

Alaska Department of Correction Reentry Programs Overview

House Finance Subcommittee

STATE OF ALASKA

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Authored by Carmen Gutierrez
DOC Deputy Commissioner

Contents

The Offender Reentry Program (P & P 818.01)	2
DOC Substance Abuse Treatment Programs	3
Core Education Curriculum.....	4
Vocational Educational Programs.....	5
Faith Based Reentry Programs.....	5
Sex Offender Management Program	6
Reentry Housing Programs – DOC Collaborations.....	7
Partners for Progress.....	7
AHFC’s Tenant Based Rental Assistance Program.....	7
Behavior Health Reentry Programs	8
Institutional Discharge Project Plus (IDP+)	8
Assess, Plan, Identify and Coordinate (APIC).....	8
DOC Discharge Incentive Grant for Housing and Related Supports.....	9
Probation Initiatives.....	10
Probationer Accountability with Certain Enforcement (PACE)	10
FY13 Prisoner Reentry Initiatives.....	11
Sex Offender Management Program: 350.0 UGF	11
Fairbanks Misdemeanor Domestic Violence PACE Program: \$200.0 I/A	11
Vocational Education Programs: 156.0 UGF	12
The Alaska Prisoner Reentry Task Force Accomplishments.....	12
APPENDIX A: DOC Substance Abuse Programs Report.....	14
APPENDIX B: DOC Institutional Programs and Services	15

The Offender Reentry Program (P & P 818.01)

Based upon considerable best practices research, the DOC developed the Offender Reentry Program (ORP) for the purpose of reducing recidivism. The ORP is a comprehensive three-phased approach to offender management and reentry services to address prisoners' criminogenic needs – their barriers to behavioral change and successful transition and reentry. The DOC implemented the ORP in December 2011.

To identify the rehabilitation programs that would most effectively address a prisoner's identified risk-factors, the department reviewed scientific studies done over the past 20 years and identified the prisoner treatment programs shown to be most effective at reducing recidivism. These evidence-based programs focus on criminogenic needs – risk factors for criminal behavior. These risk factors refer to the individual's characteristics and circumstances prognostic of increased risks for future criminal activity.

These criminogenic needs include:

1. Anti-social, pro-criminal attitudes, beliefs, values and cognitions.
2. Anti-social associates and pro-social isolation.
3. Anti-social personality disorder and temperament including:
 - a. Weak socialization,
 - b. Impulsivity, risk taking,
 - c. Aggressiveness, hostility and anger, and
 - d. Weak decision-making and problem solving.
4. Low levels of educational, vocational and financial achievement.
5. Family factors including poor quality personal relationships, lack of mutual caring, no accountability and lack of anti-criminal expectations.
6. Substance abuse or dependency.

The DOC uses the Level of Service Inventory-Revised (LSI-R) needs assessment and other assessment screening instruments to identify the offender's risk factors in the following areas:

1. Substance Abuse
2. Anger Management
3. Criminal Thinking
4. Education
5. Vocational Interests
6. Sexual Deviancy issues
7. Reentry

This risk-assessment tool is the foundation for developing the individualized Offender Management Plan (OMP) used, in part, to guide intervention and program referrals to institutional programs.

Phase I of the Offender Reentry Program consists of screening, assessment and referral for un-sentenced and sentenced offenders who score above a minimum risk assessment. For short term prisoners an initial assessment and referral is made to rehabilitative programs as indicated. For sentenced felons only, identified as medium to high risk, an individualized Offender Management Plan is completed based upon the LSI-R results including the appropriate referrals for rehabilitative services. The OMP does not apply to misdemeanor-sentenced offenders or felony offenders who receive a probationary sentence. The LSI-R, however, is performed for all probationers under supervision of the Division of Parole and Probation.

The Offender Management Plan is an individualized plan to address the offender's programming and reentry needs. It addresses specific criminogenic needs that are barriers to behavioral change and successful transition and reentry. The OMP, based on the comprehensive screening and assessment, includes referrals into appropriate program(s). It also includes a preliminary reentry plan.

Phase II includes programming for sentenced felons who score above minimum risk.

One of the greatest programming needs is substance abuse treatment. Currently, the DOC has the treatment capacity to provide substance abuse treatment in prison for up to 1,000 prisoners.

This phase also includes release planning. The goal of the DOC is to create an Individual Reentry Plan (IRP) three months before the prisoner is released from custody. The institutional probation officer will then be responsible for sending the IRP to the field probation officer no later than 30 days prior to the prisoner's release.

