

Kentucky Corrections Cabinet in Review July 1989 - December 1990

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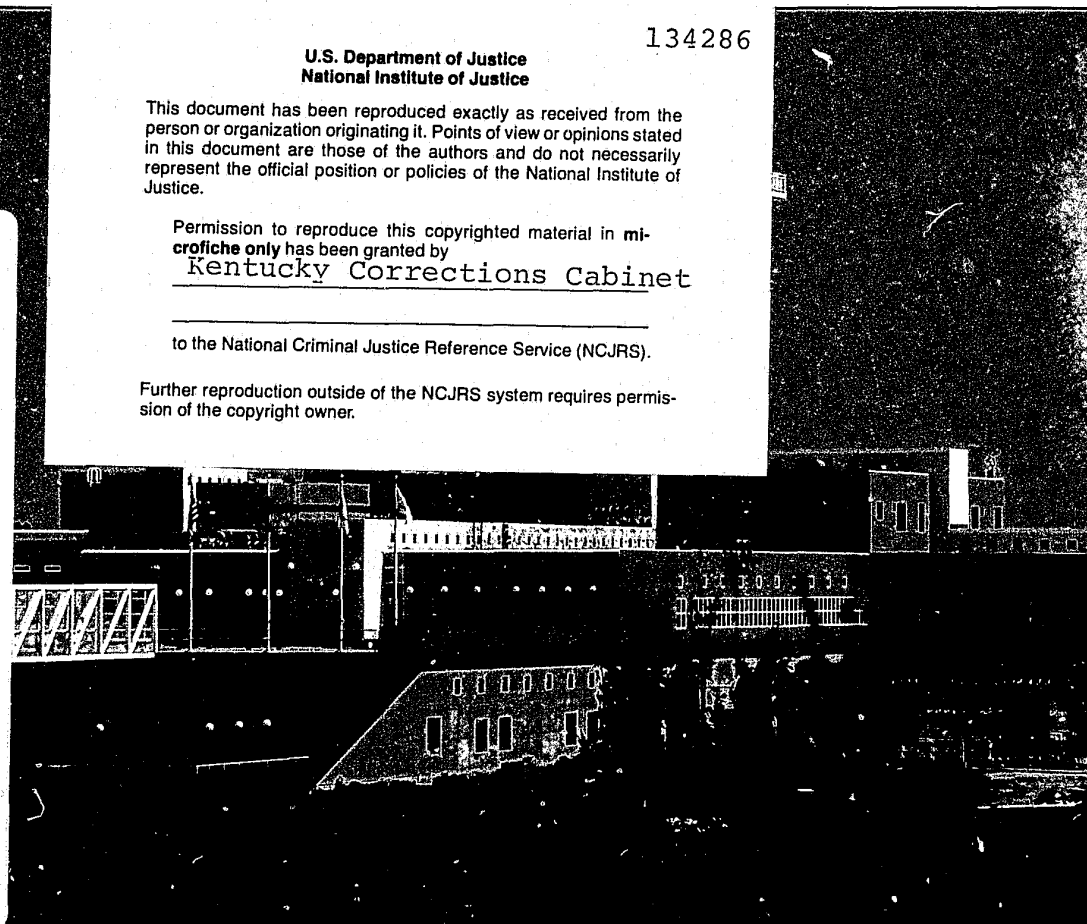
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John T. Wigginton, Secretary

A MESSAGE FROM THE SECRETARY

The Kentucky Corrections Cabinet is a system of significant and positive change.

Three years ago, we were in serious disarray—our system was overwhelmed by court orders and lacked the full funding needed to address the needs of our growing prison population. We lacked the resources to provide necessary educational and work programs for inmates.

With his innovative Kentucky First Plan, Governor Wilkinson recognized these needs and outlined a plan of action that would not only solve our current problems, but lead us soundly and successfully into the next decade. That plan included new prison construction to create sufficient bed space to ease the overcrowding in our local correctional facilities and funds to enhance inmate programs.

Kentucky's Corrections Cabinet is now a leader nationally. Over the past three years, Kentucky has more than doubled the number of inmates involved in academic and vocational education, as well as work programs.

Our Cabinet implemented VIP Life Management Programs statewide to increase inmate participation in education. Participation has increased to 67% in educational programs. Eighty percent of the inmates in the literacy program complete it and a 50% increase in GED certificates has been achieved. College programs have been implemented in every institution.

We have recognized the need for increased emphasis on developing marketable skills for the men and women in our system. Through enhanced Correctional Industries programs, our inmates not only gain the satisfaction of producing quality products, but they also gain skills which mirror those needed to work in private industries throughout the Commonwealth.

As important as the new prison construction and inmate programs have been to this state, it is obviously not the total answer to addressing the overcrowding problems. We *must* continue to support alternative programs to incarceration where appropriate.

In Kentucky, two out of every three offenders are serving their sentences under some type of community supervision. They are holding down jobs, paying taxes, and supporting their families. If it were not for these community based programs, there would be no way our prisons could handle the increasing population of offenders.

I am looking forward to the future and have developed committees structured to review and make recommendations toward long range goals in training and education, mental health, and substance abuse.

We have a plan in place and a system evolving, based on a premise of work, education, and programs that enhance public safety.



JOHN T. WIGGINTON
Kentucky Corrections Cabinet Secretary

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ACQUISITIONS

TABLE OF CONTENTS

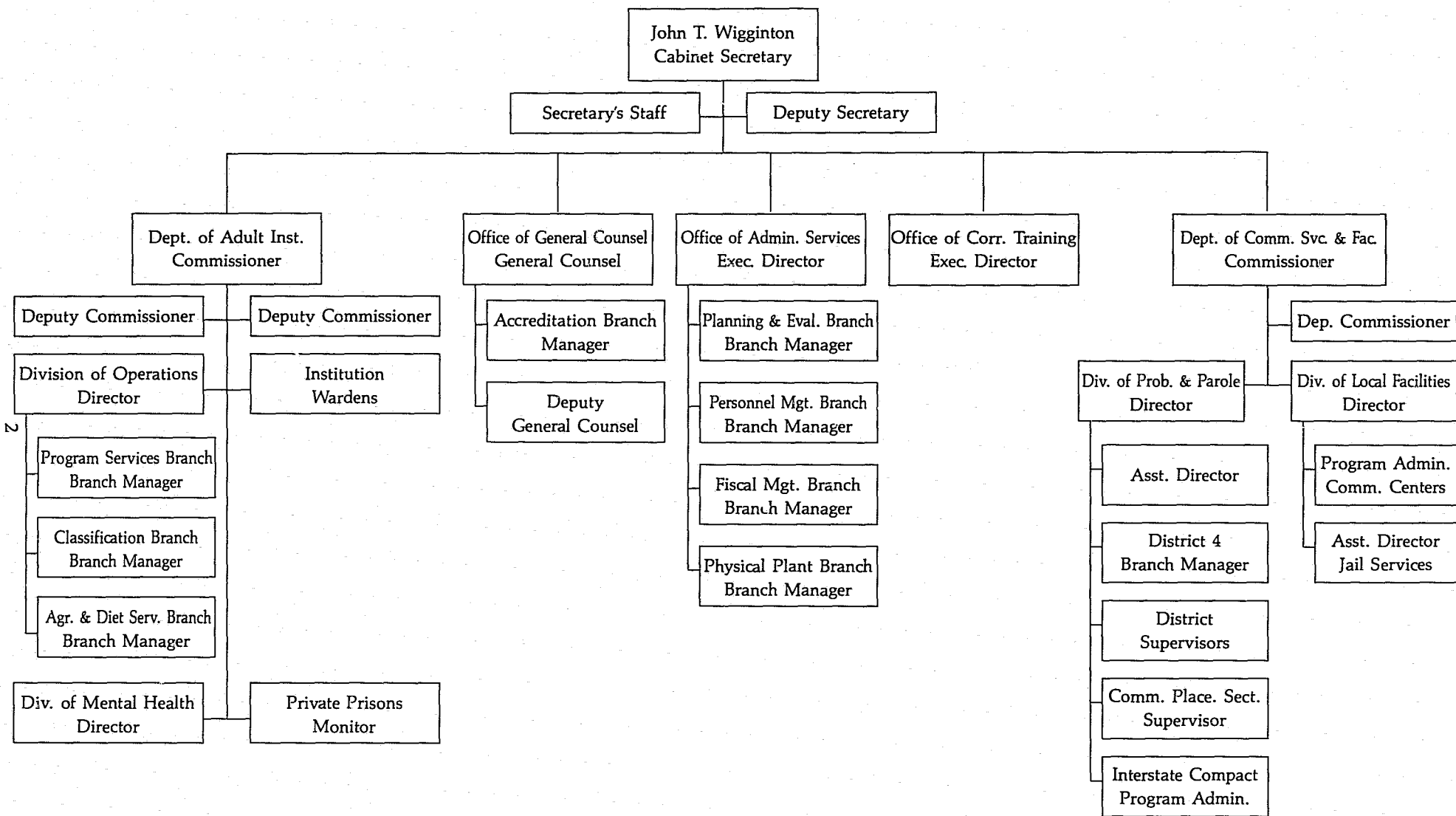
	Page
Mission Statement	1
Organizational Chart	2
Kentucky Corrections Cabinet: At A Glance	3
Office of the Secretary/Executive Functions	5
Office of Administrative Services	7
Department of Community Services & Facilities	11
Department of Adult Institutions	13
Charts & Graphs	19

MISSION STATEMENT

The primary mission of the Kentucky Corrections Cabinet is community protection in a manner that also enhances the safety of the staff and provides a safe, secure, and humane environment for offenders in carrying out the mandates of the judicial and legislative processes. To accomplish this, the Cabinet will provide opportunities for offenders to acquire skills which facilitate non-criminal behavior.

