

CORRECTIONS

STAFF SERVICES

Although management style and structure are basic to the achievement of correctional goals, maintenance of adequate quality and quantity of staff at all levels of the organization is also essential. In order to attain this objective, corrections staff must receive adequate training for their positions, and they must be encouraged through appropriate career ladders and salary incentives to maintain a professional involvement with the corrections field. In this section, both staff training and career ladders are discussed. As part of the planning process, a survey of corrections staff was conducted by Moyer Associates and the Division of Corrections; results of this survey are summarized as a preface to outlining and evaluating the issues and options which have evolved in regard to training and career ladders.

Staff Profile

The survey, designed by Moyer Associates, was distributed to all Division staff, excluding clerical and maintenance workers. Of the approximately 400 professional staff, 250 returned the anonymous questionnaires to Moyer Associates' offices. The respondents were distributed across the Division's institutions and field offices as follows:

	<u>Number</u>	<u>Percent</u>
Central Office, Juneau	13	5
Probation/parole offices	51	21
Anchorage CC	21	8
Anchorage Annex	-	-
Eagle River CC	29	12
Palmer CC	15	6
Ridgeview CC	16	6
Fairbanks CC	12	5
Juneau CC	12	5
Ketchikan CC	13	5
Nome CC	6	2
McLaughlin Youth Center	<u>62</u>	<u>25</u>
	250	100%

The survey was distributed during August, 1978; no responses were received from staff of the Anchorage Annex, so that the 250 received actually represent an over 70 percent response rate from the remainder of the Division's staff. Although the MYC staff may be slightly over-represented, responses were received in representative proportions from the remainder of the DOC's offices and institutions.

Further indication of the sample's representativeness is the distribution across position types, represented below in ascending order of frequency (as reported by staff members).

	<u>Number</u>	<u>Percent</u>
Administrative staff, juvenile institution	4	2
Training staff	7	3
Security staff, juvenile institution	10	4
Central administrative staff	11	4
Administrative staff, adult institutions	17	7
Probation/parole staff	53	21
Institutional program staff*	63	25
Security staff, adult institutions	<u>83</u>	<u>34</u>
	250	100%

* The vast majority of these were staff of McLaughlin Youth Center.

Demographic Characteristics

All of the respondents had at a minimum completed high school, and a distinct majority had at least completed some college-level courses.

<u>Educational level</u>	<u>Number</u>	<u>Percent</u>
High school diploma	34	14
Some college	92	37
Bachelor's degree	47	19
Some graduate or professional school	58	23
Graduate or professional degree	17	7
	<u>248</u>	<u>100%</u>

Of the respondents, 27 percent were female. Although 65 percent of these female staff report having at least a Bachelor's degree (as compared to only 42 percent of males, a difference significant at $p < .01$), and even though nearly equivalent proportions of male and female staff report having more than three years of work experience with the Alaskan DOC (14 and 13 percent, respectively), all of the central administrative staff respondents are male. In terms of staff positions, the following summarizes the proportion of female respondents holding each type of position:

<u>Position</u>	<u>Percent of Total Female Staff</u>	<u>Percent Which Comprise in each position</u>	<u>Number of Females</u>
Central administration	-	-	-
Juvenile institution administration	-	-	-
Adult institution administration	2	6%	1
Training	2	14%	1
Juvenile institution security	3	20%	2
Institution program	27	27%	17
Probation/parole	31	41%	20
Adult institution security	35	27%	22
TOTAL STAFF	<u>100%</u>	<u>27%</u>	<u>64</u>

In fact, the great majority (76 percent) of female respondents were located at Ridgeview CC, McLaughlin Youth Center, or in the probation

and parole field offices ($p < .001$).

The ethnic background of staff is represented in the following table:

	<u>Number</u>	<u>Percent</u>
Caucasian	202	84
Black	17	7
Other	10	4
Indian	8	3
Eskimo	<u>4</u>	<u>2</u>
	241	100

As has been noted by others, this ethnic distribution does not parallel that of the Alaska's offenders, who are much more likely than the staff to be either Native Alaskan or Black, especially if incarcerated. However, this is reflected in the distribution of the relatively few Native Alaskan staff across position types; nearly 60 percent of all Native Alaskan employees responding to the survey were employed as adult institution security staff. In terms of educational background, a significantly higher ($p < .05$) proportion of Caucasians (52 percent) than either Native Alaskans (17 percent) or Blacks (35 percent) had at least a Bachelor's degree. All of the central administrative staff responding were Caucasian.

Corrections staff reported the following age distribution:

<u>Age</u>	<u>Number</u>	<u>Percent</u>
21-25	33	14
26-30	70	29
31-40	71	30
41-50	45	19
51-60	17	7
Over 60	<u>3</u>	<u>1</u>
	239	100%

As might be expected, age is directly and significantly associated ($p < .001$) with length of time employed by the Alaska Division of

Corrections: the older the staff member, the longer has been his or her association with the Division.

The following table summarizes, by age group, the proportions of respondents who: 1) have at least a Bachelor's degree; 2) consider their chances of promotion to be good or very good; and, 3) who feel that their co-workers are either satisfied or very satisfied with their jobs:

<u>Age</u>	<u>Bachelor's Degree</u>	<u>Good/Very Good Promotion Chances</u>	<u>Co-Workers' Satisfaction With Job</u>
21-25	42%	62%	73%
26-30	50%	55%	59%
31-40	56%	40%	50%
41-50	40%	50%	60%
51-60	64%	47%	77%
Over 60	33%	33%	67%

The group from 31 to 40 years of age, which makes up the largest proportion of staff, thus has a relatively higher proportion of well-educated persons the majority of whom feel that their chances of promotion within the Division are poor to very poor; and fully half of whom feel that their co-workers are dissatisfied or very dissatisfied with their jobs. Therefore, it is not surprising that a larger proportion among this age group is considering leaving the Division of Corrections:

<u>Age</u>	<u>Percent in each Group Considering leaving</u>
21-25	31%
26-30	34%
31-40	44%
41-50	27%
51-60	29%
Over 60	67%

of those with preservice training said that it was not at all useful, while only three percent said their on-the-job training was not at all useful.

Staff were asked to evaluate whether the preservice and/or on-the-job training they received in 22 specific areas related to corrections prepared them well, adequately, inadequately or poorly for their present positions. If they had not received training in an area, or did not consider it necessary for their present position, staff could so indicate, and thus not evaluate the training in that area. Following are the results of this evaluation; the subject areas are listed in descending order of the relative proportions of staff who reported receiving no training in the area. The second column summarizes the percent of staff who said training in the area was not needed for their present position. The third column contains the percentages of those receiving needed training in the areas who found that the training prepared them either inadequately or poorly for their present position.

<u>Subject Area</u>	<u>No Training</u>	<u>Training Not Needed</u>	<u>Training Inadequate or Poor</u>
Research and/or Planning	43	14	58
Investigative techniques	41	12	50
Supervision of volunteers	38	18	27
Public relations	37	3	34
Riot control	37	15	47
Crisis intervention	34	3	49
Human relations	33	2	35
First aid	32	5	26
Counseling	31	2	36
Firearms	30	30	27
Organizational management skills	30	9	34
Self defense	29	5	48
Administrative report writing	26	7	28
Interpersonal communications skills	26	1	29
Offender assessment and classification	25	9	27

of those with preservice training said that it was not at all useful, while only three percent said their on-the-job training was not at all useful.

Staff were asked to evaluate whether the preservice and/or on-the-job training they received in 22 specific areas related to corrections prepared them well, adequately, inadequately or poorly for their present positions. If they had not received training in an area, or did not consider it necessary for their present position, staff could so indicate, and thus not evaluate the training in that area. Following are the results of this evaluation; the subject areas are listed in descending order of the relative proportions of staff who reported receiving no training in the area. The second column summarizes the percent of staff who said training in the area was not needed for their present position. The third column contains the percentages of those receiving needed training in the areas who found that the training prepared them either inadequately or poorly for their present position.

<u>Subject Area</u>	<u>No Training</u>	<u>Training Not Needed</u>	<u>Training Inadequate or Poor</u>
Research and/or Planning	43	14	58
Investigative techniques	41	12	50
Supervision of volunteers	38	18	27
Public relations	37	3	34
Riot control	37	15	47
Crisis intervention	34	3	49
Human relations	33	2	35
First aid	32	5	26
Counseling	31	2	36
Firearms	30	30	27
Organizational management skills	30	9	34
Self defense	29	5	48
Administrative report writing	26	7	28
Interpersonal communications skills	26	1	29
Offender assessment and classification	25	9	27

<u>Subject Area</u>	<u>No Training</u>	<u>Training Not Needed</u>	<u>Training Inadequate or Poor</u>
Legal rights of inmates	25	5	40
Transportation and movement of inmates outside institutions	22	8	28
Disciplinary procedures for offenders	19	9	18
Search and seizure of contraband	18	2	18
Supervision of offenders	14	2	15
Division policies & procedures	13	1	23
Institutional security	12	6	18

In general, it appears that in those areas where the largest proportion of the staff received training, the highest levels of satisfaction with the training were reported (see the last five subject areas listed). However, in other areas where fewer staff reported receiving training, a higher proportion of those who did receive training evaluated it as inadequate or poor in preparing them for their present position. There are also several subject areas, knowledge of which most staff apparently felt were necessary to their work (see low percentages in second column), but in which a high proportion of staff reported receiving no training. These areas include public relations, crisis intervention and management, human relations, counseling and communications skills; in nearly all of these areas, over one-third of those who did receive training reported it to be inadequate or poor. It must be noted that the question on the survey did not refer only to Division-sponsored training, so this should not be viewed as solely a critique of the Division's training of staff, but rather as a needs assessment by staff outlining areas in which they feel they need more adequate training to function in their present positions.

In fact, the Division has recently acted to begin to increase the amount of training offered in some of these areas, most notably in

communications and institutional organization. Thus, findings of the survey and recommendations offered later should be seen as reinforcing trends already apparent within the Division.

Staff Morale

The final type of questions included on the survey are indications of the attitude of staff toward their jobs and the Division. Some of the results have previously been summarized, but they are here discussed in greater detail.

Staff were asked how often they participated in decision-making which affected their jobs:

	<u>Number</u>	<u>Percent</u>
Never	23	9
Seldom	74	30
Often	79	32
Very often	<u>72</u>	<u>29</u>
	248	100%

They were also asked what they felt their chances for promotion were:

Very poor	62	25
Poor	62	25
Good	80	33
Very Good	41	17

Another question asked respondents to estimate how satisfied their co-workers were with their jobs.

Very dissatisfied	18	7)	40
Dissatisfied	81	33)	
Satisfied	141	58)	60
Very satisfied	6	2)	

A final attitudinal question asked whether the staff members were considering leaving the Division of Corrections.

Yes	88	36
No	154	64

Other less direct, behavioral indicators of the staff members' morale and commitment to their work were also included on the survey, but results here summarized must be cautiously interpreted due to the highly skewed nature of some of the response distributions.

Staff were asked to estimate how many hours they work in an average week:

	<u>Number</u>	<u>Percent</u>
Less than 40 hours	-	-
40 hours	115	47
45 hours	95	39
50 hours	28	11
55 hours	6	2
60 or more	<u>3</u>	<u>1</u>
	247	100%

This demonstrates that a distinct majority of staff work at or only slightly above the expected level of hours for a full-time employee. Though it is not desirable that employees be required to work overtime (adequate staffing should be provided so that the system can function without employees working overtime on a regular basis), some level of voluntary overtime work can be regarded as an indication of professional career orientation on the part of staff. In fact, fully 85 percent of staff stated that when they do work overtime, they do so voluntarily. However, the career orientation possibly indicated by this is confounded by the fact that nearly 40 percent of the respondents are paid on an hourly basis, so that, for those individuals, the monetary incentive to work overtime may well outweigh any other considerations. Another behavioral indicator of morale often used is absenteeism. Only three

percent of respondents reported that they were absent more than once in an average month due to illness.

The attitudinal indicators of staff morale show associations which might be expected. The crosstabulation of promotion chances with job satisfaction (of co-workers) estimates shows the following pattern, significant at $p < .001$. In the table, the upper figure in each cell is the number of staff, and the lower figure is the percent this number is of the total number of respondents.

Job Satisfaction

<u>Promotion Chances</u>	<u>Very Dissatisfied</u>	<u>Dissatisfied</u>	<u>Satisfied</u>	<u>Very Satisfied</u>
Very Poor	6 2%	25 10%	28 12%	-
Poor	5 2%	29 12%	26 11%	2 1%
Good	2 1%	20 8%	56 23%	1 1%
Very Good	5 2%	5 2%	28 12%	3 1%

Total N=241

Thus, a total of 26 percent of respondents both felt their promotion chances are poor (at best) and think their co-workers are relatively dissatisfied with their jobs, while 37 percent thought their chances of promotion at at least good and that their co-workers are relatively satisfied.

One factor which may contribute to perceived dissatisfaction is the level of employee participation in decisions affecting their work.

Numbers in the table should be read as in the one immediately preceding.

<u>Frequency of Decision-making Participation</u>	<u>Very Dissatisfied</u>	<u>Dissatisfied</u>	<u>Satisfied</u>	<u>Very Satisfied</u>
Never	3 1%	12 5%	8 3%	- -
Seldom	5 2%	36 15%	31 13%	1 1%
Often	3 1%	19 8%	55 23%	2 1%
Very often	7 3%	14 6%	45 18%	3 1%

Total N=244

Thus, only 16 percent of respondents who never or seldom participated in such decisions thought their co-workers are relatively satisfied, while 43 percent of those who often or very often participate in decisions affecting their work also feel their co-workers to be satisfied (or very satisfied) with their jobs. This association is significant at P .01.

Finally, of course, the majority of staff who are considering leaving the Division also feel their co-workers are dissatisfied (63 percent), while most of those who aren't considering leaving also feel that their co-workers are relatively satisfied (74 percent).

In a December 1978 memorandum to the DHSS Commissioner, the Division of Corrections reports that the staff termination rate of the Correctional Officer series has decreased about 13 percent in the past two years, from 33 to 20 percent. Since staff turnover rates are often used as an indicator of organizational morale, this decrease in terminations, if maintained over a period of several years, logically would seem to indicate a gradual improvement in staff morale. This improvement can in turn be traced to the Division's efforts to:*

*Adapted in large part from the aforementioned memorandum.

STATE OF ALASKA

Class Specification

CORRECTIONAL OFFICER I

7650-11

Definition:

Under immediate supervision, learns and performs skills for the custody and security of prisoners in an adult correctional institution. The incumbent, while performing assigned tasks and attending mandatory divisional training programs, prepares to qualify for Correctional Officer II.

Distinguishing Characteristics:

This is a trainee level class providing employees with orientation training, the 240 hour Correctional Officer academy, and Field In-Service Training. Employees must successfully complete this program of training to be considered for further employment. Promotion to Correctional Officer II is automatic, upon satisfactory completion of the training. Because of the nature of the Correctional Officer I class, it will be considered unsatisfactory performance of duties if training is not satisfactorily completed within twelve months.

Examples of Duties:

Satisfactorily completes the Field In-Service Training Manual, Part I portion of the training program.

Attends the 240 hour Correctional Officer's Basic Training program at the Corrections Academy.

Satisfactorily completes the Field In-Service Training Manual, Part II of the Correctional training program.

Learns the procedures, regulations, and objectives of Correctional Security.

Assists in supervising the movement of prisoners to work assignments, meals, recreation, and return to housing units and dormitories.

