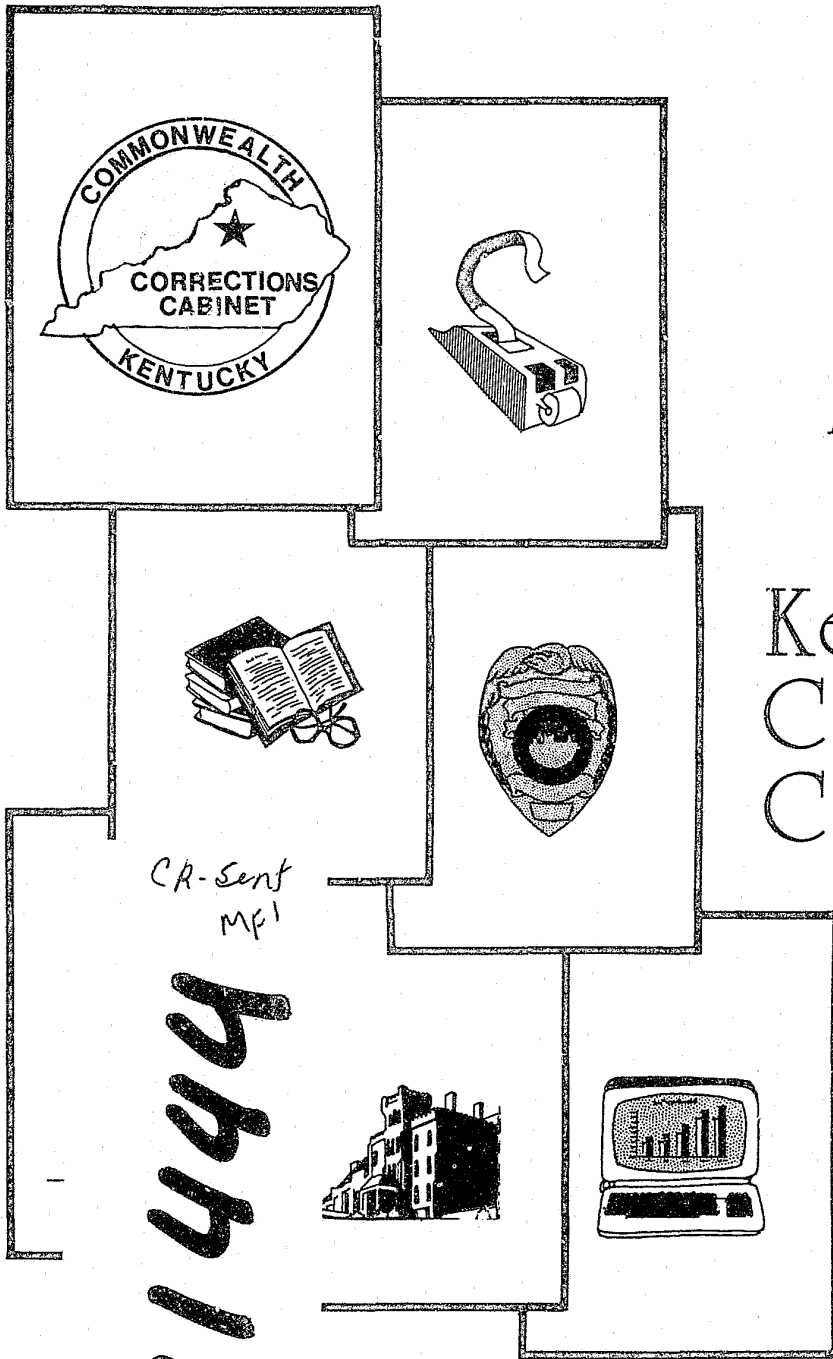


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Annual Report

Kentucky Corrections Cabinet

Fiscal Year
1985 — 1986

NCJRS

MAY 24 1988

ACQUISITIONS

**FY 85 - 86
Annual Report**

**Compiled by the Kentucky Corrections Cabinet
Office of Administrative Service**

**Edited and prepared by Deborah G. Wilson,
Ph.D., Branch Manager, Planning and
Evaluation in conjunction with Cabinet Central
Office Staff and Planning and Evaluation Staff**

Printed by Correctional Industries

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Kentucky Corrections Cabinet
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Frankfort, Kentucky 40601
(502) 564-4360**

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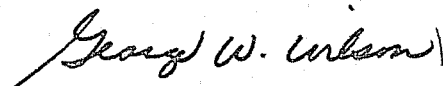
Dear Governor Collins,
State Legislators,
And Citizens of Kentucky,

I am pleased to submit the Fiscal Year 1985 - 86 Annual Report of the Corrections Cabinet. This report is a summary of the status and accomplishments of the Cabinet over the last fiscal year. We believe that Kentucky has a corrections system with a proven track record and the capabilities to develop into a model corrections system. Our accomplishments have been great and we are proud of them.

This report is a multipurpose document. It is our official report to the Commonwealth and a public education document to assist in informed official and citizen policy formulation and decision making. We hope to transmit information that will lead to a better understanding of our goals, operations and some of the current problems confronting our Cabinet. This should be a sound basis from which to develop a meaningful exchange of information and, consequently, an understanding of the role of our Cabinet in the state government.

The past fiscal year has been one in which the Cabinet continued to fulfill its public safety goals within the parameters of humanitarian and civil rights requirements. We continue to face the problems of overcrowding and budgetary limitations with innovative and effective programming and management. Our ability to continue to successfully meet these challenges lies with the 2,074 dedicated employees whose functions contribute to the continuing success and accomplishments of this Cabinet. This report is a testimony to their skill and dedication to the goals of the Cabinet and the Commonwealth.

Respectfully yours,



George W. Wilson
Secretary
Kentucky Corrections Cabinet



MARTHA LAYNE COLLINS
Governor



GEORGE W. WILSON
Secretary

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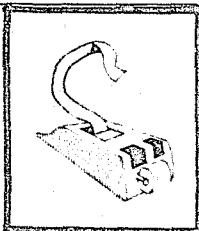
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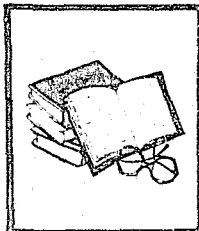
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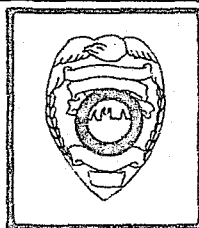
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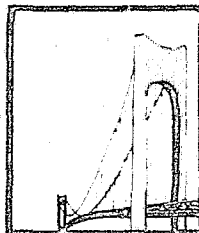
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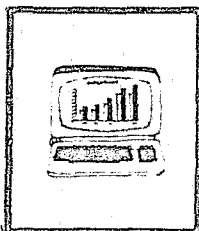
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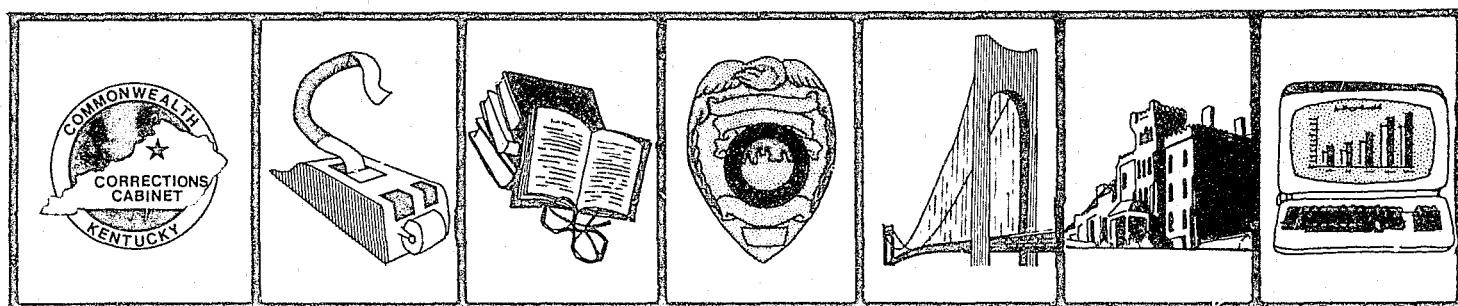
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EXECUTIVE SUMMARY

Fiscal Year 85 - 86 was one of challenge for the Kentucky Corrections Cabinet. The Cabinet, under the direction of the Secretary, continued its implementation and maintenance of strategies proposed by the 1984 Task Force on Prison Options. These strategies furthered the Cabinet's efforts to address inmate population growth in an effective and expedient fashion.

In FY 85 - 86, the Corrections Cabinet's operating budget totalled \$93 million, 3.5 percent of the General Fund budget of the Commonwealth. During this past fiscal year the greatest portion of these funds were expended for personnel costs. The need to expand bed space, in FY 85 - 86 exceeded Cabinet budget resources. Consequently, some necessary bed expansions were financed by necessary government expense from the general fund surplus.

During the 1986 General Assembly, \$44 million dollars was appropriated for a new 500 bed medium security facility in Morgan County. This facility has been designed to incorporate the latest prison technologies to assure public safety, inmate security and increased staff management capabilities. The expected completion date is 1989. When this new facility is fully operational it will employ approximately 250 staff with an annual budget of over \$7 million.

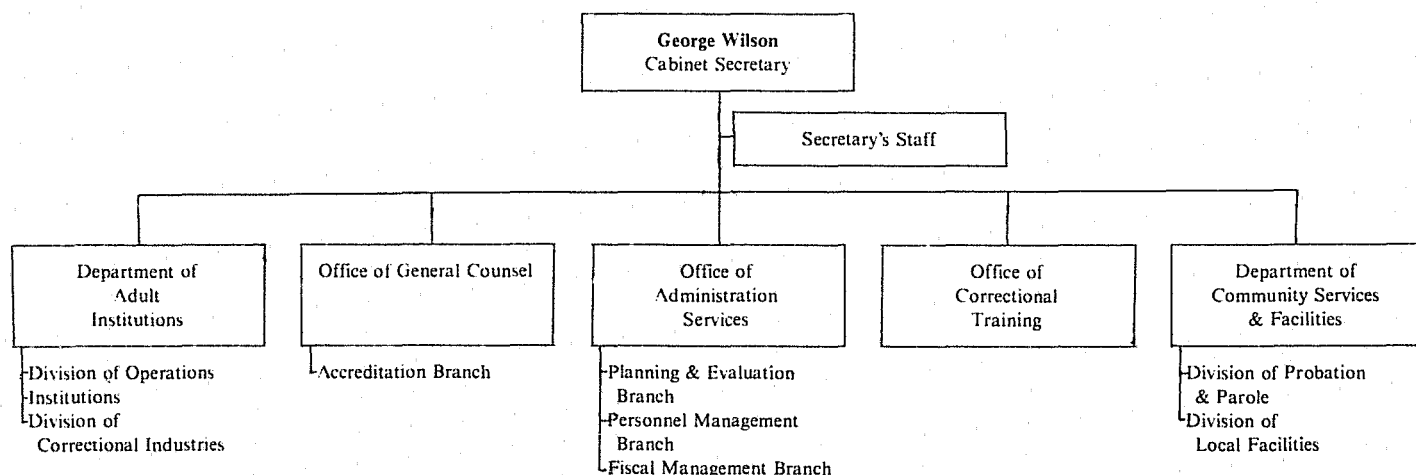
This past fiscal year, the Office of General Counsel prepared for the Substantial Compliance Trial which was held in July. This trial was set to determine if the Cabinet had met the requirements related to the conditions of confinement at the Kentucky State Reformatory and Kentucky State Penitentiary as specified in the 1980 Consent Decree of the federal court. If the court rules that the conditions have been met, Kentucky Corrections would be in the forefront of state correctional systems with respect to this type of federal litigation.

The Office of Corrections Training continued to provide pre-service, in-service, and specialized training to Cabinet employees. Enrollment in the various training programs totalled 4141.

The Department of Community Services continued to provide supervision for probationers and parolees. The Intensive Supervision Program was expanded and an Advanced Supervision Project was approved and funded by the 1986 General Assembly. These two programs reduce officer caseload and increase supervision of probationers and parolees. Both programs impact prison overcrowding by providing community service placement options for convicted felons and technical parole violators who might not otherwise qualify for less intensive levels of community service supervision. Treatment programs for sex offenders and for substance abusers were implemented in the Louisville, Lexington and Covington Probation and Parole Offices. A new, privately-operated, 200-bed facility was opened in January.

The Department of Adult Institutions continued to operate the state's ten adult correctional facilities. A number of construction projects were initiated and completed during the fiscal year. These projects will ensure the continued effective operation of these correctional facilities. The Correctional Industries program continued to grow and improve along with a number of other institutional programs for inmates. A new program for treatment of sex offenders at the Kentucky State Penitentiary, Kentucky State Reformatory, and Luther Luckett Correctional Complex was funded by the 1986 General Assembly.

Corrections Cabinet
Organizational Chart



April, 1986

CHAPTER 1

Office Of The Secretary Corrections Cabinet



- Office of the Secretary
- Cabinet Ombudsman
- Internal Affairs
- Commission on Corrections and Community Services
- Task Force on Prison Options



GEORGE W. WILSON
Secretary



JACK C. LEWIS
Deputy Secretary

◦ Office of the Secretary

The Corrections Cabinet was established by Executive Order on August 7, 1981. Prior to this re-organization, Corrections had been a department within the Justice Cabinet. The Corrections Cabinet contains seven units. Each unit functions to meet the basic Cabinet goals of: public safety, humane and just treatment of offenders and rehabilitation. These units are: Office of the Secretary; Parole Board (attached to the Corrections Cabinet for administrative purposes); Administrative Services; Training; General Counsel; Community Services and Adult Institutions. These units which constitute the Corrections Cabinet are headed by a Secretary and are governed by KRS Chapter 196, 197 and 439.

It is the responsibility of the Cabinet Secretary to develop and monitor implementation of the goals and objectives of Corrections in accordance with the statutory requirements and policies of the Commonwealth's Chief Executive. The Office of the Secretary provides the top-level administrative and management functions for the Cabinet. These functions include: policy development and implementation, the direct development and implementation of programs, the direct supervision of the manager of each Cabinet unit, various public information activities and a number of legislative duties related to the Cabinet budget and operations. Also, attached to the Office of the Secretary are the Task Force on Prison Options and the Commission on Corrections and Community Services.

Within the Office of the Secretary are two offices: Cabinet Ombudsman and Internal Affairs. Both of these offices provide important services for the Cabinet. These services help to ensure that the basic goals and duties of the Cabinet are met.

◦ Cabinet Ombudsman

With the expansion of inmate rights in the 1970's, a key figure in corrections systems nationwide has been the Ombudsman. An integral part of the Office of the Secretary of the Kentucky Corrections Cabinet is the Ombudsman. The Ombudsman coordinates the Inmate Grievance Procedure which functions in Kentucky's ten correctional facilities.

The responsibilities of this position are varied and directly impact both the Cabinet and inmates. The Inmate Grievance Procedure is outlined in the Consent Decree and is monitored by the federal court as part of this agreement. This procedure allows inmates to file grievances in various areas relating to the conditions of their confinement. A final response from the Secretary of the Cabinet as well as outside reviewer is required within time frames established by the federal court. The Ombudsman assists in the review of these grievances as well as the responses to these grievances. The preparation of these responses may require on-site visits as well as general research on the nature of the complaint. During FY 85 - 86, the Secretary responded to 487 grievances.

Another important component of the role of Ombudsman involves training, and technical assistance to staff members. The Ombudsman trains staff and inmates in grievance procedures and provides regular briefings on grievance procedures to wardens. Additionally, a monthly report regarding all grievances is prepared and submitted to the Deputy Secretary of the Cabinet.

The final segment of the role of Ombudsman entails the receipt and review of calls and letters from the general public and

elected officials which involve complaints against the Cabinet. Letters and inquiries regarding inmates which require the Secretary's signature are distributed and screened by the Ombudsman.

• Internal Affairs

A second key area within the Office of the Cabinet Secretary is Internal Affairs. It is a policy of the Cabinet to investigate and adjudicate all allegations of employee misconduct or criticism of services brought by a citizen or member of the public as promptly and thoroughly as possible. The Director of Internal Affairs performs a number of duties to ensure that this Cabinet policy is upheld.

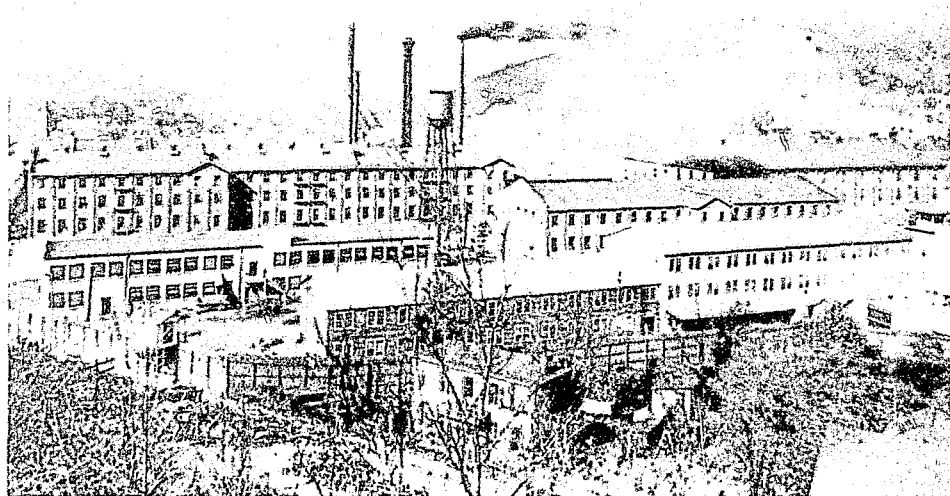
The Director ensures that the integrity of the Corrections Cabinet is maintained through the application of a system of internal discipline which is objective, fair and just. This system involves the thorough investigation of allegations of employee misconduct which may come from both internal and external sources. All complaints must be reviewed, recorded and investigated. Simultaneously, the complaint investigation files must be maintained, reviewed and analyzed to determine trends in numbers or types of complaints.

The Director reviews all investigations for completeness and accuracy. The findings resulting from internal investigations are reported to the Secretary, Executive Staff and other concerned parties or authorities. This monitoring requires constant updates on laws and /or court decisions affecting internal affairs, security and personnel investigations.

The continued oversight of the Director ensures the caliber of operation of the Cabinet by developing positive discipline through attention to potential problems and trends involving behavior, attitudes or service provision of Cabinet employees. This is a continual process which impacts the overall operation of the Cabinet and ensures the quality of its service to the state.

• Commission on Corrections and Community Services

The Commission on Corrections and Community Services was established in 1963 by the General Assembly. Currently, this Commission is operating under the directives set forth in KRS 439.302, 439.304 and 439.306. This Commission is an advisory body established to advise the Secretary of the Corrections Cabinet and the Governor of the physical and operational conditions of state correctional institutions. This may include recommendations related to the need for: new facilities, new programs, collaboration and liaison within the Cabinet and between the Cabinet and community agencies to affect the rehabilitation and



Kentucky State Reformatory, Frankfort, 1920. Photo Courtesy of Louisville Courier Journal and Louisville Times.

readjustment of offenders in institutions or under community supervision as well as the development of research to promote enhanced correctional administration.

The Commission is chaired by the Secretary of the Corrections Cabinet. The Chair of the Parole Board, Commissioner of Community Services and Commissioner of Adult Institutions serve as ex officio members of this Commission. Eleven other members representing the judiciary, the psychiatric, educational, legal, business and labor professions, as well as the general public, serve on this Commission as appointed by the Governor.

This Commission provides valuable input to the Cabinet and Governor concerning state corrections. The broad-based membership of this Commission generates beneficial input from a number of areas of professional expertise as well as members of the general public. It is a vehicle through which the Cabinet has been able to enhance its administrative efficiency and effectiveness, as well as its responsiveness to the citizens of Kentucky.

• Task Force on Prison Options

The Task Force on Prison Options was established by Governor Martha Layne Collins in 1984. This Task Force was created in response to overcrowding in Kentucky State Correctional Facilities. The objective of this Task Force was to address both short - and long - term strategies for addressing this problem and to make recommendations to the Governor and the Cabinet.

The Task Force made a number of recommendations in both programmatic and legislative areas. Since the report of this Task

Force, the Cabinet has implemented a number of strategies recommended in the report. These include the following:

- reduction of overcrowding in state facilities;
- continued operation of the Controlled Intake Program;
- expansion of halfway house beds;
- development and implementation of an Intensive Supervision Program;
- Privatization of a minimum security facility;
- contracting for regional jail beds;
- expansion of minimum security beds;
- construction of a segregation unit at Northpoint Training Center;
- approval for construction of a new medium security facility;
- application of parole violator time for parole violators;
- expansion of the Parole Board and coordination of efforts with the Parole Board to expedite parole hearings for state inmates in local jails.

