



Joint Committee on Corrections and Juvenile Justice Oversight

Presented by Secretary Jeff Zmuda

November 30, 2022

1

Agenda



- Workforce Retention and Initiatives
- Budget Enhancements and Capital Improvements
- Federal COVID Funds Received by KDOC
- Juvenile and Adult Updates
- Legislative Initiatives

2



Workforce Retention and Initiatives

3

Staffing is a National Challenge



Hiring new correctional staff and retaining existing staff who are burdened by the impact of vacancies is not unique to the Kansas Department of Corrections.

- [West Virginia](#) Staffing declined 36% since August 2020 resulting in a State of Emergency in prisons and regional jails
- [New Mexico](#) Santa Fe County jail 44% vacancy rate in June of 2022 and 10 jails over 30 percent
- [Texas \(juvenile\)](#) Turnover rate reached 70% last year with children confined to cells 23 hours per day
- [Minnesota](#) With 20% vacancies offering sign-on bonus of \$10,000 to recruit new corrections officers
- [North Carolina](#) With 34% vacancies closing units and operating under modified lockdown conditions
- [Michigan](#) Facing over 800 vacancies, the Legislature passed HB5765 allowing retired corrections officers to continue receiving benefits if they resume employment at DOC

Kansas Department of Corrections

4

Neighbor State DOC's



- Colorado recently announced new hire bonus of up to \$7,000, retention bonus of \$4,000 and referral bonus of \$2,000 in attempt to address 22% vacancy rate.

[CDOC is trying to recruit prison staff with bonuses of up to \\$7,000 \(coloradosun.com\)](https://www.coloradosun.com)

- Nebraska implemented their plan in November of 2021 to become one of the highest paying DOC's in the nation. Paying \$28.00 hr. to start and a comprehensive bonus program paying up to \$15,000. As of October 2022, vacancies had been reduced from 427 to 119 with 270 new hires relocating from one of 39 other States.

[Editorial: Nebraska continues to make progress on prison staffing \(omaha.com\)](https://www.omaha.com)

5

24/7 Base Pay Increases



New adult and juvenile Corrections Officers (CO) now eligible for 2.5% base pay increases at 3 and 9 months and a 5% increase in base pay at 12 months after hire for a total 10% increase after one year of employment.

- Starting pay \$18.26
- Three months \$18.70
- Nine month \$19.16
- 12 months \$20.13

Corrections Officers with 3 or more months of

experience received base pay increases ranging from 2.5-11%.

Parole Officers and Unit Team members received base pay increase from \$18.26 to \$22.16 per hour

Current Parole Officers and Unit Team members received pay increase ranging from 6% to 22%

Kansas Department of Corrections

6

Pay Differentials



Hourly employees working at a 24/7 Facility are eligible for one or more of four temporary pay differentials

Differential		Amount
1	each employee assigned to a correctional facility as their official work location	\$1.50 per hour
2	all KDOC uniformed security staff, counselors, unit team staff, at all correctional facilities	\$2.00 per hour
3	as we contract our medical services, applies only to 1 KDOC employee	\$4.50 per hour
4	each employee in differential #1, only when their facility has a 25% or higher vacancy level	\$2.50 per hour

Salaried employees working at a 24/7 Facility were eligible for a one-time meritorious bonus of \$3,500 – the maximum amount allowed under Kansas law

7

24/7 Facility Pay Plan Expenditures



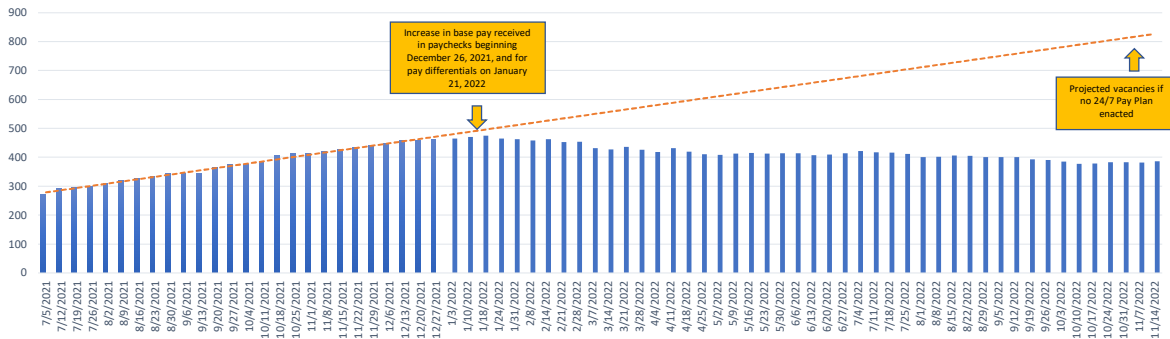
- Funding for FY2022 was provided from the SPARK Committee with approval from the State Finance Council. KDOC received \$18.3 million
- To continue for FY2023, \$33.9 million was appropriated.

