

FY 2013 – FY 2015  
Budget Analysis

Department of Corrections  
El Dorado Correctional Facility  
Ellsworth Correctional Facility  
Hutchinson Correctional Facility  
Lansing Correctional Facility  
Larned Correctional Mental Health Facility  
Norton Correctional Facility  
Topeka Correctional Facility  
Winfield Correctional Facility

Kansas Legislative Research Department  
February 2013

Senate Ways and Means Committee  
Date: 03-07-2013  
Attachment #: 2



# DEPARTMENT OF CORRECTIONS SYSTEM SUMMARY

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The Kansas Department of Corrections (DOC) provides supervision to adult felony offenders in the state, including inmates incarcerated in one of the eight correctional facilities, post-release supervision (parole), and community-based supervision (probation and treatment-oriented sentencing). The system consists of the DOC central office and eight adult correctional facilities. While all nine components are independent agencies, the system structure allows for some commonly utilized items to be budgeted in a central location, such as the inmate health care contract. The annual appropriations bill also grants the Secretary of Corrections the authority to transfer State General Fund dollars between the facilities and central office.

During the 2013 Legislative Session, the Governor introduced Executive Reorganization Order number 42. ERO 42 would consolidate the Juvenile Justice Authority into DOC and add the two juvenile correctional facilities to the DOC system.

## System Budget Summary and Key Points

**FY 2013 – Current Year.** The agency estimates revised FY 2013 system operating expenditures totaling 295.9 million, including \$274.6 million from the State General Fund. The estimate includes undermarket adjustments approved by the 2012 Legislature and distributed by the State Finance Council totaling \$7.2 million, including \$7.1 million from the State General Fund. FY 2013 is the first year in which satellite facilities in Ellsworth and Oswego began housing inmates.

The Governor recommends FY 2013 system operating expenditures totaling \$294.8 million, including \$273.4 million from the State General Fund. The recommendation is a decrease of \$1.1 million, or 0.4 percent, below the agency's FY 2013 estimate. The decrease is primarily attributable to a lapse of \$1.8 million, all from the State General Fund, in the Central Office budget for contract bed funds the agency does not anticipate needing with the additional capacity added in the current year.

**FY 2014 – Budget Year.** The agency requests FY 2014 system operating expenditures totaling \$310.4 million, including \$289.4 million from the State General Fund. The request is an increase of \$14.5 million, or 4.9 percent, all funds above the FY 2013 estimate. The request includes enhancement funding totaling \$17.9 million, all from the State General Fund. Absent the enhancement, the request totals \$292.5 million, which is a decrease of \$3.4 million, or 1.2 percent, below the FY 2013 estimate.

The Governor recommends FY 2014 system operating expenditures totaling \$356.6 million, including \$325.0 million from the State General Fund. The recommendation is an increase of \$46.3 million, or 14.9 percent, above the agency's FY 2014 request. The increase is due to the Governor's recommendation to consolidate the Juvenile Justice Authority into the Department of Corrections via Executive Reorganization Order No. 42. Should ERO 42 be approved by the Legislature, the two juvenile correctional facilities would also be part of the DOC system, but are not included in the system total above.

**FY 2015 – Budget Year.** There were no **agency** budget requests made for FY 2015 by any state agencies other than those agencies designated in statute as biennial budget agencies. The Governor's budget recommendations to the 2013 Legislature do, however, include funding recommendations for each state agency for FY 2015.

The **Governor** recommends FY 2015 system operating expenditures totaling \$360.1 million, including \$327.9 million from the State General Fund. The recommendation is an increase of \$3.5 million, or 1.0 percent above the FY 2014 recommendation. The increase is primarily due to higher expenditures for employee retirement and other fringe benefits.