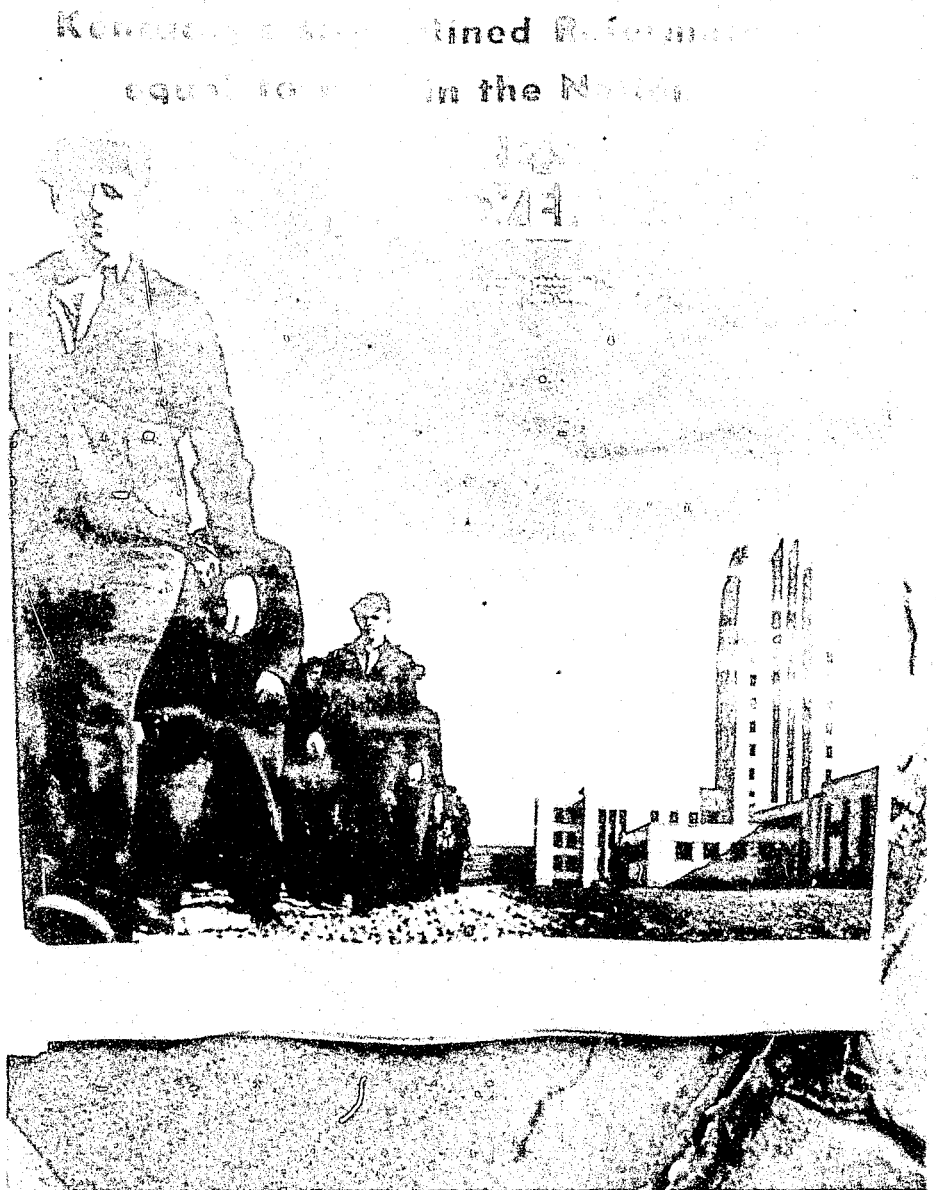
A number of additional recommendations of the Task Force were introduced through legislation during the 1986 General

Assembly, but failed to be enacted into law.

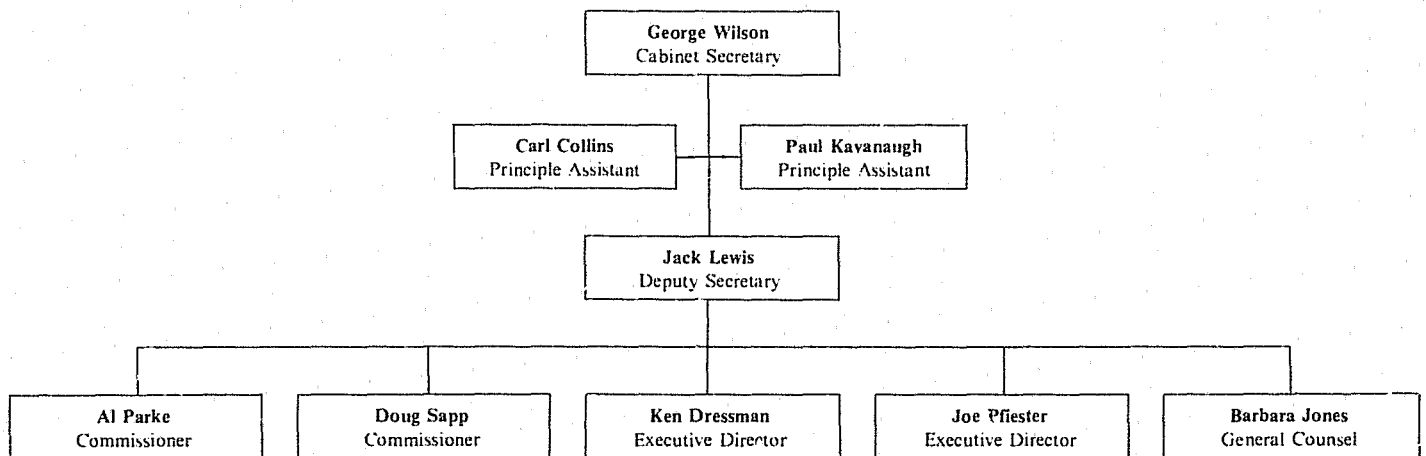
The Task Force on Prison Options provided the Governor and Corrections Cabinet with sound recommendations. Its members reflected a wide range of orientations and expertise. This is reflected in the variety and comprehensiveness of the recommendations set forth in the Task Force Report. The Cabinet plans to continue to pursue the direction and intent of these valuable recommendations.

Courier Journal, April 14, 1939.

Photo Courtesy of Louisville Courier Journal and Louisville Times.



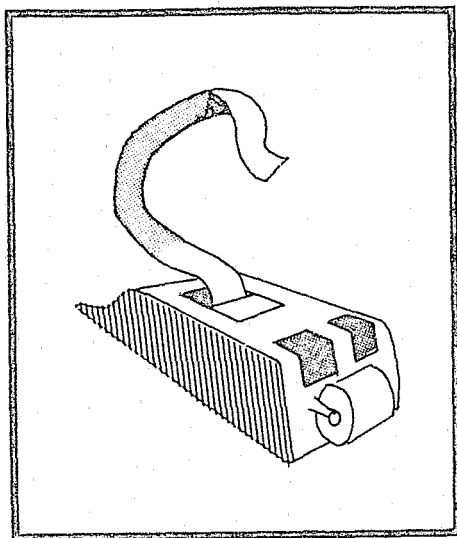
**Corrections Cabinet
Executive Staff**



April 1986

CHAPTER 2

Office Of Administrative Services



- Fiscal Management
- Personnel Management
- Planning and Evaluation

◦ Office of Administrative Services

The Office of Administrative Services performs a number of functions which are essential to the daily operations of the Cabinet. This Office, headed by an Executive Director, and is composed of three Branches: Fiscal Management, Personnel Management, and Planning and Evaluation.

◦ Fiscal Management

The Fiscal Management Branch of the Office of Administrative Services is composed of four sections: Accounting, Purchasing, Budgeting, and Inventory.

The Accounting Section is primarily responsible for ensuring that all documents submitted by the Corrections Cabinet for payment are in compliance with all applicable statutes and regulations; and, that the appropriate budget unit has sufficient funds with which to pay their respective bills. During the 1985 - 86 fiscal year, over \$93 million in General Fund operating money was accounted for by this section. This section also maintains detailed records on all Trust and Agency, Federal, and Capital Construction funds received and expended by the Cabinet.

The Purchasing Section operates to ensure that all purchases made by the Cabinet are economical and consistent with the Model Procurement Code (regulations promulgated by the Finance and Administration Cabinet) and Corrections Policies and Procedures. This section is also responsible for maintaining detailed records on all rented property, Personal Service Contracts, Price Contracts, and Requests for Proposals initiated by the Cabinet.

The Budgeting Section is responsible for coordinating the Biennial Budget Request for the Corrections Cabinet and the continuous monitoring of the fiscal status of each budget unit throughout each fiscal year. As budgetary adjustments are needed, this section coordinates the required changes with the Governor's Office for Policy Management. This section is also responsible for coordinating the central office mail service.

The Inventory Section functions to properly account for all inventoriable property of the Corrections Cabinet. This requires periodic physical inventories, spot checking reports submitted by budget units, and processing appropriate transfers of property between budget units and to, or from, Surplus Property locations.

An important function of the Fiscal Management Branch is the development, implementation, maintenance and monitoring of the Cabinet's biennial budget. In FY 85 - 86, the Corrections Cabinet's



KENNETH L. DRESSMAN
Executive Director

operating budget totalled almost \$93 million, 3.5 percent of the General Fund Budget of the Commonwealth.

The funds budgeted for the Corrections Cabinet in FY 85 - 86 come from a number of sources. These included the General Fund, Restricted Agency Funds and Federal Funds. These three sources of funds bring the Cabinet Budget to \$101,391,500. By far, the largest portion of these funds are from the General Fund, \$92,707,500.

During FY 85 - 86, the greatest portion of funds were expended for personnel costs. The unit with the greatest expenditures was Adult Institutions. This fiscal year, like many recent years, was one of budgetary challenge for the Cabinet. The high rate of increase of the inmate population outstripped the budgeted resources of the Cabinet during the 1984 - 86 biennium. This increase combined with the Cabinet's compliance with the Federal Consent Decree which capped the population at two major institutions created a continual need to accommodate a larger inmate population. To address this immediate, as well as long-term problem, the Governor declared an emergency and upon the recommendations of the Task Force on Prison Options (established in July, 1984) set forth a multi-faceted package of alternatives. The components included the expansion of community based programs which are significantly less expensive than institutional incarceration, and the expansion and improvement of existing institutions. In fiscal year 1985 the Corrections Cabinet began implementing the Governor's recommendations, and continued the implementation in fiscal year 1986.

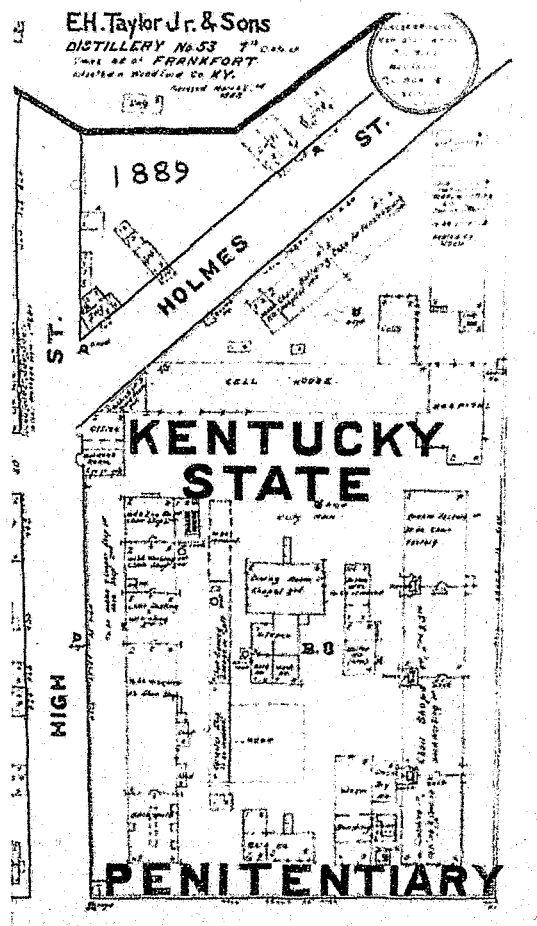
The alternatives which were adopted included an expansion of halfway house beds, contracting with a private vendor to house 200 minimum security inmates, utilization of regional jail bed space for state inmates and the expansion of two minimum security institutions. Funds to initiate the planning and design of a new medium security correctional facility were also included.

The need to meet these requirements to expand Cabinet facilities and services exhausted the Cabinet's budget resources. Consequently, bed expansions were financed by Necessary Government Expense from the General Fund surplus, the major portion of these funds were utilized in fiscal year 1986.

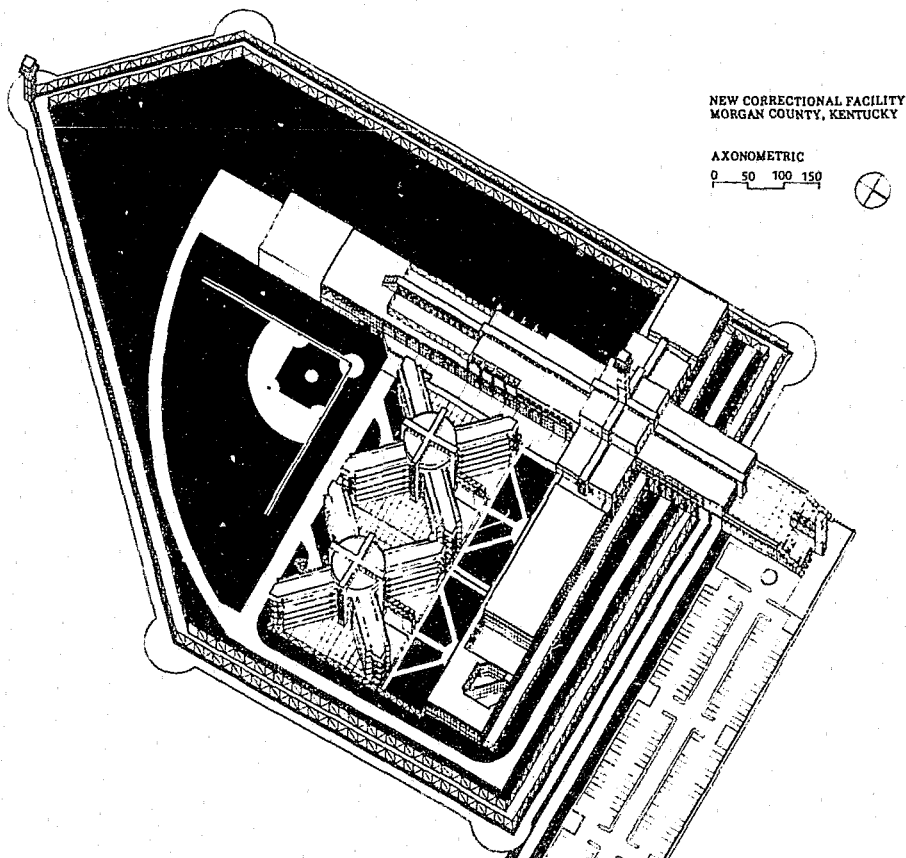
New 500-Bed Medium Security Institution

During the Extraordinary Session of the 1985 General Assembly the Corrections Cabinet was directed to "proceed with the development, planning, designing, programming, and selections of site . . . of a new medium security correctional facility." A total of one million dollars was appropriated for the planning and design of the institution. On September 19, 1985, the Corrections Cabinet site selection committee, after visiting and reviewing data on three potential sights (Morgan, Green and Lyon Counties) recommended the Morgan County site near the county seat of West Liberty. The 1986 General Assembly appropriated \$44,000,000 for the 500-bed medium security institution at the 180 acre Morgan County site. The facility's physical plant will occupy an area of approximately 26 acres.

This correctional facility was designed to conform to American Correctional Association standards and Kentucky Confinement Facilities Regulations. The latest design technologies were incorporated to assure public safety, inmate security and increased staff management capabilities. The institution will have two 250-man housing units and will include a 50 bed segregation unit. This secure prison will provide single, individually toiletted inmate cells with electronic locking, and strategically located perimeter and a security system. This facility is designed to provide the Corrections Cabinet the flexibility to house not only medium but also close custody inmates. This new institution will have academic, vocational and industry programs, and a law library that will meet, and often exceed, the law libraries at other Kentucky Correctional Facilities. A gymnasium and outdoor recreational areas, as well as a medical installation will be provided. Ground breaking for this new correctional complex was held August 5,



Kentucky State Penitentiary, design plans, 1889.



1986, with completion expected in 1989. When this new 500 bed institution is fully operational it will employ approximately 250 people with an annual budget of over \$7 million.

• Personnel Management

The Personnel Management Branch of the Office of Administrative Services is responsible for coordinating and monitoring personnel and payroll administration for the Cabinet. The management of this function requires continuous formal and informal communication with officials of the Department of Personnel to assure equitable administration of federal and state personnel regulations. Routine activities include the preparation, monitoring, and processing of all actions for merit register requests, appointments, promotions, reclassifications, and payroll transactions. Position classifications and compensation issues are also monitored in this office.

The Cabinet's personnel totalled 2075 on June 30, 1986. Most of these employees, 2004, are permanent full-time employees. This number reflects an eight percent increase in permanent full-time employees since the beginning of the fiscal year. A total of 265 individuals ended Cabinet employment while 343 began Cabinet employment this fiscal year. The turnover rate for the Cabinet for FY 85 - 86 was 13.3 percent.

The promotional opportunity announcement program, utilized for most vacancies pay grade 7 and above, announced 163 positions for Corrections Cabinet applicants during FY 85 - 86. There were 128 promotions of Cabinet employees approved during this same period. There were also 60 reclassifications and 3 reallocations of employees during the fiscal year.

The Corrections Cabinet has long supported the educational assistance and educational achievement programs for employees who wish to further their education. In January of 1986, the lump-sum award for employees who attain a GED or successfully complete 260 classroom hours of job related instruction was elevated by the Commissioner of Personnel from five (5) percent to ten (10) percent. During the fiscal year, the Cabinet supported by educational assistance 135 employees who completed 939 hours of undergraduate graduate college university courses. The total dollar amount expended was \$48,528. Educational achievement lump-sum awards were received by 31 employees for a total of \$55,188.

During FY 85 - 86, due to a U.S. Supreme Court Ruling, state and local governments were again subjected to the requirements of the Federal Fair Labor Standards Act.

Congress passed amendments to this law in 1985 which delayed the implementation until April 15, 1986. During the interim period, field personnel/payroll officers received training in the requirements of the law and were also given instructions for review of all positions for determination of exempt/non-exempt status under the law. This review was completed and appropriate changes in status of employees effected prior to April 15, 1986.

Additionally, during FY 85 - 86 state agencies were required to recalculate pay and process back pay for employees affected by the Kentucky Supreme Court ruling regarding computation of annual increments. Employees who had received continuous service awards and/or lump-sum payments for WPPR, promotion, reallocation and reclassification after July 31, 1981, received salary adjustments and back pay for the time period involved to the time of adjustment. The Corrections Cabinet paid 106 current and 20 former employees a total of \$201,433.00 in back pay. All recalculation of salaries and back pay due was completed by November, 1985.

• Planning and Evaluation

The primary function of the Planning and Evaluation Branch is information management. This Branch contains three sections: Research and Planning, Offender Records, and Micrographics. Each section performs operations which directly impact the quality of information within the Cabinet.

The Offender Records Section maintains records of all current and past inmates, administers the calculation of sentences, and determines the parole eligibility dates of convicted individuals who are admitted to an institution under the jurisdiction of the Corrections Cabinet. The responsibility for determining minimum expiration, maximum expiration and conditional release dates of prisoners is delegated to the Secretary of Corrections by KRS 196.070. Parole eligibility dates and eligibility dates for final discharge from parole are determined in compliance with the applicable Parole Board Regulations.

TABLE 2-1
COMMONWEALTH OF KENTUCKY
Percentage of General Fund Budget by Agency
For the 1985 - 86 Fiscal Year

AGENCY NAME	GENERAL FUND BUDGET	PERCENT OF TOTAL
Education and Humanities	\$1,253,636,000	46.8%
Higher Education	454,069,400	16.9%
Human Resources	425,502,800	15.9%
Government Operations	131,393,200	4.9%
CORRECTIONS CABINET	92,707,500	3.5%
Judiciary	64,785,100	2.4%
Justice Cabinet	62,761,600	2.3%
Revenue Cabinet	43,199,000	1.6%
Tourism Cabinet	30,225,100	1.1%
Natural Resources Cabinet	26,463,100	1.0%
Public Protection & Regulation Cabinet	26,200,400	1.0%
Commerce Cabinet	22,469,300	.8%
Legislative	18,504,900	.7%
Finance and Administration Cabinet	16,017,700	.6%
Energy Cabinet	8,559,800	.3%
Transportation Cabinet	3,030,200	.1%
Labor Cabinet	1,394,800	.1%
Capital Construction	500,000	.0%
TOTAL	\$2,681,419,900	100.0%

With the exception of calculations for parole violators returned with warrants and good time adjustment calculations, all initial sentence calculations are undertaken at the institutional records office and then forwarded to Central Office Offender Records where they are audited on paper and in the *Orion* system. The *Orion* system is the Offender Records Information Operations Network -- a computer system which contains the official record of an individual's incarceration in Kentucky Adult Correctional Institutions. Monthly eligibility lists for parole consideration, conditional release, and sentence expiration are submitted to Offender Records from the records office located in each correctional facility. Similarly, community probation and parole officers submit requests for release from parole supervision and final discharge from parole to this office. In each instance a Records Specialist reviews the case and performs the required calculations to determine eligibility. This provides a system of checks to ensure the accuracy of discharge of inmates from the system.

The employees of the Offender Records Section perform some of the most responsible and exacting work in the Cabinet. If an individual was retained in a facility beyond the legal release date then the individual could have a cause of action against the Cabinet and its members. By the same token, if an individual was released prior to legal release date, illegal acts following release could be the responsibility of the Cabinet. These records must be accurate, complete and legal.

The Micrographics Lab produces microfilm containing important Cabinet documents and correspondence. The use of microfilm reduces the amount of space and costs of record retention and more importantly, ensures the quality of information which is retained.

The Lab provides the Cabinet with the equipment and personnel required for in-house filming of documents and the processing of the microfilm. This task involves a set of complex procedures which requires attention to detail and quality control.

The Micrographics Lab also assists in the Cabinet's adherence to the State Records Retention Schedule and on-going inventory of files stored in Archives. Other technical assistance to Cabinet members such as records retention, retrieval, or processing is also provided.

The Research Section of the Planning and Evaluation Branch has, over the last few years, come to play an expanding role in Cabinet management and administrative decision-making. This section performs a variety of functions related to data development, maintenance, analysis and interpretation.

During FY 85 - 86, this section responded

to a number of surveys from various national, state, and local agencies. A number of requests for information from other state correctional systems and individuals were also fulfilled.

This section also provided information for use by the 1986 General Assembly. This included information necessary for deliberations pertaining to a number of bills introduced by the House and Senate as well as an ongoing legislative analysis, review of bills, and impact assessment of bills which could affect the Cabinet.

