

2015 RECIDIVISM REDUCTION PLAN

COST EFFECTIVE SOLUTIONS TO SLOW PRISON POPULATION
GROWTH & REDUCE RECIDIVISM





THE CONSERVATIVE CASE FOR REFORM:

Fighting Crime, Prioritizing Victims, and Protecting Taxpayers.
A project of the Texas Public Policy Foundation in cooperation with Justice Fellowship.

“We want to reduce crimes as rapidly and as seriously as possible. But the real cost in doing this wrong is broken families, destroyed neighborhoods and lives that didn’t need to be stunted.” -- **Grover Norquist**, San Diego Pew Public Safety Conference, November 19, 2014

HB266 LEGISLATIVE INTENT LANGUAGE

- ◆ Goal is to collaboratively reduce recidivism by:
 - ◆ Gather/analyze data on:
 - ◆ substance abuse
 - ◆ mental health
 - ◆ employment
 - ◆ housing services needed
 - ◆ current services provided to returning citizens
 - ◆ Propose effectiveness/efficiency measures
 - ◆ Develop and implement plan for those who are released from correctional institutions.
- ◆ Use the plan to:
 - ◆ assist the ADOC, DHSS, DOLWD, AMHTA, AHFC, & ACS to improve treatment & outcomes for recently released inmates.

AK'S PRISON POPULATION IS THE 3RD FASTEST GROWING IN THE U.S.

- Even with GCCC, DOC operates at 101% of general capacity

- GCCC cost \$250,000,000 to build

- GCCC added \$50,000,000/year to Alaska budget

- AK's prison population growing 3% per year

- Prison growth rate exceeds AK population growth rate 4 fold

- Increases while crime rate decreases

- 32 other states facing budget deficits, have cut the rate of prison growth & crime rates



FORMER INMATES ARE OUR NEIGHBORS

- ◆ Today ADOC incarcerates > 6300 offenders
- ◆ 95% of inmates are released
- ◆ 377 convicted felons released into AK communities every month
- ◆ 63% recidivism rate as of 2011
- ◆ Public safety requires a continued reduction of this rate



HAVE ALASKANS BEEN RECEIVING GOOD VALUE FOR THE CRIMINAL JUSTICE DOLLARS SPENT?

- ◆ In 2007, AJC reported 2 out of 3 former offenders return within the first 3 years of release. The majority, within 6 months.
- ◆ This comes at a high price. In FY14, it cost \$158 per day per inmate to incarcerate in a hard-prison bed.
- ◆ In 2009, DOC began to implement previously eliminated reformatory programs.
- ◆ Recidivism declined from a high in 2007 of 66%, to 63.54% in FY 2010 and to 63.19% in FY 2011.

ALASKA IS AT A CROSSROADS



**Build a new prison OR
recommit to sending inmates
out of state.**

**Invest in cost-effective strategies
that target factors driving AK's
prison population growth.**

DO WE WISH TO SPEND \$300 MILLION TO BUILD A NEW PRISON?

- ◆ Or, invest in cost-effective strategies proven to reduce recidivism, produce better public safety outcomes & cost less money?
- ◆ Should the State choose cost-effective strategies, how does it determine those strategies?
 - ◆ Identify factors driving Alaska's prison population growth
 - ◆ Identify who is recidivating & why.

INVITE THE PEW PUBLIC SAFETY PERFORMANCE PROJECT TO ALASKA

- ◆ Mission: The PSPP helps states advance fiscally sound, data-driven sentencing & corrections policies that protect public safety, hold offenders accountable, and control corrections costs.
- ◆ Goal: Help states get a better return on their public safety dollars.
- ◆ Strategies: Research on national trends & on what works.
Provide **FREE** technical assistance to state.