8

Impact of 24/7 Facility Pay Plan



Fiscal Year 2022 and 2023 (thru November 14) Uniformed Adult Corrections Officer Vacancies



9

Vacancies as of November 14, 2022



Facility	Uniformed	Non-Uniformed	Total Vacant
Ellsworth	43	9	52
El Dorado	100	8	108
Hutchinson	59	14	73
Lansing	93	8	101
Larned	30	1	31
Norton	51	7	58
Topeka	2	11	13
Winfield	8	10	18
Adult Total	386	68	454
KJCC	68	15	83
Parole	11	2.5	13.5

- Average uniformed vacancy rate of adult facilities is 21%
 - Four adult facilities are above 25%
- Parole vacancy rate is 10%
- KJCC uniformed vacancy rate is 38%

Kansas Department of Corrections

10

Not just correctional facility staff



Staffing challenges impacting nearly every State of Kansas job classification.

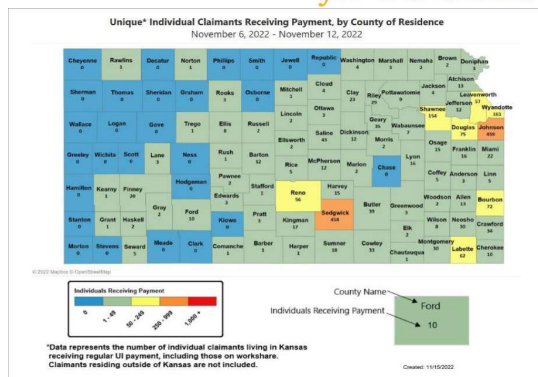
- Parole officers – pay remains below court services officers
- Wages not competitive for most positions including:
 - Administrative support, Accounting, Human Resources, Information Technology, Legal, Maintenance

11

Available Workers



- Relatively small numbers of individuals in Kansas without a job
- A challenge is enticing currently employed individuals to leave their current job



Kansas Department of Corrections

12

Recruiting Efforts



- TV and Radio
- Pod cast interviews
- Yard signs
- Billboards
- Movie theater ads
- Indeed, ZipRecruiter, Facebook job postings
- Social media
- Streamlined application process: conditional job offer within days of application not weeks
- Updated employment brochures and webpage
- Videography
- Administrative leave for referrals
- Job fairs
- Chamber of Commerce Career events
- Presentations in college classrooms
- Hosting facility tours
- Local economic development
- Survey new hires
- Increased employee appreciation activities
- A 200% increase in expenditure for advertising and recruiting FY21 to FY22
- Advertising rate of pay including differential 1 and 2 not just base pay (\$21.76 instead of \$18.26 for corrections officer) even though this is not a permanent pay adjustment

Kansas Department of Corrections

13

Application Process



Originated by the team at the Topeka Correctional Facility (TCF) each facility is working to reduce time from application to hire.

Example: [Corrections Officer | ECF \(ecfcareers.net\)](https://ecfcareers.net)

14

Must Also Increase Focus on Employee Wellness



Parallel to continuing to address compensation (pay and benefits) we must focus on employee wellness.

- Increase in risk of metabolic syndrome conditions (heart disease, diabetes, stroke)
- Reduced life expectancy
- Higher rates of obesity, hypertension
- Higher rates of depression and anxiety
- Higher rate of divorce
- More likely to commit suicide
- Report the job has impacted their family negatively

15



Budget Enhancements and Capital Improvement Projects

16

Budget Enhancements



- Fully fund existing contract costs
- Replacement of equipment and vehicles
- Index correctional institution building fund (CIBF) appropriation to inflation
- Investments in workforce and programs

17

Capital Improvement Projects



FY 2024 Items

- Demolish old Lansing units
- Construct new behavior health/medical/support building at Topeka
- Construct new minimum unit at Hutchinson
- Construct a vocational building at KJCC
- Construct new laundry at Topeka

FY 2025 Items

- Construct new facility to replace Hutchinson
- Statewide staff development center
- Construct work release center for women at Topeka
- Construct work release center for men in Douglas county/NE Ks
- Career Campus seed money

18



Federal COVID Funds Received by KDOC

19

Federal Funding Appropriated to KDOC



Coronavirus Relief Funds (CRF)

- \$3,951,399 for COVID Response
- \$25,000,000 to offset State General Funds for salaries

Coronavirus Emergency Supplemental Fund (CESF)

- \$1.7 million to operate the south unit at Larned

American Rescue Plan Act (ARPA)

- \$18,305,030 for 24/7 Facility Pay Plan
- \$2.0 million to offset State General Funds for offender management information system
- \$6,665,392 for Pathway for Success

Total all sources \$57,621,821

20



Juvenile and Adult Updates

Operational needs, issues and initiatives

21

Staffed or Physical Capacity



Historically, decisions about crime policy and budget consider the physical capacity (number of beds) available.