ABOUT THE COVER: *Eastern Kentucky Correctional Complex, the newest of Kentucky's institutions, opened in 1990 at West Liberty in Morgan County.*

CORRECTIONS CABINET ORGANIZATIONAL CHART



THE KENTUCKY CORRECTIONS CABINET: AT A GLANCE

CORRECTIONS BUDGET

In FY 90-91 the Corrections Cabinet's total budget was \$167,000,000, 4.0% of the total state budget. The Cabinet received an increase in funding from the Governor and the General Assembly to provide for inmate population projections through 1994, to be in compliance with federal and state court orders, and to reduce controlled intake overcrowding in local jails.

OFFICE OF GENERAL COUNSEL

As of June 30, 1990, the Office was managing an active caseload of 922 lawsuits with a staff of five attorneys. The Cabinet successfully petitioned and argued a case before the United States Supreme Court which concluded that inmates did not have a constitutionally protected right to visit with any visitor of their choice.

PERSONNEL

In FY 89-90 the Corrections Cabinet's staff complement was 2,855. Educational achievement awards were received by 55 employees. The Cabinet also exceeded Kentucky state government's affirmative action goal.

CORRECTIONS TRAINING

During FY 89-90, over 5,000 individuals were trained at an average cost of \$145 per person.

LEGISLATION

The 1990 General Assembly passed a comprehensive corrections bill that dealt with issues such as alternative sentencing, provision of good time for academic achievement, and release of inmates on the first day of the month of their scheduled release. This bill, and the Hazardous Duty Bill, will have a positive and significant impact on the Cabinet.

INMATE POPULATION/ ADULT INSTITUTIONS

On December 31, 1990, there were 8,544 men and 479 women incarcerated in our state's correctional institutions, community treatment centers, and in controlled intake in the local jails.

CONSTRUCTION

The Corrections Cabinet opened Phase I of the Eastern Kentucky Correctional Complex, with Phase II due to open in FY 1991. Renovations to existing institutions were made, and this will continue as

the 1990 General Assembly authorized \$49 million for renovation and construction to create sufficient bed space to meet future demands.

COST TO INCARCERATE

The average cost to incarcerate an inmate in FY 89-90 was \$35.35 per day, or \$12,901 per year. This represents a 3.9% increase over FY 88-89.

ACCREDITATION

Ten of our eleven institutions have been accredited by the American Correctional Association; and the Eastern Kentucky Correctional Complex is pursuing accreditation.

PRIVATIZATION

Kentucky led the nation by contracting for the first private minimum security prison in the country, the 500 bed Marion Adjustment Center. The Cabinet now contracts for two additional private minimum security facilities; a 100 bed center for females in Owensboro and a 400 bed center for males in Lee County.

EDUCATION

Inmate participation in educational programs has increased

dramatically during this administration. A literacy program, adult education (ABE), and GED preparatory classes are offered in all of our institutions. The number of GEDs awarded increased from 341 in FY 88-89 to 526 in FY 89-90. The Cabinet also operates 44 technical training programs.

Eighty percent of inmates enrolled in the Literacy Program for non-readers successfully completed the program and continued to work toward their GED. The Life Management Program, designed to assist in personal growth, graduated 1366 inmates.

In June 1990, the Corrections and Work Force Cabinets, through a Memorandum of Agreement, placed all correctional educators under one authority and upgraded their salaries.

CORRECTIONAL INDUSTRIES

Correctional Industries is a self-supporting division of the Cabinet and employs over 400 inmates in seven institutions. Industries offers quality products to government agencies at competitive prices.

PROBATION AND PAROLE

The Intensive Supervision Program, established in 1984, is a very successful program that diverts high risk clients into an intensive program that offers extensive referrals to substance abuse, educational, vocational, and mental health programs. The staff ratio is one officer per 25 clients.

The Advanced Supervision Program, established in 1988, serves 30 counties. A total of 20 officers are assigned to the program, each supervising a caseload of 50 clients. This program serves clients who are exhibiting signs of failure on regular supervision. This program is also used as a progressive step for the intensive supervision program clients before placing them on regular supervision.

Regular probation and parole services exist in all 120 counties. Overall, 271 probation and parole officers supervise an active caseload of approximately 12,000 clients in the 11 Probation & Parole Districts.

During FY 89-90, probation and parole officers monitored the payment of over \$1,114,376 in restitution to victims of crime and over \$600,981

in supervision fees. All supervision fee collections are returned to the General Fund. In addition, community work projects performed by probationers were worth over \$658,671.

JAIL SERVICES

There are currently 85 full service jails and 15 holdover facilities, providing 6104 beds. In FY 90, six new jails were opened, and eight were currently under construction.

The Controlled Intake Program, established in 1982 due to a shortage of state prison beds, housed an average of 1356 state inmates at a cost of \$22 per day plus medical expenses in FY 89-90.

PAROLE BOARD

Trends indicate that fewer inmates are being paroled in Kentucky. The percentage of inmates granted parole decreased from 54% in FY 86 to 37% in FY 90. The percentage receiving serve-outs increased from 12% in 1986 to 25% in 1990.

OFFICE OF THE SECRETARY/ EXECUTIVE FUNCTIONS

THE 1990 LEGISLATIVE SESSION

Comprehensive Corrections Bill Passed

The Corrections Cabinet responded to 118 bills that were introduced by the 1990 General Assembly. Of that number, 22 bills were passed that will have a direct influence on the Cabinet. The two most significant bills were HB 603, Comprehensive Corrections Plan; and SB 82, which dealt with Hazardous Duty Retirement.

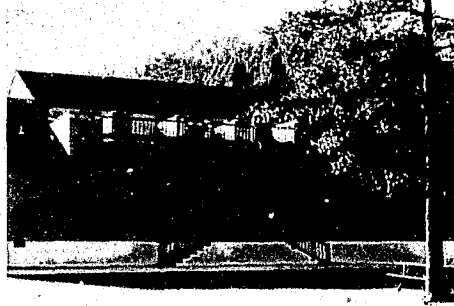
The Comprehensive Corrections Plan dealt with issues such as alternative sentencing, release of inmates on the first day of the month of their scheduled release, provision of good time for academic achievement, and provision for newly constructed jails to provide beds for state inmates. The bill also established a Corrections Commission which will develop and monitor a six year plan for the state corrections system. This bill will have a significant impact on the Corrections Cabinet, and will enable it to meet the challenges that lie ahead.

The Hazardous Duty Bill passed the Legislature after years of effort by many Cabinet employees. This bill will enable employees in institutions who have regular contact with the inmate population to receive Hazardous Duty Retirement. It will also have a positive impact on the Cabinet in the recruitment and retention of qualified staff.

NATIONAL COMMISSION ACCREDITITS INSTITUTIONS

Ten Institutions Accredited

Bell County Forestry Camp became the tenth institution in Ken-



Bell County Forestry Camp

tucky to be accredited by the American Correctional Association's Commission on Accreditation for Corrections. The state's newest

prison, Eastern Kentucky Correctional Complex, and the Division of Probation & Parole will be actively pursuing accreditation in the coming year. Accreditation means that the institutions are in compliance with hundreds of standards relating to all aspects of facility operation. Accreditation covers a three year period after which time the institutions apply for reaccreditation by the Commission on Accreditation. With the exception of the Eastern Kentucky Correctional Complex, all state operated institutions have been accredited.

EQUAL EMPLOYMENT OPPORTUNITY

Corrections Exceeds Goal

The Kentucky Corrections Cabinet developed and implemented its Affirmative Action Plan in 1988. Since then, the Cabinet has:

- Appointed EEO Counselors in Central Office, each Institution and Probation Parole Districts

- Participated in the Governor's EEO Conference
- Participated in Minority Expositions and University Career Fairs
- Conducted human relations sensitivity training for staff in institutions

During FY 90, Kentucky state government reached its overall goal of 7.4% black employment. Corrections was one of only four Cabinets that reached or exceeded the Affirmative Action goal.



Corrections reaches Affirmative Action goal.





Training is conducted at regional sites throughout the state.

OFFICE OF CORRECTIONS TRAINING

Over 5000 Trained in FYE 1990

The Office of Corrections Training, located at the University of Louisville's Shelby Campus, provides pre-service, in-service, and specialized training to all Cabinet employees. The Training staff also develops and delivers annual training for elected jailers and their deputies. This training is conducted at regional sites throughout the state. At the request of the Justice Cabinet, the Office of Corrections Training developed and delivered training to the jail staff that operate juvenile holding facilities. During FY 89-90, over 5000 individuals were trained at an average cost of \$145 per person.

OMBUDSMAN COORDINATES GRIEVANCES

Numbers Increase

As a result of the focus on inmate rights in the 1970s, a key figure in the corrections system nationwide has been the Ombudsman. The Ombudsman coordinates the Inmate Grievance Procedure, which functions in Kentucky's eleven correctional facilities and the state's privately operated prisons.

The Inmate Grievance Procedure is outlined in the Federal Consent Decree and is monitored by the

federal courts as part of this agreement. The grievance procedure allows inmates to file grievances in areas related to conditions of confinement. During 1990, there were over 5400 grievances filed in our state institutions.

KENTUCKY WINS CASE ARGUED BEFORE U.S. SUPREME COURT

Litigation Increases

The Office of General Counsel successfully petitioned and argued a case before the United States Supreme Court on January 18, 1989. The decision was issued on May 15, 1989, *Commonwealth v. Thompson*, 109 S. Ct. 1904 (1989), which concluded that inmates in Kentucky did not have a constitutionally protected right to visit with any visitor of their choice. As a result of this ruling, the Court clarified the law regarding liberty interests that could be created by state regulations.