The IRP will be a specific plan developed prior to the release of the offender. It will address the needs and resources of the prisoner to aid in successful community transition. Each plan will be individualized and cover employment, housing, aftercare services, family reintegration/support, positive social support, finances, legal obligations, transportation, medical, as well as other basic needs that have been identified.

DOC Substance Abuse Treatment Programs

1. Life Success Substance Abuse Treatment (LSSAT): A cognitive behavioral, minimum three months out-patient treatment program.
 - In 8 of our 12 institutions.
 - Capacity 800 offenders per year
2. Residential Substance Abuse Treatment (RSAT): A Residential/Intensive Inpatient Treatment program using a cognitive behavioral approach. Minimum of six months participation required.
 - Hudson, Colorado HCC Facility
 - Eagle River HMCC

- RSATS have ability to provide services to over 140 offenders per year.
- 3. Continuing Care: Community based aftercare program designed to complement the offender's custodial treatment. Length of program and program requirements dependent on individual needs.
 - Anchorage
 - Fairbanks
 - Combined ability to provide services to over 280 offenders per year.

4. FY10 Performance Measures (2years out):

	Count	Returned	Recidivism Rate*
FY2010 Control Group	2077	1203	57.92%
Participated in and Completed Program	334	122	36.53%

**Percent of offenders returning to incarceration within two years of discharge*

5. FY11 Performance Measures (1 year out):

	Count	Returned	Recidivism Rate*
FY2011 Control Group	1877	692	36.87%
Participated in and Completed Program	421	38	9.09%**

**Percent of offenders returning to incarceration within one year of discharge.*

***The majority of these individuals have been out of custody for one year or less. The recidivism rate will rise. Given these results, it appears that the state is on the road to match or exceed the 9 to 12% national average for recidivism reduction.*

For more information on DOC's substance abuse treatment programs see Appendix A.

Core Education Curriculum

1. GEDs (General Education Development) diplomas issued:

FY08	182
FY09	239
FY10	247
FY11	254

2. CAP (Criminal Attitudes Program): A cognitive behavioral course (6 to 16 weeks in duration) designed to assist offenders with altering their criminal attitudes and behaviors. Number of graduates:

FY 10	106
FY 11	463

3. Parenting Program: A program that provides practical and innovative ways to help overcome the physical and psychological challenges that incarcerated parents face both inside and outside of prison. The number of graduates:

FY 10	339
FY 11	393

4. Prisoner Reentry Program: Utilizing the Alaska Reentry manual, inmates prepare for reintegration and transition back into the community.
 - i. In FY 11 411 inmates completed the program.

Vocational Educational Programs

Some of the vocational programs offered at various DOC institutions are listed below. For a comprehensive list of every program offered at each institution, see Appendix B.

- Alaska Department of Environmental Conservation Safe Food
- Handler program
- Alaska Marine Safety Association (AMSEA) marine survival and drill conductor training
- Welding
- CPR/First Aid
- Small engine repair
- NCCER Carpentry Core Curriculum and Level 1 Carpentry
- Monitor Heater Maintenance & Repair
- Skin Sewing
- Commercial Driver's License Coursework
- Small Business Basics
- Mine Safety
- Computer Training (Microsoft Office Specialist)
- Building Trades (construction and building maintenance)
- Special Pet Obedience Training
- Wise Up Money Management Course
- Commercial Driver's License Coursework
- Apprenticeship programs (Carpentry, Culinary, Electrical, and Plumbing)

Faith Based Reentry Programs

1. Transformational Living Community (TLC): This is a multi-phase, intensive 12-18 month program that is designed to provide a spiritual based approach to correctional rehabilitation. The inmates live together in a supportive community environment and are expected to embrace personal accountability, responsibility, and commitment to change in all aspects of their life.

The number of inmates completing:

FY10	36
FY11	44

2. Alpha reentry program (started January 2011 at Wildwood Correctional Center) Participants in this Christian-based program are enrolled in various classes designed to foster spiritual growth, accountability and personal responsibility as well as moral and character development. Aside from infrastructure use, no state funds are used to run this program. Additionally, these courses focus on the issues of preparing for release and are designed to better equip prisoners for their return to community life. Prisoners are also matched with a mentor from the community who will work with them once per week during the pre-release phase to be a role model and a source of support and encouragement during incarceration and upon release to the community. To date eight graduates have been released with one rearrested.
3. Chaplaincy core services: The goal of these services is to provide opportunities for prisoner reformation through religious programs, spiritual counseling, and pastoral care. All religious activities and programs are provided on a volunteer participation basis. Specific services include worship services, pastoral care and counseling, crisis intervention, death notifications, hospital/medical visitation, segregation visitation, religious literature distribution, and critical incidents stress management.