In this labor economy, we must now focus on **staffed capacity** as well.

- Physical adult beds 10,364 but only 8,782 staffed (other units are closed)

22

Increased Educational Opportunity Through 2nd Chance Pell



In 2019 formed the Kansas Consortium of Corrections Higher Education (KCCHE) to provide high-quality post-secondary education programs (PEP)

- Nine college partners, seven of whom identified in April 2020 as official Pell Experimental Site Initiatives (ESI) through the U.S. Department of Education
- The remaining two college partners recently accepted in the third round of ESI
- Kansas now has Pell-eligible college programming in all correctional facilities
- Have seen a 50% increase in participation in post-secondary programs in the past year, the majority were able to access Pell grants

23

Enrollment Pre / Post Pell and Consortium



Twenty Years 2001-2020

- 7,503 students
- 749 degree/certificates awarded

Two Years 2020-2022

- 1,264 students
- 346 degree/certificates awarded

24

2021 HB2401 (K.S.A.75-52,169) authorizing Public-Private Partnerships



- The “KDOC Institute” has received necessary IRS approvals as a 501(c)(e) non-profit entity
- In August signed contract with Heartsook Companies, Inc. to perform a pre-campaign study to prepare for fundraising effort to identify the feasibility of raising \$30-35 million for the Lansing Career Campus

25

Pathways for Success Appropriation



The appropriations bill (House Sub for Sub for SB 267) included \$6.7 million for new investments in technical education equipment.

- Wi-Fi network and tablets to support learning
- Commercial Drivers License (CDL) simulators
- Virtual welders

26

A Sustained Livable Wage Job is the *Cornerstone* to Success and Stability for Returning Citizens



- In Kansas, those who achieve sustained livable wage employment return to prison *one-third less often*
- **Why does employment have such a strong impact?**
 - Pro-social role around pro-social people, using time pro-socially
 - Weak employment and education history is a significant risk factor
 - Substance misuse is buffered by employment
 - Family needs are met, and family relations are stronger

27

Education and Employment Programs During Incarceration Make a Difference in Kansas



- The rate of obtaining a sustained livable wage job increases:
 - by 6% if completing GED
 - by 8% if completing a Career Technical Education (CTE) program
 - by 20% if completing one college course
 - by 25% if holding a job 6+months with a private industry partner

28

Putting People to Work



- 40 private industry partners and 12 correctional industries employ 1,414 residents (17% of all residents)
- This means residents are able to:
 - Pay fines, fees, restitution, and save to prepare for release
 - Learn job skills
 - Build a resume for future employment
 - Gain all the benefits of quality employment



29

Remodeling Project at Winfield



- Work on the dorms for the geriatric/cognitive care units to be completed in December
- Dining Hall and Kitchen delayed due to inability to source steel for framing
 - Current estimated completion is in March 2023
- Occupancy is depending upon hiring: target January 2023

30

Remodeling Project at Lansing



- Work on this substance abuse treatment and work release unit is ongoing
 - Labor, supply and condition challenges have delayed work
 - Completion date is uncertain
- Additional Programming to include this site as another Work Release Unit (in addition to Wichita Work Release, Hutchinson, contract with Johnson County, and Topeka-women)
- Occupancy is contingent upon ability to staff the unit