The Commonwealth is still operating three of its institutions pur-

suant to Federal Court Orders: *Kendrick v. Bland* (Kentucky State Penitentiary), *Thompson v. Bland* (Kentucky State Reformatory), and *Canterino v. Wilson* (Kentucky Correctional Institution for Women). In March of 1987, the Federal Court found the Commonwealth to be in compliance with the mandates in *Kendrick* and *Thompson* and placed those cases on its inactive docket. The Court will close both cases when construction is completed. Class actions challenging the conditions and operation at Luther Lockett Correctional Complex are pending in both state and federal courts.

The Office of General Counsel represents Cabinet officials and employees in civil and administrative actions filed against them.

KENTUCKY PAROLE BOARD

Parole Rates Down

Trends indicate that fewer inmates are being paroled in Kentucky. As a result, a greater number of inmates are being required to serve their statutory incarceration. For inmates receiving deferments, the period of time between hearings is increasing. The result is that the exit door from prison is narrower now than in the early to mid 1980s.

Undoubtedly, the decisions of the Parole Board have a significant effect on the state's inmate population.

As the chart below indicates, the percentage of inmates granted parole decreased from 54% in FY 86 to 37% in FY 90. The percentage receiving serve-outs increased from 12% in 1986 to 25% in 1990.

PAROLE BOARD ACTIONS: FY 86-90					
	FY 86	FY 87	FY 88	FY 89	FY 90
Parole Granted	54%	46%	45%	43%	37%
Deferments	34%	38%	38%	37%	38%
Serve-Outs	12%	16%	17%	20%	25%

OFFICE OF ADMINISTRATIVE SERVICES

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

FISCAL MANAGEMENT

The **Fiscal Management Branch** is composed of three sections: Accounting, Purchasing, and Budgeting.

The **Accounting Section** is primarily responsible for ensuring the payments made by the Cabinet are in compliance with all statutes and regulations and monitoring expenditures. This section is in the process of automating its functions to provide more current reports and to minimize duplication.

The **Purchasing Section** operates to ensure that all purchases made are economical and in compliance with the Model Procurement Code implemented by the Finance and Administration Cabinet and the Corrections Cabinet's Policies and Procedures.

The **Budgeting Section** is responsible for coordinating the Biennial Budget Request and the continuous monitoring of each budget unit's status throughout the year. The amount of funds under the Cabinet's jurisdiction has increased dramatically in the past few years, with over 50% of those costs related to personnel.

KENTUCKY CORRECTIONS CABINET BUDGET 1986-1990		
DATE	GENERAL FUND	PERCENT OF TOTAL STATE BUDGET
FY 86	\$ 94,000,000	3.4%
FY 87	\$ 95,000,000	3.4%
FY 88	\$107,000,000	3.4%
FY 89	\$121,000,000	3.6%
FY 90	\$140,000,000	4.0%

PERSONNEL MANAGEMENT

The **Personnel Management Branch** is responsible for coordinating and monitoring personnel and payroll administration in compliance with federal and state personnel regulations. The Cabinet's personnel totaled 2855 during the past year.

- 1794 White Males
- 145 Black Males
- 7 Other Males
- 1 Other Females
- 2 Hispanic Males
- 817 White Females
- 89 Black Females

The Corrections Cabinet has long supported the educational assistance and achievement programs for employees who wish to further their education. During the past fiscal year, the Cabinet assisted 237 employees, for a total of \$114,887. Educational achievement awards were received by 55 employees.

PLANNING & EVALUATION

The **Planning & Evaluation Branch** consists of two sections: Research and Planning and Offender Records. During the past year, the Branch responded to national, state and local surveys; information requests; published reports relevant to the Corrections Cabinet; and responded to 118 legislative bills by providing impact statements. The most significant effort has been in furthering the goal of automation. The Cabinet has experienced a tremendous increase in the use of computers in the past year. The total number of personal computers and terminals has grown from 157 to 252, representing a 61% increase. Main-frame terminals increased by 41%, from 64 to 90. These terminals are used to access systems such as ORION (Offender Records Information and Operations Network), Classification, and STARS (Statewide Accounting and Reporting System). Terminals on mid-range computers, used for BARS and Probation and Parole Systems, increased 182%, from 22 to 62. With additional installations of both systems, this trend should continue.

New Desktop Systems Developed

Three new systems were developed for use on PCs over the past year. The Staff Management System was completed in December 1989 and maintains data on employees such as training records.

The Sex Offender System was developed for the Sex Offender Program at the Kentucky State Reformatory.



Automation continues to improve operations.

A first-in, first-out Supplies Accounting System was developed for the Kentucky State Penitentiary and will soon be made available to all institutions.

Two New Installations of BARS System

The Banking and Records System (BARS), a system developed by the Mid-American Control Corporation, is now in use by six of Kentucky's adult correctional institutions.

The BARS system automates daily operations of the institutions such as inmate identification, inmate payroll and accounts, food service control, canteen operations, and inmate movement.

With the growing number of institutions using the BARS system, the BARS User Group was formed in May 1990. The group meets quarterly to share ideas and information on problems encountered with the system.

Probation & Parole System Developed: Louisville Office is On-Line

The Probation and Parole Case Management System, developed by AT&T for the Corrections Cabinet, is now in acceptance testing in the Louisville Office. A combination of off-the-shelf office automation software and custom developed software

was used to meet the specific needs of the case management process.

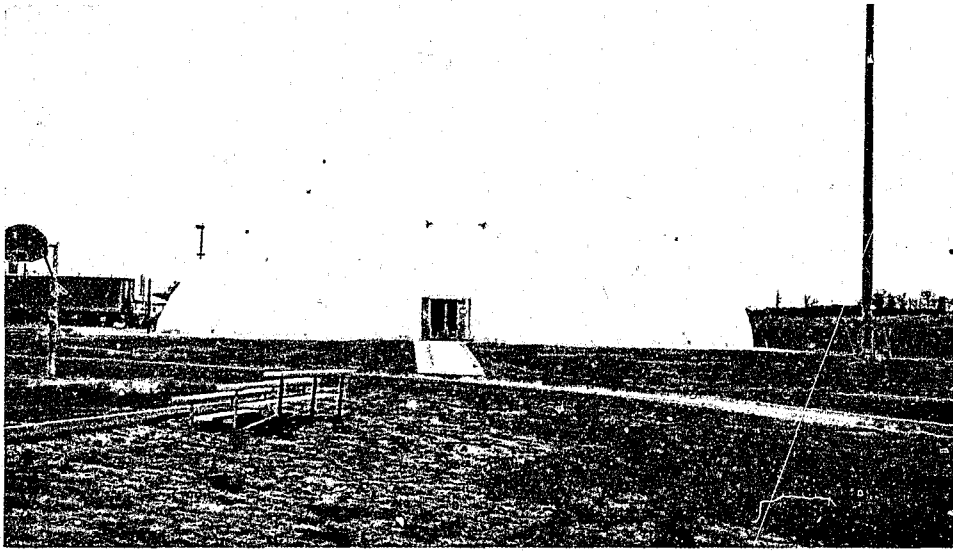
Other sites that will be getting the system include Lexington, Covington, Paducah, Elizabethtown, Lawrenceburg, and Bowling Green.

Offender Records Section

The workload of the Offender Records Section has increased tremendously over the past year. Increases in the population of our institutions, the opening of the Eastern Kentucky Correctional Complex, and the increase of the Controlled Intake Program have all had a significant impact on this section. The most dramatic evidence of the expansion of the workload in Offender Records is shown by the number of employee days spent filing. This figure has increased from three employee days per month in 1986 to 68 employee days per month. As a result of the increase in files, a new Spacesaver Filing System was implemented. This system created additional filing and office space. The groundwork for standardizing records procedures was established and efforts in this area will be continuing in the upcoming year.



Offender Records Filing increased 2000% in 5 years.



Modular buildings provide additional space at Western Kentucky Correctional Complex.

CONSTRUCTION

Progress Update

The Corrections Cabinet has pursued an aggressive construction and renovation program to meet the increasing demand for bed space. The first 500 bed phase of the Eastern Kentucky Correctional Complex was completed in February 1990 and inmates were transferred the same month. Phase II of the project, including 500 beds, is expected to open in FY 91. Total costs for Phase I are \$44,910,000. Phase II costs will be approximately \$27,979,200.

The Kentucky State Reformatory's Dormitory 12 was completed. Dormitory 13 was designed and bid, with construction slated to begin in FY 91. The projected total for Dormitories 12 and 13 will be over \$6 million.

The conversion of minimum security Roederer Farm Center to the medium security Roederer Correctional Complex was completed for a total cost of \$1.2 million. Roederer had earlier been designated as the Assessment and Classification Center for all incoming male state inmates in May 1989. A new 200 bed medium security dormitory was designed and bid during FY 90, and construction began in July 1990. The \$4 million project is slated for completion in

June 1992.

The Western Kentucky Farm Center was also converted from a minimum to medium security facility and is now known as the Western Kentucky Correctional Complex. The conversion included a double perimeter fence with three wall stands, perimeter lights, a new administration building, new vocational education and recreation facilities, and minimum security dormitory trailers that will provide 60 beds. The total project cost is \$3.1 million.

There has also been new construction at the Kentucky Correc-

tional Institution for Women, with a vocational education, academic, and industry building completed. Extensive renovation of the main dormitory and support building was initiated including air conditioning, plumbing, fire suppression, new windows, and interior refurbishing.