Sex Offender Management Program

1. Polygraph testing

	FY 07	FY 08	FY 09	FY10	FY11
# of offenders participating	52	247	208	402	442
# of new sex assault convictions	-	1	1	1	1

- Data shows that probation officers are intervening before the commission of new sexual assault offenses.
 - During FY11, the use of polygraph examinations expanded statewide to all Probation/Parole Offices that supervise sex offenders.
2. Community based treatment:
 - DOC increased sex offender treatment slots statewide by 15% by adding new providers and increasing contracts with existing providers.
 - DOC increased the number of offenders that pay for their own treatment by 10% statewide

- DOC contracted with a provider to obtain substance abuse treatment for cognitively disabled sex offenders.

3. Performance Measures:

- DOC began a state wide data collection project to track sex offenders released to the community to monitor recidivism rates.

Reentry Housing Programs – DOC Collaborations

Partners for Progress

Partners for Progress, a private non-profit organization, was created in 1998 to collaborate with the Alaska judicial system, social service agencies and treatment providers to support the development of therapeutic courts and therapeutic justice initiatives statewide. Partners continues to collaborate with the Court System to provide services that assist alcoholic and other addicted offenders to make the changes needed to achieve healthy and law-abiding lives. The overall goal is to protect the public by stopping the cycle of repeated crime driven by addiction.

Since 2009, Partners has collaborated with the DOC to use AHFC grant funds to provide temporary housing assistance for homeless individuals who were released from prison on felony probation. Managed in collaboration with DOC probation officers, and a number of public service community non-profit entities, Partners' Homeless Assistance Reentry Program (HARP) has provided temporary housing and housing-related assistance to over 200 individuals.

AHFC's Tenant Based Rental Assistance Program

For many years, the Alaska Housing Finance Corporation (AHFC) has collaborated with the DOC on a number of issues related to special needs housing for people being released from correctional institutions. The AHFC developed and implemented the Special Needs Housing Grant Program (SNHG) in early 2000, with the DOC and other state agency staff. As with other low-income populations, rental assistance is the key to successful independent living options for people with disabilities.

In 2009, AHFC and the DOC agreed to provide Tenant Based Rental Assistance (TBRA) to DOC prisoners with disabilities who were being released from correctional facilities. Eligibility is based on physical disability, substance or alcohol abuse, HIV/AIDS or eligibility as Trust Beneficiary. This program started with an initial \$300,000 budget funded under the state's HOME Investment Partnerships Program and is available to former prisoners throughout Alaska where AHFC has public housing offices -- excluding Anchorage and Bethel. The DOC screens and selects eligible households and refers these individuals to AHFC for final approval and processing. TBRA provides eligible households with rental assistance for a minimum of six months up to a maximum of one year. It is estimated that the number of people to be served will be 12 to 15 per year.

During 2009 and 2010, after numerous inquiries to AHFC staff from parole officers expressing an interest in rental assistance for the DOC's general population on community supervision, the AHFC and the DOC expanded their agreement to include another \$300,000 in TBRA for people under community supervision, regardless of disability. Another 15-20 people are expected to be served with this component.

Behavior Health Reentry Programs

Institutional Discharge Project Plus (IDP⁺)

The IDP⁺ program targets felony prisoners with a psychotic disorder who are being released to probation or parole in Anchorage communities. Two DOC mental health clinicians, in conjunction with a probation officer and other community behavioral health or other identified agency representatives, develop a treatment and monitoring plan for the releasing prisoner. The current caseload for one clinician is 50 and 27 for the other who recently started in the position. This program is only offered in Anchorage given that the program has only two mental health clinicians assigned to it. The caseload per clinician should not exceed 30 individuals.

Although the IDP⁺ program as a whole has not been formally evaluated by an outside entity, DOC internally tracks outcome data on participants. In 2008, the DOC asked Hornby Zeller Associates to conduct a sample study (n=125) of IDP⁺ participants. The sample included individuals who were actively being monitored by the IDP⁺ program, had successfully completed the IDP⁺ program, or were discharged from the IDP⁺ program. The sample study found that of those who completed the program, 15 percent recidivated after one year. This is in comparison with the state recidivism rate of 38 percent after one year.