Studies conducted by independent researchers and research agencies which require the participation of offenders under the jurisdiction of the Cabinet and/or information on offenders currently or previously under the jurisdiction of the Cabinet are reviewed and coordinated by this unit. Throughout the fiscal year, a number of studies have been approved and provided assistance by this section. These include: Persistent Felony Offenders in Kentucky; A Profile of the Institutional Population; Kentucky Inmate Population Profile and Pro-

TABLE 2-2
CORRECTIONS CABINET
Budget Summary
For the 1985 - 86 Fiscal Year

SOURCE OF FUNDS	AMOUNT
General Fund	
Regular Appropriation	\$ 82,675,100
Special Appropriation	510,500
Mandated Allotments	9,521,900
Total General Fund	92,707,500
Restricted Agency Funds	
Balance Forward	1,766,000
Current Receipts	6,446,400
Non-Revenue Receipts	83,600
Total Restricted Agency Funds	8,296,000
Federal Funds	
Balance Forward	20,900
Current Receipts	367,100
Total Federal Funds	388,000
TOTAL FUNDS	\$101,391,500
EXPENDITURES BY CLASS	
Personnel Cost	47,927,600
Operating Expenses	21,788,900
Grants, Loans or Benefits	27,223,200
Debt Service	3,584,500
Capital Outlay	867,300
Total Expenditures	\$101,391,500
EXPENDITURES BY UNIT	
Corrections Management	7,505,400
Adult Corrections Institutions	64,699,300
Community Services/Local Institutions	14,576,700
Local Jail Support	14,613,100
Total Expenditures	\$101,391,500

jections; Use of the Death Penalty in Kentucky; and two studies which utilized members of the institutional population as comparison groups in assessments of psychological instruments.

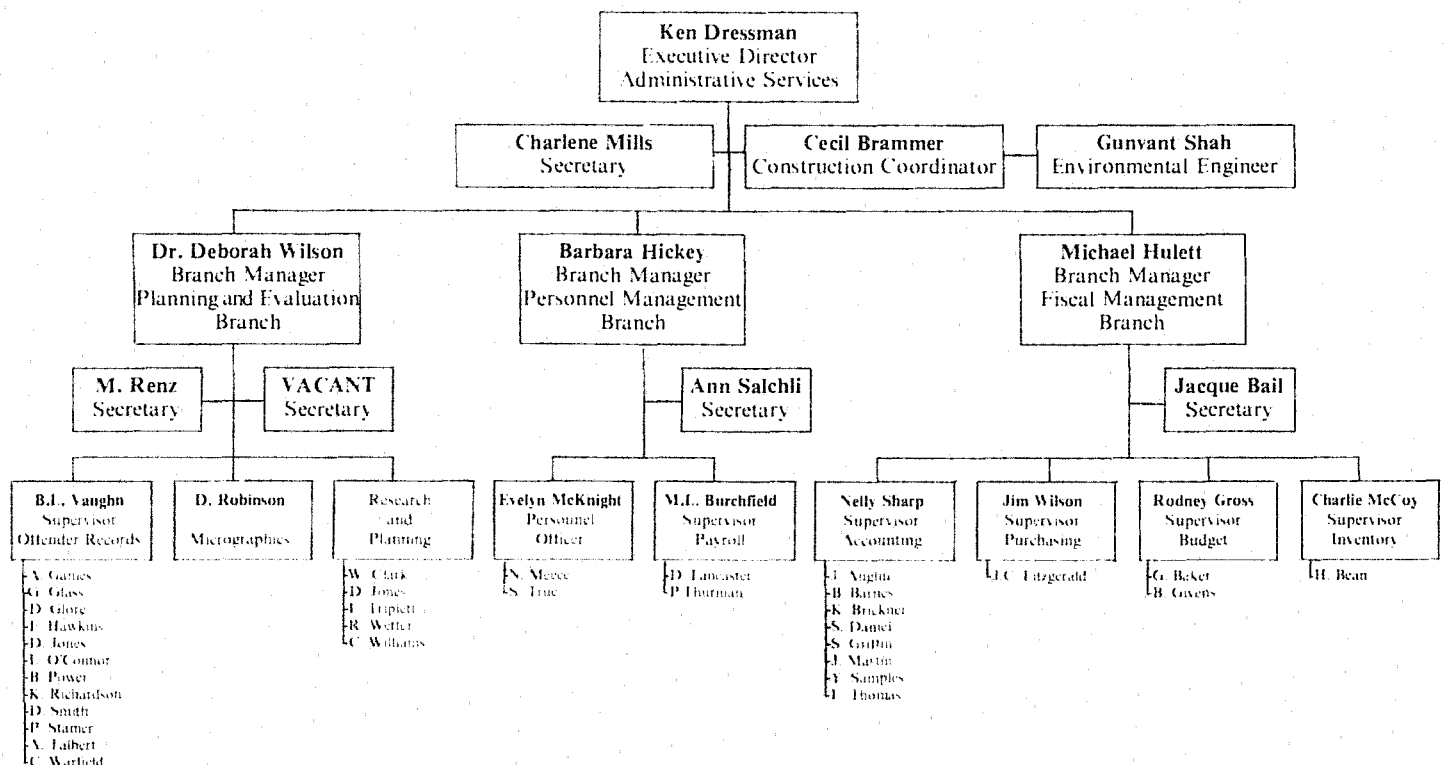
Several regular in-house reports are produced for policy development and planning purposes. These include reports on: weekly population, escapes, extraordinary occurrences, and institutional population profiles. Additionally, several evaluations of programs or analyses of specific events were conducted. These included an evaluation of the Intensive Supervision Program, a survey of prison suicides, and a feasibility study for the location of the new medium security institution. Plans are currently underway to develop evaluations of several new programs: the privatized minimum security institution, the sex offender and drug and alcohol abuse programs, and advanced supervision.

The capabilities of this section are enhanced by the automation of offender and classification information as well as various specialized data bases. These capabilities are slated for expansion in FY 87 - 88. The Cabinet has been appropriated \$64,000 for added software, hardware and programming that will form a basis for more accurate data retention and analysis to be used for institutional population projections.

TABLE 2-3
CORRECTIONS CABINET
Employment FY 1985 - 86

EMPLOYEES	NUMBER
Permanent Full-Time	
July 1, 1985	1,926
June 30, 1986	2,075
Permanent Part-Time	
July 1, 1985	18
June 30, 1986	21
Others (Seasonal, Temporary, Emergency, FFL, Full and Part-Time)	
July 1, 1985	33
June 30, 1986	50
Appointments, Reinstatements	
Re-employments and Transfer-in	
July 1, 1985 - September 30, 1985	125
October 1, 1985 - December 31, 1985	91
January 1, 1986 - March 31, 1986	85
April 1, 1986 - June 30, 1986	42
TOTAL	343
Resignations, Retirements	
Dismissals, Deaths	
July 1, 1985 - September 30, 1985	91
October 1, 1985 - December 31, 1985	53
January 1, 1986 - March 31, 1986	71
April 1, 1986 - June 30, 1986	50
TOTAL	265
Percentage of Turnover	
July 1, 1985 - September 30, 1985	4.6%
October 1, 1985 - December 31, 1985	2.7%
January 1, 1986 - March 31, 1986	3.5%
April 1, 1986 - June 30, 1986	2.5%
TOTAL	13.3%

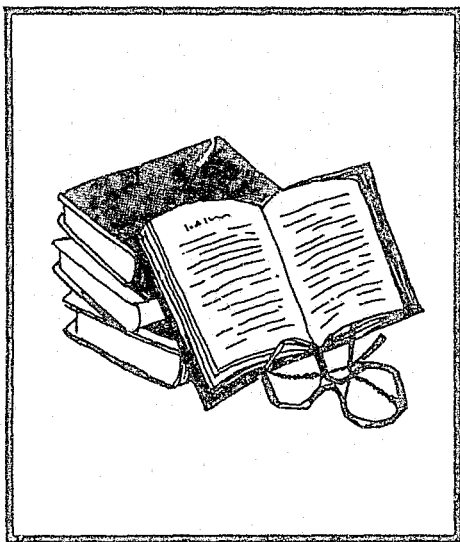
Corrections Cabinet
Office of Administrative Services



April 1986

CHAPTER 3

Office Of General Counsel



◦ Office of General Counsel

◦ Litigation and Adminstrative Action

◦ Administrative Action - Jail Hearings

◦ Training

◦ Accreditation

◦ Policy and Procedure Development

◦ Public Information Media Relations

◦ Office of General Counsel

The staffing for the Office of General Counsel consists of three attorneys, a paralegal, three legal secretaries, an accreditation branch manager, and an administrative secretary. Contracted attorney services have also been utilized as needed when the services could not be provided by the Attorney General's Office.

This office serves as legal advisor to Cabinet Officials in a number of capacities. These include representing the Cabinet in court actions and cases; advising Cabinet officials on legal issues, changes in the law, and legislation; as well as providing periodic legal training to Cabinet employees and jailers.

◦ Litigation and Adminstrative Action

A major portion of the activities of this office are related to a consent decree entered into by the Corrections Cabinet in April, 1980. This consent decree was the result of a federal court ruling concerning the conditions at the Kentucky State Reformatory and the Kentucky State Penitentiary. The federal court determined that the conditions in these two institutions were inappropriate living conditions for inmates. As a result, the Cabinet agreed to upgrade and to maintain upgraded conditions in these institutions. A great deal of litigation over the Cabinet's compliance with this consent decree has occurred over the last six years. A substantial compliance trial for the consent decree was held in July, 1986. This trial was to determine if the Cabinet met the conditions of the consent decree. A successful ruling from this trial would put the Commonwealth in the forefront of state compliance with court orders involving the conditions in state correctional facilities. As of February, 1986, 43 states and the District of Columbia were involved in existing court decrees or pending litigation, or have recently been relieved from prior court orders. All these court decrees, litigation, and court orders are similar to the Kentucky consent decree in that they address overcrowding and/or the conditions of confinement.

The Office of General Counsel also represents cabinet officials and all employees in any civil and administrative action filed against them. This includes federal suits which may challenge an inmate's conditions of confinement, sentence calculation, loss of good time, and denial of parole as well as state court actions which may involve challenges to sentence calculations, loss of good time and requests to be moved from the local jails to state facilities. State lawsuits may also include individual claims of negligence against Cabinet employees or personal action taken against an employee.



BARBARA W. JONES
General Counsel

The Cabinet currently has an active case load of 355 suits in federal and state court.

The Office of General Counsel also responds to claims filed against the Cabinet for negligence with the Board of Claims. There were 262 claims filed in 1984; 191 claims filed in 1985 and 76 claims filed through April 17, 1986. Currently there are 66 active claims. A small portion of these will go to a full administrative hearing.

◦ Administrative Action - Jail Hearings

A responsibility of this office is to represent the Secretary of Corrections at hearings which result from the Cabinet's responsibilities for local jail facilities. The Cabinet has the statutory duty and authority to inspect county jails in the state and to issue orders as a result of those inspections. A county jailer and/or county judge executive has the legal right to request a public hearing before the Secretary to contest any orders issued by the Cabinet concerning the local jail.

The Office of the Attorney General has recently been designated to serve as hearing officers in county jail appeal cases. Once the hearing officer makes his Findings of Fact, Conclusions of Law and Recommended Order the Secretary then has forty-five days in which to take action on the recommendation of the hearing officer.

◦ Training

The Office of General Counsel actively participates in providing legal training to Corrections Cabinet employees in conjunction with the Office of Corrections Training. The office has conducted specialized train-

ing for adjustment committee hearings, involuntary commitment proceedings, probation and parole officers, and in-service training for institutional employees. This fiscal year the office presented three specialized 2-day training courses on the practical aspects of litigation using professionals outside the Cabinet as a primary resource.

• Accreditation

This office has the responsibility for managing the accreditation process for the Corrections Cabinet which includes the preparation of the state's ten correctional institutions and all probation and parole offices for the attainment of accreditation by the Commission on Accreditation for Corrections (CAC).

The CAC developed national accreditation standards in cooperation with the American Correctional Association (ACA) to provide correctional agencies with an opportunity to evaluate their operations against national standards, remedy identified deficiencies, insure the delivery of quality correctional services and be evaluated by an independent professional organization.

The Corrections Cabinet currently has four accredited institutions: the Kentucky State Penitentiary, the Kentucky State Reformatory, the Kentucky Correctional Institution for Women, and the Luther Luckett Correctional Complex.

• Policy and Procedure Development

The Cabinet's policies and procedures define Cabinet policy and provide procedural guidelines to community and institutional programs and services to insure their effective, uniform and legally sound operation.

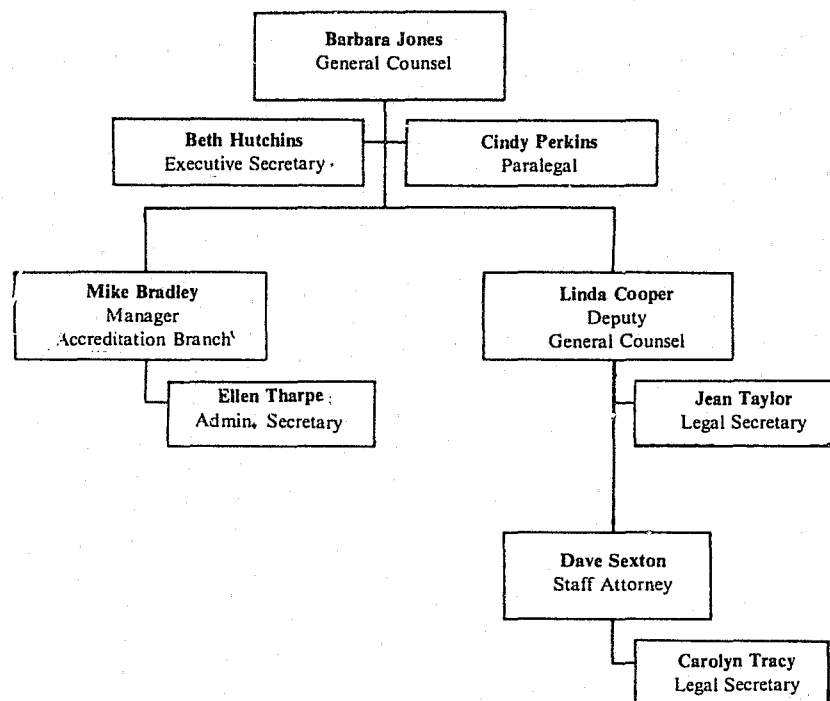
It is the responsibility of this office to provide for a timely review of all Cabinet policies and procedures (at least annually) to insure their continued adherence to statutory and case law as well as changes in correctional practice and philosophy.

Other related activities include the filing of all Cabinet policies, including those procedures promulgated at the institutional level, with the Legislative Research Commission as required by statute and the dissemination of all new or revised Cabinet level policies and procedures.

• Public Information Media Relations

Although all Cabinet institutions and offices are responsible for maintaining good public and media relations it is the responsibility of the Office of General Counsel to coordinate Cabinet-wide public information

Corrections Cabinet Office of General Counsel

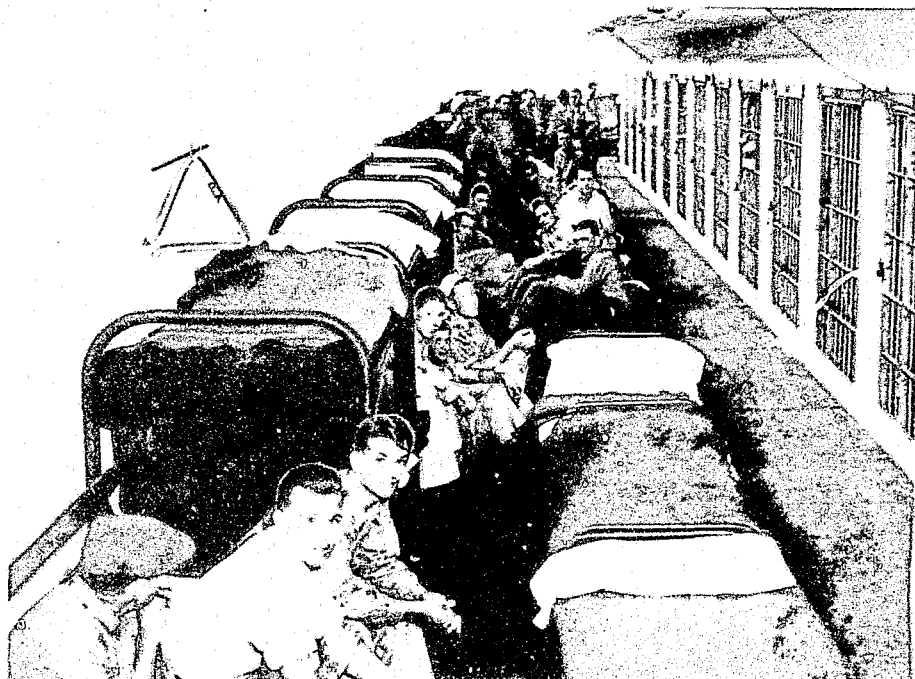


efforts in conjunction with the Governor's Office. To accomplish this goal this office assists the Governor's Office in the preparation of press releases from the Governor. This office also responds to direct inquiries from the public.

Additionally, under the direction of the Governor's Office a part of the Cabinet's public information effort is the involvement of Cabinet employees in providing information directly to the public through such events as the Kentucky State Fair, the

Minority Consumer Expo, crime prevention programs, recruitment, and other such activities. It is the responsibility of this office to coordinate these activities by providing displays, brochures, and other materials which might be needed to explain the workings of the corrections system to the public.

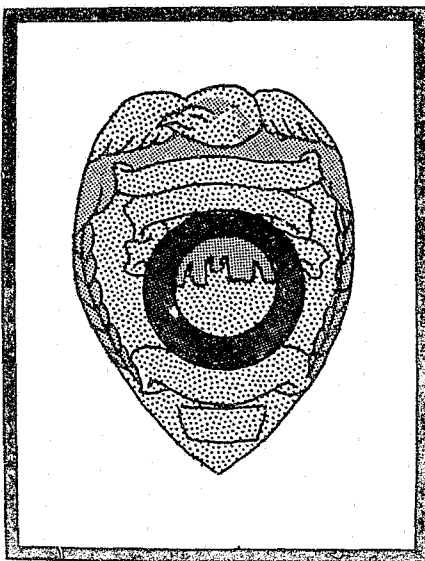
As a means of sharing information within the Cabinet a staff newsletter is produced monthly and disseminated to all Cabinet employees.



Kentucky State Penitentiary, 1935. Photo courtesy of the Louisville Courier-Journal and Louisville Times.

CHAPTER 4

Office Of Corrections Training



- Training
 - Basic
 - Inservice
 - Specialized

• Office of Corrections Training

The primary mission and goal of the Office of Corrections Training (OCT) is to provide the highest quality of training to all employees of the Corrections Cabinet as set forth in specific Cabinet Policies and Procedures and in accordance with the American Correctional Association Standards relating to employee training. Under Kentucky Administrative Regulations, the Office of Corrections Training is also required to provide forty hours of training annually to the state's one hundred and twenty Elected Jailers and to provide on a regional basis sixteen hours of training annually to all Deputy Jailers throughout the Commonwealth. The goal of the Office of Corrections Training is to improve employee job performance and influence attitudes through the acquisition of new cognitive and psychomotor skills. This office is the transitional agent which translates philosophy and Policies and Procedures into concrete practical job application and skills, thereby increasing professionalism.

The Office of Corrections Training is located on the grounds of the University of Louisville, Shelby Campus in eastern Jefferson County. Dormitory space is provided for all employees attending training on campus at a nominal fee through a contractual agreement with the university. In addition, college credit hours are given to those new employees attending the first two weeks of the three week Basic Preservice Academy.

Staff

The office staff consists of the Executive Director and his secretary; two Program Supervisors and two program secretaries; a Fiscal Officer and eight Training Instructor Coordinators. In addition to this staff, the office draws upon a number of adjunct instructors from throughout the Cabinet for training assistance in their specific areas of expertise.

Basic Preservice Academy Program

All newly employed personnel of the Corrections Cabinet are required to attend formal training during their probationary period. The number of hours of training are determined by the employee's particular job classification. The Preservice Academy consists of three consecutive weeks of training followed by on-the-job Training upon completion of the academy phase. This three week Academy Program is offered on a monthly basis at Shelby Campus. This year, 325 employees completed the Basic Preservice Training.



JOSEPH PFIESTER
Executive Director
Inservice Programs

Institutional Inservice Training is conducted at the Kentucky State Reformatory, Kentucky State Penitentiary and Northpoint Training Center, as well as at Shelby Campus. Every effort is made to deliver as much training as possible on site at the three institutional training locations to assist institutions in alleviating budgetary and manpower problems. The number of training hours required annually by permanent status institutional employees varies from sixteen (16) to forty (40). This number is determined by the employees's specific job classification. The Institutional Inservice is divided into three major program areas: (1) Correctional Officer Inservice, a 40 hour program for correctional officers; (2) Common Core, a 16 hour generic program for staff having minimal inmate contact; (3) Other specialized Institutional Inservice such as Classification and Treatment Officer Training, and Basic and Advanced Management Training. Clerical support staff will normally attend Common Core Inservice or participate in one of the clerical skills programs conducted by Governmental Services. The 16 hour Common Core was developed to permit personnel from Food Service, Prison Industry, Farm Maintenance, Engineering, Counselors, Teachers and Medical Personnel to attend security awareness training to be followed by 24 hours of specific job related training.

Community Services Training

Probation and Parole Officers of the Department of Community Services and Facilities Management are required by standards to receive 40 hours of training

annually. This year, in accordance with the request of the Commissioner, 24 hours of training was provided in the probation and parole districts and 16 hours at Shelby Campus. The training curricula is designed to meet the specific job related needs of the officers as identified through needs assessment and interviews with staff and administrators of the Department. This fiscal year 497 Probation and Parole Officers completed some form of training.