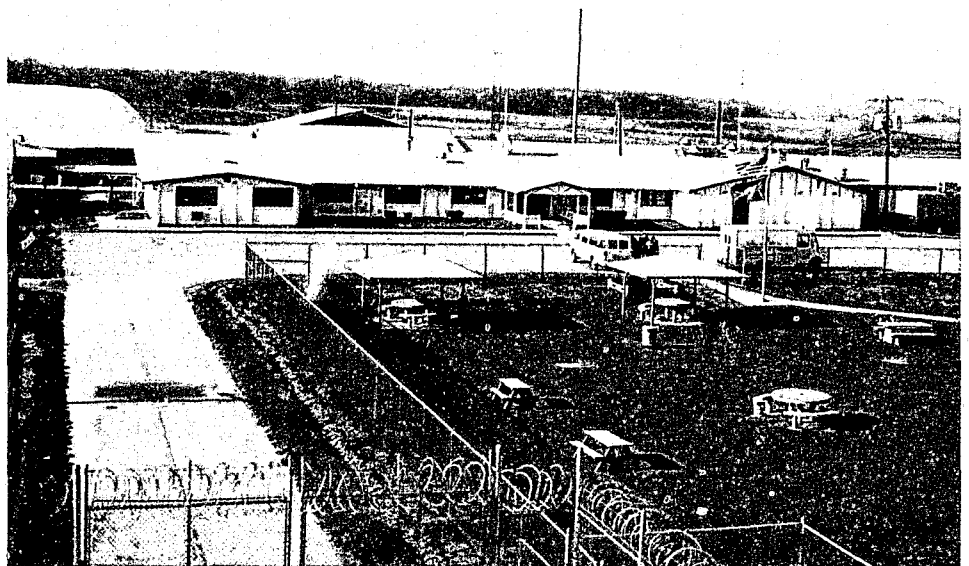
Renovation work also occurred at the Kentucky State Penitentiary, Northpoint Training Center, and Luther Lockett Correctional Complex. Security improvements to Kentucky State Penitentiary's Cellhouse 3 continued, as did those to the perimeter security and to the overall structure. Northpoint Training Center's Vocational School neared completion, and the Segregation Unit of the Luther Lockett Correctional Complex was made handicapped accessible.

Looking Ahead

During the next few years, the Cabinet will complete construction projects which will add beds to the state's prison system as well as support facilities. The 1990 General Assembly funded approximately \$49 million for renovation and construction projects.

These projects include:

- A new 500 bed medium security prison in Muhlenberg County - \$30 million. The site was chosen as a



Western Kentucky Correctional Complex's conversion to medium security.



Eastern Kentucky Correctional Complex

result of a selection process which encouraged counties to provide incentives. Central City will provide the land, utilities and site preparation which results in a \$7 million savings to the state.

● **KENTUCKY CORRECTIONAL INSTITUTION FOR WOMEN -**

\$5.1 million

Funding was secured for the planning and design of a new 40 bed segregation unit, a 120 bed medium security housing unit, sewage treatment plant, kitchen, and dining complex at the Cabinet's only female institution.

● **KENTUCKY STATE REFORMATORY -**

\$5 million

Dormitory 7 will be razed and a new single cell housing unit will be

constructed as part of the Consent Decree entered into with the Federal Court. The sewage treatment plant serving Kentucky State Reformatory, Roederer, and Luther Lockett Correctional Complex will be upgraded.

● **LUTHER LUCKETT CORRECTIONAL COMPLEX -**

\$2.1 million

A new 40 bed segregation unit will be constructed. These beds are needed as a result of double-bunking and the inadequacy of the 8 bed segregation unit to serve a population of 1026.

● **NORTHPOINT TRAINING CENTER -**

\$1.5 million

Supplemental funds in the amount of \$95,000 were obtained to complete a new vocational school

and funding was obtained for a new water treatment plant.

● **OTHER PROJECTS**

Additional funding was obtained for projects at the Kentucky State Penitentiary, Western Kentucky Correctional Complex, and Blackburn Correctional Complex. Twenty-five underground storage tanks containing hazardous chemicals at various institutions will also be repaired or replaced.

DEPARTMENT OF COMMUNITY SERVICES & FACILITIES

The Department of Community Services & Facilities administers three units: Community Services Management, Division of Probation & Parole, and Division of Local Facilities. The goal of the Department is to provide an effective and efficient system of community based correctional programs including probation and parole supervision, investigative services for courts and the Parole Board, Community Center and Halfway House pre-release programs, prisoner controlled intake, technical assistance to jailers, and administration of local jail support programs.

PROBATION & PAROLE

The most recent data indicates that the **Intensive Supervision Program** has a 77% success rate. This is determined by successful release from supervision, a reduction of supervision level, or maintenance in the program without serious violations of the conditions of supervision. High risk clients who are subject to reincarceration are diverted to this program. This program, which began in 1984, allows for closer attention as caseloads do not exceed 25 clients. Officers in this program use extensive referral to drug, alcohol, educational, vocational, and mental health programs. This program increases public safety through closer surveillance, provides courts with a viable alternative to incarceration, reduces the prison population, and aids the clients in accepting responsibility. The Intensive Supervision Program

operates in 43 counties and is expanding into others.

The **Advanced Supervision Program** was funded by the 1988 General Assembly to reduce caseloads, enhance public safety, and currently serves 30 counties. A total of 20 officers are assigned to the program, each supervising a caseload of 50 clients. The current clients are those exhibiting signs of failure on Regular Supervision who are placed in the program as an alternative to revocation. Advanced Supervision is also used as a progressive step for Intensive Supervision Program clients before placing them on Regular Supervision.

Regular probation and parole services exist in all 120 counties and include investigative services to the Courts and Parole Board, rehabilitation services to offenders, and assistance in home and job place-

ments. Overall, 271 probation and parole officers supervise an active caseload of approximately 12,000 clients in the 11 Probation & Parole Districts.

Community programs are less costly than institutionalization 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 hidden costs of incarceration such as lost taxes, AFDC payments, and food stamps.

During the past year, probation and parole officers monitored the payment of over \$1,114,376 in restitution to victims of crime and over \$600,981 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.



Dismas House of Louisville provides community reintegration programs.



Community work projects performed by probationers were worth over \$659,000. This program benefits many public agencies by having probationers perform tasks, free of charge, as a condition of their release.

JAIL SERVICES

As of December 1990, there were 85 full service jails and 13 holdover facilities operating in the state. There were also 22 closed jails. In FY 90, six new jails were opened, and 10 were under construction. Fourteen counties are planning new jails or renovations. Many of these projects were funded by the Kentucky Local Correctional Facilities Construction Authority.

The Controlled Intake Program began in 1982 due to a shortage of state prison beds. The program requires that inmates sentenced to the state correctional system remain in county jails until space is available. As of December 28, 1990, there were 693 inmates in Controlled Intake. The Corrections Cabinet pays \$22 per day, plus all medical expenses, for each state inmate in Controlled Intake.

The Local Jail Allotment Fund is administered by the Jail Services Branch; and in FY 90, \$13.3 million was paid to counties in 12 equal portions with no county receiving less than \$24,000. The Catastrophic

Medical Fund, which provides assistance to counties with medical expenses over \$2,000 for county inmates, was also administered. In addition, the Jailer's Allowance Program provides for payments of \$300 per month for jailers who have been certified as having completed required training.

- KENTUCKY JAILS PROCESSED AN AVERAGE OF 324,000 CASES A MONTH IN 1990, A 14% INCREASE OVER 1989.

- THE 324,000 CASES SPENT AN AVERAGE OF 6234 TWENTY-FOUR HOUR PERIODS (AVERAGE DAILY POPULATION) IN JAILS.

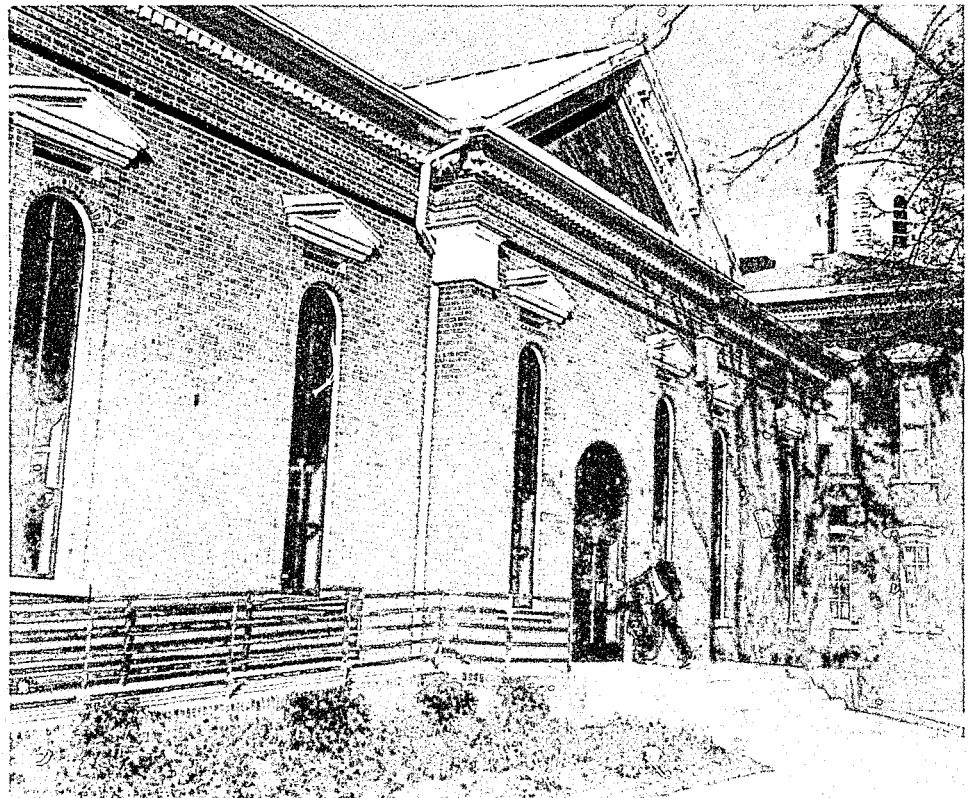
- THE AVERAGE AGE OF DETAINEES IN KENTUCKY JAILS IS 31 YEARS OLD, WITH 40% OF CASES IN THE 21-30 YEAR AGE RANGE.