PEW WOULD GUIDE AK IN A JUSTICE REINVESTMENT PROCESS

- ◆ Skilled data analysts perform criminal justice overview
- ◆ Examine drivers of AK's prison population growth
- ◆ Outline lessons learned from other States
- ◆ Policy Development
- ◆ Make Final Findings & Recommendations

32 STATES WORK WITH PEW PUBLIC PUBLIC SAFETY PROJECT



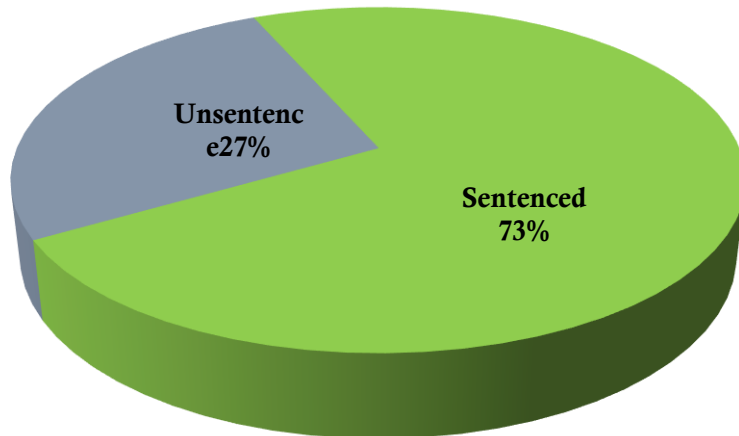
HEAR WHAT THEY SAY

KNOWN FACTORS DRIVING AK'S PRISON GROWTH

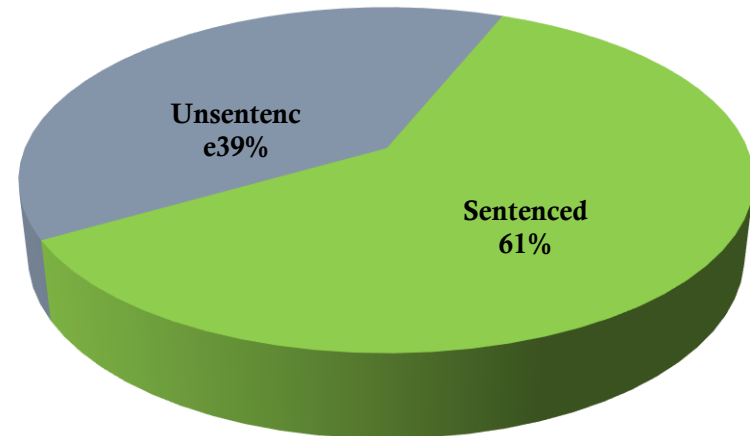
1. Increased Number of Pretrial & Unsentenced Inmates
2. Increased % of Non-violent Offenders
3. Increased Average Length of Stay
4. Increased Probation Violations