Specialized Training

This program meets the needs of the various specific job functions within the Corrections Cabinet. Specialized Programs include such as: First Aid, Firearms, Basic Emergency Squad Training, and Grievance Procedures. This training is provided with assistance from the Office of General Counsel, Institutions, Community Services and

Personnel, as well as other agencies involved with the community and criminal justice system. The training varies in length and location depending upon specific staff needs.

Elected Jailer and Deputy Jailer Training

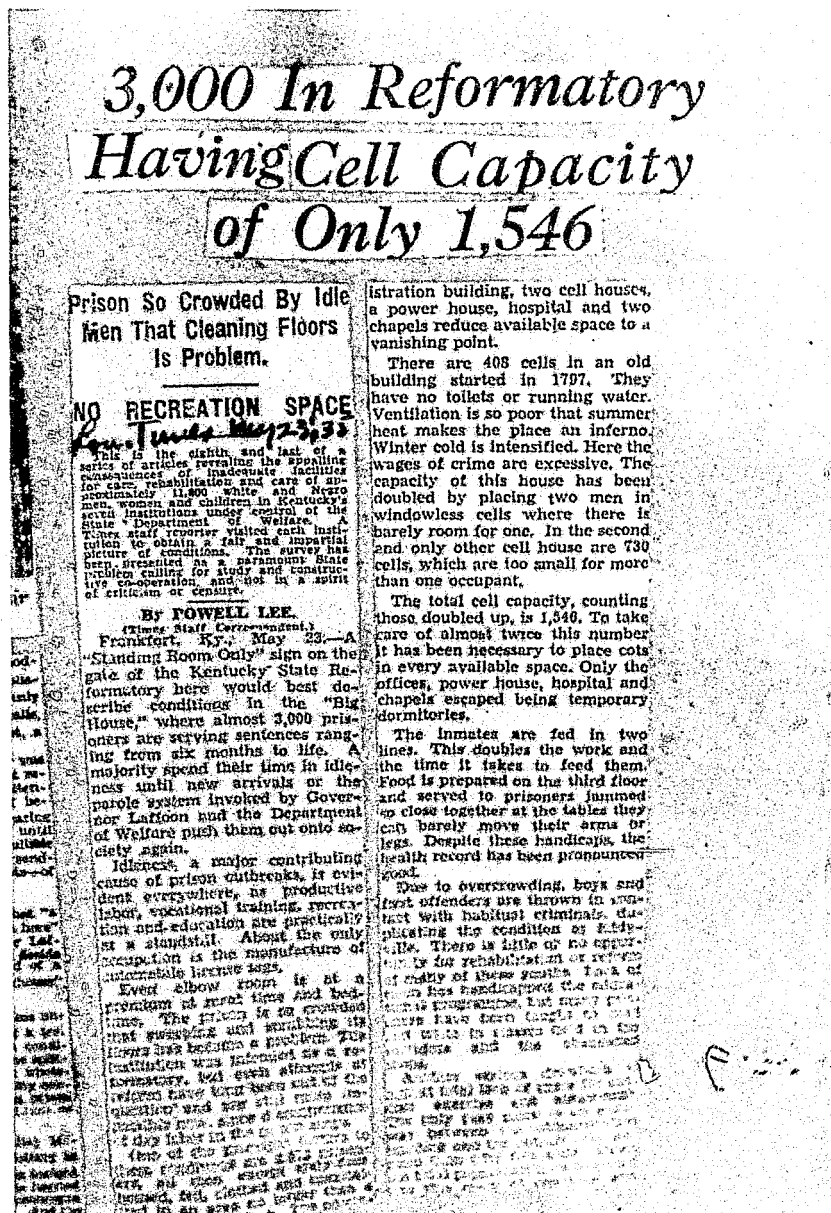
All 120 Elected Jailers are required to receive 40 hours of training annually, all Deputy Jailers are required to receive 16 hours of training annually. Elected Jailer Training is conducted at Shelby Campus and the Deputy Jailer Training is conducted at many regional sites located throughout the state. This year, 801 individuals completed some form of Jailer Training.

Each year, program staff meet with the Jailer Curriculum Committee to assess training needs of the Jailers and Deputy Jailers. Regional sites are selected to draw from surrounding counties and Deputy Jailer ses-

sions are conducted back-to-back at these sites to allow the Jailer to send half of the jail staff to the first session and the other half to the second session.

Additional Training Opportunities

Members of the Cabinet are encouraged to participate in training conducted by the National Institute of Corrections, National Academy of Corrections, as well as training conducted by the Governmental Services Center at Kentucky State University. The Office of Corrections Training also approves training credit for participation in other outside training such as: The Correctional Symposium, co-sponsored by Eastern Kentucky University, Office of Corrections Training and Federal Correctional Institute, Lexington; American Association of Correctional Training Personnel; and the Kentucky Jailer's Association Annual Conference.



Louisville Times, May 23, 1935. Photo Courtesy of Louisville Courier Journal and Louisville Times.

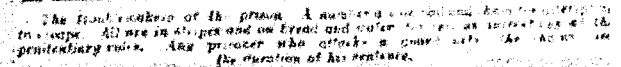
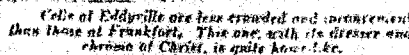
TABLE 4-1
CORRECTIONS CABINET
Individuals Trained By The Office Of Corrections Training
January 1, 1985 - December 31, 1985*

TYPE OF TRAINING	NUMBER OF HOURS	NUMBER TRAINED	TYPE OF TRAINING	NUMBER OF HOURS	NUMBER TRAINED
KCPC	8	39 ⁶	First Aid	8	20 ⁷
Case Investigations	8	22	Chemical Agents	8	11 ⁶
Prison Industries	8	18	Basic Staff Management	32	48
Advanced Management	32	63	Emergency Preparedness	8	162
CTO Training	16	59	Teacher's Inservice	24	51 ⁶
E-Squad	8	19 ⁷	Jail Staff Training	16	156 ¹
	40	33 ¹⁰		16	645 ⁵
	TOTAL	52		TOTAL	801
Adjustment Committee	4	28 ⁶	Institutional Inservice	8	10
	8	41		16	3
	16	36		24	82
	TOTAL	105		TOTAL	95
Firearms	8	270 ⁷	Grievance Training	2	13 ⁹
	8	597 ⁷		8	10 ⁷
	8	201 ⁸		8	28 ⁸
	8	196		8	42 ¹
	TOTAL	1,264		TOTAL	93
Basic Pre-Service	40	63	Inservice/Common Core	4	6
	80	85		8	19
	120	177		12	2
	TOTAL	325		16	152
Probation & Parole	24	185 ¹		24	15
	8	273 ²		32	715
	40	17 ³		TOTAL	909
	8	22 ⁴			
	TOTAL	497			

(*) The data on numbers of individuals trained are based on a calendar rather than fiscal year (January 1, 1985 to December 31, 1985). They are computed in this fashion to coincide with personnel training requirements which are set for a calendar year.

LEDGEND: ¹ - Shelby Campus; ² - District Training; ³ - Specialized Training; ⁴ - Train the Trainer; ⁵ - On-Site Location;
⁶ - Coordinated; ⁷ - KSP; ⁸ - NTC; ⁹ - RFC; ¹⁰ - KSR;

The Warden Is Tougher Than The Convicts And They Know It



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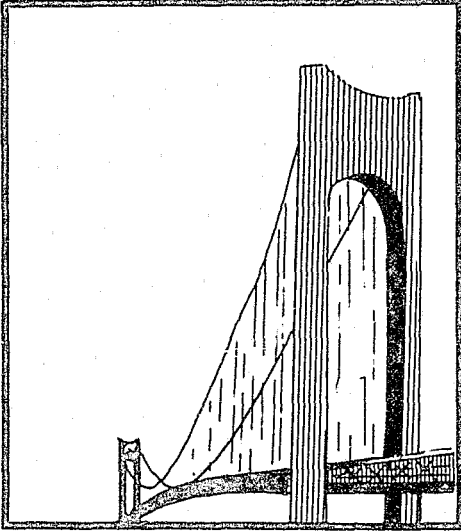
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CHAPTER 5

Department Of Community Services And Local Facilities



- Community Services Management
- Probation and Parole
- Local Facilities



DOUG W. SAPP
Commissioner



DR. BETSY B. COFFEY
Deputy Commissioner

◦ Department of Community Services and Local Facilities

The goal of the Department of Community Services and Facilities is to provide an effective and efficient system of community-based correctional programs to protect the citizens of the Commonwealth. The Department administers three units: Community Services Management, Division of Probation and Parole, and Division of Local Facilities.

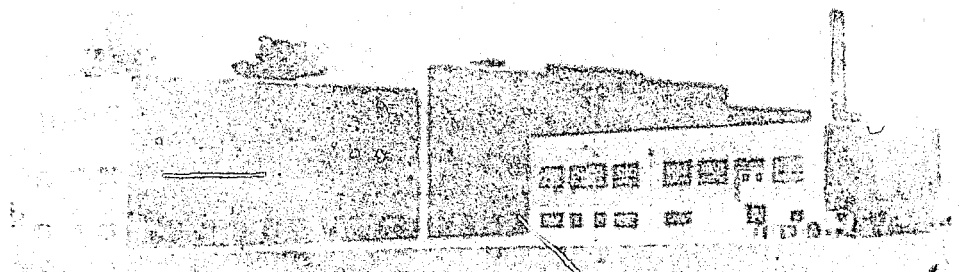
◦ Community Services Management

Community Services Management provides overall direction and general administration for the Department under the guidance of a Commissioner and Deputy Commissioner. Within this unit, the Fiscal Officer prepares budget documents, maintains accounts, oversees the distribution of the local Jail Allotment Program and processes all departmental personnel activities. The Administrative Specialist's Office maintains case related statistical data and processes warrants and requests for restoration of civil rights.

◦ Probation and Parole

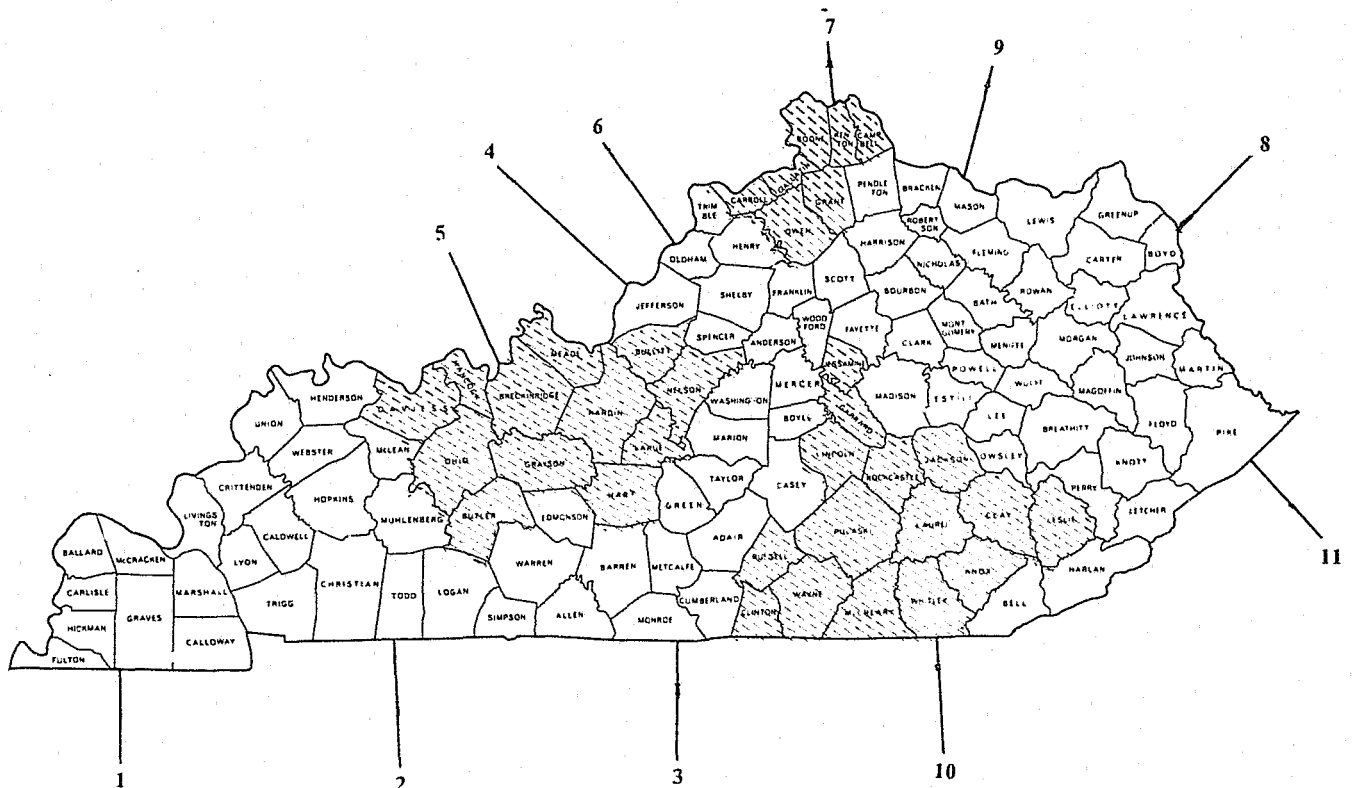
The primary function of the Division of Probation and Parole is to protect the citizens of the Commonwealth through the supervision of offenders who have been placed on probation or parole. Two hundred probation and parole officers supervise an active caseload in excess of 10,000 clients. Officers serve each of the 120 counties in the Commonwealth. The counties are organized into 11 Supervisory Districts.

After 150 years, Kentucky has
Women's Prison As A Separate
Institution



Newspaper Headline, 1938. Photo Courtesy of Louisville Courier Journal and Louisville Times.

TABLE 5-1
CORRECTIONS CABINET
Kentucky Probation and Parole
Supervision Districts



The number of clients supervised by the Division of Probation and Parole has been

increased by 18 percent over the last five years, as has the average caseload (number

of clients supervised) per officer.

TABLE 5-2
CORRECTIONS CABINET
Clients Supervised and Average
Caseload Per Officer
1982 to 1986

AVERAGE NUMBER OF SUPERVISED CLIENTS		OFFICER CASELOAD AVERAGE	
January 1, 1982	8,731	January 1, 1982	58
January 1, 1983	9,022	January 1, 1983	61
January 1, 1984	9,585	January 1, 1984	63
January 1, 1985	10,312	January 1, 1985	67
January 1, 1986	10,344	January 1, 1986	69
Five Year Average	<u>9,598</u>	Five Year Average	<u>64</u>

In addition to the supervision of probationers and parolees, probation and parole officers provide investigative services to the courts and Parole Board, rehabilitation services to offenders, and assistance in employment and home placement. Services are also provided to offenders housed in community centers and halfway houses. Other duties include preparing and maintaining detailed client records and reports; providing testimony and evidence in hearings or trials concerning violations of conditions of probation or parole; arrest and transportation of violators to the proper authority; and preparation of information requested by courts, central office, or the Parole Board for hearings or legal purposes.

Community programs are less costly than institutions in terms of both dollars invested and lost human potential. Probation and parole services save the citizens of Kentucky thousands of dollars a day; not including the hidden costs of incarceration such as lost taxes, AFDC payments, and food stamps. A part of the lesser cost of these programs is due to pay-back to the community through

probation and parole fees and work programs. During FY 1986, probation and parole officers monitored the payment of over \$500,000 in restitution to victims of crime and over \$240,000 in supervision fees assessed on probationers and parolees by the courts and Parole Board. All supervision fee collections are returned to the General Fund of the Commonwealth. In addition, community work projects performed by probationers were worth over \$60,000. This program benefits many public agencies by having probationers perform tasks, free-of-charge, for the agency as a condition of their release. In addition to the lower costs, research shows that for most offenders community programs are at least as effective as incarceration in achieving correctional goals.

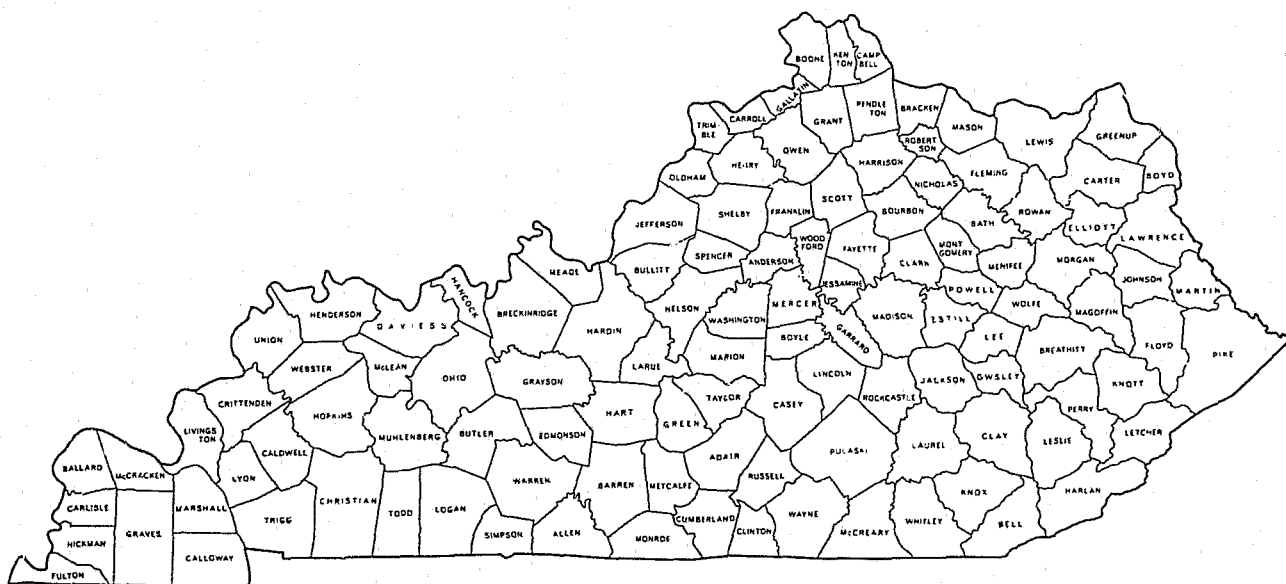
Intensive Supervision, Home Incarceration

Two important programs that have highlighted new trends in the area of community corrections are the Intensive Supervision

Program and Home Incarceration. The Intensive Supervision Program (ISP) is designed to place selected offenders in the community who would otherwise be in prison. During the period of July 1, 1985 through June 30, 1986, the Intensive Supervision Program was expanded to a total of twenty-five (25) counties.

The Division of Probation and Parole reviewed 1,787 cases for ISP placement and 514 were placed in the Intensive Supervision Program. Of this 514 placements, 243 were paroled to ISP, 144 were technical violators placed on ISP in lieu of incarceration, 46 were shock probated to ISP and 81 were placed on ISP in lieu of incarceration due to violation of the conditions of probation. There were 26,744 contacts with offenders and family members, as well as 208 community service work hours performed, \$1,725.21 paid in restitution, and \$3,453.50 in supervision fees paid.

**TABLE 5-3
CORRECTIONS CABINET
Kentucky Probation and Parole Districts
with the Intensive Supervision Program**



SITES

The ISP is currently in 25 counties across the Commonwealth. These counties are:

Boone	Boyd	Boyle	Calloway	Campbell	Christian	Clark	Daviess	Fayette
Floyd	Hardin	Harlan	Henderson	Henry	Hopkins	Jefferson	Kenton	Laurel
Madison	McCracken	Oldham	Pike	Pulaski	Shelby	Warren		

TABLE 5-4
CORRECTIONS CABINET
Intensive Supervision Program Placements
FY 85 - 86

TYPE OF ACTION	NUMBER
Cases Reviewed	1,524
Cases Paroled to ISP	243
Cases Transferred from Regular Parole to ISP in lieu of Incarceration	144
Cases Shock Probated to ISP	46
Cases Transferred from Regular Probation to ISP in Lieu of Incarceration	81
Total Cases Supervised	514

The Kenton County Pilot project on Home Incarceration was designed to place selected misdemeanor offenders in the community who would otherwise be in jail. A preliminary report completed on January 7, 1986, reveals that the Kenton County Pilot project on Home Incarceration with electronic monitoring has been more than a modest success. While the costs of starting the program have not been recovered, it is projected that it is only a matter of time before this occurs. In fact, it is concluded that Home Incarceration is a much more economical form of incarceration than jail. It did not create a financial burden for the citizens of Kenton County, especially in view of the fact that 52 percent of the offenders sentenced maintained jobs which generated taxes, food and shelter. This was accomplished while at the same time protecting the citizens of the Commonwealth.

New Community Services Programs

The 1986 session of the Kentucky General Assembly funded three new programs in the area of probation and parole: Advanced Supervision, an alcohol and drug program, and a program for sex offender treatment.

The Advanced Supervision Project will add 20 new probation and parole officers in selected areas in the state where workloads and caseloads are high. These officers will supervise caseloads of 50 clients who are classified at the maximum or medium level. This project will increase the quality and frequency of contact between the client and officer. The project was designed as a level of supervision between maximum and intensive. The project will be evaluated annually to determine its effectiveness.

The drug and alcohol program will be implemented in Lexington, Louisville, and Covington. It is estimated that up to 70 percent of probationers and parolees are sub-

stance abusers. The program is designed to assist offenders in their recovery from alcoholism and drug addiction. This "self-help" program emphasizes improved individual responsibility and law abiding behavior. Contracting for this program will be through a third party vendor. Probation and parole officers will make referrals to the program based upon established criteria.

The sex offender treatment program is scheduled for implementation in three probation and parole offices: Louisville, Lexington and Covington. This program will provide for four sex offender counselors, two in Louisville, one in Lexington, and one in Covington. These counselors will each maintain a caseload of convicted sex offenders under parole or probation supervision. These offenders will engage in individual and group counseling for a period of eighteen to twenty-four months. The counselors will work in conjunction with the probation and parole officers who will also supervise their clients.

Funding to begin the process of fully automating all probation and parole offices was also appropriated by the 1986 General Assembly. In FY 1987 - 88, this lengthy process will begin with the installation of equipment in the Louisville office and Central Office.

