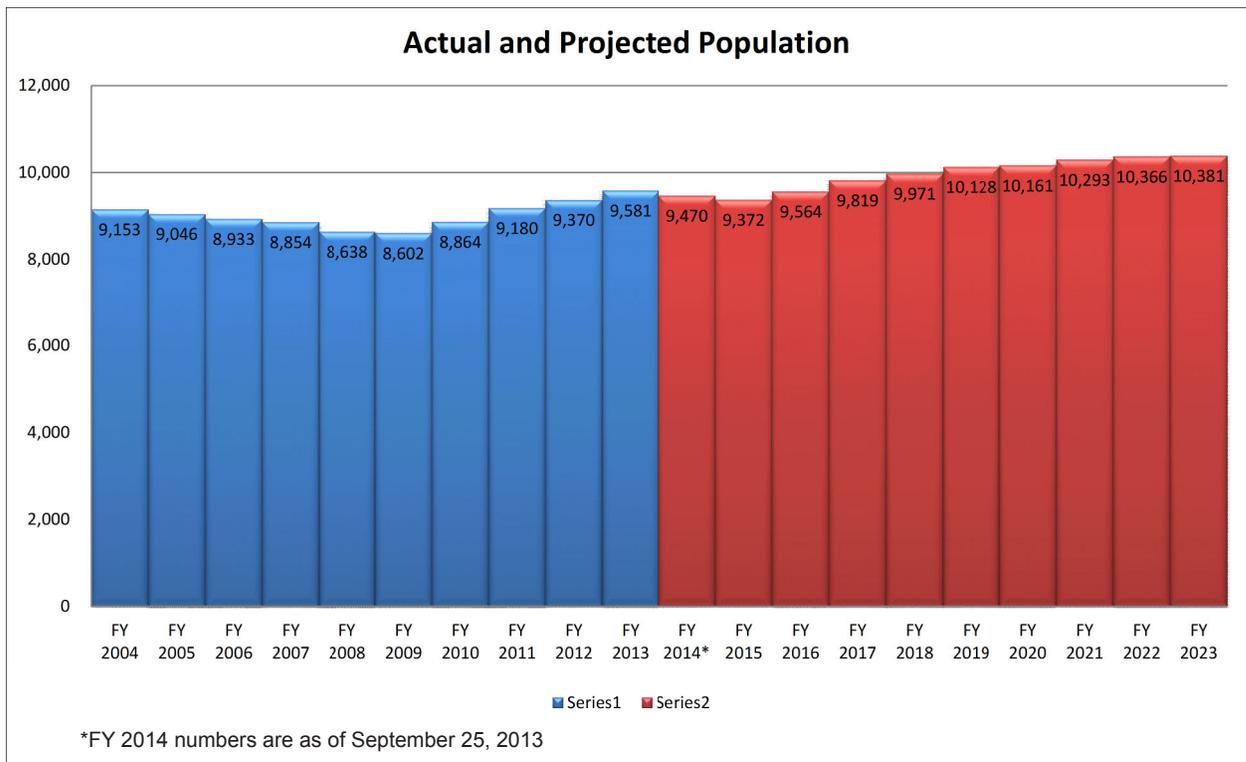
recommended the Labette facilities be repurposed as a 262-bed geriatric facility set to house inmates beginning in January 2013, and the DOC purchased a property to serve as a 95-bed minimum-security unit in Ellsworth that began housing inmates in September 2012. These additional beds brought the capacity of DOC facilities to 9,463 in FY 2013.

The increasing inmate population trend has continued into FY 2014. On September 25, 2013, the average daily inmate population for FY 2014 was 9,505, a utilization rate of 100.5 percent. An additional 192 inmates on average have been held in non-DOC facilities during FY 2014, primarily at Larned State Hospital and county jails. The DOC has a limited number of prison beds that are not counted in the official capacity, such as infirmary beds, that allow the population to exceed the official capacity.