INCREASED NUMBER OF PRETRIAL & UNSENTENCED INMATES

**2002 Sentenced & Unsentenced
Offenders**

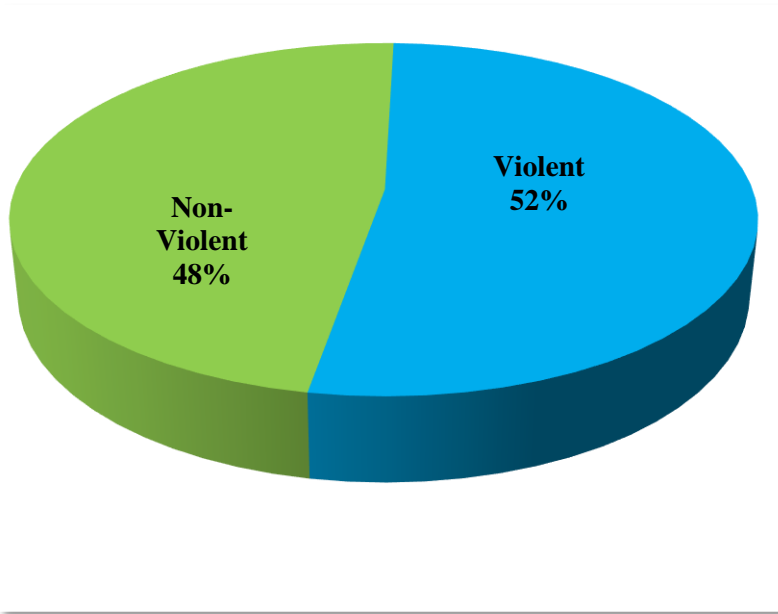


**2014 Sentenced & Unsentenced
Offenders**

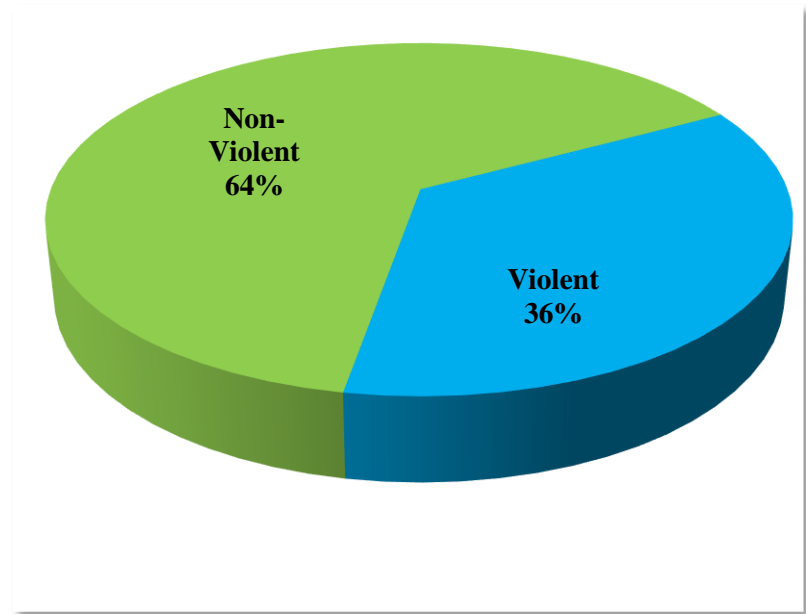


INCREASED % OF NON-VIOLENT OFFENDERS

2002



2014



PUBLIC OPINION ON JAILING NONVIOLENT OFFENDERS IN EXPENSIVE PRISON BEDS

MARCH 2012



Public Opinion on Sentencing and
Corrections Policy in America

REFORMATION TRUMPS INCARCERATION FOR NON-VIOLENT OFFENDERS

Bottom Line... Let's Reduce Crime

"It does not matter whether a nonviolent offender is in prison for 21 or 24 or 27 months. What really matters is the system does a better job of making sure that when an offender does get out, he is less likely to commit another crime."



STRONGLY AGREE

73%

TOTAL AGREE

90%

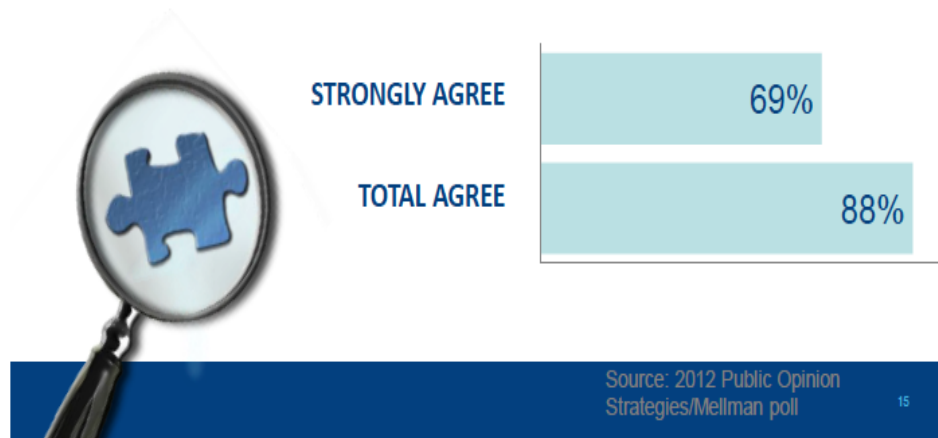
Source: 2012 Public Opinion
Strategies/Mellman poll

14

PRISON IS FOR THE VIOLENT

Public Believes Prisons should be for Violent Offenders

"We have too many low-risk, non-violent offenders in prison. We need alternatives to incarceration that cost less and save our expensive prison space for violent and career criminals."