- DETAINEES RELEASED SPENT AN AVERAGE OF 9 DAYS IN JAIL.

- ALCOHOL WAS INVOLVED IN ALMOST ONE-THIRD OF THE ARRESTS AND OVER 40% OF RELEASED CASES.

Alcohol Related Cases		
	Incoming	Released
DUI	17%	23%
Drunkenness	15%	20%
TOTAL	32%	43%

- PEAK ARREST TIMES ARE FRIDAY AND SATURDAY, 6:00 P.M. TO 3:00 A.M.

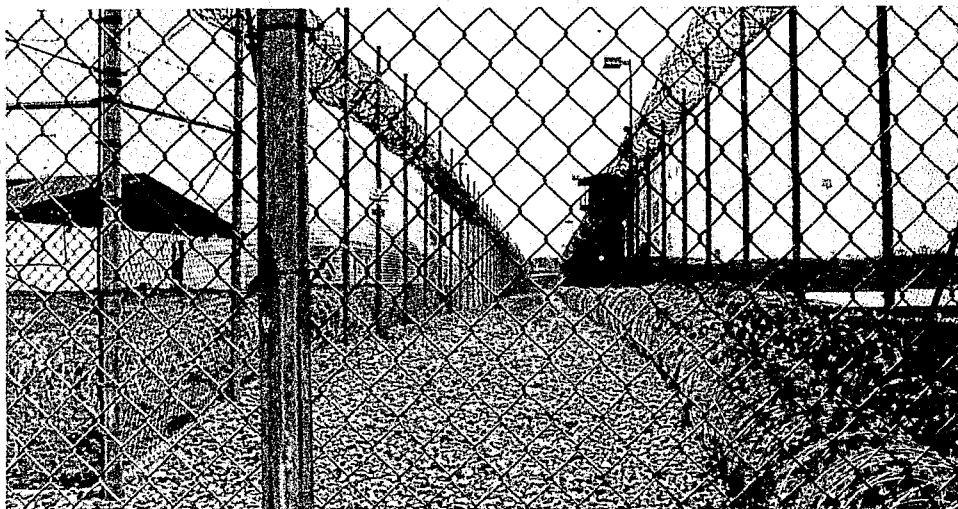


The new Oldham County Jail.

DEPARTMENT OF ADULT INSTITUTIONS

The Department of Adult Institutions is responsible for the operation of services in 11 state institutions; including education, classification, and programs; as well as for the Division of Correctional Industries and the Agricultural & Dietary Branch.

The goal of the Department is to promote public safety through the secure incarceration of convicted felons, and to prepare those felons for eventual release back into society. This goal is carried out through operations and services in security, confinement conditions, education and behavioral change. There are currently 11 correctional institutions in the system, in addition to two contracts with private corrections firms for the operation of minimum security male facilities and one female facility. Kentucky was the first state to contract with a private vendor for the operation of a minimum security prison, and success of the operation has led to the growth of private prisons in the state. The availability of private prison beds has allowed



the Corrections Cabinet to convert two of its own minimum security prisons to medium security institutions.

The Inmate Furlough Program Policy and Procedure was also revised to exclude inmates serving sentences for Class A or B felonies which contain violence unless they have been reviewed by the Parole Board and are within two years of release.

Requests for proposals for two private minimum security facilities were accepted, establishing a 100 bed center for females in Owensboro and a 400 bed facility for males in Lee County.

The Department of Adult Institutions also began providing transportation for the Controlled Intake Boards in cooperation with Probation and Parole. These transportation duties are in addition to the regular transportation schedule of the Cabinet. It is estimated that the yearly total mileage for all transportation trips, for the Kentucky State Reformatory alone, has been 367,779

miles.

The Department of Adult Institutions has also conducted security reviews at each institution, including the Marion Adjustment Center. Security enhancements at several institutions have been completed, and emergency squads have been established at Eastern Kentucky Correctional Complex and the two converted Farm Centers.



DIVISION OF MENTAL HEALTH

A **Mental Health Unit** was developed and implemented at the Kentucky State Reformatory to provide specialized mental health services for Kentucky's incarcerated felon population. The **Intensive Services Branch** functions as the residential component and serves 128 inmates. This unit experienced a 14 bed growth last year without an increase in staff. This unit provides services such as independent and group counseling, medical care, psychological assessment, and psychoeducational courses.

The general **Mental Health Services Branch** meets the basic mental health needs for the incarcerated population. The **Sex Offender Program Branch** has implemented a 32 bed Intensive Residential Sex Offender Treatment Unit at the Reformatory and installed a Behavioral Laboratory to treat the deviant arousal pattern of sex offenders. This Branch also developed a report and notification network with the Parole Board to track sex offenders through the system, established active Sex Addicts Anonymous chapters at two institutions, and developed a training program for Probation and Parole Officers to assist them in their supervision of sex offenders in the community.

EDUCATIONAL OPPORTUNITIES EXPANDED

Educational opportunities, both academic and technical, have been expanded within the correctional system. As a result, inmate participation in these programs increased by 11% between FY 89 and FY 90. Increasing the educational level of inmates has been a priority within the Cabinet. A high percentage of Ken-

tucky's inmates are high school dropouts, with many functioning below the sixth grade level. To combat the educational deficit, the Corrections Cabinet offers a literacy program to teach basic reading skills, adult education (ABE), and GED preparatory classes in all of our institutions. The number of GEDs awarded increased from 341 in FY 88-89 to 526 in FY 89-90.

The Cabinet also operates 44 technical training programs, providing inmates with training that qualifies them for productive work within the institution, and for the job market once they are released.

Eighty percent of inmates enrolled in the Literacy program for non-readers successfully completed the program and continued to work toward their GED.



The Life Management Program, designed to assist in personal growth, was instituted in all institutions. The number of inmates completing the program in 1989-90 totaled 1366.

In June, 1990, the entire correctional education program was restructured. Corrections and the Work Force Cabinet, through a Memorandum of Agreement, placed



all correctional educators under one authority and upgraded the salaries of educators by bringing them in line with the state salary schedule for teachers. This move is expected to improve morale of the educators and aid the Cabinet in recruiting and maintaining a professional staff, and providing quality educational programs to the inmate population.



HEALTH SERVICES

Medical Costs Skyrocket

The large increase in the inmate population has placed a tremendous strain on the availability of beds as well as resulted in an unprecedented increase in the cost of providing necessary medical/dental services. In addition, the cost per inmate care continues to increase which is reflective of inflationary factors in the health care industry.

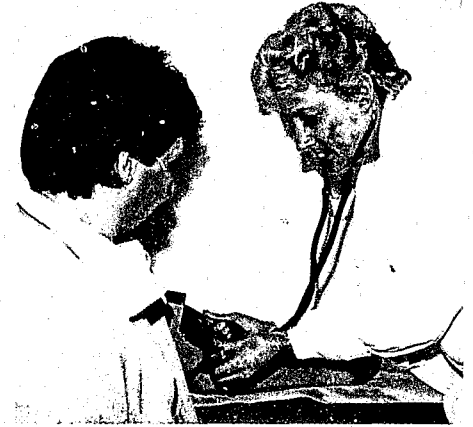
Prior to 1985, most of the Cabinet's expenses were incurred at the Kentucky State Penitentiary and Kentucky State Reformatory. Due to a relatively manageable inmate population, the Corrections Cabinet was able to send healthy inmates to minimum security facilities and keep inmates with chronic medical problems at the Reformatory where most of the health care resources were concentrated. However, since the population increase, it has been

necessary to send inmates to any available beds regardless of the level of health care available, creating budgetary problems for all institutions.

Kentucky's rising medical costs in prisons are part of a national trend. In 1982, the earliest year for which nationwide numbers are available, state prison systems were spending nearly \$181 million annually on health care; as of 1985, the last year for which comparable numbers are available, nearly a half-billion dollars were spent.

Additionally, more than one catastrophic illness such as an AIDS case, open heart surgery, or organ replacement can seriously deplete an institution's medical budget.

The Cabinet is experiencing even greater budget problems for inmates in community based residential programs. Under the contract terms for these beds, the Cabinet is responsible for most medical costs.



- A medical pharmacy library was established for the Correctional Health Care System.
- Computer systems expanded to include pharmacy records.
- A standard procedure for reporting the physical and mental health of inmates was initiated. The first phase of standardization of inmate medical records will occur in September 1990 at the Eastern Kentucky Correctional Complex.

AGRICULTURE AND DIETARY SERVICES

The Cabinet owns four farms totaling 5800 acres, with dairy, beef cattle, swine, meat processing, horticulture and cannery operations. Forty-five agricultural and administrative personnel are employed to operate the farms and provide supervision for 300 inmates working in the agricultural programs.

During FY 89-90, the Agricultural and Dietary Branch:

- Expanded food production and processing consistent with population increases at Luther Lockett Correctional Complex, Roederer Correctional Complex, Kentucky Correctional Institution for Women, and the opening of the Eastern Kentucky Correctional Complex.
- Continued with the expansion of dairy herds to meet the increased milk requirements, as well as expanded the beef herds to in-

crease land utilization and efficiency.

- Completed the farm records and program analysis through a Memorandum of Agreement with the University of Kentucky.

DIETARY SERVICES PROGRAM

The food service departments of the Corrections Cabinet operate according to standards of the American Correctional Association. Each food service operation is inspected by Cabinet personnel, as well as by environmental health inspectors from the local county health departments. Menus are planned quarterly by the Cabinet dietician, and then analyzed by the University of Kentucky Extension Service to ensure nutritional adequacy in regard to vitamins, minerals, protein and calories.