**Summary of System Operating Budget FY 2012 - FY 2014**

	Actual 2012	Agency Request			Governor's Recommendation				
		Estimate FY 2013	Request FY 2014	Dollar Change from FY 13	Percent Change from FY 13	Rec. FY 2013	Rec. FY 2014	Dollar Change from FY 13	Percent Change from FY 13
<b>By Facility:</b>									
DOC Central Office	\$ 119,045,146	\$ 129,457,975	\$ 135,587,096	\$ 6,129,121	4.7 %	\$ 127,715,399	\$ 189,882,399	\$ 62,167,000	48.7 %
El Dorado CF	23,702,680	26,554,601	28,536,786	1,982,185	7.5	26,694,915	26,803,903	108,988	0.4
Ellsworth CF	12,936,691	14,304,290	14,951,877	647,587	4.5	14,377,736	14,402,103	24,367	0.2
Hutchinson CF	29,964,009	31,055,871	31,654,555	598,684	1.9	31,144,112	31,000,648	(143,464)	(0.5)
Lansing CF	38,467,746	40,444,903	42,325,483	1,880,580	4.6	40,565,059	40,405,035	(160,024)	(0.4)
Larned CMHF	10,086,784	10,528,305	11,295,002	766,697	7.3	10,584,588	10,622,155	37,567	0.4
Norton CF	15,223,184	15,882,231	16,430,143	547,912	3.4	15,960,103	15,737,729	(222,374)	(1.4)
Topeka CF	13,625,553	14,432,817	15,147,208	714,391	4.9	14,492,315	14,566,278	73,963	0.5
Winfield CF	12,718,708	13,230,772	14,431,015	1,200,243	9.1	13,240,362	13,197,489	(42,873)	(0.3)
<b>TOTAL</b>	<b>\$ 275,770,501</b>	<b>\$ 295,891,765</b>	<b>\$ 310,359,165</b>	<b>\$ 14,467,400</b>	<b>4.9 %</b>	<b>\$ 294,774,589</b>	<b>\$ 356,617,739</b>	<b>\$ 61,843,150</b>	<b>21.0 %</b>
<b>By Major Object of Expenditure:</b>									
Salaries and Wages	\$ 154,265,713	\$ 167,007,685	\$ 174,679,641	\$ 7,671,956	4.6 %	\$ 167,732,371	\$ 173,280,238	\$ 5,547,867	3.3 %
Contractual Services	86,086,469	92,453,729	95,500,922	3,047,193	3.3	90,663,077	92,488,947	1,825,870	2.0
Commodities	13,527,326	13,813,831	12,834,689	(979,142)	(7.1)	13,813,831	12,247,564	(1,566,267)	(11.3)
Capital Outlay	2,458,154	2,189,590	6,309,206	4,119,616	188.1	2,138,380	1,060,994	(1,077,386)	(50.4)
Debt Service	1,589,727	1,447,641	1,314,734	(132,907)	(9.2)	1,447,641	2,087,634	639,993	44.2
Subtotal - Operations	\$ 257,927,389	\$ 276,912,476	\$ 290,639,192	\$ 13,726,716	5.0 %	\$ 275,795,300	\$ 281,165,377	\$ 5,370,077	1.9 %
Aid to Local Units	17,533,081	18,582,277	19,341,177	758,900	4.1	18,582,277	45,568,897	26,986,620	145.2
Other Assistance	310,031	397,012	378,796	(18,216)	(4.6)	397,012	29,883,465	29,486,453	7,427.1
<b>TOTAL</b>	<b>\$ 275,770,501</b>	<b>\$ 295,891,765</b>	<b>\$ 310,359,165</b>	<b>\$ 14,467,400</b>	<b>4.9 %</b>	<b>\$ 294,774,589</b>	<b>\$ 356,617,739</b>	<b>\$ 61,843,150</b>	<b>21.0 %</b>
<b>Financing:</b>									
State General Fund	\$ 256,993,688	\$ 274,559,899	\$ 289,388,124	\$ 14,828,225	5.4 %	\$ 273,442,723	\$ 325,044,693	\$ 51,601,970	18.9 %
All Other Funds	18,776,813	21,331,866	20,971,041	(360,825)	(1.7)	21,331,866	31,573,046	10,241,180	48.0
<b>TOTAL</b>	<b>\$ 275,770,501</b>	<b>\$ 295,891,765</b>	<b>\$ 310,359,165</b>	<b>\$ 14,467,400</b>	<b>4.9 %</b>	<b>\$ 294,774,589</b>	<b>\$ 356,617,739</b>	<b>\$ 61,843,150</b>	<b>21.0 %</b>