Assists in maintaining order and discipline, learns techniques of and assists in the handling of unruly and violent prisoners, using minimum force necessary in resolving situations.

Assists in maintaining routine security checks and inspections.

Assists in creating and maintaining an atmosphere conducive to the rehabilitation of prisoners.

Utilizes emergency respiratory equipment (gas mask, forced air respirators) for emergency situations.

Attends divisional training programs as required.

Successfully completes the Division physical agility examination.

Performs other related duties as required.

Knowledges, Skills and Abilities:

Ability to: maintain acceptable physical agility and health standards; learn and apply techniques of self-defense so as to use minimum force necessary to protect oneself and others, and restrain unruly and violent prisoners; learn and apply laws, policies, and administrative procedures affecting institutional operations; meet and maintain cooperative relationships with a variety of individuals; follow oral and written directions; be tactful in a variety of situations; ask questions and elicit required information; think clearly and quickly in emergencies; remember names and faces; use emergency respiratory equipment (gas mask, forced air respirators) for emergency situations.

Minimum Qualifications:

Minimum age 18.

Willingness to learn the skills necessary for Correctional Officer.

Sound health, physical and mental condition as determined by a medical examiner to meet the physical and mental demands of the job.

Special Characteristics:

A part of the examination process an extensive background investigation, including a criminal record check for conviction of felony crimes or serious misdemeanors, will be made to determine fitness of character, reputation, and reliability for corrections work.

Orig: 11/12/71

Rev: 07/01/72

Rev: 11/16/78 Rewrite, including Title change from Correctional Officer Trainee

STATE OF ALASKA

Class Specification

CORRECTIONAL OFFICER II

7653-13

Definition:

Under general supervision performs security work among prisoners in an adult correctional institution.

Distinguishing Characteristics:

This is the working level class performing the full range of security duties in an adult correctional institution. It is distinguished from Correctional Officer I by the latter's role as trainee. It is distinguished from Correctional Officer III by the latter's responsibility as working leader over a shift of Correctional Officer's I and II.

Examples of Duties:

Directs prisoners to work assignments, meals recreation, and return to living units or dormitories.

Maintains order and discipline in dormitories, shops, work details, and recreational activities; reports infractions of rules, handles unruly and violent prisoners using minimum necessary force.

Patrols and inspects grounds, corridors, recreation areas, living units and dormitories; supervises close confinement facilities and quarters for recalcitrants.

Takes periodic counts of prisoners; supervises and observes persons visiting prisoners.

Keeps records of activities; dispenses medications as directed.

Inspects prisoner quarters for cleanliness and orderliness; searches quarters and persons for weapons and other contraband; escorts prisoners on outside trips; searches for and recaptures escapees; carries firearms during searches for escapees and tower duty.

Utilizes emergency respiratory equipment (gas mask, forced air respirators) for emergency situations.

Observes prisoners for unusual or significant behavior; prepares reports to supervisor.

Attends division training programs as required.

Successfully complete semi-annual physical agility examination.

Maintain health standards sufficient to pass an annual physical examination.

Performs other related duties as required.

Knowledge, Skills and Abilities:

Knowledge of: laws, policies, and basic concepts of human behavior; purposes and methods of discipline and security of an adult correctional institution; fundamental self-defense tactics.

Ability to: Control, direct, and instruct individuals and groups; handle violent and unruly prisoners with the minimum force necessary; remember names and faces; interpret and enforce institutional rules and regulations with firmness, tact, and impartiality; promote socially acceptable attitudes and behavior; think and act quickly in emergencies; follow oral and written directions; analyze situations and adopt an effective course of action: use emergency respiratory equipment (gas mask, forced air respirators) for emergency situations.

Minimum Qualifications:

1. Currently employed as a Correctional Officer I.
2. Not less than six (6) months experience as a Correctional Officer I.
3. Successful completion of the Field In-Service Training Manual, Part I (orientation), the 240 hour Correctional Officer Basic Training Academy, and Field In-Service Training Manual, Part II program.

Orig: 03/70

Rev: 08/01/70

Rev: 07/01/72

Rev: 12/16/72

Rev: 08/01/73

Rev: 08/16/73

Rev: 11/16/78 Rewrite, including title change from Correctional Officer I

STATE OF ALASKA

Class Specification

CORRECTIONAL OFFICER III

7654-15

Definition:

Under general supervision, performs lead work over employee engaged in security duties in adult correctional institutions.

Distinguishing Characteristics:

This is the lead level class with responsibility for the work of Correctional Officers I and II on a shift in an adult correctional institution. It is distinguished from Correctional Officer II by the latter's role as the working level. It is distinguished from Assistant Correctional Superintendent by the latter's administrative responsibility for a small institution or as assistant to a Correctional Superintendent in a large institution.

Examples of Duties:

Leads the work of Correctional Officers I and II by making general inspections to see that rules and regulations are being served, and that institutional programs are being carried out in a satisfactory manner.

May be responsible for the operation of the institution on a particular shift when administrative superiors are absent.

Conveys to superiors complaints made by Correctional Officers and prisoners; takes, receives and checks periodic counts of prisoners.

Directs the inspection of prisoner's quarters for contraband, sanitary conditions and orderliness.

Promotes acceptable attitudes and behavior of prisoners; rates prisoner on conduct and productivity.

Reports infractions of rules and regulations and irregular or suspicious occurrences; takes or recommends appropriate action.

Searches for and recaptures escapees; uses firearms during escape searches and tower duty.

Utilizes emergency respiratory equipment (gas mask, forced air respirators) for emergency situations.

Schedules employee shifts, reviews reports submitted by subordinates, and confers with administrative superiors about unusual problems. Compiles and submits daily activity reports to superiors.

Attends divisional training programs as required. Must successfully complete the 120 hour Correctional Officer III Training Academy before completion of the probationary period. Successfully complete semi-annual physical agility examination. Maintain health standards sufficient to pass an annual physical examination.

Performs other related duties as required.

Knowledges, Skills and Abilities:

Knowledge of: Principles and practices of Correctional administration and rehabilitation and purposes methods of discipline as applied to persons under restraint; principles and practices of supervision and training; first aid; laws, policies and basic concepts of human behavior; fundamental selfdefense tactics.

Ability to: Lead and direct the work of others; control, direct and instruct prisoners individually and in groups; interpret and enforce institutional rules and regulations with firmness, tact, and impartiality; handle violent and unruly prisoners with minimum necessary force, promote socially acceptable attitudes and behavior of prisoners or parolees and rate their conduct and productivity accurately and impartially; think and act quickly in emergencies; analyze situations accurately and adopt an effective course of action; keep records and prepare reports; use emergency respiratory equipment (gas mask, forced air respirators) for emergency situations.

Minimum Qualifications:

One year of experience as a Correctional Officer II with the State of Alaska.

OR

Two years of experience as a Probation Officer or Youth Counselor with the State of Alaska.

Orig: 3/70

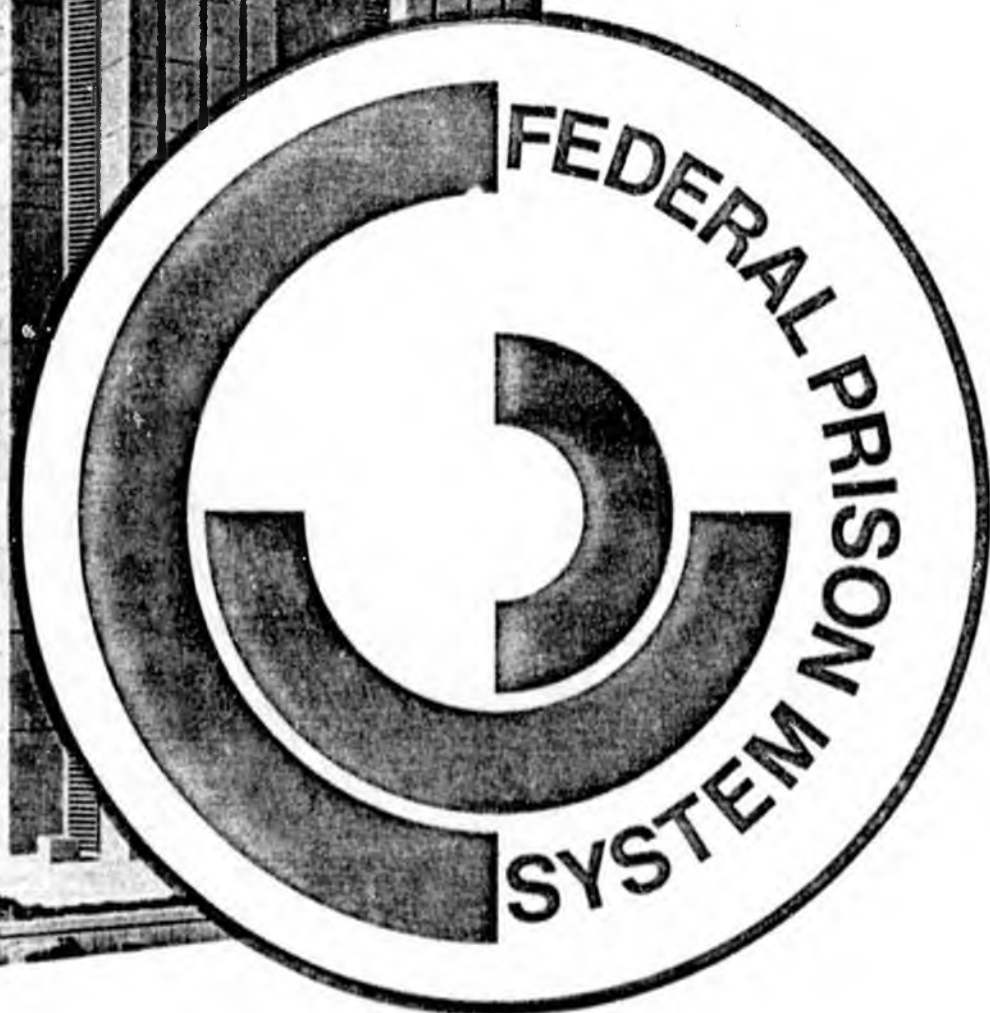
Rev: 08/01/70

Rev: 08-01-72

Rev: 11/16/78 Rewrite, including Title change from Correctional Officer II.

**FEDERAL
BUREAU
OF
PRISONS**

1975



united states department of justice

FEDERAL BUREAU OF PRISONS

1975



The three "C" logo of the Federal Prison System emphasizes its closely inter-related missions of Care, Custody, and Correction.

United States Department of Justice



EARLY HISTORY

Before the Bureau of Prisons was established in 1930, there were only seven Federal prisons, less than one-sixth of the number of institutions in the Federal Prison System today.

The seven original prisons were all funded separately by Congress and operated under policies and regulations established individually by the wardens. The Federal Government had over 12,000 offenders in these institutions and an equal number in State and local facilities.

All prisons of that era, Federal as well as State, were little more than human warehouses. They were badly overcrowded, some containing double the population they were built for. Inmates often slept in basements, corridors and makeshift dormitories.

The prevailing philosophy, duly carried out by correctional administrators, was that offenders were sent to prison to be punished for their crimes. Security and discipline were the paramount considerations and were maintained through a system of rigid rules that governed all aspects of an inmate's conduct. Breaking a rule brought swift, frequently harsh and arbitrary punishment.

As might be expected, time hung heavy for offenders in those days. Food, one of the most

important concerns to an inmate, was monotonous, sometimes consisting of only a single dish. Invariably it was served from buckets. After the evening meal, inmates were locked in their cells for the night.

Bathing was a once-a-week affair, with long lines of inmates waiting their turn at the showers. Recreation was limited to weekends and highlighted by the traditional ball game.

Inmates found it extremely difficult to maintain family ties. They could write few letters and rarely were allowed visits from their families. Institutions were remote from population centers, imposing a further hardship on families seeking to visit.

Rehabilitation was a correctional concept whose time had not yet come. Little or no thought was given to education or vocational training. For self-improvement, inmates could turn to a ragged collection of library books.

Federal prison personnel numbered about 650 in the late 1920's, entirely too few to staff the institutions adequately. On the job, employees' lives, like those of the inmates, were austere and regimented. Pay was low, vacations were unheard of, and training was non-existent.

The Federal Bureau of Prisons is established

In 1929, a Congressional Committee was established to study conditions in Federal prisons.

In the same year, a correctional study group chosen to develop the Federal Prison System outlined a penal philosophy providing practical steps to improve the national prisons.

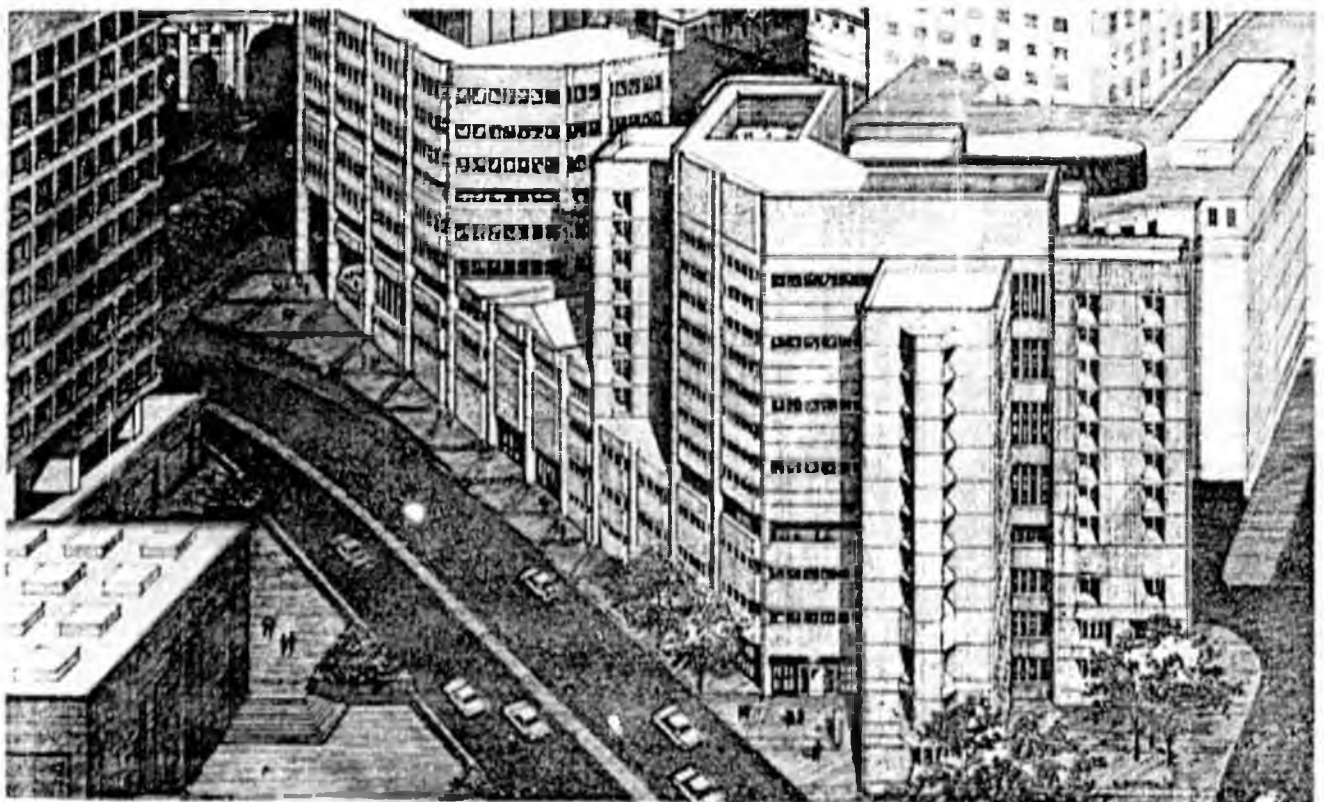
This philosophy recognized that the chief mission of prisons was to protect the public, but that protection could be best achieved by rehabilitation of inmates, almost all of whom would eventually be released from custody and returned to the community.