Five institutions offer formal food service training through the on-the-job training program. Blackburn Correctional Complex and the

Western Kentucky Correctional Complex offer vocational training in meat cutting. The Northwood College's Food Service Program offers an Associate Degree in Hotel/Restaurant Management at the Kentucky State Reformatory, Luther Lockett Correctional Complex, Northpoint Training Center, and Kentucky State Penitentiary.



CORRECTIONAL INDUSTRIES

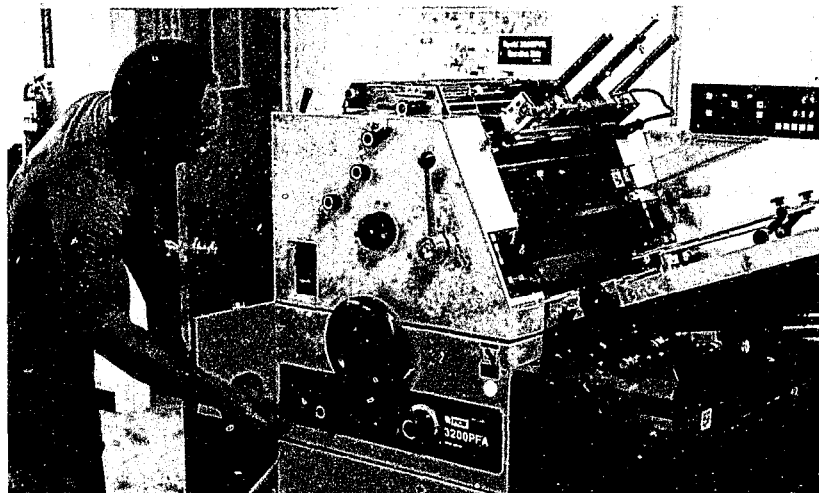
A New Way Of Doing Business

Correctional Industries is a self-supporting Division of the Corrections Cabinet, which employs over 400 inmates in seven institutions. These industries provide training and work experience for inmates and provide government agencies with quality products at competitive prices.

The printing operation is a major part of the Industries program with increasing sales each year. A new print shop was opened in Frankfort to provide "Quick Printing" for state agencies. The Print Shop also offers printing of continuous forms, a service that is unavailable at other state printing facilities.

The printing operation at the Kentucky Correctional Institution for Women moved into a new vocational building during the past year. The new facility and equipment will provide employment and training for over fifty inmates. A second industry, mail services, was initiated to provide state agencies with bulk mail preparation.

The fabrication of office panels at the Blackburn Correctional Complex has been very successful. Cost savings and quality products have led to increased sales to government agencies. The Metal Fabrication Plant at the Kentucky State Reformatory had a record year with pro-



duction of saleable goods totaling \$985,000. This plant makes metal furniture such as beds, lockers, and tables for sale to jails and state in-

stitutions. Total sales for Correctional Industries were \$6,306,200 in FY 89 and \$6,735,000 in FY 90.

CORRECTIONAL INDUSTRIES FY 1989-1990

INSTITUTION	PLANT	INMATES	PRODUCTS
Kentucky State Reformatory	Metal Fabrication	48	Lockers, Shelving, Jail Furniture
	Tag	27	License Plates
	Sign	10	Metal Signs, Plastic Signs, Refurbishing of Highway Signs
	Soap	10	Janitorial Products
	Data Entry	89	Provides Data Entry Services
Luther Lockett Correctional Complex	Printing	54	Provides Printing Services
Kentucky Correctional Institution for Women	Printing	17	Provides Printing Services
	Mail Services	8	Provides Bulk Mailing Services
Northpoint Training Center	Wood Shop, Upholstery, and Mattress	33	Bookcases, Furniture Reupholstery, Office Chairs, and Institution Mattresses
Kentucky State Penitentiary	Clothing	31	Industrial Clothing, Bed and Bath Linens
	Furniture	41	Desks, Credenzas, Bookcases, Conference Tables
Blackburn Correctional Complex	Mattress	14	Innerspring Mattresses and Box Springs
	Office Systems	18	Modular Panel Systems
Frankfort Career Development Center	Moving/Office/Construction	6	Inmate Crew Provides Services in Frankfort Area, Office Clerks
	Printing	5	Provides Printing Services



EXTRAORDINARY OCCURRENCES INCREASE

An extraordinary occurrence is an event outside the regular operational procedures or daily routine 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 1990 there were 1576 extraordinary occurrences, an increase of 145 over the previously reported year.

The category with the largest number of incidents was the use of

restraints. This category represented 27% of all reported incidents.

It is interesting to note that in the dangerous contraband category, the detection of drugs has decreased for the last three reporting years.

The following table represents extraordinary occurrences based on security levels.

EXTRAORDINARY OCCURRENCES 1990 BY SECURITY LEVEL				
	Maximum Security	Medium Security	Minimum Security	Total
1. DEATH				
a. Natural	1	12	1	14
b. Suicide	1			1
c. Homicide				0
d. Other	1			1
2. ESCAPE				
a. Attempted		10	1	11
b. Escape	1	4	77	82
c. Escapee apprehension	1	4	58	63
3. ASSAULT ON STAFF				
a. Aggravated	16	6		22
b. Simple	58	54	2	114
c. Sexual		1		1
4. INMATE ASSAULT				
a. Aggravated	9	39	2	50
b. Simple	5	21	5	31
c. Sexual		2		2
5. DANGEROUS CONTRABAND				
a. Drugs	6	132	20	158
b. Weapons	10	22	3	35
c. Other	2	33	4	39
6. MEDICAL INCIDENTS				
a. Attempted Suicide	5	14		19
b. Self Mutilation (serious)	11	4	1	16
c. Self Mutilation (superficial)	21	22		43
d. Accidents	4	118	65	187
7. MISCELLANEOUS				
a. Furlough Incidents		1	6	7
b. Destruction or Damage of Property over \$100	5	5	2	12
c. Riot				0
d. Fire	3	35	5	43
8. USE OF FORCE BY STAFF				
a. Use of Weapon or gas	27	5		32
b. Use of Restraints	180	244	6	430
c. Physical Contact by Staff	23	54	1	78
9. INMATE FIGHTING	19	46	7	72
10. OTHER	4	7	2	13
TOTALS	413	895	268	1576

COST TO INCARCERATE

3.9% INCREASE OVER FY 89

The cost to incarcerate an inmate in the Kentucky correctional system varies by institution. Generally, the higher the security level, the higher the cost to incarcerate. Overall, the cost to incarcerate an inmate in FY 89-90 was \$35.35 per day, or \$12,901 per year. This represents a 3.9% increase over FY 88-89.

COST PER INMATE ¹ PER DIEM			
INSTITUTION	PER DIEM FY 87-88	PER DIEM FY 88-89	PER DIEM FY89-90
Kentucky State Reformatory	36.05	36.05	38.26
Kentucky State Penitentiary	40.39	44.38	46.60
Luther Lockett Correctional Complex	36.14	35.19	30.63
Northpoint Training Center	31.34	29.55	31.12
Kentucky Correctional Institution for Women	47.09	43.37	43.64
Blackburn Correctional Complex	27.08	26.68	28.33
Bell County Forestry Camp	21.49	19.83	22.41
Frankfort Career Development Center	28.31	24.81	26.67
Western Kentucky Correctional Complex	21.99	23.64	34.97
Roederer Correctional Complex	25.64	34.64	29.79
Eastern Kentucky Correctional Complex ³			43.26
AVERAGE COST	33.81	34.01	35.35
Maximum Security	40.39	44.38	46.60
Medium Security	30.15 ²	34.58 ²	35.06
Minimum Security	24.80	24.21	28.97

¹These figures do not include: Fire Loss, Correctional Industries, Agriculture and Dietary Products, Supreme Court Fines, or debt service
²Includes Kentucky Correctional Institution for Women, Roederer
³Eastern Kentucky Correctional Complex opened February 14, 1990 with an operational capacity of 536 beds

EXPLODING INMATE POPULATION HEIGHTENS CONCERNS

Kentucky's adult inmate population continues to increase. The population of our institutions, community centers, and controlled intake on December 28, 1990 was 9075. Kentucky was one of 24 states experiencing double digit growth.

These increases are expected to continue due to legislative changes in the penal code, the public's desire to incarcerate offenders for longer periods of time, and fewer inmates being paroled. The long term inmate has emerged as a special management group that must be dealt with in terms of housing, medical care, and programs.

Legislative changes which im-

pact parole eligibility and time served have contributed to the crisis the state is facing. Since the 1986 passage of the Violent Offender Statute, over 370 inmates have had an average of 10.3 years added to their original parole hearing date. Currently, 10% of the violent offenders in the institutions were convicted under the Violent Offender Statute; and by 1999, the percentage is expected to increase to 36%. Approximately 25% of our prison population is serving time as a result of the Persistent Felony Offender Statute. There were 561 persistent felony offenders in our system in 1981. By June 30, 1991, there were 2091. Of those persistent

felony offenders, 41% are from Jefferson County and 13% are from Fayette County.

The Parole Board is granting parole to fewer inmates and requiring more to serve out their sentence. While sentences have not necessarily increased, inmates are incarcerated for longer periods of time.