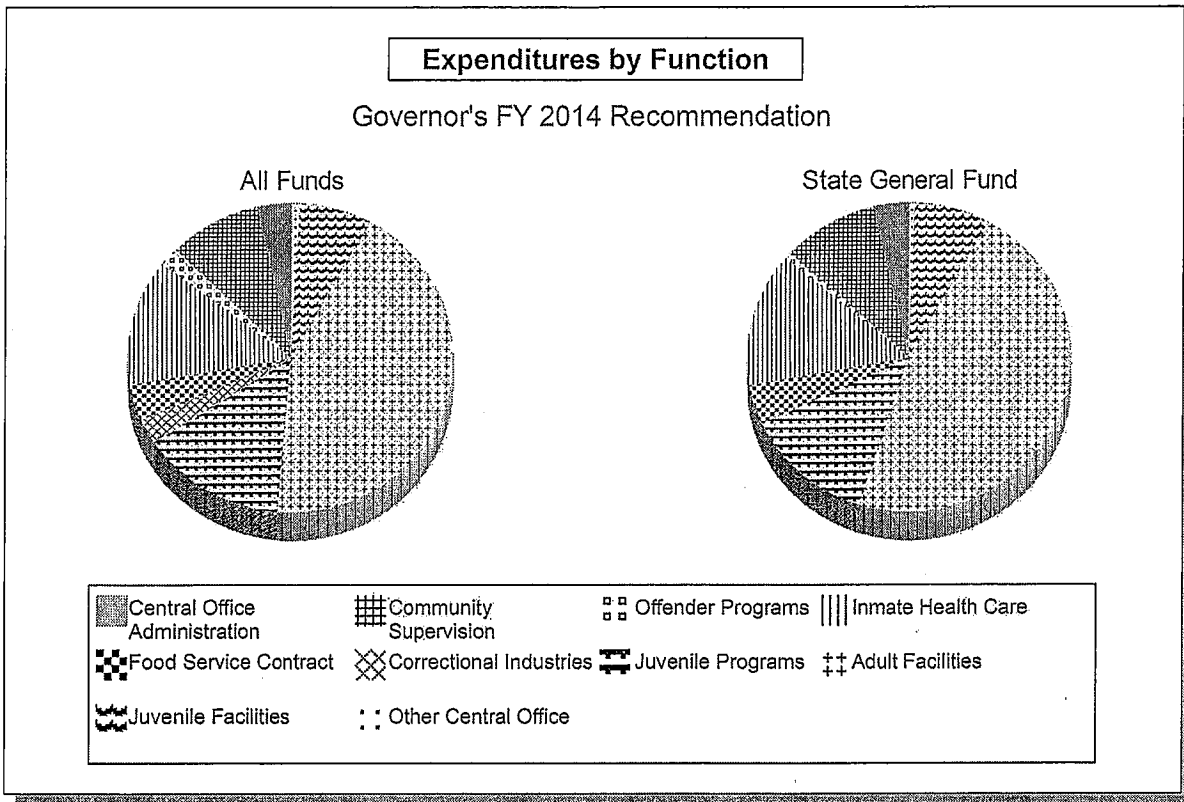
**SUMMARY OF SYSTEM OPERATING BUDGET FY 2014 – FY 2015**