KEY PUBLIC OPINION TAKEAWAYS

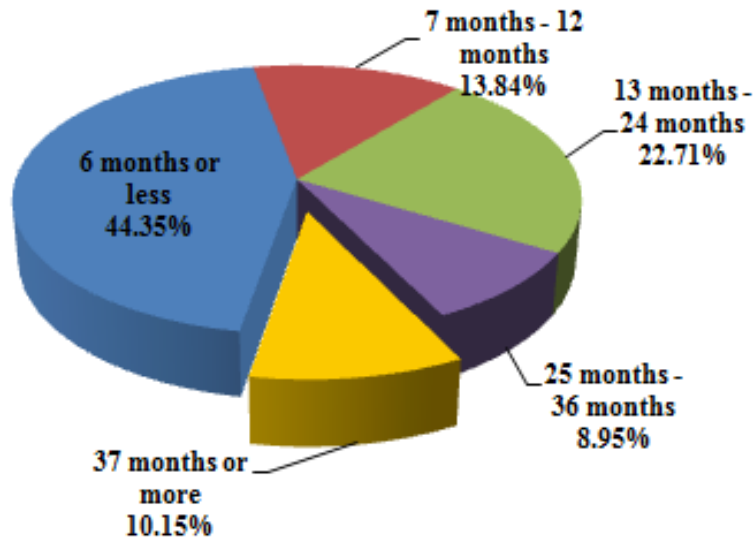
A national public opinion survey conducted in January 2012, along with similar surveys in Georgia, Missouri, and Oregon, found those attitudes persist and revealed opinions on specific policy solutions.

KEY TAKEAWAYS

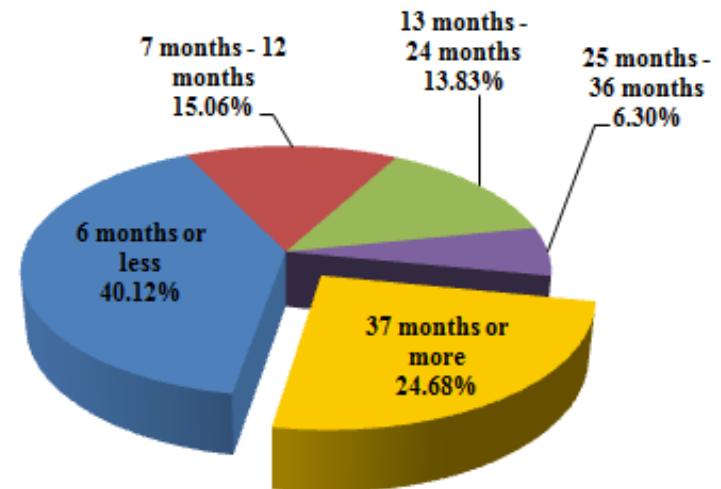
1. American voters believe too many people are in prison and the nation spends too much on imprisonment.
2. Voters overwhelmingly support a variety of policy changes that shift non-violent offenders from prison to more effective, less expensive alternatives.
3. Support for sentencing and corrections reforms (including reduced prison terms) is strong across political parties, regions, age, gender, and racial/ethnic groups.

INCREASED AVERAGE LENGTH OF STAY

2002



2014



INCREASED PROBATION VIOLATIONS

- ◆ In 2003, 1,602 jail admissions for probation violations.
- ◆ By 2013, that number had grown to 2,995.
 - ◆ More than 54% of the 8000 probationers had a PTRP filled against them
 - ◆ 72% of PTRPs alleged technical violations
 - ◆ 28% of PTRPs alleged commission of a new crime

WHAT WE KNOW ABOUT ALASKANS WHO RECIDIVATE

- ◆ The more serious the underlying offense, the lower the recidivism rate.
 - ◆ Misdemeanants had significantly higher recidivism rates than felons
 - ◆ Class C felons had higher rates than other felons
- ◆ High rates among offenders who are youthful, male, have lengthy or more serious prior criminal histories, and are Native and African American.
- ◆ Offenders convicted of violent & property crimes most likely to be reconvicted of a new offense of the same type.