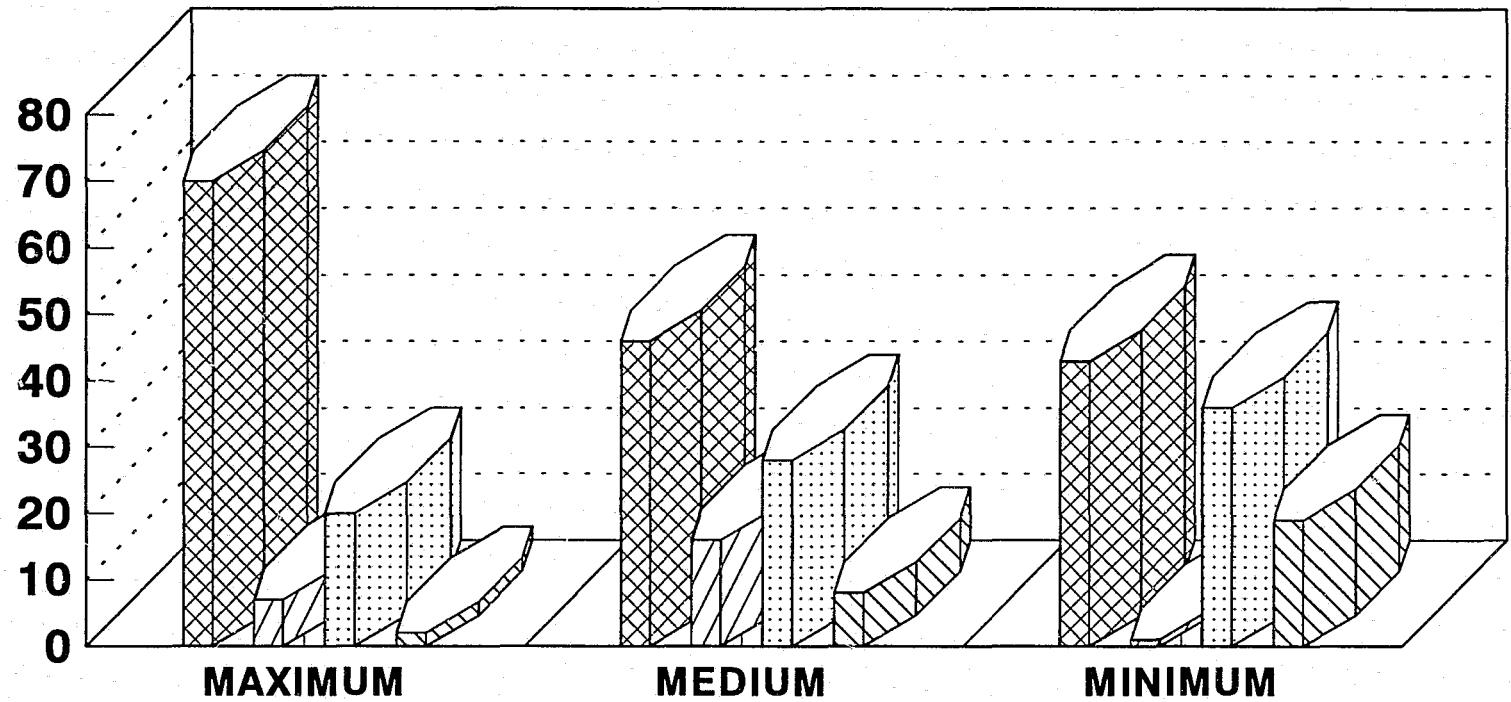
Through an aggressive construction effort, expansion of community alternatives and additional contracts with the private sector, the Kentucky Corrections Cabinet is meeting the challenge of adequately housing and treating offenders, while protecting the public.





CHARTS AND GRAPHS

KENTUCKY FELON POPULATION								
Actual Population				Projected Population				
FYE	Male	Female	Total	Male	Female	Total	Increase From Prior Year	Percent Increase From Prior Year
1989	7384	432	7816	7384	432	7816		
1990	8386	438	8735	8386	438	8824	1008	12.90%
1991				8890	535	9425	690	7.90%
1992				9374	595	9969	544	5.77%
1993				9754	662	10416	447	4.48%
1994				10075	737	10812	396	3.80%
1995				10335	819	11154	342	3.16%
1996				10558	912	11470	316	2.83%