	Agency Request FY 2014	Gov. Rec. FY 2014	Gov. Rec. FY 2015	Dollar Change	Percent Change
<b>By Program:</b>					
DOC Central Office	\$ 135,587,096	\$ 189,882,399	\$ 192,217,637	\$ 2,335,238	1.2 %
El Dorado CF	28,536,786	26,803,903	26,990,156	186,253	0.7
Ellsworth CF	14,951,877	14,402,103	14,497,650	95,547	0.7
Hutchinson CF	31,654,555	31,000,648	31,221,869	221,221	0.7
Lansing CF	42,325,483	40,405,035	40,695,450	290,415	0.7
Larned CMHF	11,295,002	10,622,155	10,695,656	73,501	0.7
Norton CF	16,430,143	15,737,729	15,850,724	112,995	0.7
Topeka CF	15,147,208	14,566,278	14,671,048	104,770	0.7
Winfield CF	14,431,015	13,197,489	13,277,753	80,264	0.6
<b>TOTAL</b>	<b>\$ 310,359,165</b>	<b>\$ 356,617,739</b>	<b>\$ 360,117,943</b>	<b>\$ 3,500,204</b>	<b>1.0 %</b>
<b>By Major Object of Expenditure:</b>					
Salaries and Wages	\$ 174,679,641	\$ 173,280,238	\$ 174,695,142	\$ 1,414,904	0.8 %
Contractual Services	95,500,922	92,488,947	92,488,947	0	0.0
Commodities	12,834,689	12,247,564	12,247,564	0	0.0
Capital Outlay	6,309,206	1,060,994	1,060,994	0	0.0
Debt Service	1,314,734	2,087,634	2,383,227	295,593	14.2
Subtotal - Operations	\$ 290,639,192	\$ 281,165,377	\$ 282,875,874	\$ 1,710,497	0.6 %
Aid to Local Units	19,341,177	45,568,897	46,568,897	1,000,000	-
Other Assistance	378,796	29,883,465	30,673,172	789,707	2.6
<b>TOTAL</b>	<b>\$ 310,359,165</b>	<b>\$ 356,617,739</b>	<b>\$ 360,117,943</b>	<b>\$ 3,500,204</b>	<b>1.0 %</b>
<b>Financing:</b>					
State General Fund	\$ 289,388,124	\$ 325,044,693	\$ 327,860,684	\$ 2,815,991	0.9 %
All Other Funds	20,971,041	31,573,046	32,257,259	684,213	2.2
<b>TOTAL</b>	<b>\$ 310,359,165</b>	<b>\$ 356,617,739</b>	<b>\$ 360,117,943</b>	<b>\$ 3,500,204</b>	<b>1.0 %</b>

**Enhancements Summary**

<b>FY 2014 ENHANCEMENTS</b>						
Enhancements	Agency Request			Governor's Recommendation		
	SGF	All Funds	FTE	SGF	All Funds	FTE
DOC Central Office	\$ 9,254,036	\$ 9,254,036	7.0	\$ 4,189,742	\$ 4,189,742	0.0
El Dorado CF	1,981,926	1,981,926	0.0	273,534	273,534	0.0
Ellsworth CF	609,306	609,306	0.0	71,904	71,904	0.0
Hutchinson CF	698,717	698,717	0.0	71,833	71,833	0.0
Lansing CF	1,993,167	1,993,167	0.0	108,510	108,510	0.0
Larned CMHF	721,025	721,025	0.0	57,883	57,883	0.0
Norton CF	740,728	740,728	1.0	62,990	62,990	0.0
Topeka CF	625,406	625,406	0.0	57,426	57,426	0.0
Winfield CF	1,280,884	1,280,884	0.0	58,684	58,684	0.0
<b>TOTAL</b>	<b>\$ 17,905,195</b>	<b>\$ 17,905,195</b>	<b>8.0</b>	<b>\$ 4,952,506</b>	<b>\$ 4,952,506</b>	<b>0.0</b>