Placement Program, Interstate Compact

Two important support services for the Division of Probation and Parole are the Placement Program and the Interstate Compact. The Placement Program in the Division of Probation and Parole is an integral part of the parole process. A large number of inmates are recommended for parole each month. They must have parole plans recommended by a parole officer and approved by the Parole Board before a parole certificate

is issued for discharge.

There are six institutional parole officers and clerical staff who are based in the correctional institutions. The responsibility of the institutional parole officer is to facilitate and coordinate the release process between institutional staff and the probation and parole field officers. These officers also work closely with the Parole Board in preparation for hearings held at various institutions. These staff members are responsible for assisting in the release of all qualified offenders recommended by the Parole Board.

The Placement Office has implemented a change in policy in bi-county plans that has saved the state to date \$4,114.60 by sending plans to both counties at the same time rather than first one office and then the other. The Placement Office has also implemented the out of state Expedient Release which has saved the state from January 1 to date \$12,784.65 based on the conservative average of forty-five days to normally release out of state parolees after they have met the Board, as of March 31. A savings of 435 days at \$29.29 a day would account for these figures.

The Office of the Interstate Compact is responsible for most of the business that is handled outside the geographical boundaries of the Commonwealth of Kentucky. This includes other jurisdictional matters such as Agreement on Detainers and other states' needs throughout the United States. This office also works with the federal institutional and probation and parole staff. The Compact Office is responsible for the following: transfer of all probationers and parolees, both in-state and out-of-state; transfer of inmates, both in-state and out-of-state; processing of violation reports, progress reports, travel permits, and investigations of a special nature to include clemency, pardon and restoration of civil rights for other states, as well as Kentucky.

• Local Facilities

The Division of Local Facilities is charged with oversight of community-based residential programs for inmates and enforcement of minimum jail standards. Creation of the division in 1984 was a result of two factors: (1) the Cabinet's growing reliance on community-based beds provided by private vendors and local government in alleviating prison population problems and (2) statutory responsibilities which the 1982 session of the General Assembly placed on the Cabinet to administer state-supported programs.

The Division of Local Facilities is comprised of two branches: Jail Services and Community Center Programs. Under the Community Center Program, inmates who are near their parole eligibility dates are

housed in local jails located close to their hometowns. In the larger metropolitan areas, pre-release inmates and parolees are placed in halfway houses. All inmates selected to participate in the program are minimum custody and must meet stringent guidelines established by the Cabinet's Policies and Procedures. Jail centers are located in the following counties: Boone, Bourbon, Clay, Daviess, Grayson, Hardin, Lincoln, Meade, McCreary, and Magoffin. Halfway houses are located in Northern Kentucky, Louisville, Paducah, and Lexington.

Approximately two hundred and twenty (220) inmates and sixty-five (65) parolees are participating in this reintegration program which has provided significant relief to the system's population crunch. The program also allows an inmate to become reacquainted with his/her family and community and gives him/her a head start in seeking employment.

Several maintenance crews have been established out of the jail centers and halfway houses to clean municipal buildings and county roadways. In addition, many inmates are enrolled in vocational school and college programs. The centers also provide counseling services and employment assistance. Inmates can contribute valuable

community services work to our counties and, consequently, additional revenue to their counties.

On the other hand, only the system's hardest-to-place parolees are referred to halfway houses. These individuals either do not have a place to live upon release, do not have a job, or both. Once a parolee is placed in one of five houses under contract, he/she is assisted by house staff and the local probation and parole officers in seeking employment. In using local halfway houses for parolees, the potential backlog in the system for hard to place inmates is reduced.

Marion Adjustment Center

On January 6, 1986, the Cabinet contracted with the U.S. Corrections Corporation to operate a 200-man community residential center known as the Marion Adjustment Center. The operation of this new facility under contractual agreement is the first of its kind in the nation. The center, located in Marion County, has the capacity to house 200 inmates and offers academic programs; on-the-job training in plumbing, welding, electrical work; and counseling services.

Jail Services Branch

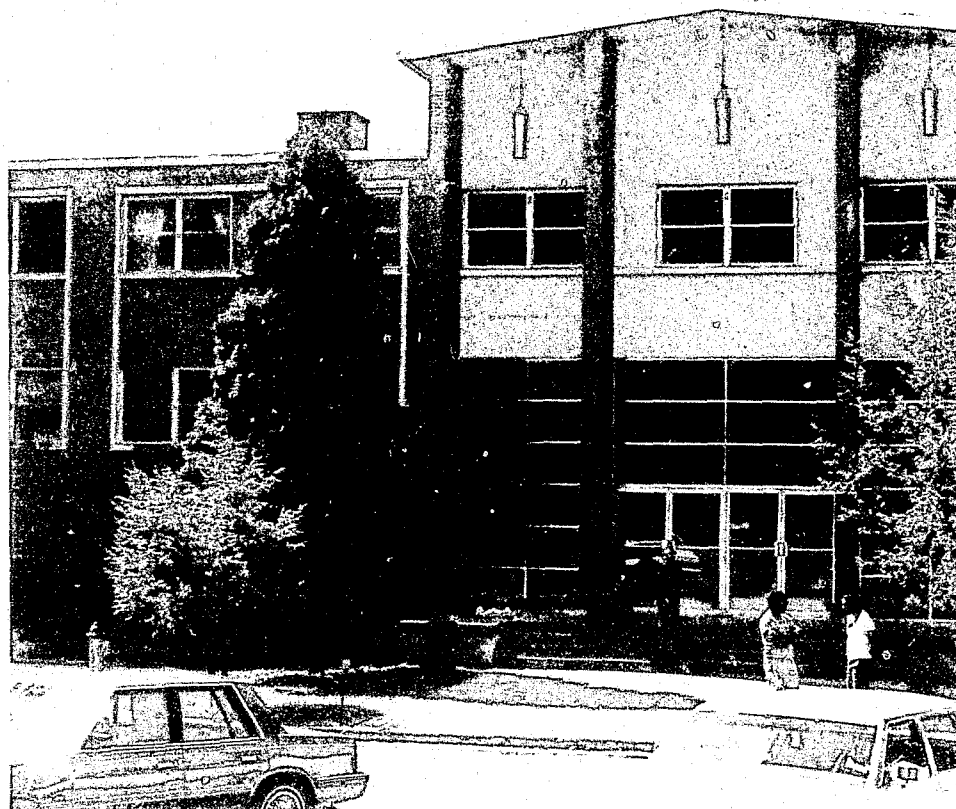
Jail Services Branch is charged with inspecting county jails and enforcing compliance with minimum standards. Following an inspection of a jail, county officials are expected to correct the deficiencies noted in the report or request waivers. The statutes give the Cabinet a broad range of enforcement authority including closure of a jail. Three staff members are assigned to conduct the inspections. Staff also works closely with court officials in preparing budgets, interpreting legislation and recommending policy and procedures for jail operations. In addition, all citizen complaints against jails are investigated.

The statutes also require the Cabinet to review and approve all architectural drawings for jail renovation and construction. Prior to construction, both preliminary and final plans are reviewed including specifications for furnishings and equipment. Once projects are underway, monthly visits are made to the construction site to assure compliance with approved plans. Over twenty new construction or renovation projects were ongoing in FY 85 - 86 as a result of funding provided by the Kentucky Local Correctional Facilities Construction Authority. Two staff members were assigned to review plans and monitor construction.

The Corrections Cabinet, in conjunction with the subcommittee on jails, recommended a regional jail plan in the spring of 1983. Under the plan, every county in the state was designated as either a regional, full service or holdover jail or was recommended as a contract county.

In recognition of the Cabinet's inability to keep pace with new commitments, the Cabinet recommended that the state contract with the proposed regional jails to house state prisoners with sentences of three years or less. Regional jails participating in the program will hold 20-30 state prisoners and charge the state a per diem rate. A total of nine regional jail projects were awarded by the bonding authority in the latter part of 1983 and in early 1984. Counties to be included in the regional jail program are: Adair, Boone, Daviess, Fayette, Franklin, Johnson, Lincoln, Montgomery and Warren. Within the next two years, all of these facilities are expected to house a total of 200 state inmates.

The Controlled Intake Program was initiated in 1982 after state prisoners started backing-up in county jails. The shortage of state prison beds resulted from caps set by the federal courts on two of the major institutions as well as an increase in the number of convicted felons. In recognition of the new role the jails were playing, the Cabinet started paying counties a \$10.00 per diem for



MARION ADJUSTMENT CENTER

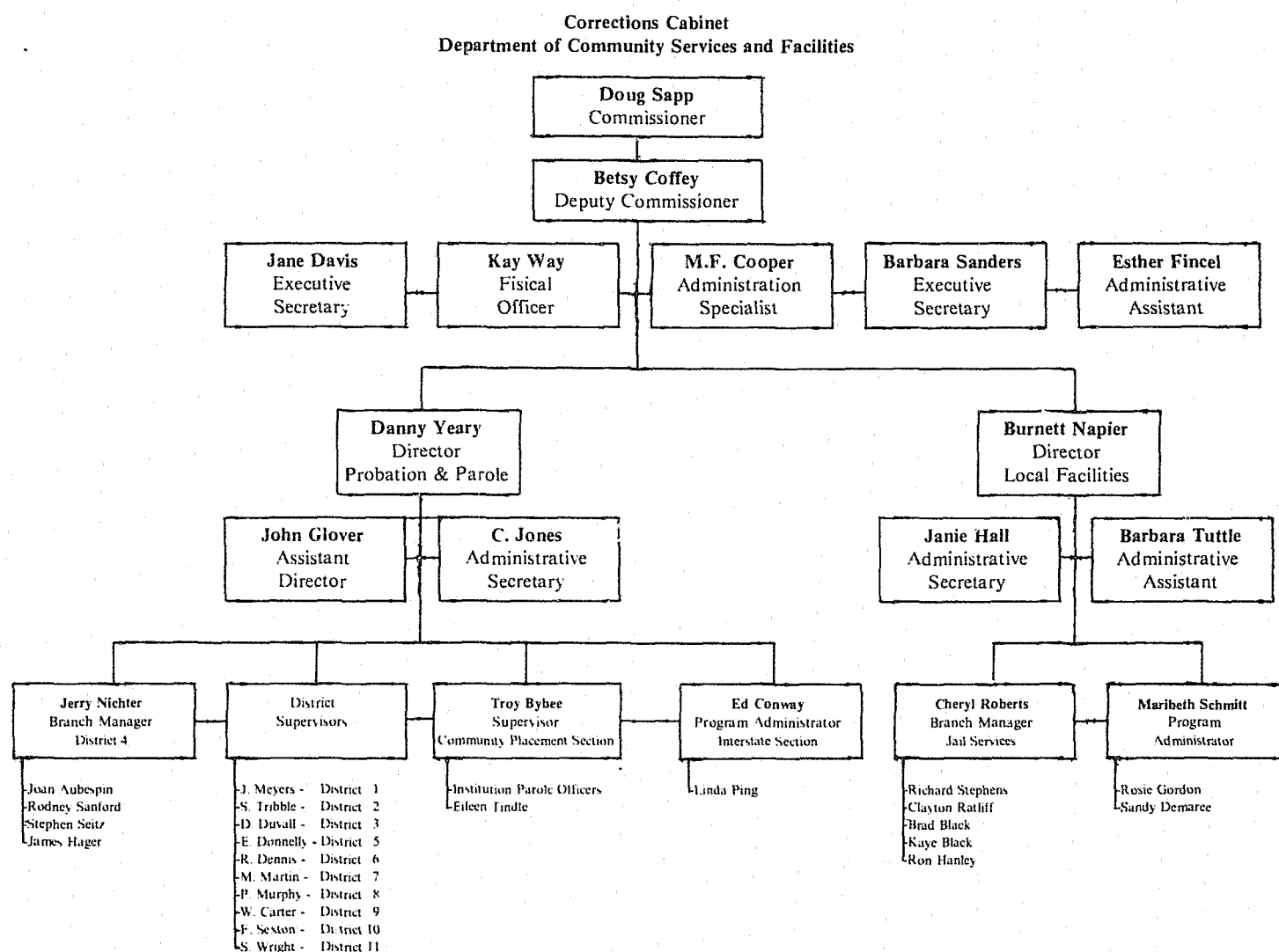
each state prisoner held in addition to paying all medical bills. A priority policy for accepting prisoners was established and the staff assisted jailers in resolving particular problems in accordance with the policy.

The 1984 General Assembly shifted administration of the Local Jail Allotment Program from the Finance and Administration Cabinet, Division of Local Government, to the Department of Community Services and Facilities within the Corrections Cabinet. With this legislation, the means of fund distribution was changed. Rather than a per diem fee and reimburse-

ment of medical expenses, a system whereby the counties receive monthly allotments and yearly restricted medical reserves was established. Additionally, administration of the Jailer's Allowance Program was moved to this department and a Catastrophic Medical Fund was instituted to provide relief to the local units of government incurring medical expenses in excess of \$2,500 for a county prisoner.

During the fiscal year 85 - 86, \$13,181,100 was passed to the counties in 12 equal increments. Each county's allotment is based on a formula taking into consideration such fac-

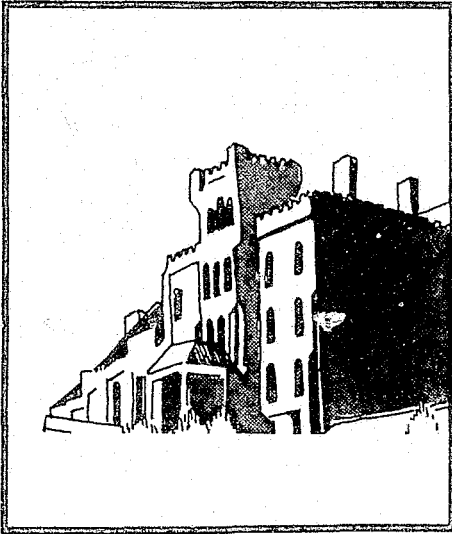
tors as risk, age, and household income per county; with no unit receiving less than \$24,000. The Restricted Medical Reserve contains \$900,000 which is distributed upon receipt of contracts certified as the most feasible to be obtained in the area. This fund will be virtually depleted. Forty claims totaling \$99,840 have been paid from the \$100,000 Catastrophic Fund. This account was not sufficient for reimbursement of all claims submitted. In the Jailers' Allowance Program, \$300 per month to cover expenses is awarded to jailers certified as having completed the required training.



April, 1986

CHAPTER 6

Department Of Adult Institutions



- Operations
- Correctional Industries
- Adult Facilities
- Construction Projects



AL C. PARKE
Commissioner



VERTNER L. TAYLOR
Deputy Commissioner

• Department of Adult Institutions

The Department of Adult Institutions performs those functions which are viewed as the most traditional and visible goals of the Corrections Cabinet. These goals are: (1) the promotion of public safety through the secure incarceration of convicted felons and (2) the preparation of convicted felons for eventual release into society as individuals capable of appropriate and acceptable behavior. These goals are carried out by the Department of Adult Institutions through a number of operations and services in the area of security, confinement conditions, and behavioral change.

Contained within the department are several divisions and institutions which perform the specific operations and services. These are: the Division of Operations which includes classification, health services, academic and vocational education, dietetic and agriculture production, and inmate programs; the Division of Correctional Industries which is responsible for industrial production within the correctional institutions; and the ten state adult correctional facilities.

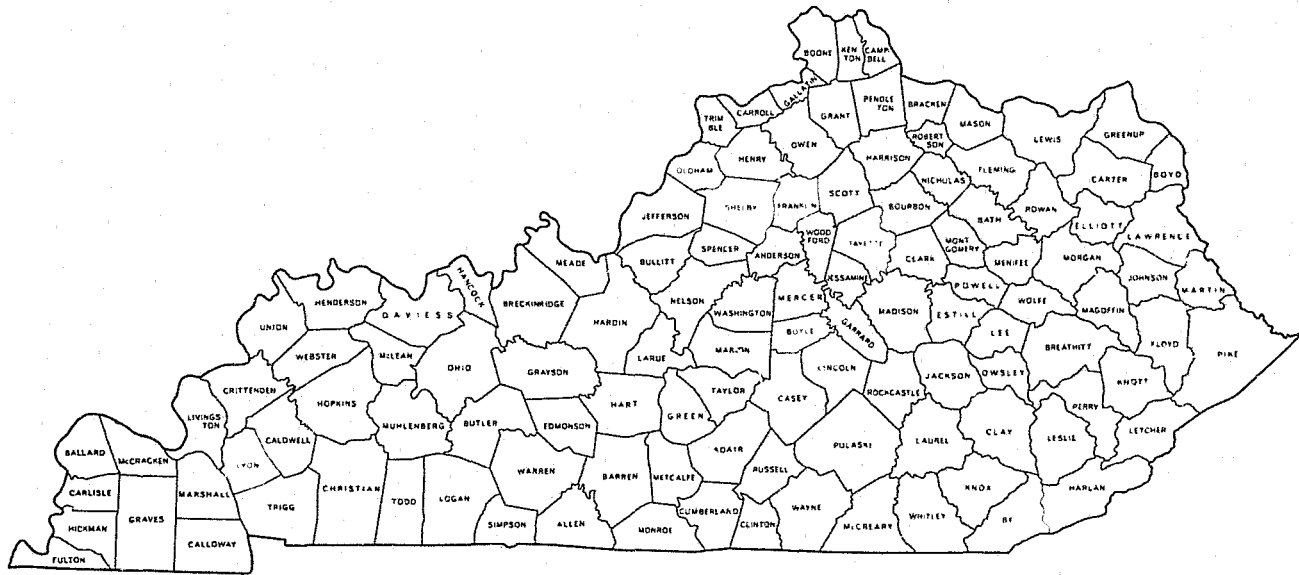
The Department is headed by a Commissioner and Deputy Commissioner. Several administrative staff supervise the various areas of operations and services and almost 1,600 employees, the majority employed within the correctional facilities, who carry out the daily activities which fulfill the departmental responsibilities.

The ten state adult correctional facilities are located in various parts of the Commonwealth. These institutions include: one maximum security facility - Kentucky State Penitentiary; three medium security facilities - Kentucky State Reformatory, Northpoint Training Center, and Luther Luckett



Tents housing inmates evacuated from Kentucky State Reformatory due to flooding, 1936.

TABLE 6-1
CORRECTIONS CABINET
Counties with
State Correctional Facilities



Correctional Complex; one facility for women - the Kentucky Correctional Institution for Women which contains maximum, medium and minimum security inmates; and five minimum security facilities - Blackburn Correctional Complex, Frankfort Career Development Center, Bell County Forestry Camp, Roederer Farm Center, and Western Kentucky Farm Center.

• Operations

The Division of Operations within the Department of Adult Institutions is responsible for the development, delivery, and maintenance of various programs and services to inmates in adult correctional facilities.

Classification

A central component of the correctional system within Kentucky is inmate classification. All inmates incarcerated in Kentucky correctional facilities undergo an assessment and classification process at the time they enter the correctional system. The Cabinet uses an objective based classification system which was developed as part of a project sponsored by the National Institute of Corrections, an agency of the United States Justice Department. The purpose of this

classification system is to establish the level of custody required for the inmate and to determine what programmatic services the inmate may require.

The programmatic component of the classification system contains a number of items related to the inmate's physical health, education, evidence of substance abuse, intelligence, and socio-emotional status. The custody component of classification uses a point scale and a series of overrides to assign a custody level to each inmate. Factors such as severity of crime, history of escape, number of prior incarcerations, history of violence, number and severity of rule violations during incarceration, and pending charges are evaluated to obtain a custody score. This custody score is used to obtain an initial custody level.

In situations where the initial custody level is inappropriate, one of eight specific overrides may be used to raise or lower the inmate's custody rating to a final custody level which is suitable. Custody levels may be overridden for such factors as protective custody requests, documentation of escape risks, psychiatric needs, and pending charges. Custody may also be overridden to a lower level in situations where the inmate has proven his or her ability to function successfully at a reduced level.

Each inmate is assigned to one of five levels of custody by the Classification Sys-

tem. Custody is defined as the level of supervision required for each inmate. Custody levels include: minimum, restricted, medium, close, and maximum. Once a custody level has been determined, each inmate is transferred to an institution of the appropriate security level. Security is defined as the degree of physical constraints provided such as walls, fences, guard towers, etc. There are three levels of security; minimum, medium, and maximum.

Health Services

The Corrections Cabinet is mandated to provide Health Care Services for those individuals incarcerated in the state's ten adult correctional institutions. This responsibility is interpreted as the provision of care necessary to maintain the overall level of health present at admission and to prevent general deterioration. Emphasis is placed on providing more than minimal care associated with a specific condition or problem and care must be comparable to that available to citizens in the community. The magnitude of the problem in meeting health needs is extreme. Many inmates enter the correctional system with evidence of little or no professional attention and/or follow-up to major health problems.

In order to provide the inmates with the needed care, the Corrections Cabinet pro-

vides for care and services in both institutions and the community. Most problems can be addressed within the institution. The critical situations or problems in a specialty area are referred to community practitioners. Community hospitals are utilized when sophisticated, acute care services are needed.

Since the advent of controlled intake, there has been an increase in the number of inmates admitted to institutions with health problems. This occurrence was expected since inmates with health problems are considered for priority admission into the prison system. Admission and transfer of an increased number of inmates with complex health problems has impacted the work programs at most of the minimum security facilities and required staffing adjustments.

Maintenance of inmate health is an important goal that is integrated into the entire program of incarceration. From initial screening on entry, to transfers and discharge preparation, the health care personnel screen and assess for severity of problems and treat or transfer as appropriate. There is an interdependence and level of cooperation between all the health disciplines in the correctional institutions that could serve as a model for many community health facilities.