Crime Type by Security Level

Percent of Institutional Population

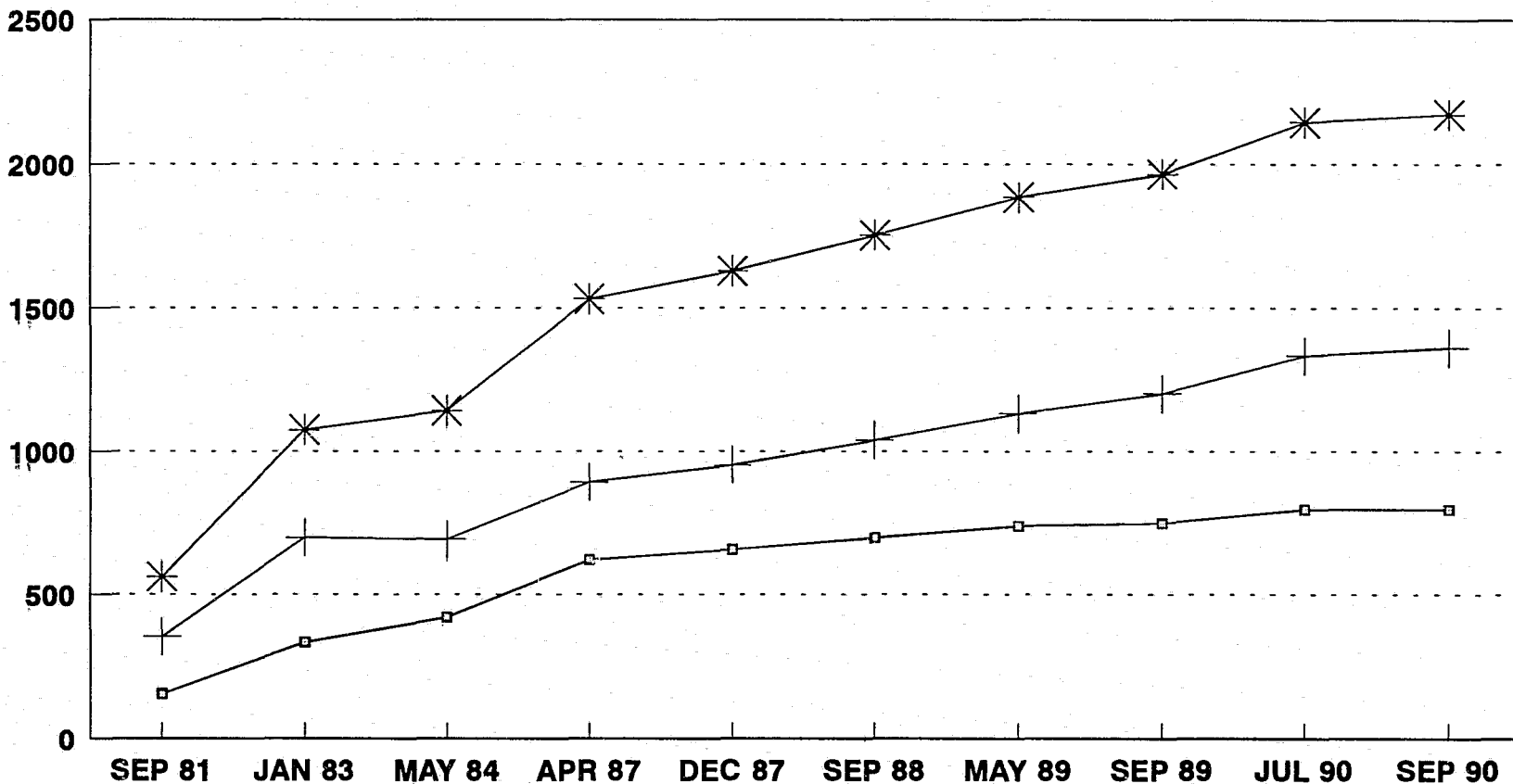


VIOLENT		70	46	43
SEX		7	16	1
PROPERTY		20	28	36
DRUG		2	8	19

Security Level

Persistent Felony Offenders

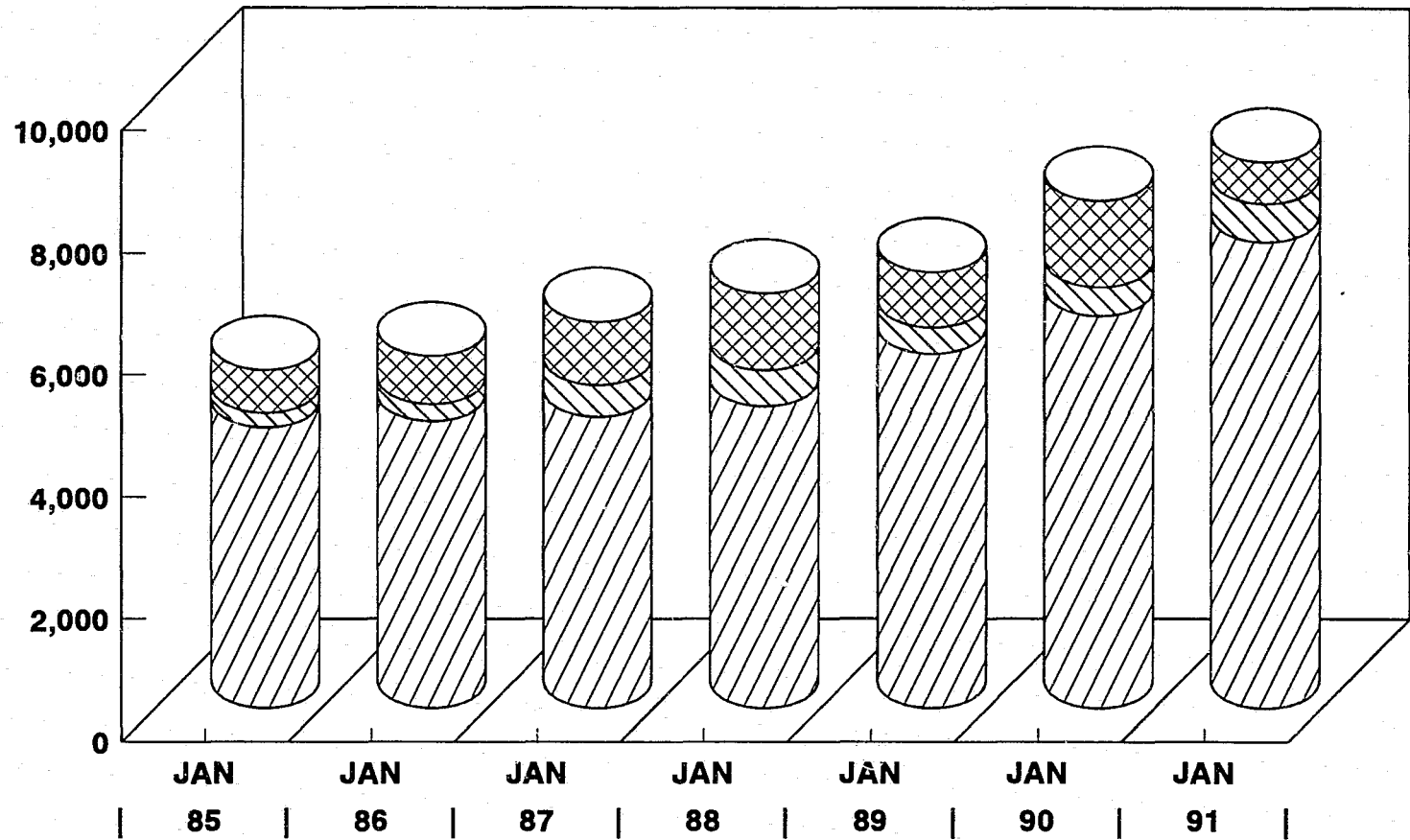
Number Of PFO



PFO I	154	333	421	620	656	697	739	749	798	798
PFO II	353	698	692	893	953	1040	1132	1201	1333	1361
Total PFO	561	1075	1142	1530	1627	1752	1884	1965	2146	2173

—□— PFO I + PFO II * Total PFO

Population History 1985 - 1991



CONTROLLED INTAKE	703	791	1,040	1,267	906	1,413	679
COMMUNITY CENTERS	237	277	520	589	437	468	620
INST. POPULATION	4,583	4,685	4,756	4,929	5,790	6,419	7,635

INST. POPULATION

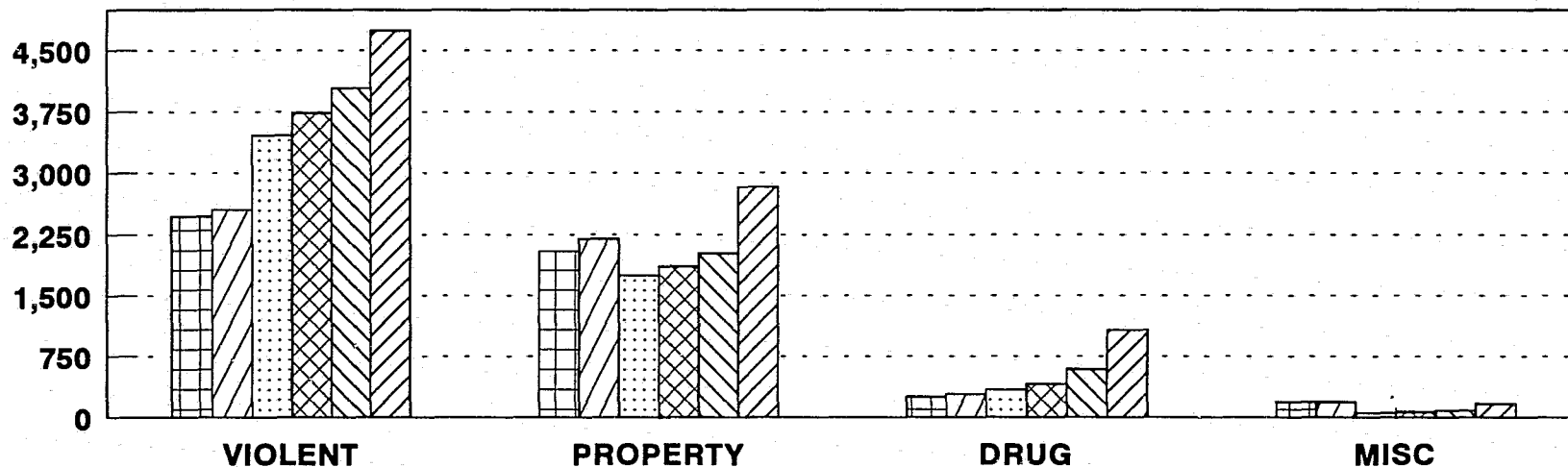
COMMUNITY CENTERS

CONTROLLED INTAKE

Institutional Profile By Crime Type

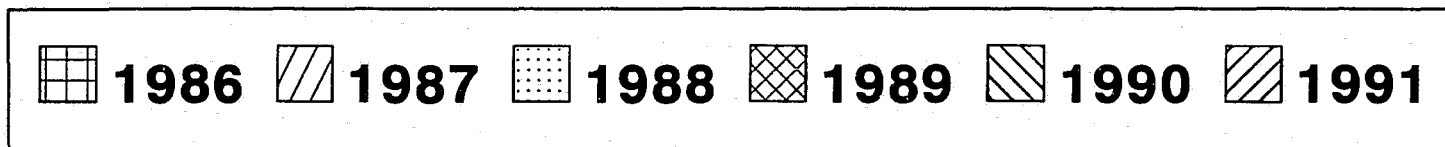
On January 1, 1986-1991

**Number
Of Inmates**



Year	Violent	Property	Drug	Misc
1986	2,472	2,046	249	189
1987	2,552	2,196	285	188
1988	3,464	1,747	340	55
1989	3,736	1,857	407	65
1990	4,039	2,018	589	87
1991	4,748	2,827	1,075	167

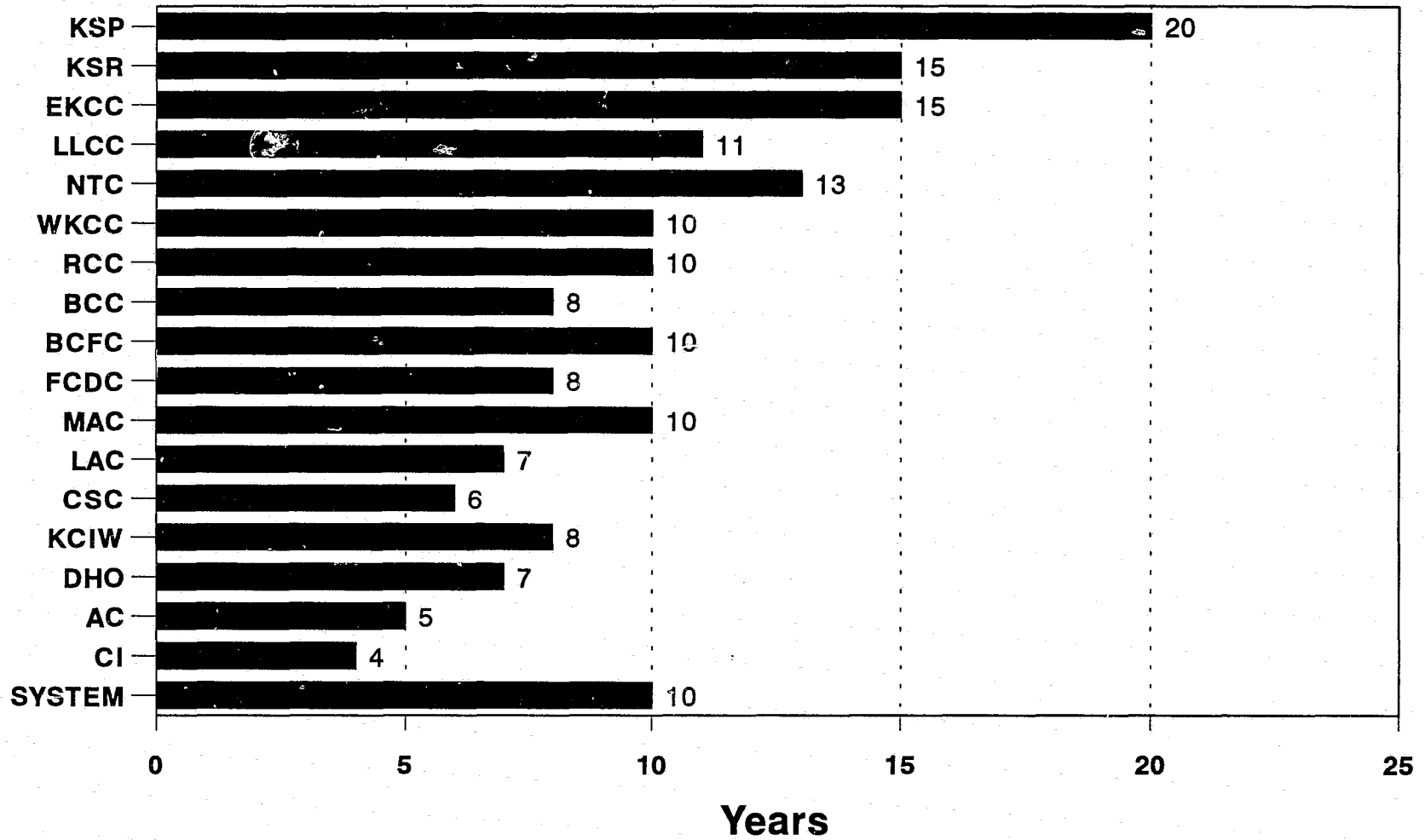
Type of Crime



Median Sentence

December 1990

Institution



■ Median Sentence

Population By Crime Type December 1990