31

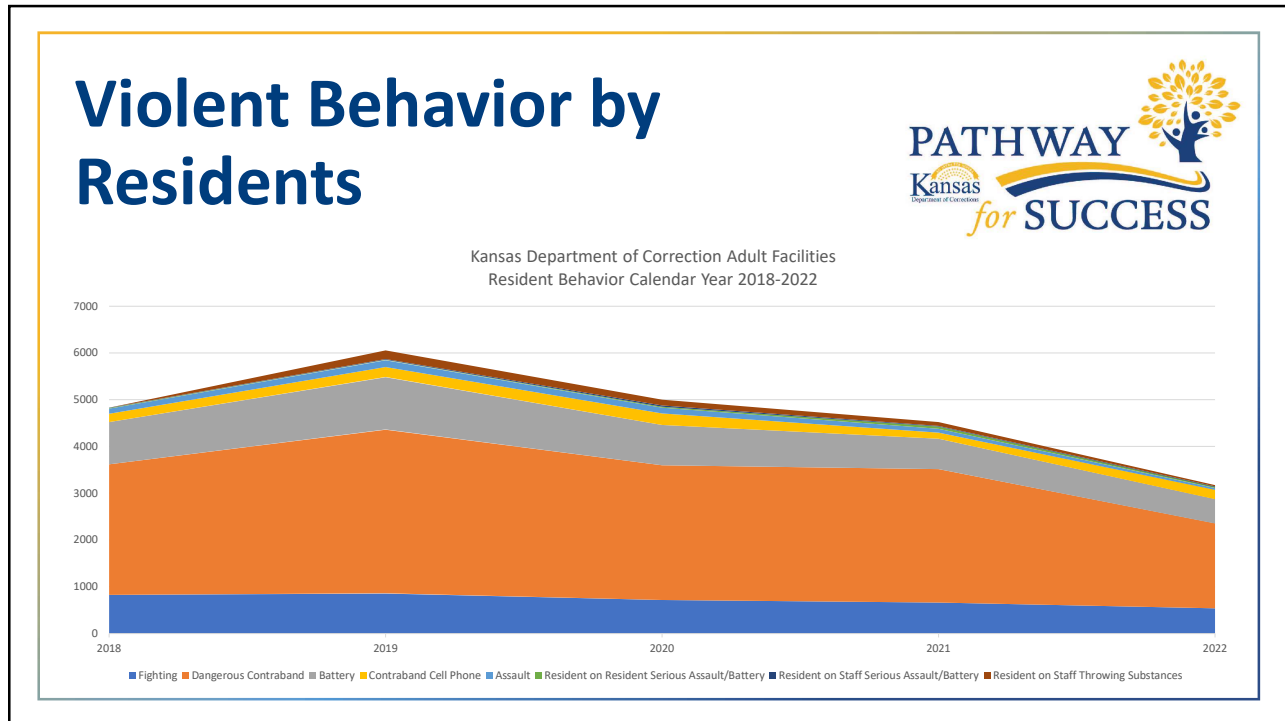
Demolition of former Honor Camps



Thanks to appropriations provided by the Kansas Legislature, the Honor Camps closed in 2009 will be demolished.


- Bids closed November 1st contract(s) being negotiated
- Estimate work begin early in 2023
- Weather, labor and other factors considered est. 90 to 180 days to complete work once it begins

32



33

Escape or Walk-away



Escapes FY 2018 - 2022					
	FY 18	FY 19	FY 20	FY 21	FY 22
From Secure Facility	0	1	0	0	0
From Non-secure Facility	5	2	8	0	2
Total	5	3	8	0	2

Fiscal Year 2023 Year-to-Date is 2

34

Athena – Juvenile and Adult Data System



Phase 1 deployed in spring of 2021

- Increased education and training on new technology
- New contract with Microsoft to address user functions not originally included
 - Targeted completion spring 2023

Phase 2 development began in summer of 2022

- Build phase concludes in early January
- Testing phase January-June
- Deployment summer 2023

35

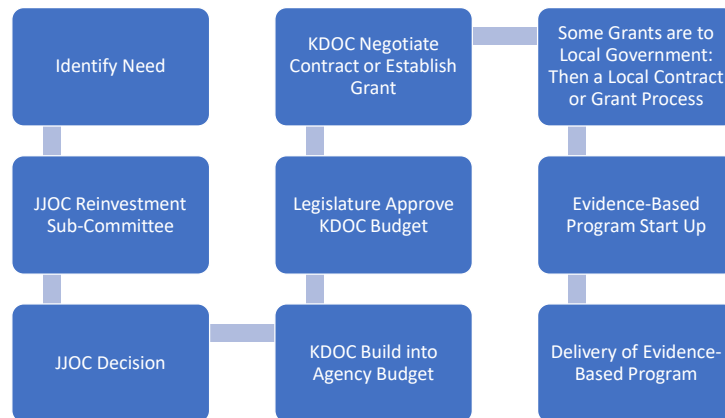
Evidence Based Program (EBP) Fund: Key Terms