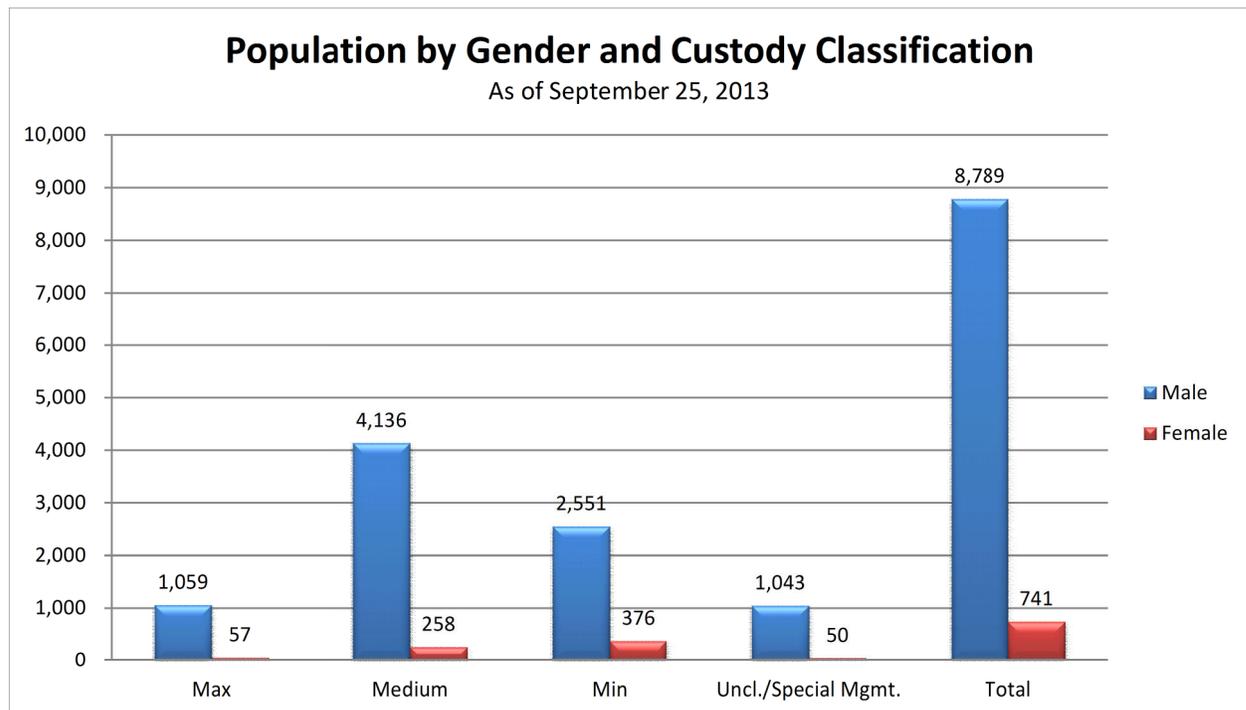
Budget reductions have prompted the DOC to reduce parole and post-release services and offender program services systemwide. The DOC continues to express concern that these reductions will create an increase in the average daily population even after the addition of \$1.2

million in FY 2012 and FY 2013 for programs. The FY 2014 prison population projections released by the Kansas Sentencing Commission project the inmate population to exceed capacity by up to seven inmates by the end of FY 2014 and by up to 918 inmates by the end of FY 2023.



### Population and Capacity by Gender and Custody Classification

In addition to total capacity, consideration also must be given to gender and custody classification. The following chart displays capacity and average daily population by gender and custody classification for FY 2013, to date.



Issues with inadequate capacity are more common among the higher custody levels of inmates. This is due to the fact that higher custody level inmates cannot be placed in a lower custody level cell (e.g., maximum inmates cannot be placed in medium or minimum cells). That is not the case for the lower custody level inmates, which can be placed in higher custody level cells. In addition, capacity in all-male or all-female facilities are not available for housing inmates of the opposite gender.

### **Consequences of Operating Close to Capacity**

The following list illustrates some of the consequences of operating close to capacity:

- Excessive inmate movement;
- More difficult to manage emergencies;
- More difficult to separate inmates with conflicts (gangs, grudges);
- Greater reliance on segregation;
- Greater reliance on contract jail beds; and
- Cannot keep inmates nearer to their families, which creates more problematic releases.

### **Options for Increasing Capacity**

If the need to increase inmate capacity arises, there are several options available. Two of the minimum-custody facilities that were “moth-balled” in FY 2009 to achieve budget savings remain closed under DOC ownership. The facility at Toronto has a capacity of 70 male inmates with an approximate annual operation cost of \$966,500, and the north unit at El Dorado Correctional Facility has a capacity of 102 male inmates with an approximate annual operation cost of \$1.2 million.

There also is the option of new construction to expand the inmate capacity. During the 2007 Legislative Session, the DOC received bonding authority totaling \$40.5 million for new construction including adding cell houses at El Dorado, Stockton, and Ellsworth correctional facilities and a new facility in Yates Center. The Department issued \$1.7 million in bonds for architectural