Based on the recommendations of the Congressional Committee and the correctional study group, legislation was proposed which resulted in an Act of Congress, signed by Presi-

dent Hoover on May 14, 1930. This legislation established the Bureau of Prisons and directed it to develop an integrated system of institutions to provide custody and treatment based on the individual needs of offenders.

Congress gave vigorous support to the new agency. Subsequent legislation approved open camps, the construction of new facilities, and a program of diversified industrial employment within the institutions. An independent three-man Board of Parole also was established, replacing the old system of institution boards.

The young Bureau moved rapidly in planning and constructing the new institutions, improving existing facilities and living conditions, and upgrading and training personnel. As the Bureau grew, so did its goals of developing into a professional, effective service.



Federal prisons today

The Federal Bureau of Prisons acquired major new responsibilities during Fiscal Year 1975.

The National Institute of Corrections was created by Congress and lodged in the Bureau of Prisons to help local and state corrections agencies upgrade and improve their operations.

The Bureau moved to establish a more balanced system of corrections, one that recognizes that retribution, deterrence and rehabilitation are all important elements in the criminal justice system.

Two new institutions were built and dedicated. They were the nation's first Metropolitan Correctional Centers—high-rise, short-term detention centers mostly housing people awaiting trial—in San Diego and New York.

Regionalization was completed, Functional Unit Management was expanded, and a voluntary surrender program introduced that saved the government money by permitting low-risk offenders convicted of Federal crimes to report for incarceration without the expense of being transported by the marshals.

Equal Employment Opportunity was expanded as more minorities and women were hired and all Bureau jobs were opened to women.

Federal Prison Industries, Inc., was reorganized to focus operational responsibility more sharply.

Education programs continued to grow and a record number of inmates received college degrees.

Inmate rights were expanded through full implementation of the Bureau's Administrative Remedies procedure.

Through all these changes and improvements, the Bureau of Prisons, as an integral part of the Federal criminal justice system, continued to perform its mission of protecting society, safeguarding Federal offenders committed to the custody of the Attorney General and carrying out the judgments of the Federal Courts.

To achieve the Bureau's threefold concerns—care, custody, and corrections—its major objectives remained the same:

—To provide a level of supervision consistent with human dignity and offering maximum protection to the community, staff and inmates.

—To increase the number of Federal offenders achieving a successful adjustment upon their return to the free community.

—To offer a wide variety of program alternatives for offenders, including those that do not require institutional confinement.

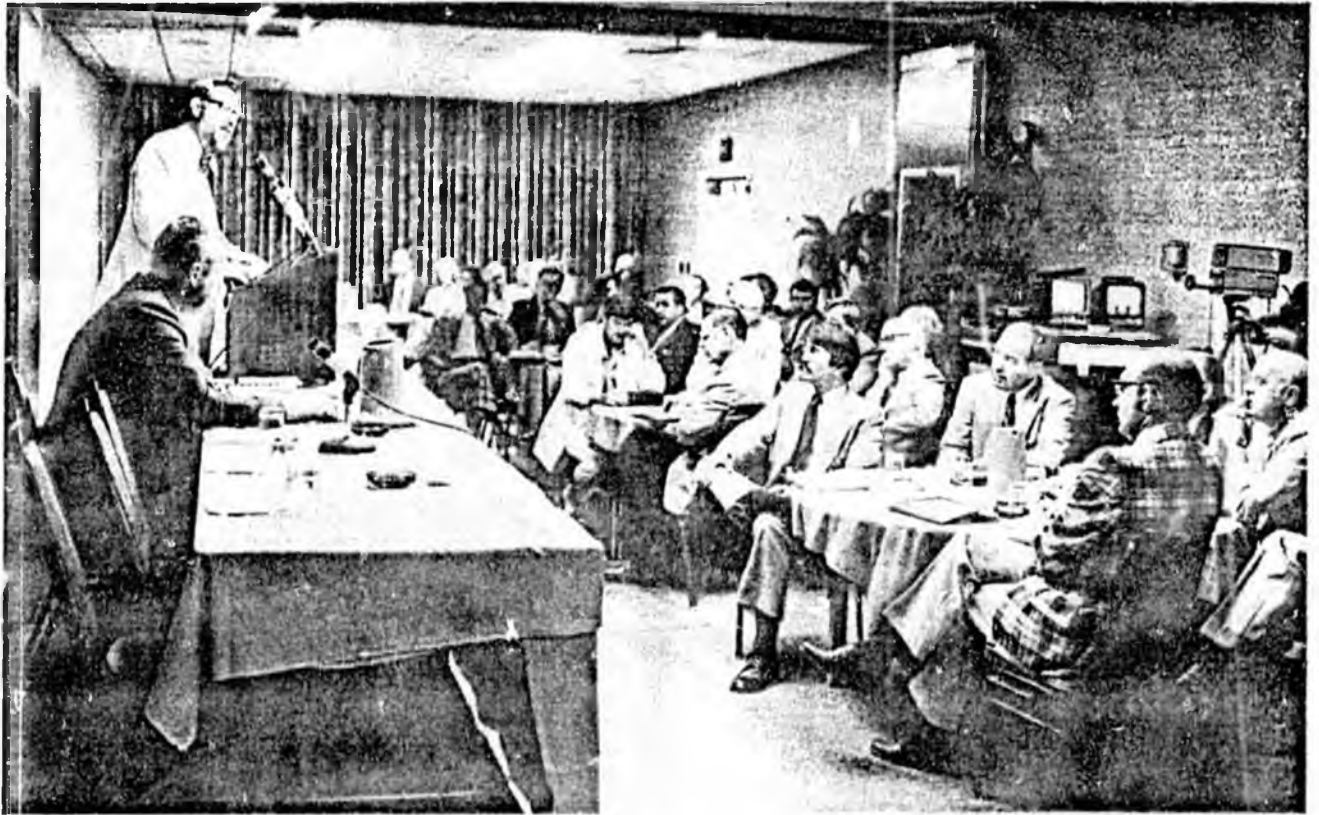
—To maintain institutional environments that minimize the corrosive effects of confinement, and

—To increase the knowledge of correctional technology through systematic evaluation and research.

National Institute of Corrections

The National Institute of Corrections, established two years earlier, acquired a legislative mandate during Fiscal 1975.

The President on September 7, 1974, signed into law the Juvenile Justice and Delinquency Prevention Act of 1974, Public Law No. 93-415. Title V, Part B of the Act established within the Bureau of Prisons the National Institute of Corrections. Previously the Institute had been operating under authority of the Attorney



Meeting at which wardens and top Bureau executives hear from parole, judicial, and other experts helps make the Bureau a more effective component of the nation's criminal justice system.



General, using Bureau of Prisons personnel and Law Enforcement Assistance Administration funds.

The new act authorizes NIC to carry out a program of technical assistance and training for state and local correctional personnel, as well as for law enforcement officers, judges, judicial, probation and parole personnel, welfare workers and other persons who work with offenders.

NIC is also empowered to carry out correctional research and evaluation programs; to serve as a clearinghouse and information center; to help develop and implement improved corrections programs at state, local and Federal levels; and to help establish correctional policy, goals and standards.

The overall policy and operations of the Institute are under the direction and supervision of an Advisory Board appointed by the Attorney General. This 16-member panel is composed of six Federal officials serving ex-officio, five correctional practitioners and five persons from the private sector.

Dr. Sherman Day, former Associate Dean/Academic Programs, Georgia State University, and former training director for the Bureau of Prisons, was appointed NIC's first director by the Attorney General. The Institute is now seeking an appropriation from Congress to carry out an effective assistance program for state and local correctional agencies.

A Year of Reexamination

The entire criminal justice systems of the United States during the year became the subject of a debate, prompted by the rapidly increasing rate of crime. According to Federal Bureau of Investigation figures, serious crime in calendar 1974 rose 18 percent over the previous year, the largest increase in 14 years. And in the first half of calendar 1975, the rate went up another 13 percent.

The effectiveness of law enforcement agencies, the Courts, probation, parole, and corrections all came under question and reexamination.

The President in his special message on crime June 19, 1975, asked Congress to enact mandatory prison sentences for Federal offenses committed with dangerous weapons; for hijackers, kidnapers, and hard drug dealers; and for repeat Federal offenders who commit crimes of violence. He also asked the states to establish similar mandatory sentencing systems.

The President also called for a crackdown on white collar crime. At the same time, he asked for the construction of more modern and more humane institutions for the incarceration of criminal offenders.

The President also noted that "grave questions have been raised by qualified experts about the ability of the corrections system to rehabilitate offenders . . . While the problem of criminal rehabilitation is difficult, we must not give up on our efforts to achieve it, especially in dealing with youthful offenders."

One study questioning the effectiveness of rehabilitation showed that 231 projects carried out through 1967 had with few exceptions been unsuccessful in cutting recidivism. Some experts in criminal justice questioned the value of rehabilitation programs as now carried out in most correctional institutions. They contended that while counseling, education, training and similar programs should continue to be made available to inmates, their involvement in such programs should be made voluntary. They also advised against the present use of the medical model in corrections which implies that criminal offenders are sick and can be cured of crime by existing rehabilitation programs.

The debate sparked a reexamination by the Federal Bureau of Prisons of its own philosophy and a review of the medical model and its appropriateness for use in corrections. The use of medical terms where inappropriate was dropped and the Bureau restated its position that a balanced system of corrections was needed, one that recognizes that rehabilitation, deterrence and retribution are all legitimate goals of the criminal justice system.

Critical Factors

Though the population of the Federal Prison System was 23,566 at the end of Fiscal 1975 compared to 23,690 a year earlier, the figure was on the rise again by year's end. A temporary decline took place in the middle of Fiscal 1975 largely because of such occurrences as the granting of paroles (under P.L. 93-481 of October 26, 1974) to drug offenders not previously eligible and the release of Selective Service violators under the Presidential clemency program. Several indicators suggest that the population will continue to rise and that the crowding of Federal institutions will be worse in the months and years ahead.

Among these indicators are F.B.I. figures showing that serious crime in the United States rose by 18 percent in calendar 1974 over the previous year and the increase continued into 1975. Preliminary figures compiled by the Administrative Office of the U.S. Courts indicate that criminal filings rose nearly 8 percent in Fiscal 1975 over the previous year. Moreover, U.S. Census figures show that the age 20-30 population, the highest risk group in terms of crime, is increasing rapidly and in 1985 will be 50 percent higher than it was in 1970.

Today the total population of Federal prisons is 5.5 percent above operational capacity, and that figure would be double except for the fact that many offenders are being placed in contract non-Federal community-based facilities.

But even these figures do not tell the whole story. The operational capacities of Federal institutions (formerly called "planned capacities") are used as a guide for making daily designations and transfers to various institutions, and to show which institutions can best absorb additional population. Operational capacity figures often include the use of inadequate housing, such as basement areas and old shower facilities, and the placement of more men in a cell than it was originally designed to hold.

Humane standards advocated by the United Nations Standard Minimum Rules for Treatment of Offenders, the American Correctional Association, the National Clearinghouse on Correctional Planning and Architecture, and the National Advisory Commission on Criminal Justice Standards and Goals would provide each inmate with a private room or cell, or 75 to 80 square feet of space, or both.

Newer Federal institutions meet, or nearly meet, these standards. Unfortunately, most do not. Living space per inmate varies from 70 square feet at the Federal Reformatory at Petersburg, Virginia, down to 18 square feet at the U.S. Penitentiary at Leavenworth, Kansas.

Furthermore, the nature of the offenders in Federal prisons is changing. More than 25 percent of all Federal inmates have been convicted of a violent offense compared to only 15 percent 10 years ago.

The best risks are being moved into community-based corrections, some through halfway houses but most through probation. The proportion of convicted Federal offenders placed on probation has increased steadily the past several years and reached 54 percent in the second half of Fiscal 1975. More than one-third of those released from Federal prisons were sent to halfway houses, and the Bureau's goal is to increase this to 65 percent by Fiscal 1979.

The population pressures these programs can relieve, however, are necessarily limited.

More modern and smaller facilities and updated correctional techniques will be needed to meet the needs of a growing and changing population.

Another critical factor was rising costs, particularly in food and energy. The cost of confinement per inmate per day rose from \$13.85 in Fiscal 1973 to \$16.86 in 1974 and to \$20.54 in 1975. More efficient use of energy, improved farm operations and across-the-board cost-cutting (without sacrificing essential programs) have helped to offset price increases.



Some Federal prison inmates have private rooms, which make incarceration more humane, but despite progress, many relics of the past remain.



Organization

The work of the Federal Bureau of Prisons has been largely decentralized and is now carried out by five divisions and by five regional offices.

The five divisions are Correctional Programs, Planning and Development, Medical and Services, Federal Prison Industries, Inc., and the National Institute of Corrections. The head of each reports to the Director of the Bureau of Prisons. (Federal Prison Industries and the National Institute of Corrections each also have Advisory Boards).

The five regions are headquartered in Atlanta, Georgia, Burlingame (near San Francisco), California, Dallas, Texas, Kansas City, Missouri, and Philadelphia, Pennsylvania. Each is headed by a regional director.

Heads of the Bureau's 50 correctional institutions, ranging from penitentiaries to half-way houses, report to the regional directors, who report to the Director of the Bureau of Prisons.

Regionalization, completed during Fiscal 1975, means that functions truly national in scope have been assigned to appropriate divisions in the Washington Central Office. The rest have been delegated to the field.

Thus, day-by-day administration of such functions as case management, health and drug abuse programs, education, vocational training, and correctional services has been transferred to the regions and to the individual institutions. National headquarters in Washington establishes policy, provides overall supervision, and does planning, development, data-gathering, evaluation and research.

The U.S. Board of Parole has also been regionalized. The two agencies now have common regional boundaries and regional headquarters in adjacent offices in the same cities so services can be shared. The two agencies are therefore able to work more closely together to carry out their joint responsibilities for offenders under sentence by Federal courts.

Unit Management

While decentralization was carried out for the Federal Prison System through regionalization, it was being accomplished within each institution in the system through establishment of functional units.

Organizing an institution around these units means essentially, as in the case of regionalization, giving staff closest to the inmates the responsibility and authority to make operating decisions while reserving for the institution's central staff such management duties as monitoring and general supervision.

Treatment for drug addiction and alcoholism, vocational training and education, and similar functions are decentralized. But many functions, such as those performed by the business office, health and food services, mechanical services and safety and sanitation, remain centralized.

Functional units make it possible for staff to work in a close relationship with inmates. Basically, the units are small, flexible, semi-autonomous sub-groups, operating within the confines of the larger facility. They are made up of from 50 to 100 inmates, housed together, generally for a specific objective—for instance, vocational training or drug addiction treatment.

Units are under supervision of a small, permanently-assigned, multi-disciplinary staff team, working directly in the unit. Typically, the staff team might consist of a unit manager, a caseworker, an education specialist, a vocational training representative, a psychologist, and a correctional counselor. The team has decision-making authority and is responsible for planning and managing correctional programs for all the inmates in the unit.

The new Metropolitan Correctional Centers do not have the steel grilles and stark surroundings of the typical jail. This living room-recreation-dining area at San Diego serves inmates housed in private rooms on two levels (rear center). At right rear are staff offices for this unit, which is semi-autonomous, making it a smaller institution within the larger facility.