Dietary and Agricultural Products

Agriculture Production

Agricultural Operations at four (4) institutions: Blackburn Correctional Complex; Northpoint Training Center; Roederer Farm Center; and Western Kentucky Farm Center, utilize 4,925 producing acres. Livestock programs include beef cattle/ feeders, dairy operations, swine farrow-to-finish units and poultry/ layers. Field crops include corn, alfalfa, wheat, timothy, hay, and pastures. The horticulture program includes 386 acres which produce a variety of vegetables from broccoli to zucchini and 70 acres of orchards producing several varieties of apples. Food processing plants at the Roederer Farm Center and the Western Kentucky Farm Center process and prepare fruits and vegetables which are canned and frozen for institutional use. Meat processing plants at the Blackburn Correctional Complex, Kentucky State Reformatory, and Western Kentucky Farm Center provide beef, pork, and lunch meats for institutional use. Forty-eight civilian staff plan, administer, train and supervise approximately 240 inmates daily in the performance of agricultural functions. Finished food products are transported to all ten adult correctional institutions.

Production efficiency at each location has improved during FY 85 - 86 to levels comparable to area farmers. Computer planning

program models assist in planning production inputs and outputs for each program level. Of particular importance are the improvements made in the beef cattle breeding program and feed conversion efficiencies during FY 85 - 86.

Soil Conservation plans have been completed and approved for each farm operation and the system. Examples of work in progress include pasture renovation (750 acres during FY 85-86), strip cropping, crop rotation, soil fertility program, and landscaping. Land utilization has been scaled to soil capability and soil loss factors. Waterways, diversion ditches, irrigation systems and livestock watering facilities improve production capabilities and appearance at each location.

Capital improvements completed in FY 85 - 86 range from the Food Processing Plant at the Western Kentucky Farm Center completed in July, 1986, to the replacement of farm implements to allow for continued production. The Food Processing Plant at the Western Kentucky Farm Center combines meat processing, fruit and vegetable canning and freezing for consumption at the Kentucky State Penitentiary and Western Kentucky Farm Center and fruits and vegetables for all adult correctional facilities. A new milking system was installed in the dairy at the Roederer Farm Center in December, 1985, replacing an antiquated system. Other improvements have been made in the beef cattle and swine production units as well as farm equipment and implement replacement.

Dietary Services Branch

The Food Service Departments of the Corrections Cabinet operate under stringent policies and procedures based on standards set by the American Correctional Association. Each of the ten food service operations undergo weekly sanitation inspections by institutional personnel, as well as quarterly or semi-annual inspections of the total food service operations by Cabinet personnel. Each of the operations also undergo annual or semi-annual inspections for safety and sanitation by Environmental Health Inspectors from the local county health departments.

The menu served to the general population at all facilities is a quarterly menu planned by the Cabinet Dietitian with input from institutional food service managers and nutritionists. The menu is planned according to the Recommended Daily Allowances for the average age group incarcerated in the Kentucky System. After all revisions have been made, the menus are nutritionally analyzed by the University of Kentucky Extension Service to ensure nutritional adequacy in regards to vitamins, minerals, protein, and calories.

The menus are planned to include usage of U.S.D.A. Commodities such as flour, butter, cheese, macaroni, and rice, as well as to incorporate the farm products produced by the four farming operations. These farm products include fresh produce, products that have been canned and/or frozen in the processing plants, milk from the dairy operations and meat products processed in the Meat Processing Plants.

Inmate evaluations are conducted annually at each institution to solicit their opinions concerning their likes and dislikes, quantity and quality of food and quality of the institutional food service. These evaluations are then analyzed and the results are used to help determine menu items as well as style of food served.

Medical and religious diets are provided as required by institutional Physicians and Chaplains. These special diet menus are prepared in central office by the Cabinet Dietitian. It is the responsibility of institutional personnel such as the Nutritionist or Food Service Manager, to see that the diet plan is properly carried out. Diet counseling by the Cabinet Dietitian and/or Institutional Nutritionist is given initially to all inmates prescribed a special diet and is then available for anyone wishing this service.

Four institutions offer formal food service training for inmates interested in food service through the On-the-Job (OJT) Training Program. This program includes classroom work as well as actual hands-on experience. The Blackburn Correctional Complex and the Western Kentucky Farm Center offer vocational training in meat cutting through the meat cutting operations. Here, inmates learn to portion meat from the carcass into retail cuts as well as institutional cuts. This meat is used in the correctional food service operations. The Northwood College Food Service Program offers a two-year associate degree in Hotel/Restaurant Management and is currently in operation at the Kentucky State Reformatory with expansion plans at the Northpoint Training Center and the Kentucky State Penitentiary.

As the Corrections Cabinet undergoes expansion at many of its facilities, many food service operations are also undergoing expansion and/or renovation. Several institutions already have plans developed for these expansions, while others are in the process of developing plans. Dietary services are a very vital function of the Corrections Cabinet. It requires the coordination and cooperation of many aspects of the dietary branch such as purchasing, production of food products, preparation of those products, and meal service. It is only with highly qualified staff and strict operational guidelines that the food service operations continue to operate at the present high level of competency.

Inmate Programs

The Kentucky Corrections Cabinet provides a variety of programs for inmates in correctional facilities. The objectives of these programs are numerous. First, much of the programming helps to stabilize the institutional environment and aids in the adjustment of inmates to the conditions of confinement. Secondly, programs reduce idleness and enhance inmate management and control, as well as facilitating adjustment to institutionalization. Finally, though not last in import, many of the programs aid in changing the inmate and his or her capacity to engage in acceptable behavior and to successfully reintegrate into the community upon release. These programs cover a wide variety of activities from recreation to counseling for sex offenders. All general population inmates may participate in these programs, and most do.

Five of the more general programs are: inmate furlough, recreation, inmate organizations, religious services, and on-the-job training. Each institution offers these programs in some form.

The Inmate Furlough program is designed to allow qualified inmates to take an authorized absence from the institution into the community. Furloughs are granted for specific purposes such as contacting prospective employers, family illness or death, transfer to an outside medical facility, and participation in family activities. Each potential candidate must meet the Cabinet's stringent guidelines before he or she may participate in the program.

Each qualified inmate is eligible for a forty-eight hour furlough each quarter of the calendar year. Placement is restricted to immediate family members or a specialized volunteer, with visitation limited to a specific place within the boundaries of the Commonwealth of Kentucky. While on furlough, the inmate is under the jurisdiction of a parole officer, who is responsible for assisting the institution in the supervision of the inmate. Each resident must follow the rules and regulations of the Furlough Code of Conduct, along with any special conditions which apply to his particular case. Any violation of these rules will immediately cancel the furlough and disciplinary action will be taken against the offender, if appropriate.

Inmate recreation consists of a number of structured and unstructured activities that range from bingo and television viewing to basketball and weightlifting. Within some institutions, organized inmate competition in individual and team sports is encouraged. Some inter-institution competition in sports such as weightlifting or competition with community teams is offered. During the summer of 1985, softball teams from the Roederer Farm Center and Kentucky Correctional Institution for Women

competed in local leagues. The recreation program also includes a variety of arts and crafts such as ceramics, woodworking, painting, and various forms of needlework.

Inmate clubs and organizations are also a vital part of each institution. Jaycees, health clubs, the NAACP, Alcoholics Anonymous, and religious organizations exist across the system. These organizations provide support, guidance, fund-raising, and community outreach projects.

Religious services are offered by Chaplains across the system. These services are interdenominational and are complimented by activities of a number of religious volunteers from outside the institutions. These volunteers visit inmates regularly and provide various types of religious programs to interested members of the inmate population.

On-the-job training is a program important in a variety of ways. Inmates in Kentucky are required to work. If a position with Correctional Industries or Vocational/Educational Training is not the inmate's work assignment and the inmate is able to work, she or he will be assigned to general on-the-job training. These inmates perform valuable maintenance, cleaning, and food service functions at the institutions.

Academic and Vocational Education

As part of the program services, the opportunity for educational improvement is available to inmates in all adult institutions. Approximately seventy-five percent of all inmates entering a correctional institution for the first time are not high school graduates. Fifty percent of those inmates function below the sixth-grade level in the basic academic skills: reading, math, and language. Many of these inmates have no job skills, nor have they experienced regular full-time employment.

Academic Education

Adult basic education and G.E.D. preparatory classes are available to inmates in all ten adult institutions. Literacy programs are available using volunteer inmate tutors, supervised by certified teachers, to teach basic reading skills from non-readers through the fourth grade. Approximately 150 inmates were enrolled in this basic reading program which was offered during their free time and during evening hours. Adult basic education is available as an assignment in lieu of a regular work assignment. The Level I classes provide basic instruction in reading, math, and language skills from grades one through eight and had an enrollment of approximately 550 students. Another 550 students were enrolled in Level II (grades five through eight) and approximately 550 additional students were enrolled

in the G.E.D. preparatory classes. Through March, 1986, 196 inmates achieved their G.E.D.

Vocational Education

Recognizing the need for employment skills, the Corrections Cabinet contracts with the Office of Vocational Education for the operation of vocational training area centers in five adult institutions. A total of 36 vocational programs provide training slots for 486 students. Programs offered include: Consumer and Family Life Skills, Business and Office Education, Meat Cutting, Auto Body, Auto Mechanics, Small Engine Repair, Upholstery, Radio/TV Repair, Drafting, Masonry, Carpentry, Plumbing, Printing, Electricity, Welding, and Building Maintenance. Classes are operated as open-entry, open-exit using competency-based instruction methods which allow the student credit for demonstrated skills. Exit points are identified which allow the students to exit the program with certification of skills mastered rather than hours of attendance. For inmates considered eligible for release, credit for program accomplishments may be transferred to community-based vocational schools. A total of 484 certificates and 44 diplomas were issued certifying completion of entry skills level training.

Associate Arts Degree Program

In cooperation with state universities, Associate Arts Degree programs are offered at the Kentucky State Penitentiary, Kentucky Correctional Institution for Women, Kentucky State Reformatory and Blackburn Correctional Complex. Inmates wishing to study at the college level may enroll as full-time students in these college classes. One hundred ten inmates may enroll. Approximately twelve inmates completed the requirements for and were awarded an Associate Arts Degree this year. Students interested in advanced degrees may make application for the study release program which, when approved, provides for on-campus enrollment.

Counseling and Mental Health Programs

The Kentucky Corrections Cabinet attempts to provide inmates with a variety of mental health services. Those inmates in need of extensive psychological services are referred to the Kentucky Correctional Psychiatric Center. Inmates requiring less intensive service delivery are serviced by a number of professional and paraprofessional staff. Like so many other state correctional systems, Kentucky Corrections would like to improve the number of psy-

chological staff but limited funding in this area has been prohibitive. Consequently, each institution relies on the services of classification and line staff who are trained in crisis intervention, as well as a limited number of professional psychological or counseling staff systemwide.

Some organized programs for substance abuse are available. Virtually all inmate organizations also provide their members and the institutional population with substance abuse programs under the guidance of a staff member.

The newest counseling program is one for sex offenders. This program, started in 1979, has grown to include increasing numbers of inmates and has expanded to a number of institutions and after-care components. The Kentucky Corrections Cabinet has been appropriated approximately \$500,000 each year for the next two fiscal years to develop a program for sex offenders. These monies will be utilized for program development, implementation, and staffing. The staff will include a Director, a Licensed Clinical Psychologist, a Psychologist for each 200 participants, and specialized counselors.

The program will be located in three facilities: Luther Luckett Correctional Complex, Kentucky State Reformatory and Kentucky State Penitentiary. One of the most significant characteristics of this program is that it is part of an overall sex offender program in both the Departments of Adult Institutions and Community Services. The institutional and community components provide for a continuation of treatment for those offenders. Consequently, offenders can be involved in treatment while incarcerated and then paroled to treatment programs. This continuity should greatly enhance the effectiveness of the program.

• Correctional Industries

Kentucky's Division of Correctional Industries is a self-supporting division of the Corrections Cabinet that employs approximately 450 inmates in the production of goods and services in 15 operations throughout the prison system. All selling, trucking, warehousing, and accounting functions are maintained within the division. Also, all clothing and furniture designs are developed by Industries staff. All expenses incurred by the division, such as rent, utilities, management and inmate wages, equipment purchases, etc., are paid from earnings. Additional profits earned are returned to the Corrections Cabinet to help offset the enormous cost of the penal system in Kentucky. This program is operated in a number of locations and employs several hundred inmates who produce a variety of products.

TABLE 6-2
CORRECTIONS CABINET
Correctional Industries

INSTITUTION	PLANT	INMATES	PRODUCTS
Kentucky State Reformatory	Metal Fabrication	46	Lockers, shelving, office tables, computer tables, side chairs, jail beds, etc.
	Tag	44	License plates
	Sign	9	Metal signs, plastic signs, refurbish highway signs.
	Soap	10	Janitorial products
	Data Entry	130	Provides data entry services
Luther Luckett Correctional Complex	Printing	48	Provides Printing Services
Kentucky Correctional Institution for Women	Printing	8	Provides Printing Services
Northpoint Training Center	Wood Shop	16	Bookcases, furniture refinishing
	Upholstery	11	Furniture reupholstering
	Mattress	7	Innerspring mattresses
	Auto Body	12	Auto Refurbishing
Kentucky State Penitentiary	Mill	30	Desk, credenzas, workstations, storage cabinets, side chairs, settees, etc.
	Fibersin	19	Desk, credenzas, coffee bar, organizers, etc.
	Clothing	50	Industrial clothing, bed and bath linens, jail mattresses, etc.
	Upholstery	9	Executive chairs, secretarial chairs, conference chairs, etc.

Correctional Industries' mission is threefold:

- (1) To provide on-the-job training and realistic work experience in marketable skills to as many inmates as can be accommodated.
- (2) To reduce the taxpayer's burden for maintaining the prison system by utilizing inmate labor to produce goods and services in a profitable manner.
- (3) To reduce tension in the over-

crowded prisons by employing inmates in meaningful work for a nominal wage.

The 1985 - 86 fiscal year was a period when several positive accomplishments were realized in the division.

- The inmate wage scale was upgraded by an average of 30 percent.
- A new central warehouse was opened at the Northpoint Training Center drastically reducing delivery times.
- The central office was moved into a new headquarters building.
- Sales staff was doubled and the delivery system improved.
- A quality control system was installed throughout Industries.

- The furniture line was redesigned and upgraded to reflect state-of-the-art styling and quality.
- An innerspring mattress plant was opened at Northpoint, providing a new marketing area for Correctional Industries.
- The data entry unit moved into new quarters and the production capability expanded by one-third.
- The printing operation had a record year in sales and profits and continues to grow by leaps and bounds.
- The clothing plant was updated with new patterns and some new equipment. The product line was streamlined to eliminate the more unprofitable products and the remaining items were redesigned to reflect modern trends.
- A contract was signed with the

Department of Information Systems to design a system to computerize ordering, purchasing, shipping, inventorying, accounting, and all other aspects of this operation.

- An agreement was reached with Central Stores and Kentucky Industries for the Blind to cooperate in our marketing and delivery efforts to the mutual benefit of all.
- Preliminary arrangements were worked out with several surrounding states to join together in a cooperative bidding arrangement that will result in substantial savings on raw material costs.

In summary, the past year was a period for evaluating present operations and developing plans that will place Correctional Industries in a position to take advantage of the tremendous opportunities for increasing sales and profits in the future.

Kentucky State Adult Correctional Facilities

Bell County Forestry Camp

The Bell County Forestry Camp is a 105-man, minimum security institution located in Bell County near Pineville. This facility, which opened in 1962, provides inmate labor to the Division of Forestry for firefighting and fire-break clearing. Inmates from this camp also perform roadside clean-up work for the Department of Parks at Pine Mountain State Park and the Transportation Cabinet. Inmates also perform cleaning and maintenance functions at the institution. Vocational and academic education, as well as other programs, are available for the Bell County inmates.



Blackburn Correctional Complex

The Blackburn Correctional Complex is the largest minimum security facility operated by the Corrections Cabinet. This facility, located near Lexington, opened in 1972 and is operated as a 350-man facility. This facility utilizes a number of diversified programs. Common to this programming is the individual work ethic. All residents are employed in both on and off-complex employment. Vocational and academic education, including college level work; counseling; and other self-improvement programs are available. The objective is successful reintegration into the community.



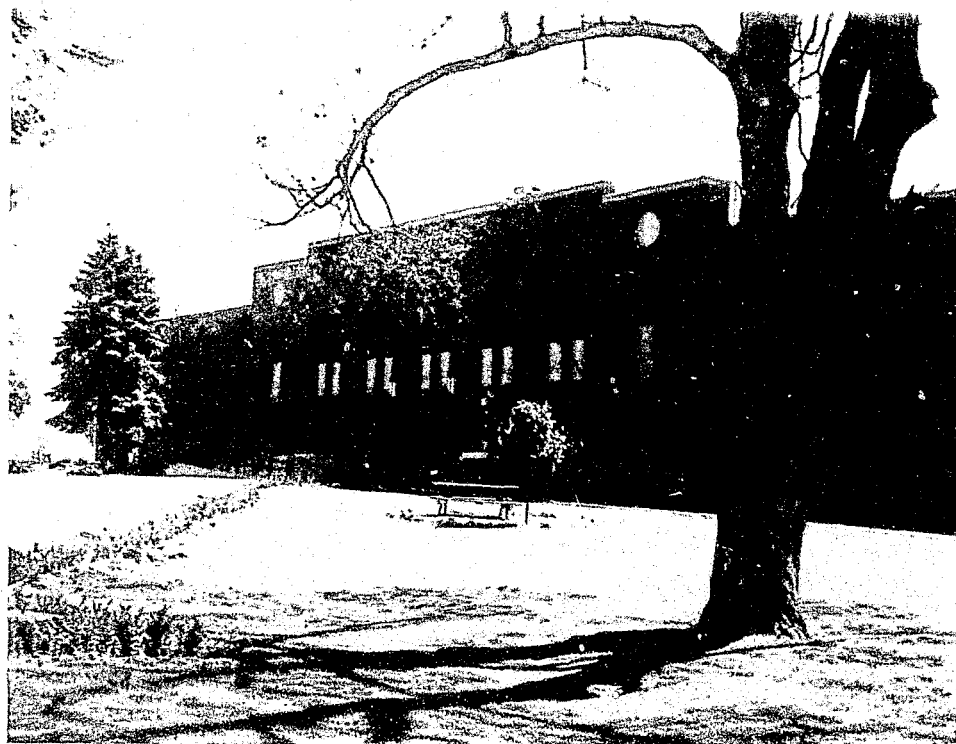
Frankfort Career Development Center

The Frankfort Career Development Center is a 75-man, minimum security facility located at Frankfort in Franklin county. While there are numerous goals and objectives for this facility, a dominate goal is on-the-job training for inmates through placement in State Government, community agencies, and institutional jobs. The institution provides a full range of services to inmates including participation in academic education courses.



Kentucky Correctional Institution for Women

The Corrections Cabinet operates one facility for women, the Kentucky Correctional Institution for Women. This facility, which opened in 1938, is located in Shelby County near Pewee Valley. The current population is approximately 160 inmates who are a combination of maximum, medium, and minimum security inmates. The institution is oriented toward providing a complete range of programming and rehabilitative opportunities for its female inmates. These include academic and vocational education, work in correctional industries, and other services. This institution is one of the four state facilities accredited by the Commission on Accreditation for Corrections.



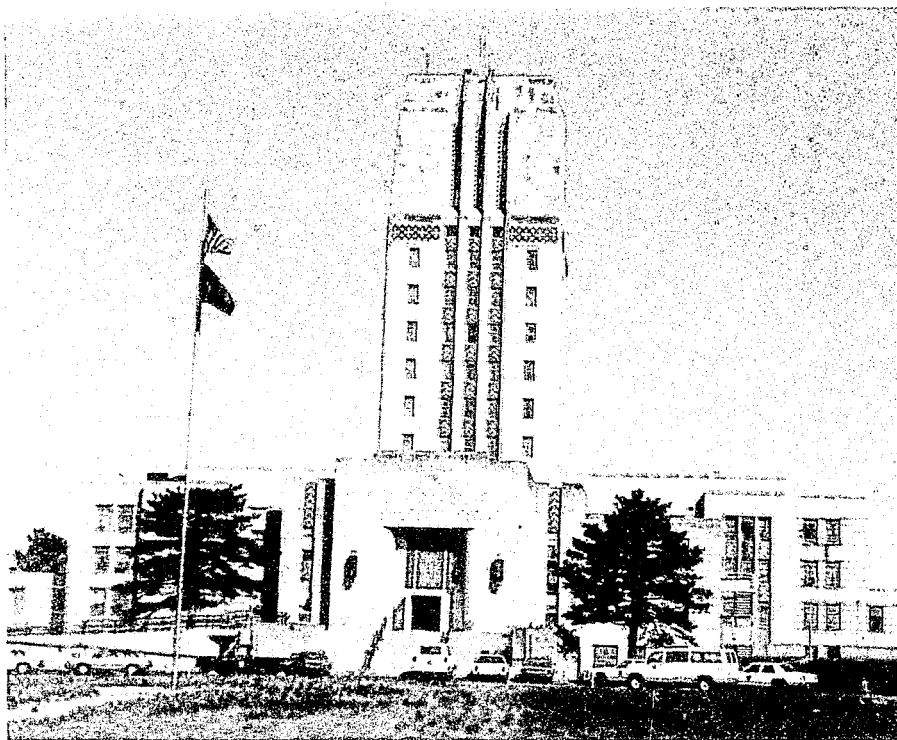
Kentucky State Penitentiary

The Kentucky State Penitentiary, located at Eddyville in Lyon County, is the Cabinet's oldest and only maximum security facility. This facility also houses felons who have been sentenced to death. The Penitentiary was constructed almost 100 years ago by Italian stone masons and has a medieval "castle" appearance. This facility houses approximately 804 inmates. Many of these inmates participate in various correctional industries located at the facility. The remainder perform housekeeping or maintenance functions or are given the opportunity to participate in educational or vocational programs. This facility is accredited by the Commission on Accreditation for Corrections.