## Expenditures by Function



Program	Gov. Rec. All Funds FY 2014	Percent of Total	Gov. Rec. SGF FY 2014	Percent of Total
Central Office Administration	\$ 13,535,476	3.5 %	\$ 13,028,814	3.7 %
Community Supervision	35,199,628	9.2	33,316,878	9.5
Offender Programs	7,464,601	1.9	2,455,088	0.7
Inmate Health Care	50,473,824	13.1	49,107,575	14.0
Food Service Contract	14,521,271	3.8	14,521,271	4.1
Correctional Industries	10,034,368	2.6	0	0.0
Juvenile Programs	55,605,497	14.5	45,789,991	13.0
Adult Facilities	166,735,340	43.4	164,937,025	46.9
Juvenile Facilities	27,662,885	7.2	26,730,421	7.6
Other Central Office	3,047,734	0.8	1,888,051	0.5
<b>TOTAL</b>	<b>\$ 384,280,624</b>	<b>100.0 %</b>	<b>\$ 351,775,114</b>	<b>100.0 %</b>

## Cost Per Inmate by Facility

FY 2012 AVERAGE EXPENDITURE PER INMATE			
Facility	Average Daily Population	Annual Cost Per Offender	
El Dorado CF	1,339	\$	24,702
Ellsworth CF	819		22,673
Hutchinson CF	1,852		23,181
Lansing CF	2,410		23,004
Larned CMHF	400		30,963
Norton CF	840		24,941
Topeka CF	649		28,467
Winfield CF	794		22,849
Facilities Total <sup>1</sup>	9,101	\$	24,165
Community Supervision <sup>2</sup>	13,268	\$	2,357
SB 123 <sup>3,4</sup>	1,671	\$	3,739

1. Inmate-FTE ratio of 3.4 inmates per FTE position within adult facilities  
 2. Excludes inactive/unfunded probationers  
 3. Total number of offenders  
 4. Included in the Community Supervision population

FTE POSITIONS BY FACILITY FY 2012 – FY 2015						
Program	Actual FY 2012	Agency Est. FY 2013	Gov. Rec. FY 2013	Agency Req. FY 2014	Gov. Rec. FY 2014	Gov. Rec. FY 2015
DOC Central Office	298.5	286.5	286.5	293.5	316.5	316.5
El Dorado CF	424.0	477.5	477.5	477.5	477.5	477.5
Ellsworth CF	219.0	232.0	232.0	232.0	232.0	232.0
Hutchinson CF	508.0	504.0	504.0	504.0	504.0	504.0
Lansing CF	680.0	679.0	679.0	679.0	679.0	679.0
Larned CMHF	183.0	182.0	182.0	182.0	182.0	182.0
Norton CF	261.0	260.0	260.0	261.0	260.0	260.0
Topeka CF	241.0	239.0	239.0	239.0	239.0	239.0
Winfield CF	199.0	198.0	198.0	198.0	198.0	198.0
JJA Central Office	32.0	30.0	30.0	30.0	0.0	0.0
Kansas JCC	292.5	290.5	290.5	293.5	290.5	290.5
Larned JCF	150.0	148.0	148.0	149.0	148.0	148.0
<b>TOTAL</b>	<b>3,488.0</b>	<b>3,526.5</b>	<b>3,526.5</b>	<b>3,538.5</b>	<b>3,526.5</b>	<b>3,526.5</b>