Reorganizing the structure of institutions along functional lines began in 1973. There are now 140 functional units in 22 completely unitized institutions.

All of the Bureau's youth and young adult facilities have converted to functional units and all of the adult institutions have at least one such unit in operation.

The functional unit concept is not a panacea for all correctional problems. However, through better use of staff and program resources and improved inmate-staff relationships, preliminary assessments indicate it is a much more effective and humane approach to inmate management.

The Bureau's Office of Research surveyed both staff and inmates at the Federal Correctional Institution at Milan, Michigan, before and after introduction of functional unit management to determine what changes, if any, they perceived.

The staff indicated that after introduction of the system, they were more involved in decision-making than ever before, that maintaining order and providing role models for inmates was more important, and that the institution was more actively involved with the outside community.

Inmates reported more contact with staff and contact of a more positive nature. They found staff fairer, more concerned, friendlier and less inclined to talk down to them than before. They also reported marked improvement in the counseling program and in living conditions, and said they were getting more help in preparing for future jobs.

Resources

The Bureau's operational budget for the year was \$167.8 million, an increase of \$23.8 million over Fiscal 1974 and of \$88.4 million over 1970. These increases reflect a growing concern about correctional improvement on the part of the government and the public.

Authorized employment rose by more than 745 during the year to 8,031. Most of the new positions were earmarked for activation of new facilities.

New Institutions

For years, the Federal Bureau of Prisons had been planning, designing and building Metropolitan Correctional Centers to house convicted Federal offenders serving short sentences as well as persons awaiting Federal trial.

The centers were designed to demonstrate that such offenders could be housed under secure, humane conditions without the stark surroundings of the typical jail.

The first two centers were completed in Fiscal 1975 in San Diego and New York, and a third was under construction in Chicago (and was dedicated in October 1975).

These high-rise short-term detention facilities are located in the downtown areas of their respective cities, near the Federal courts, the U.S. Marshals and other components of the Federal criminal justice system served by the Bureau of Prisons.

The San Diego center, dedicated November 15, 1974, is 22 stories high and can accommodate 500 offenders. The 12-story New York center, also designed to house 500, was dedicated July 1, 1975.

These centers have several features that set them apart from the traditional jail or correctional institution:

—They are free of steel grilles, guard corridors and other typical jail surroundings. Windows have no iron bars, but are designed to withstand escape attempts. Most inmates have private rooms which meet humane standards for privacy, dignity and security.

—Housing areas are divided into semi-autonomous functional units, each with its own visiting area, indoor recreation facilities, and space for casework and food service.

—Since each unit is capable of operating independently, the centers have a functional flexibility which makes them readily adaptable to almost any type of correctional housing, from maximum security to a community setting that permits some inmates to leave during the day to hold jobs or go to school.

The lower floors are devoted to services and administration. The top floors house inmates, both male and female.

The centers can provide a variety of services including education, work and study release, medical care, psychological diagnosis, religious counseling and outdoor physical exercise.

The Centers on the outside resemble office buildings and blend with the surrounding architecture. They are also economical. The lack of steel and concrete so visible in most jails not only relieves the austerity typical of such institutions but permits savings in construction costs of many millions of dollars.

The most important reason for the Centers' modern design, however, is "to enhance the sense of safety and humaneness," said Bureau of Prisons Director Norman A. Carlson. "All of the inmates here will be staying for only a short time. The vast majority of them will be persons awaiting trial—individuals who have not yet been found guilty by the Courts of any offense. Certainly such people are entitled to a humane, safe environment."

Community-Based Programs

The Bureau of Prisons operates a variety of community-based correctional programs to help ease the transition of inmates back into society. These programs, including halfway houses, furloughs and work and study release, were improved and enlarged during Fiscal 1975.

The Bureau greatly liberalized its furlough policy, which permits inmates to leave the institutions, spend some time with their families and otherwise begin the process of reintegrating themselves into their communities. As a result, a total of 19,810 overnight furloughs were granted in Fiscal 1975 compared to 9,921 the previous year.

A major survey of this program, conducted by the Bureau's Office of Research, revealed that less than one percent (.68 percent) of the furloughs resulted in offenders' escaping or being arrested.

Inmates at the San Diego Metropolitan Correctional Center play volleyball in the exercise area on the roof.





Work and study release programs were also expanded. These programs permit inmates to leave the institution during the day to hold down a regular job or go to school in the outside community. They return to the institutions at night. A total of 821 inmates were enrolled during the year, 459 of them in study release and 362 in work release, an increase overall of more than 40 percent over the previous year.

The use of halfway houses also increased. The Bureau makes use of two kinds of halfway houses—its own, called Community Treatment Centers, and contract facilities, operated by public and private agencies. A typical halfway house might be a wing of a small downtown hotel where inmates live under minimum supervision. During working hours, they are free to hold jobs or go to school. They are also free to spend weekends with their families. The remainder of their time is spent at the halfway house.

The Bureau by year's end had 16 Community Treatment Centers in operation, compared to 14 the previous year, in 12 metropolitan areas. These Centers accommodate 600 offenders who live there during the last 90 to 120 days of their sentences and conduct programs to ease the transition to community life.

During Fiscal Year 1975 the Centers served 2,750 offenders compared to 2,526 the previous year. Of these, 2,250 came from Federal institutions. Others were sent by the courts and the U.S. Board of Parole under the provisions of Public Law 91-492. That law, which authorized the Bureau of Prisons to extend its residential facilities to Federal probationers and parolees, provides an alternative type confinement for these offenders.

Also during the year, the Bureau furnished residential and other pre-release services to another 4,110 Federal offenders (compared to 2,888 the previous year) who were being released to areas not served by a Bureau Community Treatment Center. Their needs were met through the use of over 475 contract facilities.

In addition to its Community Treatment Centers, the Bureau maintains a field staff of 48 Community Program Officers in 43 metropolitan areas across the country. During the year, Community Program Officers, Community Treatment Centers and contract staff provided employment assistance services, school placement or other community service assistance to more than 8,700 offenders (6,230 Federal institution releaseses and 2,470 probationers, court referrals and Board of Parole referrals under the provisions of P.L. 91-492).



In addition to the contract residential and work release facilities, there are more than 5,000 Federal offenders housed daily in over 800 contract jail facilities. Most of these individuals are serving short sentences or are being held pending trial or transfer to a Federal institution for service of sentence.

A computerized information system provides up-to-date profiles on all the non-Federal community resources available by contract for



Men and women work side by side in co-correctional institutions.

Federal offenders prior to or just after release from prison. These resources, located in the releasee's home community, include halfway houses, drug treatment outpatient units and work/study release units. The system also captures population and demographic data on Federal offenders placed in these programs.

This Profile system also provides U.S. Marshals with data on non-Federal detention facilities available by contract for placement of pre-trial detainees, service of sentence commitments, and transfers in route from one Federal prison to another. Population and demographic data on Federal offenders serving their sentences in these facilities is collected to assist in planning for Federal offender population growth.

Equal Employment Opportunity

The proportion of members of minority groups incarcerated in Federal prisons is higher than in the general population. To bal-

ance the proportion between inmates and staff and thus improve communications and the effectiveness of correctional programs, the Bureau of Prisons conducts a vigorous Equal Employment Opportunity Program.

Minorities hold 15.3 percent of the positions in the Federal Prison System compared to 6.6 percent in 1970. Minorities now comprise 27 percent of new hires.

Also during the 1970-75 period, female employment rose from 9.8 percent to 13.5 percent.

Minorities and women are actively recruited through frequent contacts with such Spanish speaking groups as the G.I. Forum and such Black organizations as the Urban League and the National Association for the Advancement of Colored People. Colleges and universities with large numbers of minority students are also visited by Bureau of Prisons officials to recruit likely prospects for careers in corrections.

All field facilities have completed affirmative action plans and most have had their plans ap-

proved by the Civil Service Commission. Bureau EEO training programs have been offered annually for new persons appointed to work with EEO activities.

In January, the executive staff agreed to open all jobs within the Bureau to women, and to get more women aboard as correctional officers.

The Department of Justice recognized the Bureau of Prisons' superior equal employment opportunity record in May. An award "For Outstanding Service in the Equal Employment Opportunity Program in the Department of Justice" was presented to Director Carlson.

Deputy Attorney General Harold Tyler presents an award honoring the Bureau of Prisons' Equal Employment Opportunity program to Bureau Director Norman A. Carlson.



Federal Prison Industries

Federal Prison Industries is a self-sustaining, wholly-owned government corporation in its 41st year of existence. The Corporation was established by Congress in 1934 with a mandate to employ and train Federal inmates. FPI has 51 industrial operations in 23 Federal correctional institutions across the country, and em-

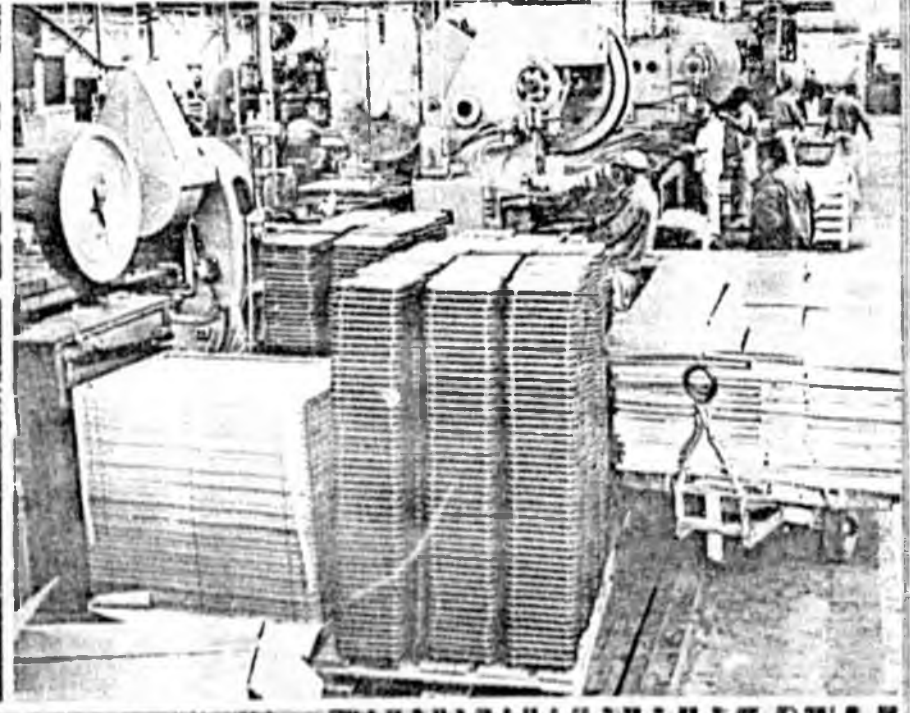
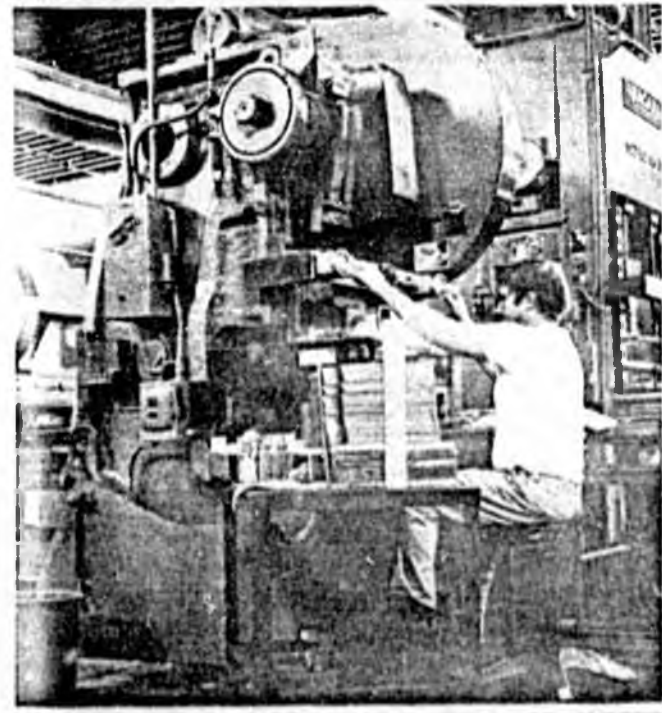
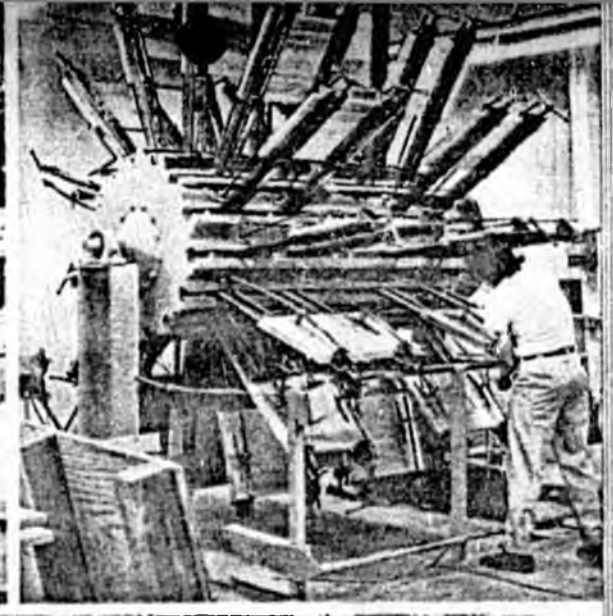
plys approximately 5,000 inmates in providing manufactured goods and services to agencies of the U.S. Government.

During Fiscal 1975, sales by FPI amounted to \$68,838,262, a \$6 million rise over the previous year. Some \$4,563,293 was paid out in inmate workers' wages, and \$1,085,995 to other inmates in the form of Meritorious Service Awards; \$4,833,528 was expended to support vocational training programs throughout the Federal Prison System.

During the year, Federal Prison Industries realigned its functions and established three umbrella groups to oversee the Corporation's activities. They are the Corporate Management Group, which develops and interprets corporate plans and policies and allocates and accounts for corporate resources; the Information Systems Group, which handles information services and data processing for both FPI and the Bureau of Prisons; and the Industrial Operations Group which is made up of seven product divisions. The divisions are: Automated Data Processing, Electronics, Graphics, Metal, Shoe/Brush, Wood/Plastics, and Textiles. Each product division is responsible for all functions from marketing and sales through manufacturing and shipping. Under this arrangement responsibilities are more sharply focused and communications have been improved throughout the Corporation.

FPI operates a number of registered apprenticeship programs for inmate employees and initiated a new concept in FY 1975 called the Production-Training Unit. These industrial units will combine formal training components and industrial work experience to maximize the skills and knowledge that inmates may acquire from employment.

During the coming year, Federal Prison Industries will concentrate on increased productivity, product diversification, development of a more sophisticated materials management system and the establishment of new, training-oriented industries.



Voluntary Surrender

The new voluntary surrender program, which permits Federal offenders considered good risks to report for incarceration without the expense of being transported by Federal marshals, was introduced during the year. This program not only saves money but makes the whole process of incarceration more humane by sparing the inmate the experience of spending time in jail and then being escorted in handcuffs to prison.

In July, 1969, the Northern District of California began a pilot project that permitted certain sentenced prisoners to surrender themselves voluntarily to specific institutions designated for service of their sentences. The success of that pilot project led to the implementation of voluntary surrender procedures for all U.S. District Courts in October, 1974. The program is administered by a new Population Control Section within the Bureau of Prisons.