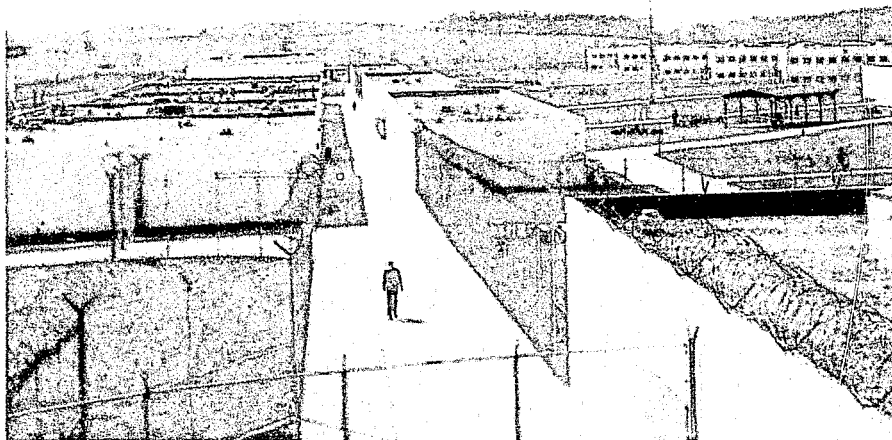
Kentucky State Reformatory

The Kentucky State Reformatory, located in LaGrange, Kentucky, opened in 1937. It is a medium security facility with an average population of 1,400 inmates. In addition to housing medium security inmates, this facility serves as the assessment and classification center for all male inmates, except those sentenced to death. This facility provides a hospital and a unit for geriatric and handicapped inmates. The institution provides a variety of programs and services including academic and vocational education, work in correctional industries, and on-the-job training. The Reformatory is accredited by the Commission on Accreditation for Corrections.



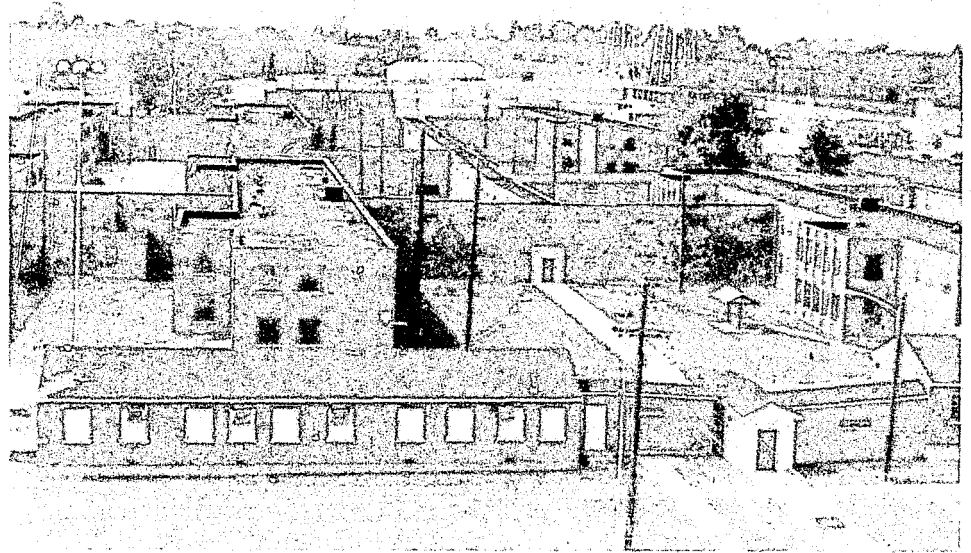
Luther Luckett Correctional Complex

The Luther Luckett Correctional Complex, located in Oldham County, opened in 1981. It is a medium security, 600-man facility. This institution also houses the Kentucky Correctional Psychiatric Center, a facility operated by the cabinet for Human Resources. The location of the Psychiatric Center in this facility places a number of extra security requirements on the institution; since the Psychiatric Center diagnoses and treats Corrections Cabinet inmates with severe emotional or mental problems, as well as diagnosing persons accused of serious crimes in cases where there is some question about the mental or emotional stability of the accused. Luther Luckett Correctional Complex is accredited by the Commission on Accreditation for Corrections.



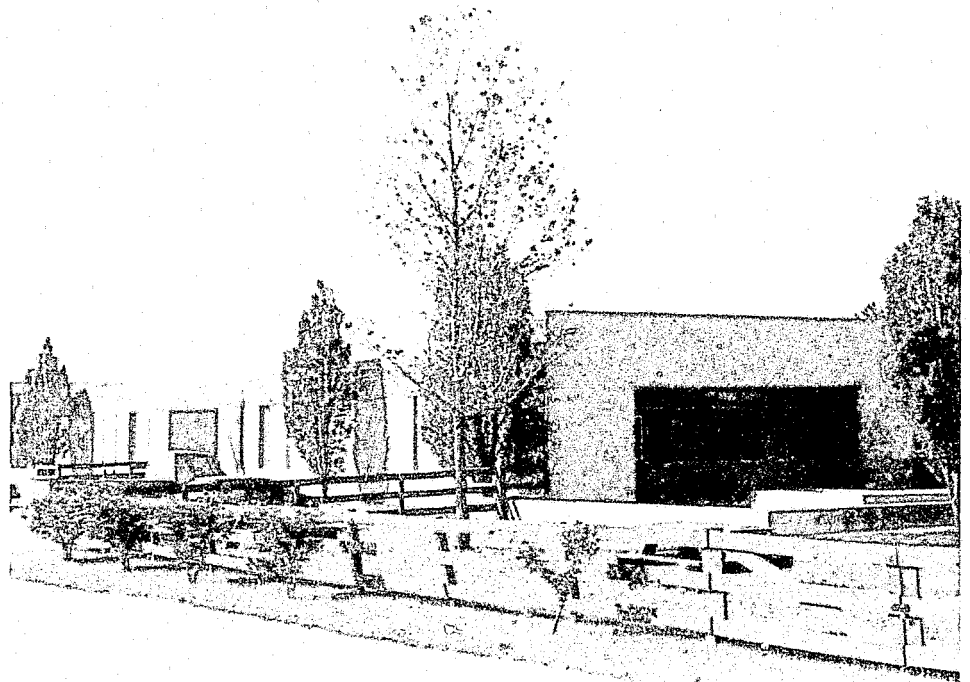
Northpoint Training Center

The Northpoint Training Center, located near Burgin, Kentucky, was opened in 1983. It is a medium security facility which houses over 600 inmates. The Center is located in a facility initially constructed in 1940 for the Kentucky State Hospital. It offers a full range of programs and services for inmates as a means of preparing them for progression to a less secure facility.



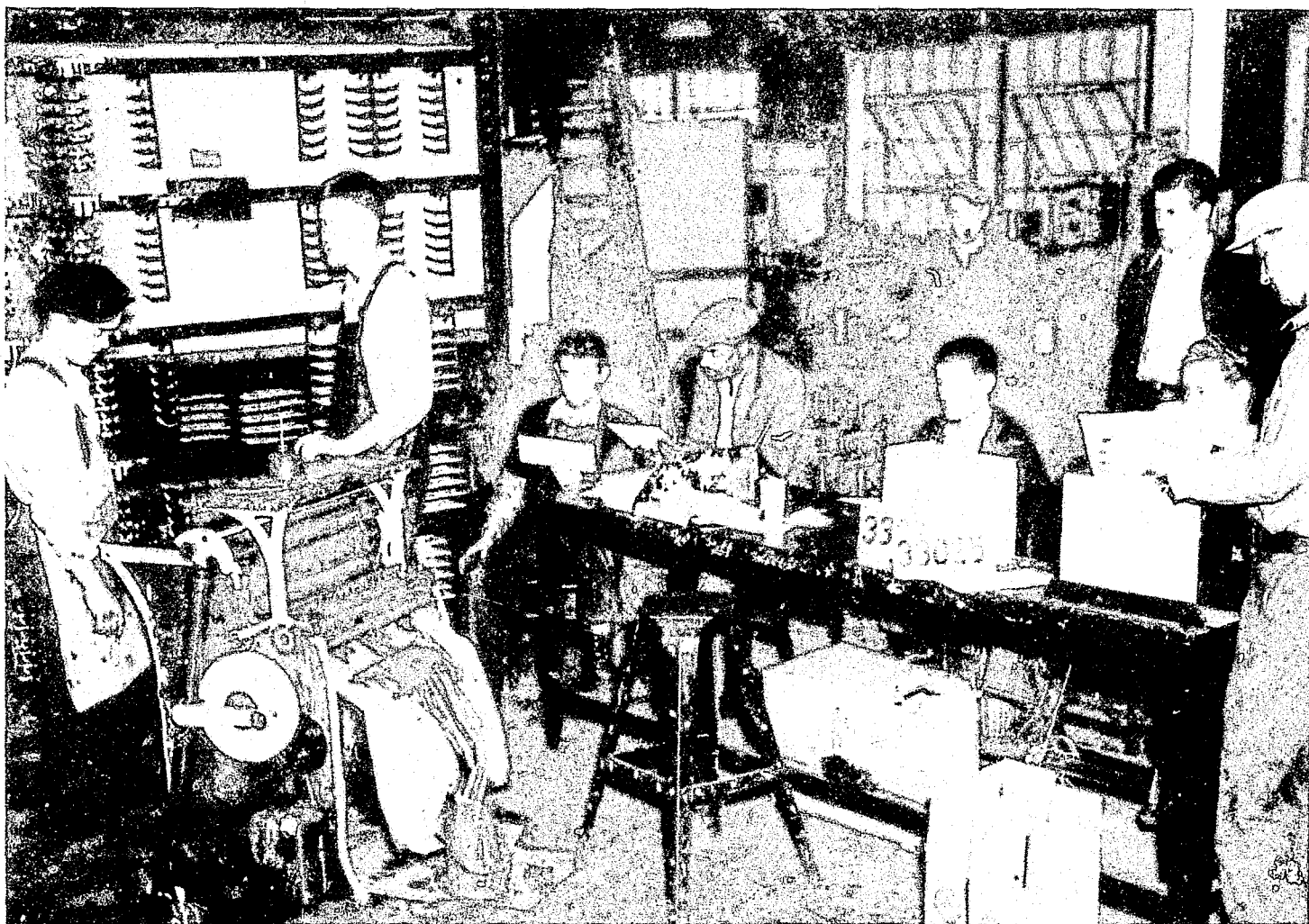
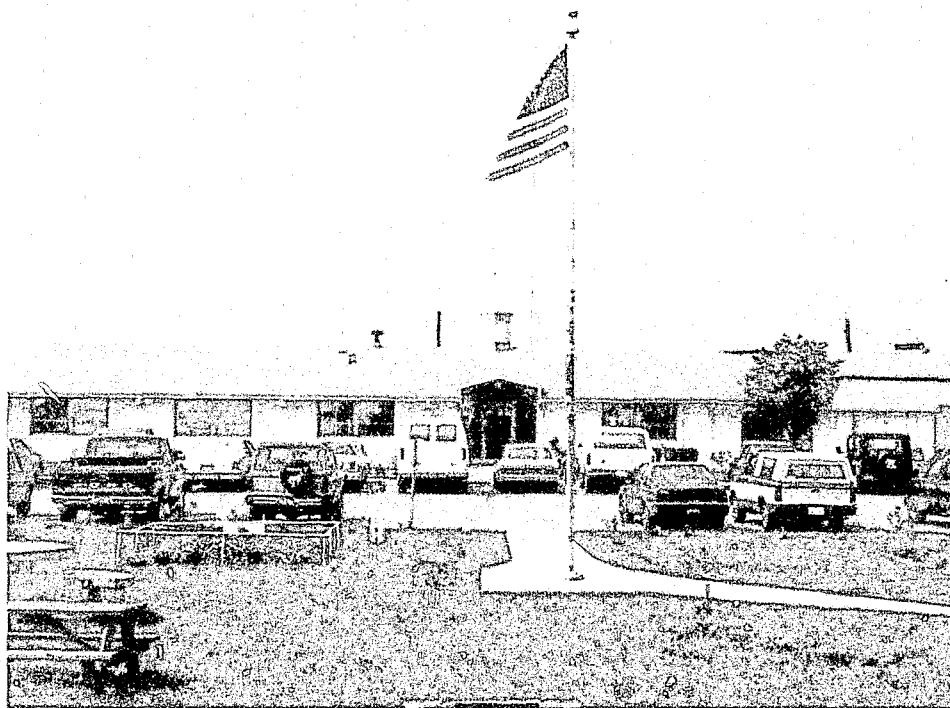
Roederer Farm Center

The Roederer Farm Center is located on a 3,000 acre farm in Oldham County. This facility opened in 1976 and is currently a 250-man, minimum security facility. Inmates at this institution perform general purpose farm work for Correctional Industries. This farm has a large beef, dairy and swine herd, as well as several thousand laying hens, and a considerable production of produce. Other services such as academic education are also available to inmates at this facility.



Western Kentucky Farm Center

The Western Kentucky Farm Center, located in Lyon County, is a minimum security facility situated on a 2,000 acre, general purpose farm. This is a 290-man facility. Inmates at this facility perform general purpose farm work for Correctional Industries. The farm has large beef, dairy, and swine herds. These herds, in addition to the laying hens and produce raised, combined with those items produced at the Roederer Farm Center, provide 70 percent of the food consumed by the Kentucky inmate population.



Correctional Industries Kentucky State Reformatory, Frankfort, 1936. Photo Courtesy of Louisville Courier Journal and Louisville Times.

• Construction Projects

The Corrections Cabinet continued to make every effort to maintain and upgrade institutional facilities during the year. Excellent progress was made in most Capital Construction Projects that were under way when the year began or which got under way during the year. However, major projects bid out during the year often came in overbid and it was necessary to either request additional funding or cut back the scope of the project. The major problem appeared to be that security hardware firms had more business than they could expeditiously handle and consequently prices were higher than anticipated. The same was also true for major construction firms involved in the bidding process. Maintenance projects that got under way during the year progressed well, but a shortage of funds forced the Cabinet to again postpone much needed maintenance at several institutions. The following is a breakdown of construction projects by institution.

Kentucky State Reformatory

The renovation of Dormitories 1 and 9 was completed during the year. Dormitory 1 was completed in May and Dormitory 9 in December. Planning continued on the upgrade of the electrical system and steam distribution system. Work on the steam distribution system began as the fiscal year ended. An addition to the Vocational School Building was built to house the data

processing system for Correctional Industries. It was decided that it would be more efficient to construct new dormitories rather than renovate the old, so planning for the construction of a new dormitory was also under way as the year ended.

Kentucky State Penitentiary

The major effort at the Kentucky State Penitentiary was the construction of Cellhouse 6 which was completed in December, 1985. A new security tower was completed in the prison yard and three wallstands were renovated during the year. There were also repairs made to the steam distribution system and planning for the conversion of Cellhouses 1 and 2. Repair of the front entrance is currently under way.

Northpoint Training Center

Work at the Northpoint Training Center has focused primarily on in-house maintenance as the Cabinet has continued to repair and improve the present structures. The first phase of rehabilitating the water distribution system was accomplished in the summer and fall months and a new roof was put on the gymnasium in September. New compressor units were installed on the institution's freezer storage units and work began on the installation of a fire alarm and detection system. Finally, construction of the new segregation unit was bid, but was delayed until more money becomes available.

Kentucky Correctional Institution for Women

This institution had a new roof installed on both the main building and the Vocational School during the year. Planning also began on a redesign of the institution.

Western Kentucky Farm Center

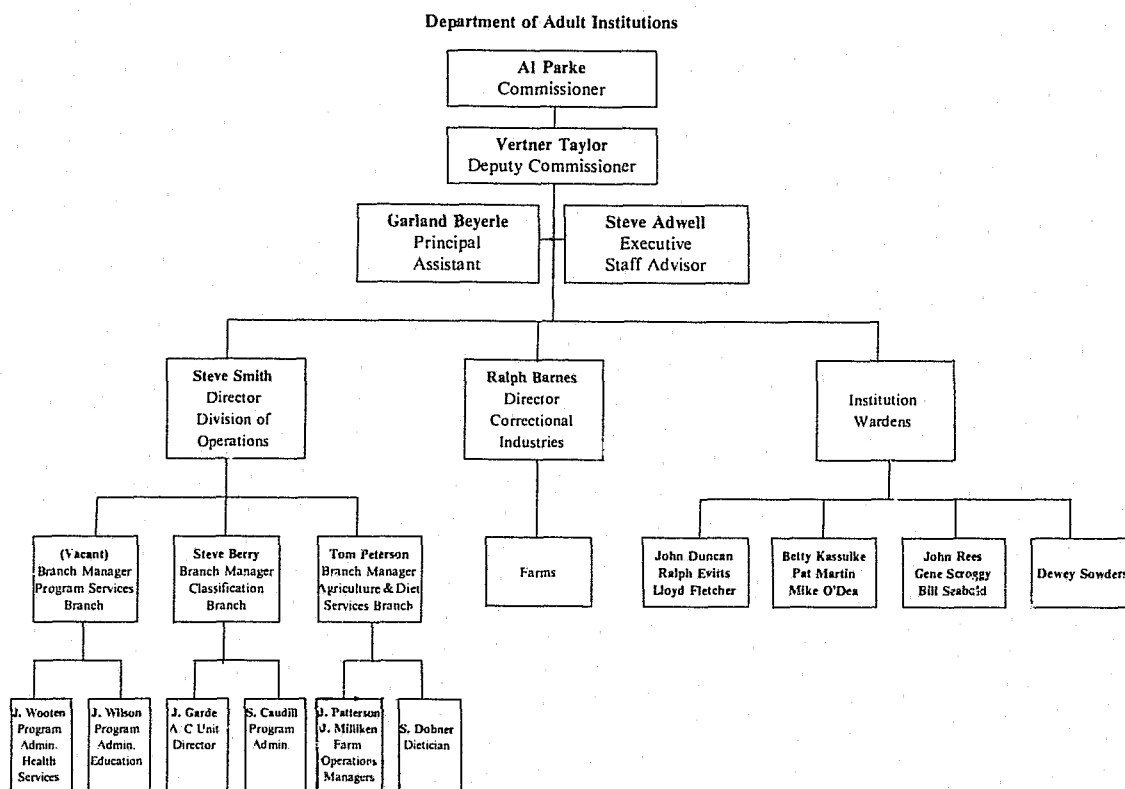
Construction of a new, 100-man dormitory began in April and was substantially completed by the end of the year. This construction also necessitated changes to the sewage processing plant. In addition, the institution constructed a visiting and multi-purpose building, primarily with available trust and agency account money.

Frankfort Career Development Center

Renovation of a small barn located at this facility was completed. The barn now houses central office staff and a sales room for Correctional Industries. Planning was completed for construction of a new dormitory with construction to be completed in the next fiscal year.

Bell County Forestry Camp

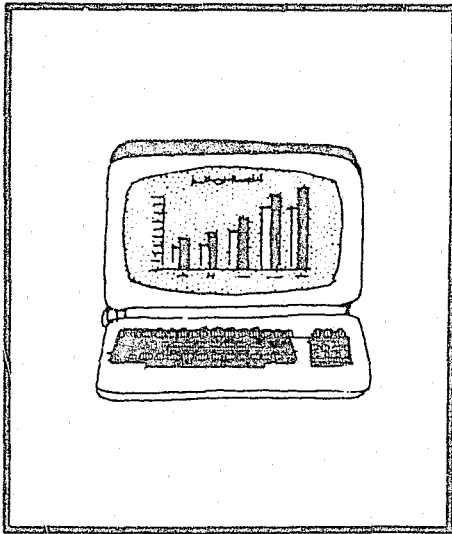
Planning for expansion of the institution commenced in 1985, with construction expected to start in FY 86 - 87. The expansion calls for a new dormitory and water system, as well as the conversion of present dormitories.



April, 1986

CHAPTER 7

Institutional Population: Characteristics And Trends



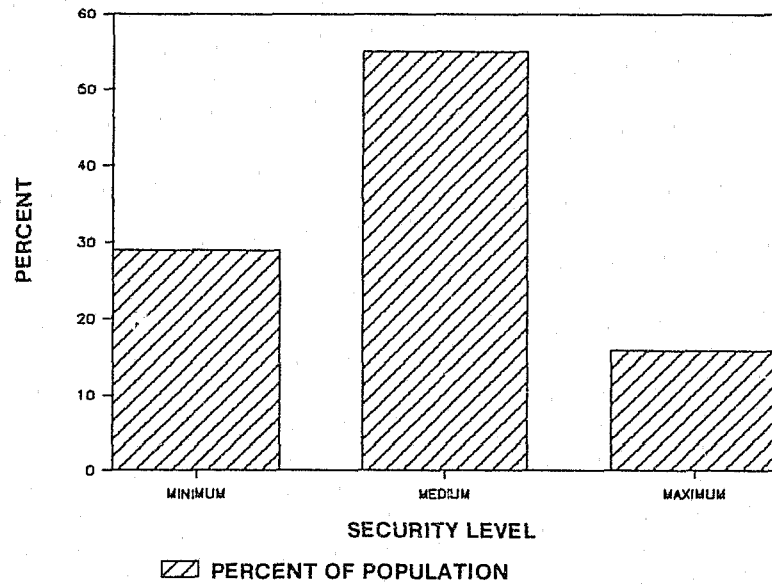
- Characteristics of the Inmate Population
- Cost to Incarcerate
- Extraordinary Occurrences
- Death Row
- Population Growth and Capacity

◦ Characteristics of the Inmate Population

The institutional population of the Kentucky Corrections Cabinet is housed in ten state correctional facilities. One of these

facilities is maximum security, three are medium, five are minimum, and one, the Kentucky Correctional Institute for Women, houses women at all three security levels. The distribution of inmates across security levels at mid-year was as follows:

**TABLE 7-1
CORRECTIONS CABINET
Security Levels of Inmates**



Kentucky inmates are predominately white, male, and young.