THE TEXAS EXPERIENCE



- ◆ 2007: Texas DOC projected 17,000 prison bed shortfall over five years.
- ◆ Recommended construction of 4,000 new beds at > \$900,000,000.
- ◆ Senate President: “No more prisons. We can’t afford them.”
- ◆ Solution: Reformatory programs as alternatives to incarceration.
- ◆ Decision: Invest \$241,000,000 in evidence-based strategies to reduce recidivism.

EVIDENCE-BASED INVESTMENT STRATEGY

- ◆ Drug courts
- ◆ Intermediate sanction facilities for probationers who violate conditions of probation
- ◆ Residential treatment programs for probationers who can't stay clean & sober
- ◆ In prison residential treatment programs (like our RSSAT)

EVIDENCE-BASED STRATEGIES FOR PROBATIONERS

- ◆ Community-based Substance Abuse Treatment
- ◆ Incentives to Encourage Probation Compliance
- ◆ PACE type, Swift Certain & Proportionate Sanctions for certain Probation Violations

TEXAS RESULTS

- ◆ Since Texas enacted these new approaches:
 - ◆ Recidivism rates dropped 25%
 - ◆ Crime rate dropped 18%, lowest since 1968
 - ◆ Imprisonment rate dropped 10%
 - ◆ Avoided nearly \$3 billion in prison costs

SOUTH DAKOTA

- ◆ 2013, prison population had grown dramatically to 3600
 - ◆ Imprisonment rate growing faster than national average and crime rate falling slowly.
 - ◆ Majority of incarcerated offenders were nonviolent
 - ◆ High number of parole/probation revocations
 - ◆ High recidivism rate: 4 in 10 returned within in 3 years of release
- ◆ Projected to grow 25% through 2022
- ◆ This growth would require 2 new prisons and a total expenditure of \$224,000,000 ²⁷

PSPP SO. DAKOTA FINDINGS

- ◆ In 2012, 61 percent in prison for nonviolent offenses.
 - ◆ 81% of newly admitted prisoners were nonviolent
 - ◆ 53% were drug and alcohol offenders,
- ◆ Planned investment strategy over 10 years will save \$207 million of which \$53 million will be invested in new evidence-based strategies.

WHAT LEADERS IN SO. DAKOTA SAID

- Our state faces a clear choice. Down one path, we can continue to build prisons and allow corrections to consume an ever-increasing proportion of taxpayers' dollars. The alternative is to follow the path blazed by almost two dozen states across the country. A path that makes us safer and one that will save our state millions of dollars.” — Gov. Dennis Daugaard, State of the State address, Jan. 8, 2013



We have been putting a lot of people in prison ... but we have now recognized that we haven't changed behaviors of those prisoners. Most of them get out of prison eventually and a very high proportion goes back, because the main change that took place in prison is that they became better criminals.”

--Sen. Craig Tieszen, floor testimony, Jan. 24, 2013



SOUTH DAKOTA SOLUTIONS



- ◆ Passed SB 70 to reduce growth by 716 beds and slow corrections budget growth by:
 - ◆ averting construction of two prisons, saving state taxpayers \$207 million in construction and operating costs through 2022; and
 - ◆ redirects \$8 million from current budget to programs and policies proven to reduce recidivism and improve offender accountability.
- ◆ An ongoing annual investment of 4.9 million in these programs is expected.