Each Court wanting to use voluntary surrender commitment for a specific offender first asks the Bureau for designation of an institution and then orders the surrender at that institution at an agreed-upon date and time.

More than 400 offenders were permitted to surrender under this program during the year and all of them reported as ordered.

Inmate Rights

The Bureau's Administrative Remedies procedure, which affords inmates the opportunity to raise any type of concern or complaint for review and appropriate corrective action, has been fully implemented following its introduction last year. The remedy, first providing review by the local administrator and then offering appellate review in the regional office and in the Bureau's General Counsel's Office in Washington, has been frequently used. During Fiscal 1975, approximately 4,800 complaints were filed. The relief requested was granted in 950 cases. Appeals were taken in over 700 cases, and relief was granted in a substantial number. Most frequent areas raised by inmates

were disciplinary actions and requests for transfer or other changes in programs or assignments.

There is also some indication that this administrative procedure has led to a reduction of the extremely heavy number of prisoner lawsuits being filed, contesting conditions of confinement and other decisions directly affecting inmates, and has reduced the work load of the Federal Courts.

The 1974 amendments to the Freedom of Information Act became effective February 19, 1975.

Generally, the law requires Federal agencies to honor any request which reasonably describes the records wanted, is made in accordance with the agency's published procedures, and which does not fall within one of the Act's exemptions.

During the year, plans were also made for implementation of the Privacy Act of 1974, which would become effective in September, 1975. While the general purpose of the Freedom of Information Act amendments was to loosen and speed up the flow of information available to the public, the Privacy Act seeks to restrict the unauthorized disclosure of information on individuals, particularly inmates at Federal prison institutions.

Other legal developments:

—The Supreme Court's decision in *Wolf v. McDonnell*, dealing with the procedures to be followed in inmate disciplinary proceedings, has now been implemented in all Bureau institutions. The Supreme Court decision, handed down the previous Fiscal year, ruled that inmates are entitled to a large measure of due process in a prison disciplinary hearing. The rights granted to an inmate included advance written notice of charges, a written statement as to the evidence and reasons for the disciplinary action, the right to call witnesses and present documentary evidence, help in certain instances by a fellow inmate or staff member in preparing his or her defense, and an impartial disciplinary board.

Education and Training

The Federal Bureau of Prisons has an education staff of 475 teachers and administrators at 31 major institutions located in 23 states across the country. On any given day of the year about 9,000 inmates were involved in some phase of educational programming compared to 8,300 in 1974. Hundreds of community volunteers and special education contractors associated with schools and other education agencies in the community are also involved in providing instructions in Federal correctional programs.

A staff of three professional educators in the Central Office and five Regional Administrators for Education give the program policy guidance and technical assistance.

The total program is organized around the following key components and objectives:

Adult basic education (ABE). Approximately one third of all inmates are involved in adult basic education programs which essentially are remedial activities designed to bring each student, with the need and ability, to a minimum sixth grade level in reading, writing and computation. In 1975 approximately 2,700 residents successfully completed an ABE program prior to release.

Adult secondary education. Approximately 4,000 inmates completed Adult Secondary Education programs by earning regular high school diplomas or equivalency certificates during 1975, compared to less than 3,350 the previous year.

Post secondary education. An estimated 3,000 inmates were involved in 9,000 college level courses during the year. Of these, 158 earned Associate of Arts degrees, 19 Bachelor of Arts degrees and two Master of Arts degrees, a total of 179 college degrees compared to 134 the previous year.

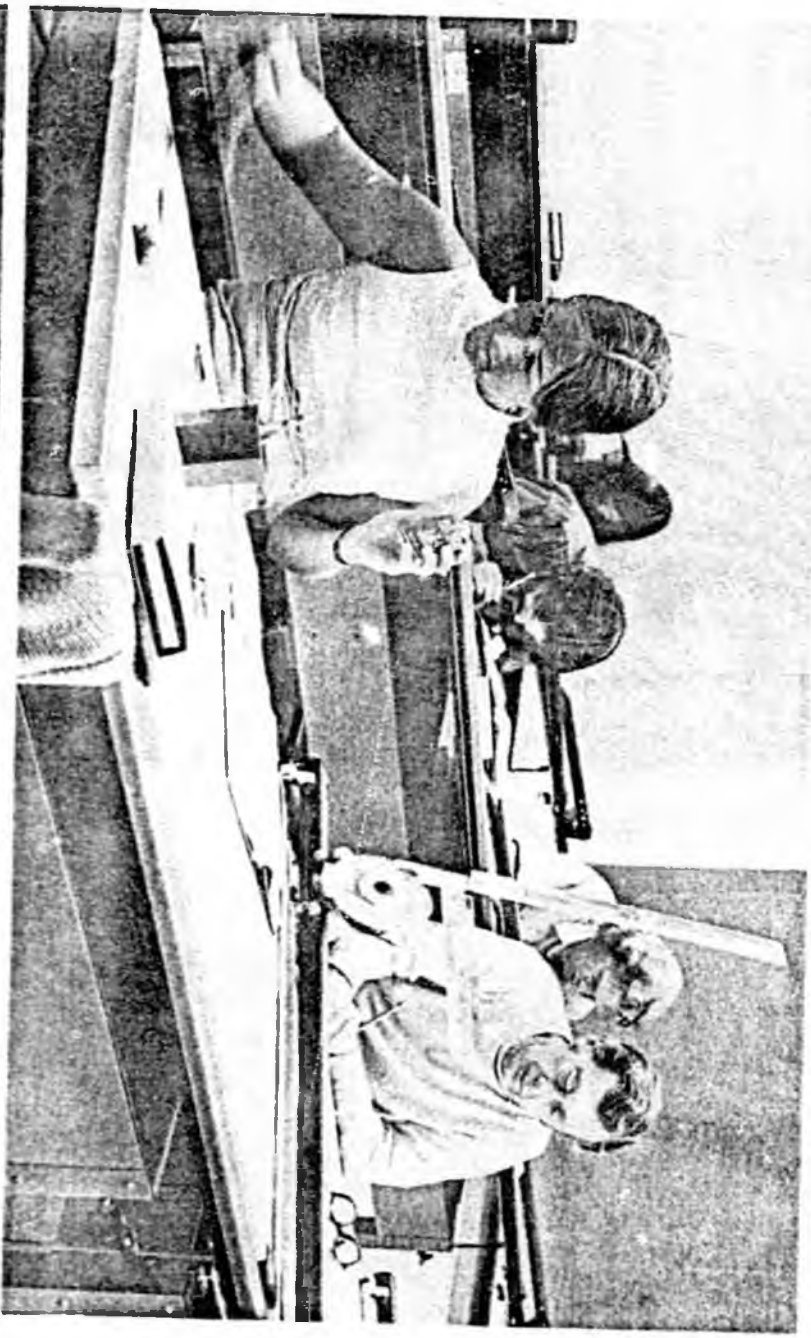
Vocational training. Approximately 12,000 trainees (compared to 8,000 in 1974) were enrolled in one or more of the different trades and occupations offered in the institutions and more than 7,000 of that number completed

training. Preparing offenders for employment and assisting them in gaining an understanding of the world of work is a prime objective of Bureau vocational programs. To achieve this objective, institutional education programs provide exploratory and trade training, on-the-job training in maintenance and industrial shops and registered apprenticeship programs. Currently 64 programs in 41 different trades in 17 institutions are registered by the U.S. Department of Labor's Bureau of Apprenticeship and Training and apprenticeship bureaus at the state level.



A variety of skills are taught in Federal prison facilities training classes.

In addition, Joint Apprenticeship Training Committees in local communities, trade advisory committees from local community colleges and vocational-technical schools make their services available to Bureau employees by advising them on training and labor trends, and the potential for new instructional activities either in the institutions or in community school programs on a study-release basis.



Social education. This can be described as a process of creating a learning environment composed of experiences by which an individual gains the knowledge, skills and attitudes necessary to shape, support and maintain a worthwhile and positive self-image and to interact in responsible ways with other human beings. It received widespread support during 1975 at Federal institutions.

Upon evaluation of their need to further implement social education throughout their facilities, institutions requested assistance to develop realistic objectives and action plans for their individual situations. Social education coordinators have been designated at each institution.

Education programming in the Federal Prison System provides a variety of instructional styles with particular emphasis on self-paced study, the use of programmed materials in Learning Centers and peer tutors. Multimedia instructional materials are available to reinforce learning experiences. During the year all major institutions were provided with audio visual G.E.D. materials developed by the Kentucky Educational Television System.

Several experimental and innovative programs were designed and implemented during the year. One is being administered on a demonstration basis at two Federal Correctional Institutions in Texas at Seagoville and Ft. Worth and involves the Children's Television Workshop, producer of "Sesame Street." Residents at the two institutions receive occupational training as Child Development Associates. Children of prisoners who come to the institutions on visiting days are involved in these training programs which are also used to strengthen family relationships and to build more positive attitudes within the families of prisoners and toward the broader community.

Through a special appropriation of one million dollars in the 1975 budget, seven Bureau institutions received funds under Project \$1 Million to strengthen their education and occupational training programs. The seven institutions were Alderson, Virginia, Danbury, Con-

necticut, La Tuna, Texas, Leavenworth Kansas, Lewisburg, Pennsylvania, McNeil Island, Washington and Terminal Island, California.

The programs prepare people to enter a variety of occupations including medical lab technology, middle management, dairy processing, consumer electronics and various facets of the graphics and design industries.

To upgrade occupational education programs, the Bureau contracted with the Center for Vocational Education at Ohio State University to assess current occupational education programs and practices, to develop guidelines for improvement and to provide staff development opportunities for vocational teachers and coordinators.

Staff Training

In the early 1970s the Federal Prison System embarked on a major effort to upgrade the quality, quantity, scope, and job applicability of the training offered its employees.

The Federal Prison System actively endeavors to translate its training programs into improved job performance. These programs range in scope from institutional management topics, such as basic orientation and disciplinary procedures, to specialized job skills such as counseling and conversational Spanish.

The Residential Staff Training Centers at Atlanta, Georgia, and Dallas, Texas, offer two primary programs. All new Bureau employees are required to complete a two-week "Introduction to Correctional Techniques" programs at one of the centers within four months after entry on duty. This program equips the new employee with a broad overview of his role and responsibilities as a member of the correctional team in the Bureau of Prisons.

All career employees are rotated through an "Advanced Correctional Techniques" program every three years. This week-long session attempts to upgrade job skills and knowledge in such areas as legal issues for correctional workers, inmate programming strategies, effective and humane disciplinary procedures, and current objectives and trends in the Bureau.

In addition, the Residential Centers offer support and assistance to specialty programs (Interpersonal Communications Training, Training for Trainers), meetings and workshops, and management training programs. Each faculty member works closely with assigned institution training coordinators to insure compatibility of training efforts and objectives.

The Federal Prison Service maintains two specialty training centers: the Physicians Assistant Technical Training Institute at the Medical Center for Federal Prisoners at Springfield, Missouri, and the Food Service Training Center at Oxford, Wisconsin. The P.A. program enrolls newly hired physicians assistants for one year of intensive clinical and academic training in various aspects of medicine. Food service training is offered on a regularly scheduled basis throughout the fiscal year.

The Wardens' Advisory Group for Personnel and Training meets regularly and reviews all training programs for content, quality, and relevance. In addition, it takes an active role in supporting and maintaining a uniform, comprehensive training effort. The President, Council of Prison Locals, American Federation of Government Employees, is an active member of this Advisory Group, and helps insure that the union has input into, and is supportive of, staff training efforts.

In past years, the Bureau's major training focus has been on the line employee; although a major portion of training resources continues to be directed at line staff programs, the Bureau is increasing its offerings in supervisory, management and executive level training programs.

During Fiscal Year 1975, the Unit Managers Training Program has been strengthened and is offered on a regular basis along with 40-hour programs for mid-level Federal Prison Industries, Inc., managers, correctional executives (Associate Wardens and similar positions), and department heads. Plans for Fiscal 1976 call for strengthening of current programs and development of advanced level management training for experienced managers.

In addition, a number of introductory supervision programs for Federal Prison Industries, Inc., foremen, correctional supervisors, and mechanical services foremen are in the planning stage.

All "in-house" programs are supplemented by a large number of outside training opportunities provided by other agencies, universities, and private firms.

In 1975, 7,605 Bureau employees received 364,788 man-hours of training. This training was distributed over more than 18,540 separate training instances.

Personnel

Public Law 93-350 of July 12, 1974, established a mandatory retirement age of 55 after 20 years' service in a Federal law enforcement position, effective January 1, 1975. All positions in Federal correctional institutions were specifically included by Congress in the law.

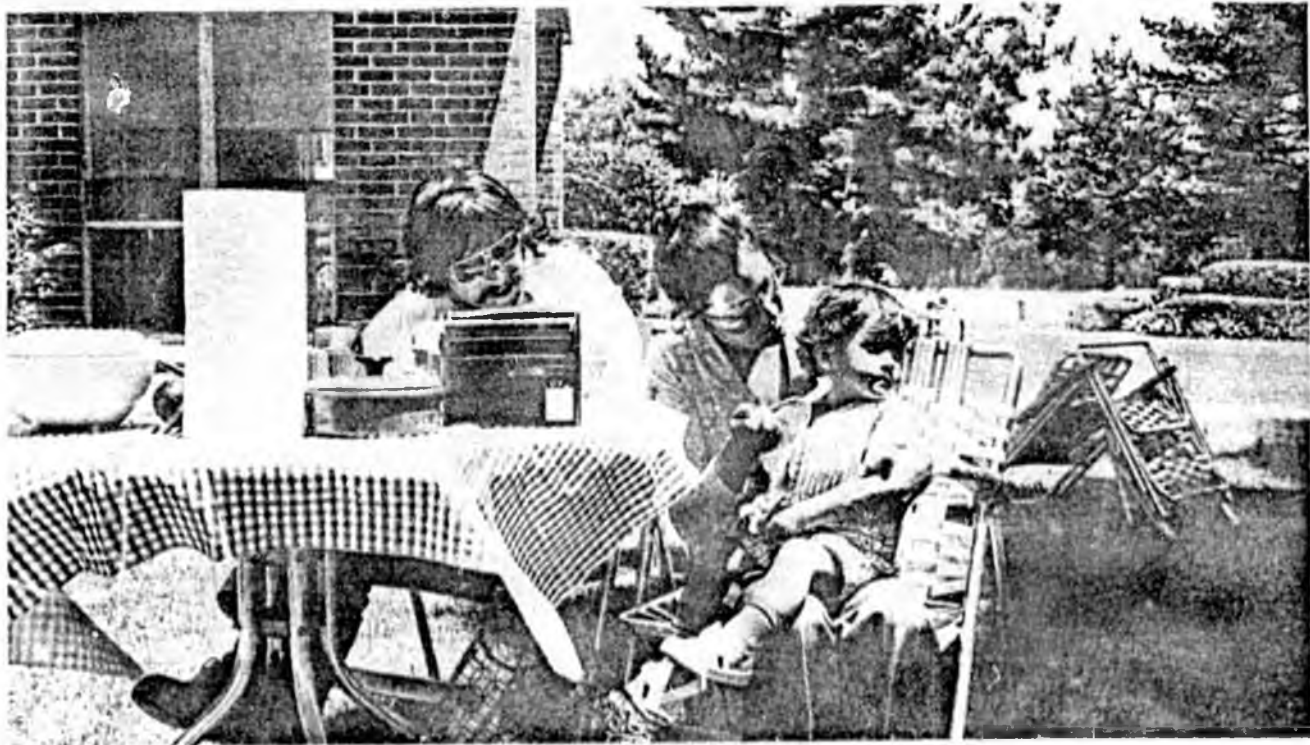
The law also permits heads of agencies to fix minimum and maximum age limits for initial appointment into covered positions with the concurrence of the U.S. Civil Service Commission. In June 1975, the CSC approved the Attorney General's proposal to establish the maximum entry age as the date immediately preceding one's 35th birthday.