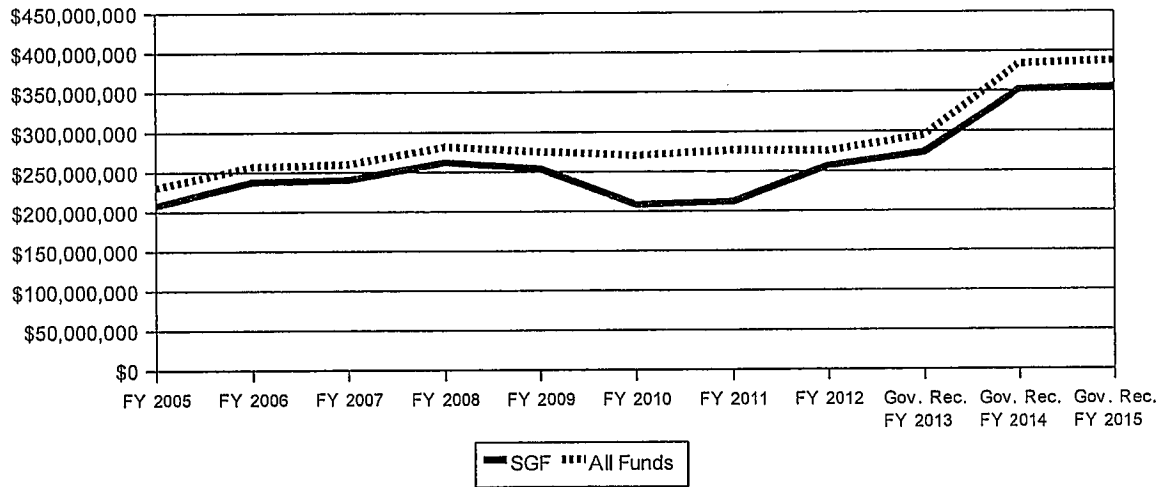


# CAPITAL IMPROVEMENTS

CAPITAL IMPROVEMENTS					
Project	Agency Est. FY 2013	Gov. Rec. FY 2013	Agency Req. FY 2014	Gov. Rec. FY 2014	Gov. Rec. FY 2015
DOC Central Office	\$ 5,965,185	\$ 5,965,185	\$ 8,198,107	\$ 11,327,302	\$ 10,589,402
El Dorado CF	261,173	261,173	235,398	235,398	244,977
Ellsworth CF	289,995	289,995	99,352	99,352	94,291
Hutchinson CF	591,210	591,210	0	0	0
Lansing CF	882,143	882,143	421,850	421,850	0
Larned CMHF	75,746	75,746	14,062	14,062	18,056
Norton CF	625,596	625,596	197,850	197,850	0
Topeka CF	363,680	363,680	76,804	76,804	78,301
Winfield CF	543,728	543,728	165,655	165,655	0
<b>TOTAL</b>	<b>\$ 9,598,456</b>	<b>\$ 9,598,456</b>	<b>\$ 9,409,078</b>	<b>\$ 12,538,273</b>	<b>\$ 11,025,027</b>
<b>Financing:</b>					
State General Fund	\$ 2,975,215	\$ 2,975,215	\$ 2,415,971	\$ 2,415,971	\$ 1,730,625
All Other Funds	6,623,241	6,623,241	6,993,107	10,122,302	9,294,402
<b>TOTAL</b>	<b>\$ 9,598,456</b>	<b>\$ 9,598,456</b>	<b>\$ 9,409,078</b>	<b>\$ 12,538,273</b>	<b>\$ 11,025,027</b>