REFORMATIVE PROGRAMS IN ALASKA

- ◆ 2007: the Commissioner inherited an ADOC with NO programs
- ◆ With legislative support, reinstatement of programs began
- ◆ FY 2014: ONLY 2.9% of DOC's operating budget goes to reformatory programs

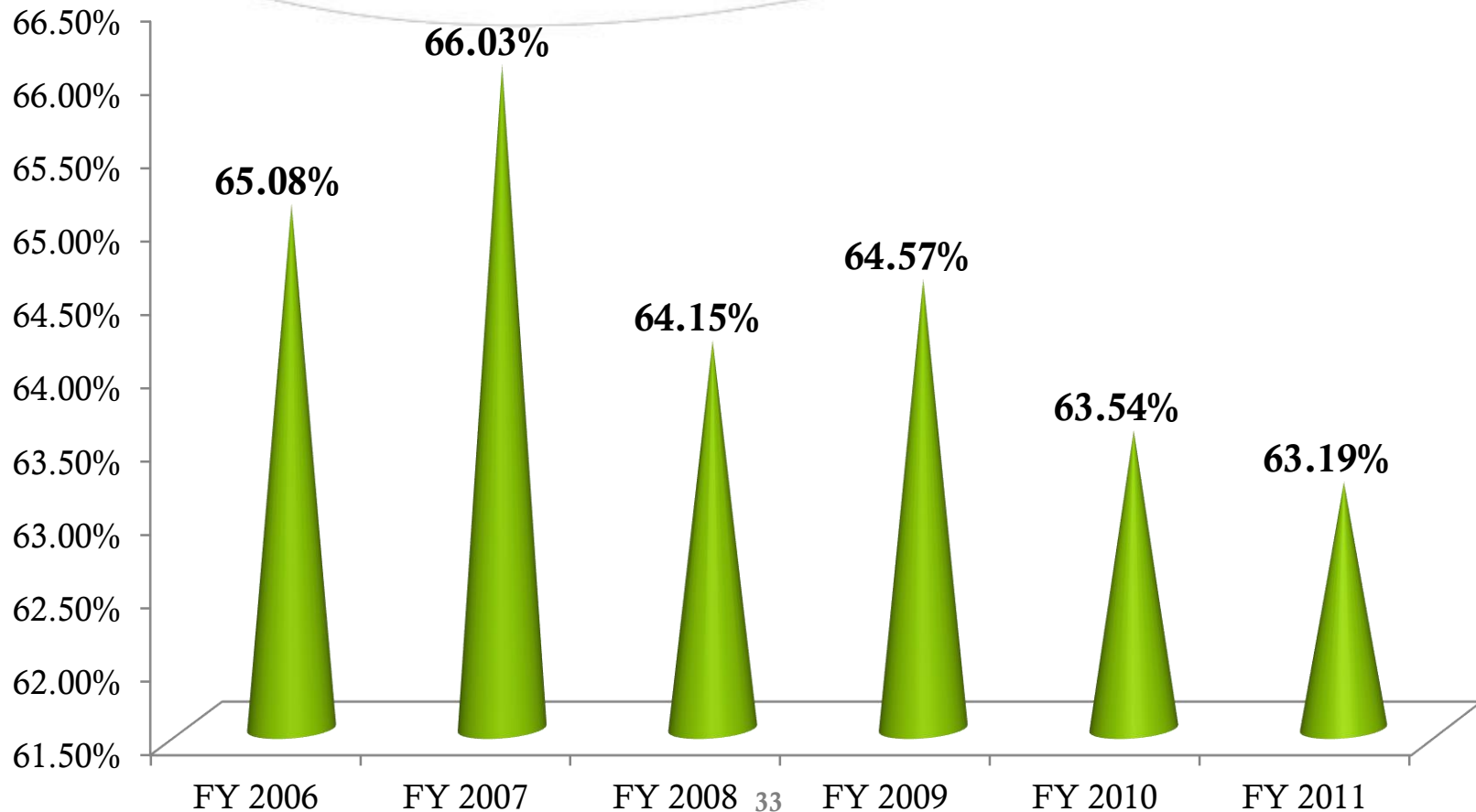


Substance Abuse Treatment

Educational/Vocational Programs

Cognitive Behavioral Treatment

OUTCOME FROM INVESTMENT: RECIDIVISM REDUCTION



ADOC RUNS QUALITY PROGRAMS

- ◆ 2.9% of ADOC operating budget for reformative programs is low compared to American Correctional Association finding that, on average, other state prisons devote 4.4% of budgets to programming.
- ◆ Dec. 2014, Leg. Audit very complementary of the ADOC programs in terms quality, array & motivating inmates to attend.