Except for entry-level positions, most vacancies in the Federal Prison Service continue to be filled through a strong internal merit promotion plan. Correctional Treatment Specialist and Teacher positions, for example, are being filled through merit promotion of employees who meet the basic educational requirements.

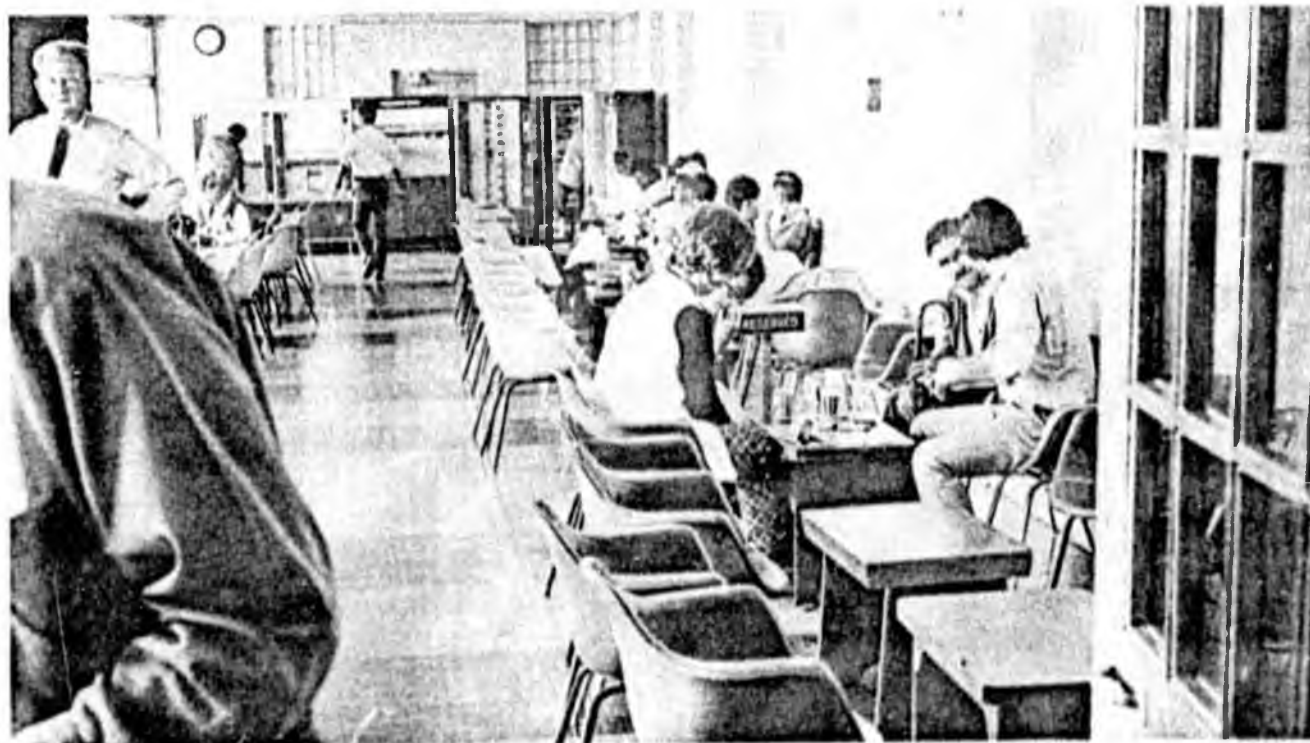
Essential Services

A wide variety of services essential to the functioning of a modern prison system are made available to inmates of Federal institutions. These include counseling, case management, religious worship, mental health, medical, dental and food services.

The role of the correctional officer in Federal prisons has changed substantially in recent years. He or she now functions as a counselor



Family picnics and liberal visitation policies permit an inmate to maintain community and family ties while incarcerated.



as well as an active participant in inmate management. In keeping with his or her new role, these officers now wear colorful blazers and slacks instead of the traditional gray guard's uniform of the past. These changes help relax the traditional tension between inmates and officers.

All Bureau institutions now have formal structured counseling programs. Correctional counselors visit work areas in the daytime and living quarters and recreation areas during inmate off-duty time to listen to inmates and help them resolve problems. These counselors also are members of functional unit management teams (see above).

Case management workers carry out classification and parole assignments and approve community programs for offenders. A total of 300 case management professionals now work in Federal institutions.

Religious freedom is considered a right, not a privilege, and maximum opportunity for pursuing individual religious beliefs is extended to Federal inmates. All major facilities have full-time chaplains. They are aided by outside ministers, working under contract. A total of 57 chaplains now serve Federal prisoners' spiritual needs.

Chaplains not only conduct worship services and provide pastoral care, but also coordinate community-related chapel activity that offers a wide variety of program options for inmates of all faiths. Community volunteers help in the development of religious programs.

The Bureau's mental health programs help inmates with drug abuse and alcoholism problems. More than 100 full-time professionals, including psychiatrists, psychologists and psychiatric nurses, work in these programs.

A large scale psychiatric in-patient service is maintained at the Medical Center for Federal Prisoners, Springfield, Missouri. Two additional psychiatric referral centers were established during the year at the Federal Correctional Institutions at Danbury, Connecticut, and Terminal Island, California. At these centers, care is given to sentenced psychiatric patients

Well-tailored fashionable clothing marks the modern correctional officer. The Bureau's Equal Employment Opportunity policy is making female correctional officers a familiar feature of the prison landscape.



transferred for treatment from other Bureau facilities, and court evaluations are performed for competency hearings.

The Bureau operates 20 drug abuse programs at 16 institutions, under authority of the Narcotics Addicts Rehabilitation Act of 1966 and P.L. 93-292. Community care programs, carried out by contract treatment agencies, are available to all identified releasees and probationers as well.

Alcohol abuse or alcoholism treatment units have been established at three Bureau institutions. Several other institutions have begun treatment units which combine alcohol and drug abuse programs.

The health care facilities in each Federal prison vary in size from small dispensaries to 14 hospitals accredited by the Joint Commission on Hospital Accreditation. Some 483 medical professional, technical and support staff are employed, supplemented by 500 local consultants in medical specialties.

During Fiscal 1975, they provided inmates with 641,500 outpatient visits, performed 543,400 laboratory tests and 63,400 x-rays, and performed 5,284 operations. Some 7,349 patients were confined in Bureau hospitals for a total of 295,300 days.

Since the expiration of the Selective Service inductions June 30, 1973, recruitment of physicians has become difficult. Formerly, most physicians were provided by the Public Health Service. Now the Bureau must rely more on Civil Service recruitment, and retention is less effective. Six physician positions remained unfilled at year's end, and additional psychiatrists are also needed.

During the year, 44 dental officers performed 23,320 patient examinations and 23,000 inmates paid 122,000 visits to dental clinics. The number of dental restorations was 39,300 and inmates received 5,600 dentures, an increase of 10 percent over the previous year. Some 14,000 inmates received preventive dental care.



Medical and dental care are among the essential services available to all inmates.



Sixty percent of the dentures are fabricated at the vocational training Central Dental Laboratory at the U.S. Penitentiary at Lewisburg, Pa., at great savings to the government. Twelve inmates were graduated with Associate of Arts Degrees from Williamsport Community College in Pennsylvania in connection with the dental fabrication program.

A vocational dental laboratory and dental assistant program has been started at the Federal Correctional Institution at Lexington, Ky., for female inmates.

All Bureau facilities have maintained their accreditation as Hospital Dental Clinics by the American Dental Association.

In food service, inmates continue to receive nourishing meals. Much of the food is produced on Federal prison farms, particularly beef, pork and dairy products. Six institutions have installed microwave ovens to provide appetizing meals at significant savings in staff time and energy use.

The commissary program, which employs 75 civilians at 32 institutions, permits each inmate to buy each month \$45 worth of certain amenities, such as candy, cigarettes and hobbycraft items, not provided by the institution. Sales for the year were \$7.4 million. Profits are used to pay civilian and inmate salaries and other operating expenses.

Media Services Center/Staff Library

To support the management information and training efforts, the Federal Prison System operates a Staff Library and a Media Services Center. The library concentrates on items in the corrections field, but has holdings in other areas of criminal justice. These holdings consist of books, periodicals, journals, and government reports and research papers. A unique feature is a file of papers, articles and other writings that would not be readily available in any other library. This file is continuously updated, and represents much of the current writings in corrections that have not been widely distributed.

The media services center is a production center for media programs and a clearinghouse of media information. The facility has the capability of preparing video tapes, slides, audio tapes, photos, and manuals for use in both communications and training. It has a library of media programs available for loan to employees. The media center provides guidance to institutions in the acquisition and use of media systems. It conducts training for field personnel who need to produce materials for their local programs.

Financial Management

Reviews of financial management operations were completed in 19 facilities during 1975. These reviews assess the current status of institutional operations, point out deviations from established administrative procedures, and provide training for selected field employees who help with the reviews.

Training was conducted for all Bureau contracting officers to bring them up-to-date on current procedures. Training was also given to all regional office accountants to acquaint them with the procedures necessary to verify accounting reports.

Research

In addition to its research on functional unit management and furloughs (see above), the Bureau is also evaluating co-corrections and recidivism rates.

A recently completed study of recidivism, done in collaboration with the U.S. Board of Parole, found that despite an increase in the percentage of prisoners classified as high risks, the recidivism rate for Federal prisoners has gone down between 1970 and 1972. The main finding of the study was a sharp rise in the proportion of "high risks" offenders (those most likely to recidivate using the Parole Board Salient Factor scores) in the Bureau of Prisons population. Fewer than 47 percent of all releasees in 1970 were categorized as high risks, as compared to 54.7 percent in 1972. Despite this increase, the recidivism rate after two years for 1972 releasees was 31 percent as

compared to a 33 percent figure for 1970 releases.

Research projects planned for the near future include an evaluation of the impact of Metropolitan Community Centers and a field study of Community Treatment Center releases.

Management By Objectives

During Fiscal 1975, a major effort of the Bureau was to coordinate and systematize the Bureau's planning efforts. Management by Objectives (MBO) has been the primary tool used to focus systematically on field input into the planning process. Balanced program planning requires both general policy direction from an organization's headquarters, as well as more detailed objective and resource identification on the part of field-based operations. The implementation of MBO requires an organization to state in specific terms what it plans to accomplish so that managers can work toward goals and minimize reacting to problems. Specific time frames are established for achieving objectives.

A major effort has been made to keep the process simple, flexible, and useful to managers in the field; therefore, extensive field input was used in the development of the system. A key to successful operation and implementation of MBO is to relate it realistically to the financial management system. The continued implementation of MBO in the Bureau for the first half of Fiscal Year 1976 will be to focus on "long range planning" while the second half of the fiscal year will focus on operational plans to be accomplished during Fiscal Year 1977.

Improving the Prisons

The Fiscal Year 1975 budget included \$12.3 million for improvements at existing institutions, which included rehabilitation of utility systems at seven institutions, and major rehabilitation of existing structures at 18 institutions.

Some of the major line items were to construct new housing at the Federal Correctional Institution, Milan, Michigan, and construct new dormitories at the Federal Prison Camp at Eglin Air Force Base, Eglin, Florida, renovate housing at the Federal Correctional Institution at Fort Worth, Texas, and renovate dining and food preparation areas at the Medical Center for Federal Prisoners at Springfield, Missouri.

Assistance to Local and State Governments

The Bureau of Prisons provides technical assistance to state and local governments who request help in improving their correctional systems. Authorization for the Bureau to undertake these activities is provided by P.L. 90-371 which was enacted July 1, 1968, and by the legislation creating the new National Institute of Corrections (see above). The conduct of this function is closely related to and coordinated with the activities of the Law Enforcement Assistance Administration.

State and local correctional officials are also permitted to attend training sessions held by the Bureau at its Atlanta and Dallas training centers. About 200 a year do so. Training packages are made available to local and state jurisdictions and to other agencies.

The Bureau's regional offices are a primary source of aid to State and local correctional agencies.

The National Institute of Corrections is expected in the years ahead to increase greatly the kinds and amounts of assistance the Federal Bureau of Prisons is able to provide to local and State correctional agencies.

Future Plans

While striving to create a better balance between rehabilitation, punishment and deterrence in corrections, the Federal Bureau of Prisons will continue its efforts to make institutions more humane.

This goal will be pursued by trying to replace present outdated facilities with more modern

institutions; by introducing more voluntarism into inmate decisions on program participation; and by liberalizing rules and enlarging inmate rights, insofar as possible consistent with security and safety, to reduce tensions.

Staff training will be enhanced through establishment of another training center in the western part of the United States.

Inmate programs will be expanded and improved. Two thirds of Federal inmates have not completed high school, and more than one in three function below the sixth grade level. Fewer than one in five have any substantial

work experience. Many have drug and alcoholic addiction problems.

Research will be stepped up through the National Institute of Corrections and through the new Federal Correctional Institution due to open at Butner, North Carolina, in January 1976.

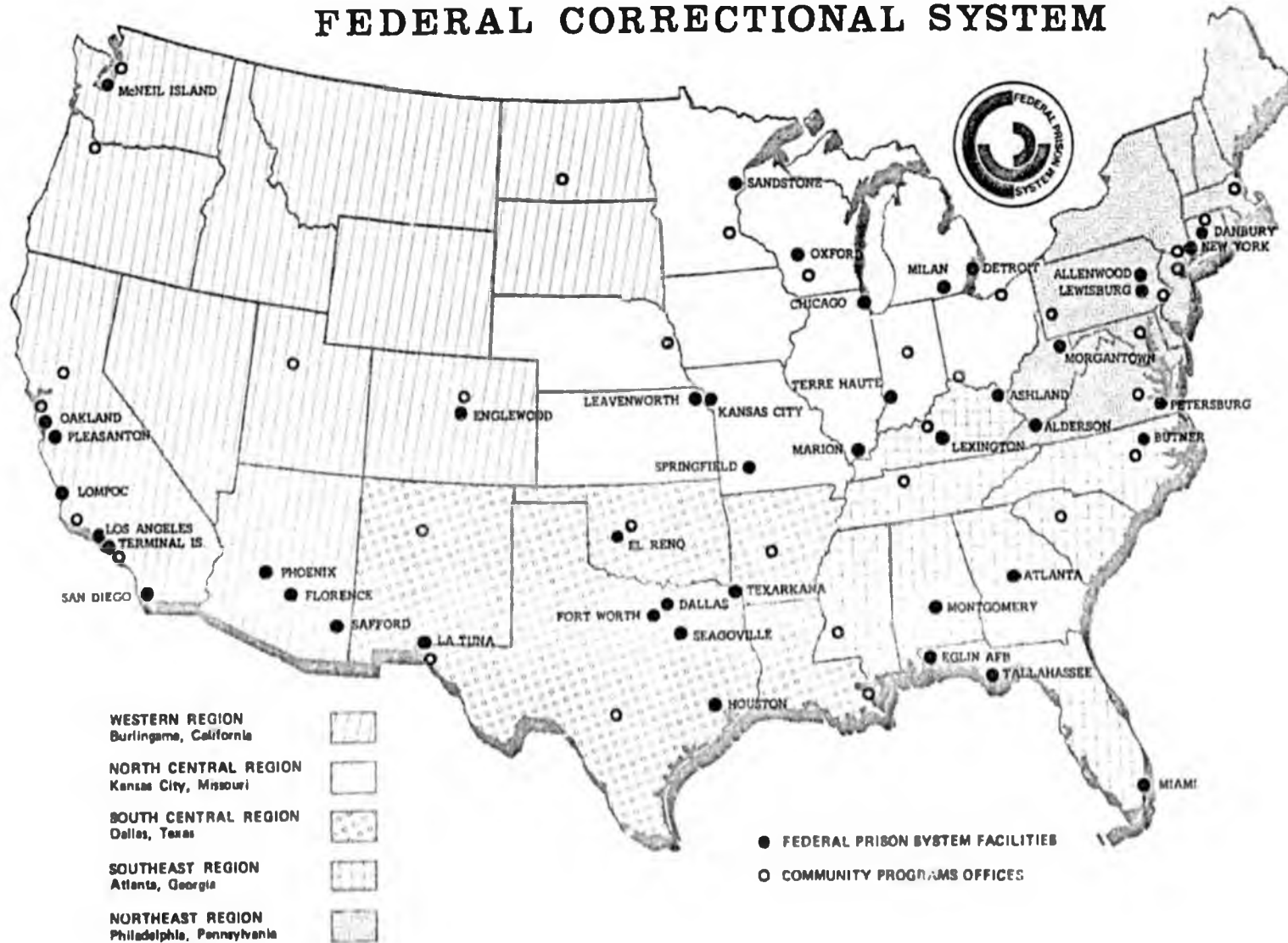
The Bureau of Prisons plans to help create a more effective Criminal Justice System by continued and expanded cooperation with the U.S. Board of Parole, the U.S. Marshals, the Federal Courts and the Probation Officers and other elements of the criminal justice system.