# BUDGET TRENDS

## SYSTEM OPERATING EXPENDITURES FY 2005 – FY 2015



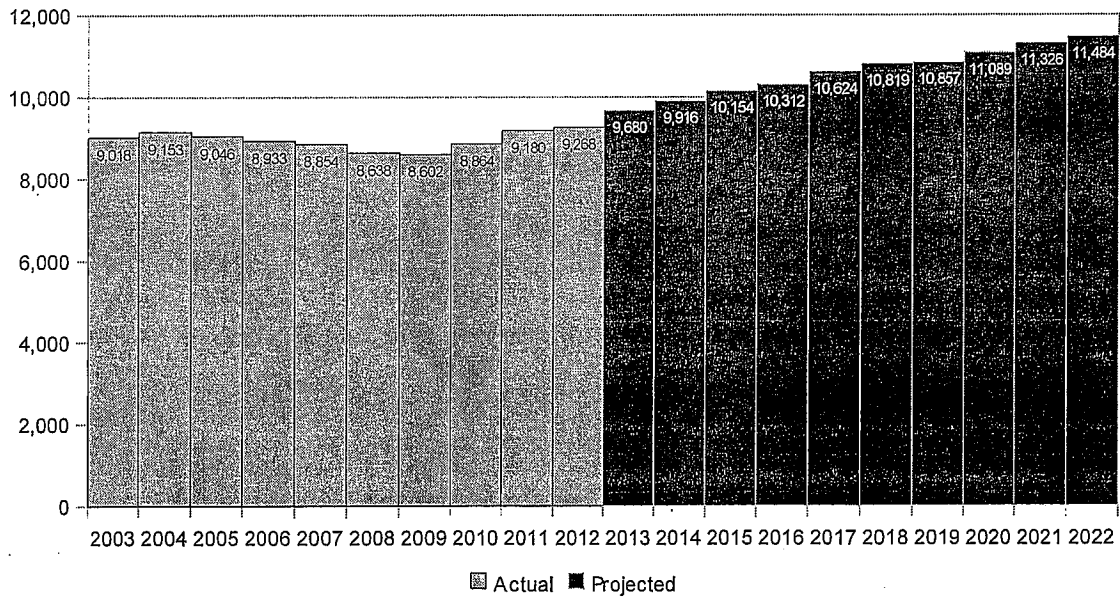
**Note:** The Governor's recommendation for FY 2014 and FY 2015 includes the Kansas Juvenile Correctional Complex and the Larned Juvenile Correctional Facility within the Department of Corrections system as a result of Executive Reorganization Order No. 42.

## SYSTEM OPERATING EXPENDITURES FY 2005 – FY 2015

Fiscal Year	SGF	% Change	All Funds	% Change	FTE
2005	\$ 207,928,033	- %	\$ 230,471,704	- %	3,121.0
2006	237,815,208	14.4	256,817,853	11.4	3,102.2
2007	240,155,719	1.0	259,667,202	1.1	3,088.7
2008	261,850,939	9.0	281,651,151	8.5	3,094.7
2009	253,923,933	(3.0)	275,546,239	(2.2)	3,109.7
2010	208,460,697	(17.9)	270,330,091	(1.9)	3,039.7
2011	212,063,412	1.7	276,852,271	2.4	3,050.5
2012	256,993,688	21.2	275,770,501	(0.4)	3,013.5
2013 Gov. Rec.	273,442,723	6.4	294,774,589	6.9	3,058.0
2014 Gov. Rec.	351,775,114	28.6	384,280,624	30.4	3,526.5
2015 Gov. Rec.	354,765,702	0.9	387,955,425	1.0	3,526.5
<b>Eleven-Year Change</b>					
Dollars/Percent	\$ 146,837,669	70.6 %	\$ 157,483,721	68.3 %	405.5

# POPULATION SUMMARY

## KANSAS ADULT PRISON POPULATION Actual and Projected Average Daily Population<sup>1,2</sup>



1. Population figures represent the actual and projected population on June 30 of each year.
2. System capacity as of January 2013 was 9,564.

Offender Average Daily Population		
	FY 2012	FY 2013 <sup>1</sup>
<b>DOC Facilities</b>		
El Dorado CF	1,339	1,356
Ellsworth CF	817	862
Hutchinson CF	1,852	1,874
Lansing CF	2,410	2,424
Larned CMHF	400	432
Norton CF	840	832
Topeka CF	649	705
Winfield CF	794	797
<b>Facilities Total</b>	<b>9,101</b>	<b>9,282</b>
Non-DOC Facilities	168	188
<b>Total Inmate Population</b>	<b>9,269</b>	<b>9,470</b>
Parole	6,923	6,816

1. FY 2013 ADP through December 31, 2012

# INMATE CUSTODY CLASSIFICATION

Actual Population as of December 31, 2012