**TABLE 7-2
CORRECTIONS CABINET
Age Distribution for Current Population**

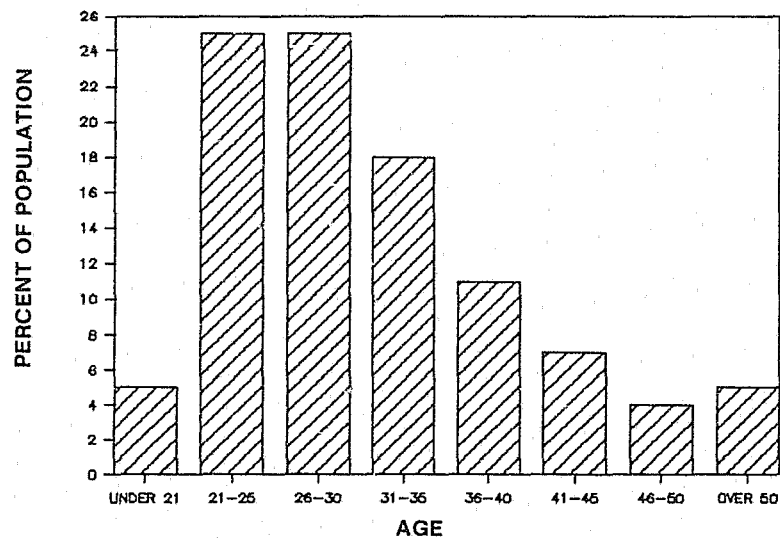


TABLE 7-3
CORRECTIONS CABINET
Percent of Population by Gender

FEMALE (4.0%)

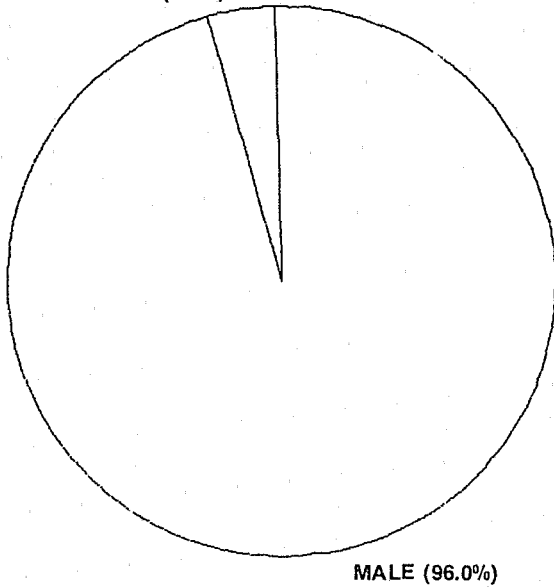


TABLE 7-4
CORRECTIONS CABINET
Racial Distribution for
Institutional Population

BLACK (32.0%)

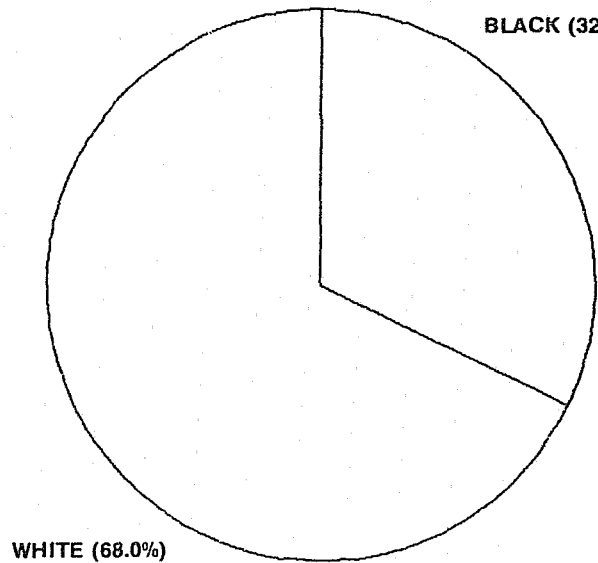


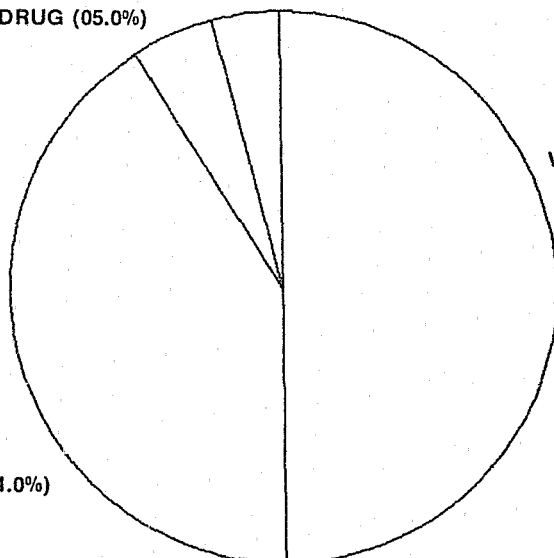
TABLE 7-5
CORRECTIONS CABINET
Institutional Population
Type of Offense

OTHER (04.0%)

DRUG (05.0%)

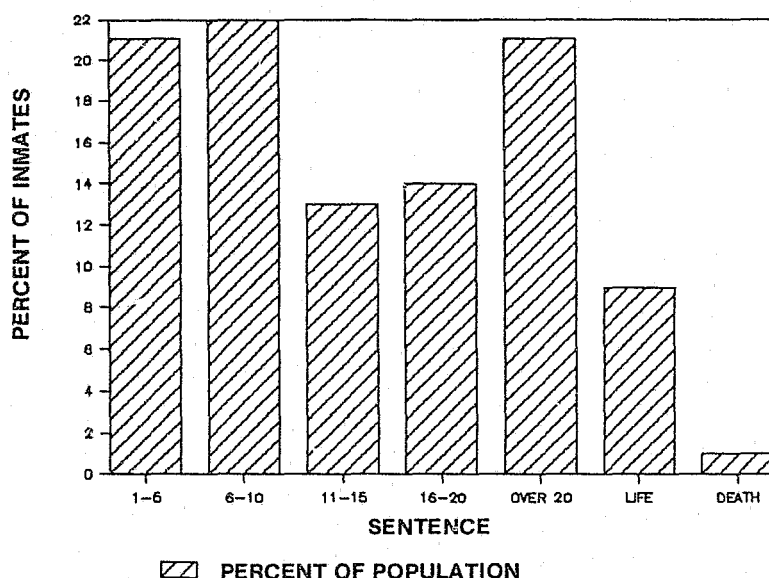
VIOLENT (50.0%)

PROPERTY (41.0%)



Half of the inmates in Kentucky institutions have been convicted of a violent crime.

TABLE 7-6
CORRECTIONS CABINET
Distribution of Sentences for
Institutional Population



The sentences of inmates in Kentucky institutions reflect a trimodal distribution. Approximately 22 percent are serving sentences of 6 to 10 years, 21 percent sentences of 1 to 5 years, and 20 percent sentences of 21 years or more.

• Cost to Incarcerate

The cost per day and per year to incarcerate an individual in a Kentucky Correctional institution varies by institution. Generally, the higher the security level, the higher the cost to incarcerate. Additionally, the cost to incarcerate female inmates has traditionally been higher than the cost to incarcerate male inmates. This is partly related to the services required by female inmates and the smaller size of the facility. This fiscal year, the cost to incarcerate female inmates is especially high due to the costs incurred by the Cabinet in meeting certain requirements mandated by the federal court in recently resolved litigation. Overall, the cost to incarcerate an inmate in Kentucky correctional institution was \$32.27 per day or \$11,860.14 per year for FY 85 - 86. This represents an increase of 7 percent over these costs for FY 84 - 85.

TABLE 7-7
CORRECTIONS CABINET
Cost Per Inmate*
Per Diem And Per Annum
FY 1985 - 86

INSTITUTION	PER DEIM	PER ANNUM
Kentucky State Reformatory	\$33.19	\$12,112.67
Kentucky State Penitentiary	37.38	13,643.67
Luther Lockett Corr. Complex	33.07	12,069.70
Northpoint Training Center	30.16	11,006.99
Kentucky Corr. Inst. for Women	40.28 ¹	14,703.37
Blackburn Corr. Complex	26.61	9,712.89
Bell County Forestry Camp	18.23	6,653.47
Frankfort Career Dev. Center	31.01	11,319.76
Western Ky. Farm Center	21.47	7,835.99
Roederer Farm Center	18.67	6,813.27
AVERAGE COST	\$32.27¹	\$11,860.14

(*) These figures do not include: Federal Funds, Correctional Industries, Building and Construction Costs, and Fires Loss Repair Account.

(¹) If the attorney fees for a Federal Court Judgement against KCIW are included in the cost, the average cost per diem for KCIW would be \$46.55 and the average cost per diem for the system would be \$32.49.

• Extraordinary Occurrences

An extraordinary occurrence is an event outside the regular operational procedures or daily events of a state correctional institution. It is an event which is of such significance that it merits detailed documentation,

reporting and administrative review. Examples of extraordinary occurrences are: death, escape, assaults on staff, inmate assaults, medical incidents involving serious injury, riots, or use of force by staff.

In 1985 there were 782 extraordinary occurrences. These occurred at ten facilities.

Overall, the rate was 16 extraordinary incidents per 100 inmates.

The extraordinary incidents were of various types. The most frequent being the non-routine use of restraints and the possession of drugs or intoxicants by inmates.

TABLE 7-8
CORRECTIONS CABINET
Extraordinary Occurrences
By Institution

OCCURRENCE	KSR	KSP	LLCC	NTC	BCFC	RFC	KCIW	WKFC	BCC	FCDC	CSC	TOTALS
DEATH												
Natural	4		2					1				7
Suicide		2										2
Accidental												
Homicide												
Other												
ESCAPE												
Attempted	5	3	2	1		1		1	1			14
Escape	6	3	1	1	16	3	1	13	30	2	9	85
Escapee												
Apprehension	2		1	1	13	3		11	29			60
ASSAULT ON STAFF												
Aggravated Assault	5		1	2								8
INMATE ASSAULT												
Aggravated Assault	12	9	4	3		1		1				30
Sexual Assault	1		1									2
DANGEROUS CONTRABAND												
Drugs and/or Intoxicants	71	15	12	14		1		2				115
Weapons	20	24	4									48
Other	2	2										4
MEDICAL INCIDENTS (Serious Injury)												
Attempted Suicide	10	5	1									16
Accident	3		2	1	1		2			1		10
Self Mutilation	23	3	4									30
MISCELLANEOUS												
Furlough Incidents	1					2		1				4
Destruction or Damaged Property Over \$500.00												
Riot												
Fire	12	7	2			1		1				23
USE OF FORCE BY STAFF												
Use of Weapons or Gas		22										22
Nonroutine use of Restraints	99	39	14	3		1	1					157
Physical Contact by Staff	11	26	17	5	1	1		1				62
OTHER				1				1				2
TOTAL	287	160	68	32	31	14	4	33	60	3	9	701

A number of factors determine the number of extraordinary occurrences at a facility. Larger, medium and maximum security facilities tend to have more extraordinary occurrences. Similarly, institutions like the Kentucky State Reformatory and Kentucky State Penitentiary with more available space for inmate segregation and greater security tend to accumulate "problem" inmates which increases the extraordinary occurrence rate at these facilities.

• Death Row

Kentucky Death Row is located at the Kentucky State Penitentiary near Eddyville in Lyon County. At the end of FY 85-86, 28 inmates were housed on Death Row. All of these inmates are male, 71 percent are white.

The original capital punishment law in Kentucky was enacted in 1792. However, accurate data on executions only dates to 1911. During this year the electric chair, the current method of execution, was installed at Eddyville. Since that time a total of 162 individuals have been executed. The last execution took place in 1962.

• Population Growth and Capacity

The size of the Kentucky institutional population has been an area of concern for the past decade. Prison overcrowding has been a dominant factor in corrections nationwide and Kentucky. This overcrowding has exacerbated problems related to the conditions of confinement and has led to federal litigation in at least 43 states over the last 10 to 15 years. Kentucky was part of this trend.

The Kentucky inmate population has exhibited erratic growth and decline cycles since 1944. However, following a decline in the 1960's, the population has continued to grow. This growth has occurred at an increasing rate since the late 1970's.

Prior to 1980 the distinction between operational capacity and inmate population was functionally non-existent. Operational capacity was simply the numbers of inmates who could be placed in an institution regardless of the conditions under which they might have been housed. However, with the advent of the Federal Consent Decree, operational capacity was defined as the number of beds available on a long-term basis and under conditions of confinement set by the Federal Court. This limited the numbers of inmates who could be placed in state institutions.

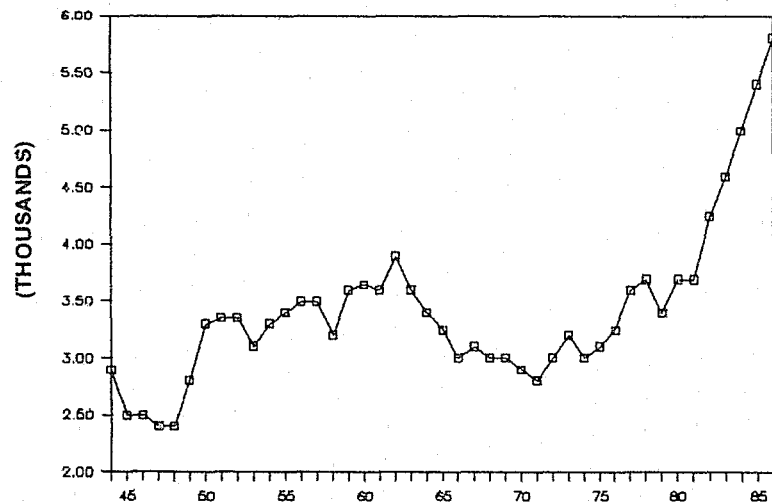
In August of 1982, a backlog of state prisoners began to build-up in county jails. This occurred because convicted felons could not be classified and placed in state correctional facilities unless adequate bedspace was available. When this occurred the Correc-

tions Cabinet began the Controlled Intake Program. This program provides for an orderly maintenance of this group of convicted felons in county jails. It also provides compensation to the counties for general sustenance and medical costs related to the housing of these felons. The number of inmates in Controlled Intake has fluctuated over the years. However, the general trend for the average daily population of this pro-

gram has increased. This fiscal year the average daily population was 782 individuals.

The size of the population within the Controlled Intake Program is related to a number of factors. One of these is the capacity or number of beds available within state correctional facilities. Simply, the availability of beds has not increased at a rate comparable to the growth rate of the number of convicted felons.

**TABLE 7-9
CORRECTIONS CABINET
Inmate Population 1944 - 1986**



**TABLE 7-10
CORRECTIONS CABINET
Controlled Intake
Average Daily Population**

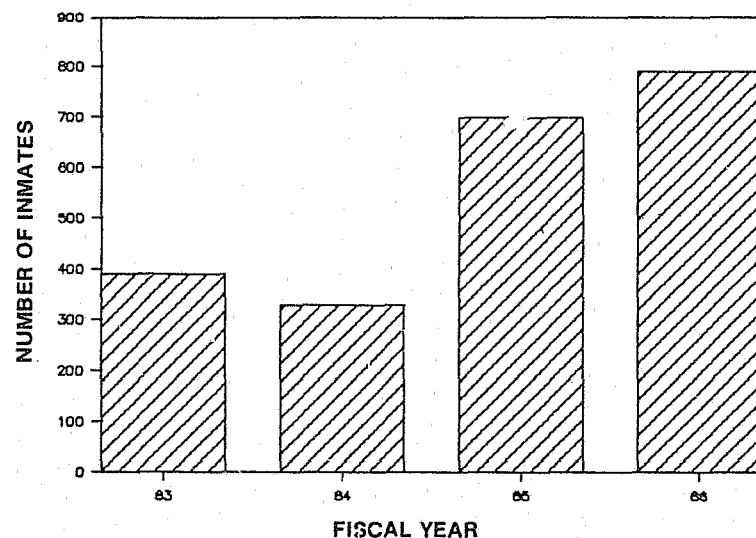
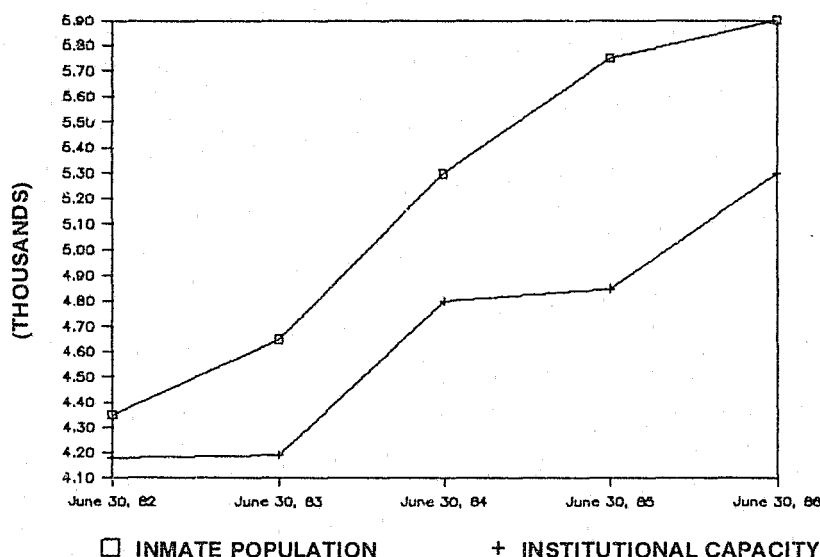
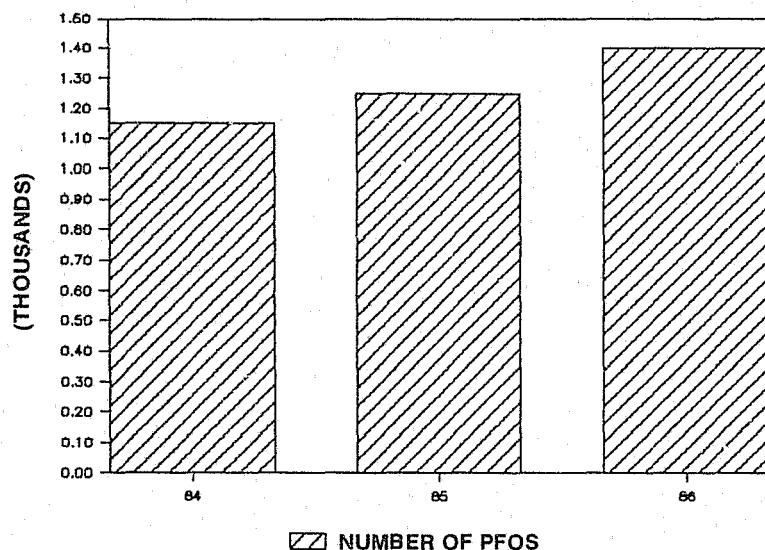


TABLE 7-11
CORRECTIONS CABINET
Population History



Precisely what has triggered the growth of convicted felons is a complex question. Many socio-economic factors drive the conviction and sentencing trends in Kentucky. However, it is apparent that more inmates in Kentucky correctional institutions are receiving longer sentences and spending more time in prison. For example, in 1982, the average sentence of individuals entering Kentucky correctional institutions was 7 years. By December 31, 1985 this had increased to 11 years and 6 months. Similarly, the average amount of time served by inmates leaving Kentucky correctional institutions for these same years increased. The average time served by inmates released in 1983 was 19 months. By December 31, 1985, this had increased to 21 months. Though not solely responsible, the Persistent Felony Offender Statute which enhances sentences for repeat felony offenders has contributed to the longer sentences for Kentucky inmates. The numbers of inmates sentenced as Persistent Felony Offenders has increased each year.

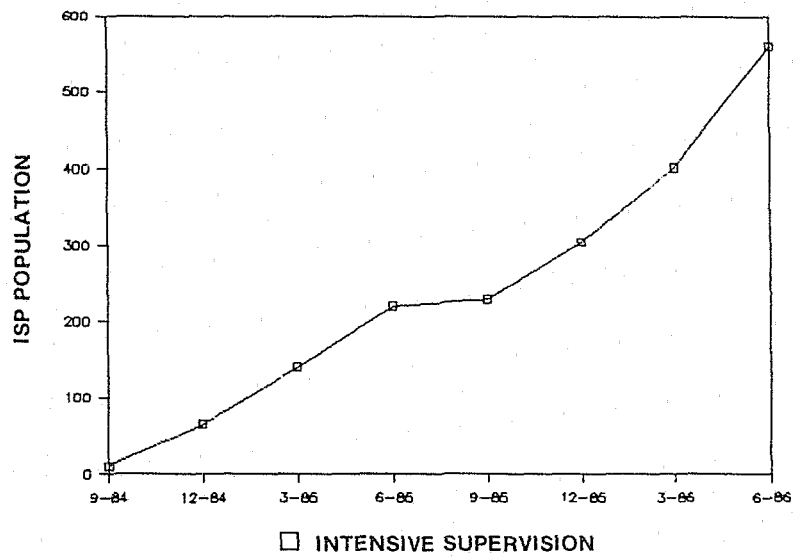
TABLE 7-12
CORRECTIONS CABINET
PFOS In Kentucky
Correctional Institutions
FY 83 - 84 to FY 85 - 86



A mechanism developed by the Cabinet to alleviate overcrowding is the Intensive Supervision Project. The objective of this project is to provide for more stringent supervision of probationers and parolees so that community supervision rather than incarceration could be utilized as a sentencing alternative. While Intensive Supervision has not solved the overcrowding in Kentucky correctional institutions, it has resulted in a reduction of this problem. Since its inception in 1984, the numbers of individuals under Intensive Supervision has increased dramatically (See Table 7-13). Most of these individuals would have been incarcerated without the availability of this program.

House Bill 76, passed by the 1986 General Assembly, increases the time to parole eligibility for certain serious violent offenders. Violent offenders with a life sentence must serve 12 years rather than 8 years to their first parole hearing. Violent offenders with a sentence of a number of years must serve 50 rather than 20 percent of that sentence to their first parole hearing. This legislation will most certainly increase the rate of growth of the Kentucky inmate population through its effect on time served to release. The Cabinet is engaging in an assessment of the impact of this legislation on the size of the state's inmate population.

TABLE 7-13
CORRECTIONS CABINET
Intensive Supervision
Population History



Kentucky State Penitentiary, 1956. Photo Courtesy of Louisville Courier Journal and Louisville Times.