This publication printed by Federal Prison Industries, Inc., Printing Plant, Federal Penitentiary, Marion, Illinois.

Training in the Printing Plant at Marion includes an apprenticeship program in composition, camera and plate-making and offset printing. This program is approved by the United States Department of Labor, Bureau of Apprenticeship and Training and the Marion, Illinois Area Multi-Trades Joint Apprenticeship Standards.

FEDERAL CORRECTIONAL SYSTEM



**UNITED STATES DEPARTMENT OF JUSTICE
BUREAU OF PRISONS
Washington, D. C. 20534**

REGIONAL OFFICES

	FTS	SWITCHBOARD		
<i>South Central</i> —Dallas, Texas 75219: 3883 Turtle Creek Blvd.	749-1112	214-749-1112	Reg. Director	Charles J. Hughes
<i>South East</i> —Atlanta, Georgia 30331: Bldg. No. 300, Greenbriar Office Park 3500 Greenbriar, Parkway S.W.	285-7218, 7323	404-526-7851--5	Reg. Director	Mason F. Holley
<i>North Central</i> —Kansas City, Mo. 64153: K.C.I. Bank Bldg., 8800 Northwest 112th St.	754-5680	816-243 5680	Reg. Director	James D. Henderson
<i>North East</i> —Philadelphia, Pa. 19113: Scott Plaza II, Industrial Highway	596-1871--7		Reg. Director	E. O. Toft
<i>Western</i> —Burlingame, Calif. 94010: 330 Primrose Rd., Fifth Floor		415-347-0721--7	Reg. Director	Paul T. Walker

**METROPOLITAN
CORRECTIONAL CENTERS**

San Diego, Calif. 92101: 808 Union St.	891-4311	714-232-4311	Warden	James D. Williams
Chicago, Ill. 60605: 71 W. Van Buren St.	353-6819	312-353 6819	Warden	William (Ray) Nelson
New York, N. Y. 10007: 150 Park Row	662-9130--9	212-791-9130--9	Warden	Larry F. Taylor

**UNITED STATES
PENITENTIARIES**

Atlanta, Ga. 30315	285-4484	404-622-6241	Warden	Marvin R. Hogan
Leavenworth, Kansas 66048	758-5901	913-682 8700	Warden	Gary R. McCune
Lewisburg, Pa. 17837	591-3800	717-523-1251	Warden	Floyd E. Arnold
Marion, Illinois 62959		618-993-8183	Warden	Charles E. Fenton
McNeil Island, Steilacoom, Wash. 98388	391-8770	206-588-5281	Warden	William H. Rauch
Terre Haute, Ind. 47808	335-8391	812-238-1531	Warden	Charles L. Benson

FEDERAL REFORMATORIES

Alderson, W. Va. 24910	924-1800	*304-445 2901	Warden	Virginia W. McLaughlin
El Reno, Okla. 73036	736-5521	405-262-4875	Warden	Irl E. Day
Petersburg, Va. 23804	925-7102	804-733-7881	Warden	Max L. Mustain

**FEDERAL CORRECTIONAL
INSTITUTIONS**

Butner, N. C. 27509: Old North Carolina Highway 75 (Spring '76)	629-5403--4	919-688-9371	Warden	Don A. Deppe
Danbury, Conn. 06813	643-9444	203-746-2444	Warden	George C. Wilkinson
Ft. Worth, Texas 76119	535- + ext.	817-535-2111	Warden	Louis J. Gangler
La Tuna, Anthony, Texas 88021	572-7682	915-886-3422	Warden	James D. Riggsby
Lexington, Ky. 40507	355-2581	606-255-6812	Warden	Lawrence G. Grossman
Lompoc, Calif. 93436	960-6261	805-736-7574	Warden	Gerald M. Farkas
Milan, Mich. 48160	374-5391	313-439-1571	Warden	Jack A. Hanberry
Oxford, Wisconsin 53952		608-594-5511/5521	Warden	George Ralston
Sandstone, Minn. 55072		612-245-2263/2264	Warden	Lawrence R. Putman
Seagoville, Texas 75159	749-7781--2	214-287-2911	Warden	David C. Lundgren
Tallahassee, Fla. 32304	946-4243	904-878-2173--9	Warden	Z. Stephen Grzegorek
Terminal Island, Calif. 90731	791-1261	213-831-8961	Warden	Lee B. Jelt
Texarkana, Texas 75501	731-3190	214-838-4587	Warden	Royce A. Osborn

*TO REACH WARDEN ONLY

YOUTH & JUVENILE INSTITUTIONS

Federal Youth Center, Ashland, Ky. 41101
 Federal Youth Center, Englewood, Colo. 80110
 Federal Youth Center, Miami, Fla. 33177
 15801 S.W. 137th Ave. (Jan. '76)
 Federal Youth Center, Pleasanton, Calif. 94568
 Robert F. Kennedy Youth Center, Morgantown, W. Va. 16505

FTS

924-6914
 327-2881

 923-7556

SWITCHBOARD

606-928-6414
 303-985-1566
 305-253-3580
 415-829-3522-3
 304-296-4416

Warden Jay F. Flamm
 Warden Timothy M. Keohane
 Warden Gilbert L. Ingram
 Warden Walter R. Lumpkin
 Warden Kenneth A. McDannell

FEDERAL PRISON CAMPS

Allenwood, Montgomery, Pa. 17752
 Eglin Air Force Base, Fla. 32542
 Maxwell Air Force Base, Montgomery, Ala. 36112
 Safford, Ariz. 85546

592-5101

 534-7578/7459

717-547-1641
 904-882-5391
 205-293-2784
 602-428-6600

Superintendent Elden Jensen
 Superintendent Earl V. Aiken
 Superintendent Robert W. Grunski
 Superintendent John T. Hadden

MEDICAL CENTER FOR FEDERAL PRISONERS

Springfield, Mo. 65802

754-2751

417-862-7041

Director P. J. Ciccone, M.D.

FEDERAL DETENTION HEADQUARTERS

Florence, Ariz. 85232

602-868-5862-3

Administrator James A. Rhodes

FEDERAL DETENTION CENTER

El Paso, Texas 79925

572-7808

Administrator Enrique V. Ayala

STAFF TRAINING CENTERS

Atlanta, Ga. 30315: 523 McDonough Blvd., S.E.
 Dallas, Texas 75219: 3883 Turtle Creek Blvd.
 Food Serv. Tng. Ctr., c/o FCI Oxford, Wisconsin 53952
 Physician Assistant Tng. Ctr. c/o MCFP, Springfield, Mo. 65802

285-6649/6640
 749-7202
 355-2581
 754-2751

404-622-4366

 606-255-6812
 417-862-7041

Director Paul Thomas
 Director Perry L. Lyson
 Director Larry Long
 Director David Morgan

COMMUNITY TREATMENT CENTERS

Atlanta, Ga. 30315: 715 McDonough Blvd., S.E.
 Chicago, Ill. 60605: 826 S. Wabash Ave.
 Dallas, Texas 75248: 3401 Gaston Ave.
 Detroit, Mich. 48216: 1950 Trumbull Ave.
 Houston, Texas 77004: 2320 LaBranch Ave.
 Kansas City, Mo. 64106: 404 E. 10th St.
 Los Angeles, Calif. 90006: 1212 S. Alvarado St.
 New York, N. Y. 10019: 210 West 55th St.
 Oakland, Calif. 94610: 205 MacArthur Blvd.
 Phoenix, Ariz. 85003: 316 W. Roosevelt Rd.
 Miami, Fla. 33132: 1754 N.E. 4th Ave.

285-4445
 353-9678
 749-3525
 226-7042
 527-4933
 758-3946
 798-4771
 536-7231-2
 261-4176
 350-5568-9

404-627-4534/526-4445
 312-353-9678
 214-749-3525
 313-226-7042
 713-226-4934
 816-374-3946
 213-688-4770
 212-826-4728
 415-273-7231
 602-261-4176
 305-350-5568-9

Director Frank Kennebrew
 Director Robert F. Thompson
 Director Wilbert H. Wycliff
 Director Charles M. Montgomery, Jr.
 Director Gene Freeman
 Director James J. Lock
 Director Billy R. Harris
 Director Matthew Walsh
 Director James D. Nicely
 Director Gerald J. Quatsoe
 Director William Toney

A PERFORMANCE REVIEW OF
THE DEPARTMENT OF HEALTH AND
SOCIAL SERVICES
JUVENILE CONFINEMENT PROGRAMS

September 28, 1979

Commissioner of the Department
of Health and Social Services
Deputy Commissioner of the
Department of Health and Social
Services
Deputy Commissioner of the
Department of Health and Social
Services
Deputy Commissioner of the
Department of Health and Social
Services

Dr. Helen D. Beirne

Frederick McGinnis

Allen Korhonen

Catherine M. Lloyd

STATE OF ALASKA

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

AUDIT DIVISION
POUCH W—ALASKA OFFICE BUILDING

FINANCE DIVISION
POUCH WF—STATE CAPITOL

JUNEAU, ALASKA 99811

September 28, 1979

Members of the
Legislative Budget and Audit Committee:

In accordance with the provisions of Title 24 of the Alaska Statutes, the attached report is submitted for your review:

A PERFORMANCE REVIEW OF
THE DEPARTMENT OF HEALTH AND
SOCIAL SERVICES
JUVENILE CONFINEMENT PROGRAMS

September 28, 1979



Gerald L. Wilkerson, CPA
Legislative Auditor
Division of Legislative Audit

TABLE OF CONTENTS

	<u>Page</u>
Purpose and Scope of the Review.	4
Organization and Function.	5
Summary of Report Conclusions.	6
Findings and Recommendations	7
Appendixes:	
A. Questionnaire Sent to Probation Officers	20
B. Questionnaire Sent to Social Workers	26
C. Foster Parent Questionnaire.	31
Response:	
Department of Health and Social Services	34 (a)

PURPOSE AND SCOPE OF THE REVIEW

Purpose

In accordance with the provisions of Title 24 of the Alaska Statutes, a performance review of the Department of Health and Social Services' juvenile confinement programs was requested by the Legislative Budget and Audit Committee. Our review was conducted to determine the Department's operational effectiveness and efficiency in providing services to juveniles committed to the Department's custody.

Scope

Our review included the juvenile programs of the Division of Corrections (DOC) and the Division of Social Services (DSS). Our analysis and evaluation of the operations of both divisions included the following:

1. We reviewed applicable statutes and regulations promulgated by the Department;
2. Department and division policies and procedures were reviewed;
3. we interviewed DOC and DSS administrative and line staff;
4. the divisions' case files of juveniles in residential child care facilities were reviewed;
5. we interviewed representatives from several residential child care facilities located in urban and rural locations;
6. we reviewed juvenile case files of residential child care facilities;
7. we examined institutional licensing information at DSS and at child care facilities;
8. we sent questionnaires to several groups involved with the juvenile confinement process; and
9. we examined other documents and records as we considered necessary in the circumstances.

ORGANIZATION AND FUNCTION

Alaska Statute 47.10 charges the Department of Health and Social Services with the responsibility of providing care and protection for juveniles committed to their custody by the Superior Court. The courts may find juveniles to be delinquent as a result of violating a criminal law of the State or a municipality of the State, or the courts may find juveniles to be children in need of aid as a result of abuse or neglect.

Two divisions of the Department are responsible for providing the necessary care and protection of juveniles. Delinquents are the responsibility of the Division of Corrections which has regional probation offices in Juneau, Anchorage and Fairbanks, and field offices in nine communities throughout the State. The Division of Corrections also operates the McLaughlin Youth Center, the only State-operated juvenile institution in Alaska.

The Division of Social Services is responsible for children in need of aid. Division services are provided through six regional offices in Ketchikan, Juneau, Anchorage, Fairbanks, Bethel and Nome, and 25 field offices.

SUMMARY OF REPORT CONCLUSIONS

Our review of the Department's juvenile confinement programs shows that certain changes and improvements should be made in order for the Department to provide better services to children in need of aid and delinquent juveniles.

All juvenile functions should be combined into a single juvenile services section within the Division of Social Services. Under the current organization, services are provided in a diversified manner (see Recommendation No. 1).

Improvements are needed in several areas of juvenile case management such as supervisory review, treatment plans, evaluations of juveniles and caseworker contact (see Recommendation No. 2). Improvements are also needed in the licensing and treatment program reviews of child care facilities (see Recommendation No. 3 and 4).

Expenditure policies and controls should be developed which provide juveniles the best treatment and care within budgetary limitations. Two department decisions have reduced the availability of treatment and care programs for juveniles and as of September 21, 1979, billings of \$177,045 for Fiscal Year 1979 services were unpaid by the Division of Corrections (see Recommendation No. 5).

In addition, the Department should increase efforts in developing alternatives to institutionalization (see Recommendation No. 6).

FINDINGS AND RECOMMENDATIONS

Recommendation No. 1

The Department of Health and Social Services should combine all juvenile functions into a single juvenile services section within the Division of Social Services.

Under the current departmental organization, juvenile services are provided by two divisions. The Division of Corrections (DOC) provides services to minors found delinquent by the courts, while the Division of Social Services (DSS) serves minors found by the courts to be in need of aid. This separation of services corresponds to the statutory distinctions between delinquents and children in need of aid.

However, after completing our review, it is our opinion that combining all juvenile functions within a single division would improve services without conflicting with those statutory distinctions.

The concept of a single juvenile section provides for the separation of juvenile and adult services and allows for a concentration of attention, support, resources and continuity in the delivery of juvenile services.

In June of 1977, the directors of DOC and DSS presented the same concept to the past Commissioner along with a timetable for its implementation. The proposal had an effective date of July 1, 1977, but was not implemented.

Benefits of a combined juvenile services section are presented below, including several contained in the Department's 1977 proposal.