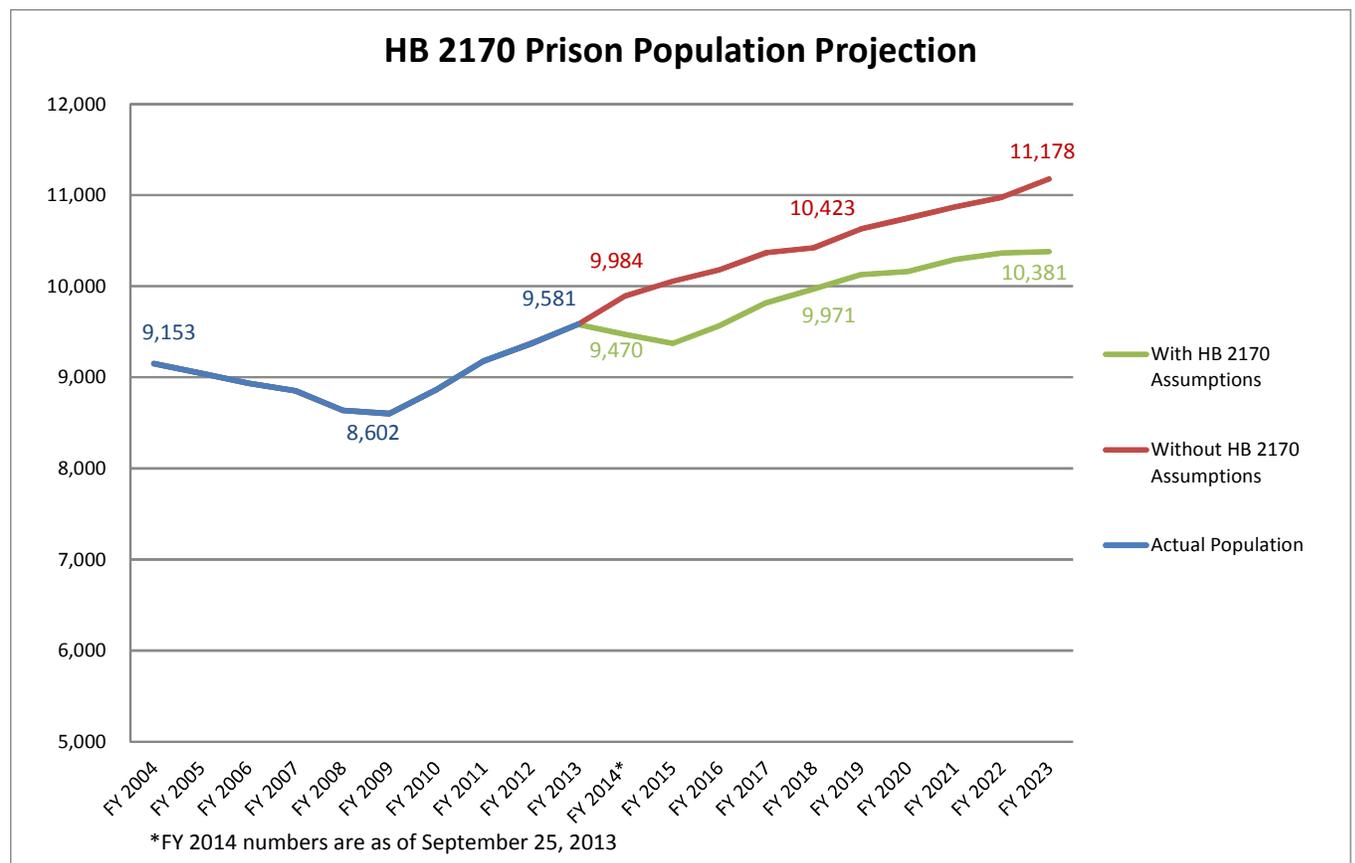
planning at the four proposed sites, but the balance of the bonding authority was rescinded during the 2008 and 2009 Legislative Sessions. Planning was completed for the expansion of El Dorado Correctional Facility. The Department included plans for construction on the new cell houses at El Dorado in its five-year capital improvement plan beginning in FY 2014 at a cost of \$23.2 million. The cell houses will have up to 256 beds each depending upon the combination of single- and double-occupancy cells.

### **HB 2170, Justice Reinvestment Act**

The 2013 Legislature made several changes to sentencing, post-release supervision, and probation statutes through HB 2170, also known as the Justice Reinvestment Act. The Act was the result of the work of the Justice Reinvestment Working Group, which was established in 2012 to develop options to increase public safety and reduce corrections spending, including spending due to prison population. The four main objectives of HB 2170 are:

- Provide for swift and certain responses to offender non-compliance in the community;
- Provide graduated sanctioning options for judges;
- Establish presumptive discharge from supervision for certain low-risk offenders; and
- Mandate post-release supervision for offenders who would otherwise complete their underlying sentence while serving time on a sanction.

According to DOC, the financial savings for implementation of HB 2170 are \$362,640 in FY 2014 and \$1.5 million for FY 2015. The savings are a result of DOC closing three living units at three facilities during the fourth quarter of FY 2014 and throughout FY 2015. The agency also states HB 2170 averts over \$53.0 million in additional spending needed to accommodate prison population growth for FY 2014 through FY 2018.



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