WA STATE INSTITUTE OF PUBLIC POLICY FINDS

- ◆ The cost-benefit of custodial substance abuse treatment programs have a 100% chance of the benefits exceeding the costs.
- ◆ The cost-benefit of both educational and vocational custodial programs have a 100% chance of the benefits exceeding the costs.

AK DEPARTMENT OF CORRECTIONS

◆ Alaska Prisoner Reentry Framework

DIV OF HEALTH & SOCIAL SERVICES

- ◆ Division of Juvenile Justice
 - ◆ Community Services
 - ◆ New Directions
- ◆ Sobriety 24/7
- ◆ Therapeutic Courts
- ◆ Community Based Treatment Programs

ALASKA HOUSING FINANCE CORP.

- ◆ Tenant Based Assistance Program – Partnership with DOC
 - ◆ Reduces 66% re-incarceration rate to 33%
 - ◆ Reduces prison population growth rate at \$7.5k cost per person. Prison costs \$58k / year / person
- ◆ Fund Prisoner Re-entry Services through HAP and SNHG capital programs
 - ◆ Partners for Progress Re-Entry Center, New Life Development Supportive Housing

LABOR & WORKFORCE DEVELOPMENT COLLABORATIONS

- ◆ WorkKeys & NCRC certification in GCCC & Hiland Mountain women's prison
- ◆ Pre-Release program at various facilities
- ◆ Employment after Incarceration Workshops at AK Job Centers
- ◆ Operating Engineers and Ironworkers Pre-Apprenticeship pilot program at Hiland and Palmer
- ◆ Minimum custody inmates working in fishing processing plants
- ◆ Job Centers working directly with field probation officers

DOLWD EMPLOYER INCENTIVES

- ◆ Work Opportunity Tax Credit (for employers)
- ◆ Fidelity Bonding Program to address employee bonding to overcome barriers for the former offender population

WHAT WE ARE DOING THAT WORKS

- ◆ ADOC institutional & community based reformative programs
- ◆ The Alaska Criminal Justice Commission's work
- ◆ The Partner's Reentry Center
- ◆ PACE, Sobriety 24/7, Therapeutic Courts
- ◆ ADOC partnership with AHFC & DOLWD

NEXT STEPS WITH FISCAL COMPONENT

- ◆ Maintain current funding on ADOC reformatory programs
- ◆ Support ADOC Alaska Prisoner Reentry Initiative
- ◆ Create a new ADOC position -- Reentry Coordinator
- ◆ Support the ADOC efforts to work collaboratively with the community Reentry Coalitions
 - ◆ Support the Partner's Reentry Center in Anchorage
- ◆ Expand community based substance abuse treatment
- ◆ Development community based cognitive behavioral treatment

NEXT STEPS WITH NO FISCAL COMPONENT

- ◆ AK Criminal Justice Commission currently working on:
 - ◆ current bail conditions
 - ◆ deferred sentencing & pretrial diversion
 - ◆ limited licenses for committed therapeutic court participants & others who have demonstrated long-term sobriety & lawfulness
 - ◆ study barrier crimes
- ◆ Enact legislation to provide “good time” credits to motivated probationers complying with probation conditions
- ◆ Enact legislation providing “good time” credit to people on Electronic Monitoring

PLAN IMPLEMENTATION

- ◆ Identify strategies needed to match the # of hard prison beds with appropriate offender population
- ◆ Develop an implementation plan that identifies:
 - ◆ strategy & timeline for implementation
 - ◆ cost
 - ◆ number served
 - ◆ estimated impact on recidivism



Greatly postpone construction of new costly prison

THANK YOU