- **Evidence-based** means practices, policies, procedures and programs demonstrated by research to produce reduction in the likelihood of reoffending (K.S.A. 38-2302)
- Expenditures for the development and implementation of evidence-based community programs and practices for **juvenile offenders, juveniles experiencing mental health crisis and their families** (K.S.A. 75-52,164)
- KDOC shall administer the fund and all expenditures shall be made in accordance with **appropriations acts** (K.S.A. 75-52,164)
- Fund shall be **used for the purposes set forth in this section** and for no other governmental purpose (K.S.A. 75-52,164)
- The Juvenile Justice Oversight Committee (JJOC) monitors state expenditures that have been avoided to **recommend to the Governor and Legislature reinvestment** and the plan from KDOC for prioritization of funds (K.S.A. 75-52,161)

36

Process for Evidence Based Program (EBP) Funding



37

Programs Operating in FY2023



- Based upon JJOC recommendations, KDOC has budgeted and implemented 22 individual Evidence-based Programs or Practices statewide.
- Three of those 22 are grant programs which are then sub-granted or contracted by local units of government to further expand programs/practices to meet unique local needs
- Resulting in a total of **116 EBP programs and practices** for juvenile offenders, juveniles in mental health crisis and their families currently operating across Kansas.

38

Evidence Based Program (EBP) Available Funds FY2023



Available Funds \$ 63,543,862



Approved budget \$18,169,496



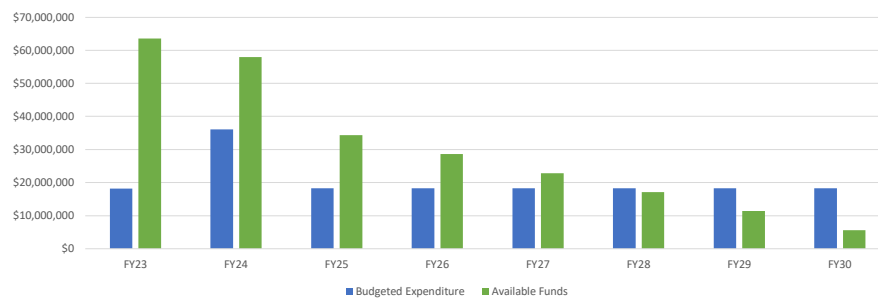
Projected balance end of FY2023 \$ 45,374,366

39

Reinvesting the Available Funds



JJOC and KDOC plan to budget and reinvest reduces the available funds



40

Evidence Based Programs (EBP) Updates



- KDOC purchased new grant management software
- JAG-K implemented at the Kansas Juvenile Correctional Complex (KJCC) under existing educational contract (SGF)

41

Juvenile Crime Data



- Juvenile arrests down 52% (from 10,064 in CY15 to 4,818 in CY21) [KBI - Kansas Bureau of Investigation - Statistics - Crime Statistics](#)
- Juvenile intakes for a crime down 23.5% (from 8,959 in FY15 to 6,850 in FY22) [ARCHIVED: Juvenile Services Population Reports — \(ks.gov\) and KDOC Dashboards — \(ks.gov\)](#)
- Juvenile offender court filings down 20.7% (from 8,463 in FY15 to 6,708 in FY19) [KS Courts - Case Statistics](#)
- Waiver from juvenile to adult court for prosecution resulted in the transfer of 24 juveniles in FY19 (average FY15-19 was 31.2) [KS Courts - Case Statistics](#)
- Sixteen juveniles were arrested for murder in CY2021, an increase from 10 in 2015 (average for CY15-21 was 9.6) [KBI - Kansas Bureau of Investigation - Statistics - Crime Statistics](#)
- The number of juveniles arrested for weapons violations in CY21 was 103, an increase from 86 in 2015 (average for CY15-21 was 108.4) [KBI - Kansas Bureau of Investigation - Statistics - Crime Statistics](#)
- The number of residents 24 years of age and younger was 13% of the population in adult correctional facilities in FY15 and 7.5% in FY22 [KDOC Annual Reports — \(ks.gov\)](#)
- Three years after their release, 72.5% of youth released from the Kansas Juvenile Correctional Facility (KJCC) in CY18 did not return and were not admitted to prison [KDOC Annual Reports — \(ks.gov\)](#)

42

Facility Condition Assessment



- Request for Proposal (RFP) in 2021
- Contract awarded to Carter Global Lee (CGL) to conduct condition assessment of all KDOC facilities
- 254 structures and over 3.6 million square feet assessed between June of 2021 and May of 2022
- Assessed structures were constructed between 1860 and 2015

43

Legislative Initiatives



44

Legislative Initiatives



We look forward to working with the 2023 Legislature on two policy areas impacting KDOC:

- Name change of the Larned Correctional Mental Health Facility (LCMHF)
- Provide authority for State Agencies to Pay Employee Bonuses for Recruiting and Retention

45



Thank you

46