There are several program components that are key to a participant's success and to ensuring public safety, including but not limited to:

1. A trained mental health clinician working actively and collaboratively with probation and community service agency staff to develop, monitor, and adjust community release plans for probationers and parolees that address treatment services and appropriate housing;
2. A reduced probation caseload to compensate for individual mental health, substance abuse, and other complexities that are inherent to participants of this reentry program; and,
3. The ability to respond quickly if an individual is having problems with the release plan or if a community agency has concerns about the individual's compliance with the release plan.

Assess, Plan, Identify and Coordinate (APIC)

This program, based on a national evidence-based model, links offenders with mental

illness reentering the Alaskan communities of Anchorage, Fairbanks, Juneau and the Mat-Su Valley with needed community services to ensure public safety and success for the individual. This program is available to both felony and misdemeanor offenders who are in custody at the time of referral.

The goal of the program is to link individuals to community treatment services, and medication and to secure government benefits to which they are entitled. The APIC program has funding available to pay community agencies under an APIC contract for services up to 90 days before release for release planning and for direct treatment services up to 60 days after release with the possibility of extension in certain cases. This allows time to obtain federal Social Security Administration and Alaska Division of Public Assistance benefits if eligible, and for services to be provided at a more intense level to aid reentry. Through this program, the DOC has succeeded in securing social security disability (primarily SSI) benefits for all DOC applicants in this program, referring participants to needed community-based support services which has resulted in reduced recidivism rates for this population.

Although the APIC program as a whole has not been formally evaluated by an outside entity, the DOC internally tracks outcome data on participants. In FY10, data on 143 participants in the program showed the following:

1. 100 percent of the participants had been connected to identified community treatment providers on release from a DOC facility;
2. 89 percent of the participants had an admission for services intake within 10 days of release from a DOC facility;
3. 55 percent of the participants were released from a DOC facility to supervised or supported housing, and 39 percent into non-supervised housing; and,
4. As of June 30, 2010, 59 percent of those who completed the program prior to March 31, 2010 had not been re-incarcerated.

There are several program components that are essential to a participant's success and ensuring public safety, including but not limited to:

1. Having dedicated DOC staff to assist the identified offenders develop a reentry plan;
2. Establishing connections and to identify community services prior to the offenders release;
3. Facilitating a "warm transition" or hand-off of the offender to the community service(s) provider;
4. Ensuring medication regimes for identified offenders are not disrupted during the reentry transition; and,
5. Having 60 days or more for identified cases of DOC and case coordination to ensure the offender is connected and receiving identified community treatment services and supports.

DOC Discharge Incentive Grant for Housing and Related Supports

The DOC and the DHSS/DBH coordinated Trust funds to provide transitional housing

and supports to 53 individuals with complex mental disorders in FY10. Each agency managed a portion of the funds to assist these individuals to successfully transition from jail or prison to a community setting. The DOC reported FY10 length of stay and recidivism data for the 43 individuals for whom the DOC managed funding for housing placements. The DOC has reported the number of jail days in the 12 months prior to Trust funded housing placement, the number of days while in Trust funded housing, and the number of days in jail in FY10 after Trust funded housing ended.

The DOC authorized Trust funds to pay for a cumulative total of 2,416 days of housing for 43 individuals, ranging from 2 to 30 days in an assisted living facility and 5 to 172 days in a supervised board and care transitional housing setting. In the 12 months prior to housing, the 43 mentally disabled individuals had spent a total of 9,059 days in jail, ranging from one individual who spent no time in a jail bed to 13 individuals who each had spent 365 jail-bed days. These 43 individuals spent a cumulative total of 81 days in jail, with 36 having no jail bed days and only one individual jailed for 25 days, while in DOC-managed Trust housing. After the Trust funded housing ended, these same individuals subsequently spent a cumulative total of 1,235 additional days in jail in FY10. The time spent in jail during this period ranged from no jail bed days for 27, to one individual who had 273 days in jail. **The reduction of 7,824 jail bed days** clearly demonstrates that housing contributes strongly to beneficiary success and a reduction in legal recidivism.

The DOC Discharge Incentive Grant improved beneficiary quality of life, enhanced participation in beneficiary participation in community based treatment, improved personal and public safety, and showed dramatic reduction in legal recidivism.

Probation Initiatives

Probationer Accountability with Certain Enforcement (PACE)

1. Background:

- Under the leadership of DOC, the PACE pilot program began in Anchorage Superior Court in July 2010.
- The goal is to provide swift, certain and proportionate sanctions to 70 high risk felony probationers who violate court ordered conditions of probation
- The program required the collaboration and cooperation among courts, law enforcement, prosecution, defense and DOC.

2. Results of Alaska Judicial Council 9/16/11 Preliminary Evaluation

- PACE appears to be successful at reducing positive drug tests.

- Nearly two-thirds of the PACE probationers were free of any positive drug tests during their first three months on PACE.
- In contrast, prior to their enrollment in PACE, only one-fifth of those probationers were free of positive drug tests.
- These outcomes pattern the results achieved by the original Hawaii HOPE program.

3. PACE Expansion:

- Fairbanks PACE Misdemeanor Domestic Violence Pilot Project has just been started.
 - Will use a risk-assessment tool to identify the higher risk misdemeanor offender
 - The goal is through formal probation supervision to hold DV misdemeanor offenders accountable for completion of their court ordered conditions of probation.
- Palmer Superior Court is moving forward to start the PACE model there.

FY13 Prisoner Reentry Initiatives

Sex Offender Management Program: 350.0 UGF

Under the Governor's DVSA Initiative, funding is requested to expand sex offender management in the following areas:

1. Bethel, \$150.0 UGF: Currently, sex offenders who complete residential treatment at the Tundra Center Community Residential Center (TCCRC) in Bethel have limited, if any, options for aftercare or community outpatient treatment. This increment would provide additional support and monitoring for those TCCRC graduates returning to their home villages, in turn lowering the risk of re-offending.
2. MatSu Area Third Judicial District, \$200.0 UGF: DOC is concerned that the majority of the state's 600 convicted sex offenders will be released with no tools or skills to minimize recidivism. To address this problem, funding is requested to expand the therapeutic residential sex offender treatment program currently in place at the Lemon Creek Correctional Center to the MatSu area (DOC has not yet identified which facility) for approximately 30 offenders.

Fairbanks Misdemeanor Domestic Violence PACE Program: \$200.0 I/A

Under the Governor's DVSA Initiative, funding is requested to continue operation of this inter-agency PACE pilot program. The purpose of the pilot project is to place the most serious misdemeanor DV offenders on formal probation to ensure their accountability to adhere to court order conditions of probation.

Vocational Education Programs: 156.0 UGF

Funding is requested to expand education support and services to increase the likelihood of employment of incarcerated individuals following release from prison. These funds would be used to expand existing DOC vocational services as well as implement programs in additional facilities.

The Alaska Prisoner Reentry Task Force Accomplishments

- A. Completion of the State's first ever Five-year Prisoner Reentry Plan
- B. Actions steps accomplished under the plan to date:
 - 1. APSIN ID project: One of the 5 Year Plan goals is to develop the capacity to accurately track criminal justice data for the purpose of evaluation and statistical monitoring. One of the greatest obstacles to collecting and analyzing recidivism related criminal justice information is the lack of a common unique identifier. To overcome this obstacle, DPS, Courts, DOC and others have determined that the APSIN (Alaska Public Safety Information Network) ID be the common unique identifier. DPS has developed a web service that state agencies are able to use to query APSIN to obtain an individual's APSIN ID.
 - 2. The need for systems to improve the collection and analysis of criminal justice data is now a CJWG topic of discussion.
 - 3. Special Needs Housing Grant funds: The Alaska Council on the Homelessness approved the use of 1.6 million un-allocated housing grant funds for a prisoner transitional housing program. Alaska Housing Finance Corporation is currently developing the RFP for this project.
 - 4. With DOC support, The Returning Citizens' Center in Anchorage continues. The services provided there include resume development, job search assistance, job readiness workshops, MOA food handling certification and resource referrals.
 - 5. DOC added an additional IDP+ counselor
 - 6. DOC is in the process of implementing an electronic medical records system.
 - 7. The Fairbanks PACE domestic violence (DV) program is just now being implemented to provide for formal supervision of higher risk DV offenders and the imposition of swift, certain and proportionate consequences for probationers when they fail to comply with probation conditions.
 - 8. The implementation of the Sobriety 24/7 program in cooperation with Partner's for Progress, Anchorage Court, APD, Municipal Prosecutor's office and the law firm of Gordon and Logue. If the qualified misdemeanor offender completes sobriety monitoring two times per day for six months his/her criminal charge is dismissed.

9. The American Bar Association identified all statutes and regulations that provide for some collateral consequence for criminal conviction for each of the 50 states. Alaska has 492 such statutes and regulations. A group is in the process of being formed for purposes of reviewing each statute and regulation to determine which provisions have a rational public protection purpose or has created some unnecessary barrier not related to some sound public safety purpose.
10. The Alpha Ministries mentoring program was implemented at the Kenai Wildwood institution.

APPENDIX A: DOC Substance Abuse Programs Report

APPENDIX B: DOC Institutional Programs and Services