A. Improved attention to juveniles and juvenile problems.

Presently, juvenile services are provided in a diversified manner. DSS social workers are responsible for both juvenile and adult services. However, traditionally a majority of their caseload has been juvenile matters. While DOC probation officers in Anchorage and Fairbanks are organized into separate juvenile sections, in all other areas of the State probation officers are responsible for both adult and juvenile cases.

The Division of Corrections is recognized by many as adult and/or criminally oriented. In many cases, there is a fine-line distinction between delinquents and children in need of aid. During our testing, we found cases where, although delinquent acts were committed, the probation officer recommended the court find the minor in need of aid in order to avoid the stigma attached to the Division of Corrections.

A single juvenile section within DSS would allow a concentration of attention on juvenile problems and avoid any associated stigmas.

B. Improved coordination of efforts.

Although some communication exists, DOC and DSS operate their respective programs separately. Each operates under separate divisional administrative direction and procedures.

One of the primary goals of juvenile casework is to strengthen the family unit. Under the current organization it is possible for a family to receive counseling from both divisions concurrently.

A single juvenile section would ensure consistency in the delivery of family services and eliminate the family burden of dealing with two agencies.

Other problems in coordination also exist. All licensing and license studies of foster homes and private care facilities are performed by DSS, with little communication of results to DOC. Each division also has its own foster home recruiting efforts.

A combined juvenile section would improve communication, provide consistency in policies and procedures and reduce any duplication of efforts.

C. A single juvenile services program budget.

Current departmental budgeting does not identify juvenile service resources separately from other programs. DOC's Probation and Parole budget and the DSS Social Services budget include salary and support funds for all probation officers and social workers, respectively. The DOC Juvenile Confinement budget includes funds for McLaughlin Youth Center, local facilities (full cost of care), out-of-state care and foster care. Likewise, the DSS Program Services budget also includes foster care and institutional funds.

A single juvenile services program budget would allow the Department, the Governor and the Legislature to identify the specific objectives of the total program and the total resources needed to accomplish those objectives.

In summary, a single juvenile section should improve the delivery of juvenile services.

A single juvenile section within DSS would allow a concentration of attention on juvenile problems and avoid any associated stigmas.

B. Improved coordination of efforts.

Although some communication exists, DOC and DSS operate their respective programs separately. Each operates under separate divisional administrative direction and procedures.

One of the primary goals of juvenile casework is to strengthen the family unit. Under the current organization it is possible for a family to receive counseling from both divisions concurrently.

A single juvenile section would ensure consistency in the delivery of family services and eliminate the family burden of dealing with two agencies.

Other problems in coordination also exist. All licensing and license studies of foster homes and private care facilities are performed by DSS, with little communication of results to DOC. Each division also has its own foster home recruiting efforts.

A combined juvenile section would improve communication, provide consistency in policies and procedures and reduce any duplication of efforts.

C. A single juvenile services program budget.

Current departmental budgeting does not identify juvenile service resources separately from other programs. DOC's Probation and Parole budget and the DSS Social Services budget include salary and support funds for all probation officers and social workers, respectively. The DOC Juvenile Confinement budget includes funds for McLaughlin Youth Center, local facilities (full cost of care), out-of-state care and foster care. Likewise, the DSS Program Services budget also includes foster care and institutional funds.

A single juvenile services program budget would allow the Department, the Governor and the Legislature to identify the specific objectives of the total program and the total resources needed to accomplish those objectives.

In summary, a single juvenile section should improve the delivery of juvenile services.

absent from score files and the Department has not made timely application to the courts for extension of custody. Although many court orders expired on August 26, 1979, due to a 1977 statute revision, petitions for extension of departmental custody were not prepared until the first week in August.

Child care facility directors have indicated that the Department has not always supplied them with verification of the Department's legal custody. When verification was received, it was not always in a timely manner. Our testing of the facilities juvenile case files supported these comments. Only 50% of these files contained legal documents indicating the custody or status of the juvenile.

In order to protect the rights of the juveniles and their families, the Department should ensure all legal judgements granting custody have been obtained. Signed copies of all related court orders (detention, adjudication and disposition) should be contained in the case file. In addition, the Department should prepare petitions for custody continuations well in advance to enable proper court review prior to the expiration of the existing court order. The Department should also transmit copies of the relevant legal documents to the child care facility at the time of placement.

D. Juvenile treatment plans.

We found that caseworkers are initially evaluating the juveniles' needs in general terms. Placement of juveniles in a child care facility is subsequently made in hope of meeting those needs.

However, 60% of the Department and child care facility juvenile files tested did not contain a detailed treatment plan for the juveniles.

In order to assure that juvenile needs are met while in institutional care, a thorough evaluation of needs and a method of meeting those needs should be prepared by either the Department's caseworker or the institution's staff. If the plan is developed by the institution, it should be subject to review by the Department's caseworker.

Several institutions do not have treatment programs. The expressed purpose of such facilities is to provide a stable residential setting. Department caseworkers have stated that this is all some juveniles require. In those instances a case plan should still be prepared. It should indicate that only maintenance of the juvenile is necessary.

E. Consideration of placement alternatives.

Although DOC has a formal decision process for placing juveniles in child care facilities, 57% of the DOC files tested did not indicate how the placement decision was reached. At DSS, 54% of the tested files did not indicate the basis for the placement decision.

Thorough consideration of all alternative placements is necessary to assure the best possible care for juveniles. The alternatives considered and the reasons for the final selection should be documented to ensure juveniles receive due process.

The DOC procedure provides for a reasonable evaluation of alternatives and should be adopted statewide. However, the Department must ensure that it is applied to all juvenile placements.

F. Caseworker contact with the juvenile.

Sixty-seven percent of the Department and child care facility files tested indicated the Department's caseworker had very limited, if any, contact with juveniles after placement in institutions. Also, DOC practice precludes probation officer involvement with juveniles placed at McLaughlin Youth Center.

Although care and treatment responsibilities are delegated when an institutional placement is made, it is important that the Department's caseworker maintain contact with the juvenile. The caseworker has the ultimate responsibility of supervising the return of the juvenile to the community. Consequently, the caseworker must be aware of the juvenile's development.

G. Evaluation of juveniles' progress.

Half of the DOC and 30% of the DSS files tested did not contain any institutional evaluation of the juvenile. Additionally, 75% and 37% of the DOC and DSS files, respectively, did not contain an evaluation of the juvenile by the Department's caseworker. Testing of institution files indicated 18% of the juveniles had not been evaluated. Another 44% of the files contained evaluations which did not address the progress of the juvenile. Most of these only addressed the juvenile's status without relating the status to any identifiable problems.

Institutions varied substantially as to the frequency of evaluations. Some were monthly while others were biannual.

In order to ensure proper treatment and care of juveniles and to allow adequate annual court review, juveniles must be adequately evaluated. Evaluations should be frequent enough to allow for necessary changes in goals or treatment methods.

Evaluations should address the problems of the juvenile as defined in the diagnosis and treatment plans (see D). Evaluations should address the current status of the juvenile and their progress in overcoming the problems since the last evaluation. They should also address any necessary revision to the goals or treatment method.

In addition, the Department should ensure that evaluations are prepared by the institution at least on a quarterly basis. A quarterly evaluation would strike a balance between excessive paperwork and the need for a timely review of the juvenile. Furthermore, the Department should require all institutions, including McLaughlin Youth Center, to transmit these evaluations to the Department's probation officer or social worker.

Our testing also found that 76% of the cases reviewed did not indicate regular progress reports were sent to parents. The Department should forward copies of all evaluations to the juveniles' parents including any necessary explanations or comments.

In separate testing of case files for juveniles placed in out-of-state child care facilities, we found case management improvements are needed in most areas discussed above. One exception is that out-of-state facility evaluations of juveniles are usually of better quality and more frequent than evaluations by in-state facilities.

With the addition of 19 new social worker positions in Fiscal Year 1980, it is that much more important that supervision and management of juvenile cases be improved. The Department should remain aware that more service does not necessarily mean better service. These recommended improvements are essential to provide better services for children in need of aid and delinquent juveniles.

Recommendation No. 3

The Department should ensure that child care facilities conform with State licensing standards.

Our testing shows that the Division of Social Services (DSS) has issued annual licenses to child care facilities which were not in compliance with minimum licensing standards. The most notable instances occurred in the Kodiak and Juneau

regions. DSS licensing staff has also stated that some rural facilities have been licensed although they did not meet minimum standards.

In order to provide reasonable assurance that juveniles are receiving an acceptable level of care, the Department has adopted minimum standards for licensing child care facilities. Licensing facilities which do not meet these standards may result in inappropriate care or treatment of children.

Attention should be directed to the following areas:

A. Verification and follow-up action.

Currently, license specialists in Anchorage and Juneau use a licensing study form which lists the regulations and allows the specialist to indicate if the facility complies with the regulations. This kind of check-off sheet can be a very useful tool and should be adopted for statewide use after determining a format suitable to all regions. It assures all regulations are addressed and provides a systematic documentatic. of why a license was issued or denied. However, the licensing specialists should only indicate that a facility is in compliance based on verifiable evidence. Any standard which has not been verified should be so indicated.

The licensing regulations allow for a provisional license to be issued instead of an annual license if the institution is not in compliance. The facility is advised of the needed improvements and given reasonable time to comply.

DSS should issue provisional licenses when the facilities are not in compliance but the safety and care of the juveniles are not endangered. Institutions should be helped and encouraged to comply with all regulations. Considering the regulations were adopted in 1972, most institutions should be expected to materially comply with the minimum standards.

Licensing specialists have also stated that for some requirements, they are not qualified to determine if the facility is in compliance. In those areas, the specialist should seek assistance in determining compliance. The most common example of this problem relates to financial and accounting requirements. The Department's financial audit section should have the necessary information to properly evaluate the facilities' fiscal operations.

B. More rural facility visits by licensing specialists.

Verification of compliance as well as lending aid to the facility requires a certain amount of personal

contact. Licensing specialists have stated that many rural facilities are infrequently visited. Proper verification of licensing regulations and subsequent follow-up of any noncompliance issues would indicate a minimum of two visits per year to all facilities is necessary. Due to their proximity, specialists will have more contact with urban facilities. However, rural facilities should also be afforded reasonable service.

C. Licensing specialist priorities.

We noted that in smaller regional offices, the licensing specialist also carries a caseload. The primary responsibility of licensing specialists should be ensuring that facilities comply with licensing requirements. Casework should be assigned only to the extent licensing responsibilities are not hindered.

Recommendation No. 4

The Department of Health and Social Services should increase efforts in reviewing child care facility programs.

Presently, the decision to place a juvenile in a particular facility is based primarily on past placement experiences and information provided by the facility. The Division of Social Services (DSS) prepared a directory containing the information submitted by the various facilities. According to discussions with caseworkers, this directory is of little use in making the final placement decision.

DSS also conducts an annual licensing study in connection with license renewal to determine the facility's compliance with applicable regulations. However, this study does not adequately review the resources or quality of treatment available at in-state facilities.

In addition, the Division of Corrections (DOC) prepares an evaluation, twice a year, on out-of-state facilities where DOC has placements at the time of the review. However, this evaluation is based primarily on the progress of the juvenile in placement and interviews with the minor's caseworker. An in-depth review of the facility's treatment program is not conducted. Out-of-state licensing authorities should be utilized for evaluations of those facilities used by the Department in other states.

Thorough program reviews would provide the Department with a documented understanding of the range of treatment programs available to the State, indicate the types of facilities needed in Alaska and provide caseworkers with current and accurate information needed in order to make the best placement decision possible.

The initial reviews should be followed by yearly program evaluations to ensure treatment standards are maintained.

Recommendation No. 5

The Department should develop expenditure policies and controls which afford juveniles the best treatment and care within budgetary limitations.

Two department decisions during Fiscal Year 1979 have reduced the availability of treatment and care programs for juveniles. In addition, as of September 21, 1979, billings of \$177,045 for services rendered in Fiscal Year 1979 by five child care providers were unpaid by the Division of Corrections (DOC). As of August 31, 1979, approximately \$5,000 was available in Fiscal Year 1979 institutional care funds to pay these bills.

- A. During the spring of 1979 the Department began returning to Alaska all out-of-state placed juveniles possible. Additionally, future placements to out-of-state programs were restricted to a few facilities. Services provided by several of the eliminated facilities are presently not available in Alaska.

Over 70% of the probation officers and social workers responding to our questionnaire indicated out-of-state placements could not be reduced without adversely affecting the treatment of juveniles. More than 90% of those responding indicated that Alaska's privately operated programs do not provide a necessary range of treatment (See Appendixes A and B).

Although the Department has indicated that the out-of-state placement reductions have saved money, several department personnel have indicated that the cost of out-of-state placements are often less than in-state placements. A comparison of current daily rates supports these comments.

- B. Beginning in Fiscal Year 1980, the Department has decided to not make any DOC placements with two care providers in Alaska due to their high cost of care.

This decision was made in an attempt to meet budget limitations imposed in the FY '80 Budget Act. However, several eliminated facilities provide less costly services than some facilities retained. The decision has also eliminated certain specialized programs from DOC use. According to DOC personnel, many of the placements which would

have been made in these programs will now be referred to the State-operated institution, McLaughlin Youth Center

In addition, by precluding DOC use of these programs while allowing Division of Social Services (DSS) use, the Department may increase overall costs of placing juveniles. Unless DSS increases placements to the facilities no longer used by DOC, subsequent years' cost-of-care rates may increase.

Effective management secures the best services possible while remaining within budgetary limitations. Because this is a difficult task, the Department should ensure that procedures are implemented which allow management to control program expenditures. However, these controls must be coupled with policies that allow some regional discretion for placing juveniles in any appropriate treatment program.

Well-planned policies and controls should avoid the inappropriate placement of juveniles while providing management control over expenditures.

Recommendation No. 6

The Department of Health and Social Services should increase efforts in developing alternatives to institutionalization.

In May of 1974, the Division of Corrections established an Alternative Care Coordinator position with primary responsibility for planning, developing and coordinating a program of alternatives to institutionalization. Except for the hiring of three probation officers in Fiscal Year 1980 to recruit and train foster homes, the Division has done little to develop alternatives.

On September 1, 1979, the Division reclassified the Coordinator position to a Probation Officer IV because "in the past several years, the duties have become administrative and supervisory in nature". For example, the position has served a chairman of the out-of-state classification committee for several years. This committee's function is traveling to institutions in other states in order to evaluate Alaska juveniles. This responsibility has little, if any, relation to the original job description of the Alternative Care Coordinator.

We recommend that the Department reduce the administrative responsibilities and ensure the major emphasis of the position is devoted to developing alternatives to institutionalization.

The combination of limited funding and the increasing costs of traditional institutional placements necessitates a need for alternatives such as the Division's current foster home recruiting efforts. The development of new and existing alternatives will expand the limited range of treatment programs currently available to the Department.

Recommendation No. 7

The Legislature should consider reviewing AS 47.40.010-.050, the full cost-of-care statutes.

During the course of our review, we found that considerable confusion exists as to the proper interpretation of the cost-of-care statutes. For example, several child care providers have argued that the statutes mandate year-end cost settling. A March 25, 1976 Attorney General's opinion advised cost settling could be adopted, and the Department of Health and Social Services contended that while the statutes may permit cost settling, they do not mandate it. A May 31, 1978 court decision stated cost settling is neither mandated nor permitted under the current statutes.

A thorough legislative review and, if determined necessary, any appropriate revisions or additions should eliminate existing confusion and confirm the Legislature's intent of the full cost-of-care statutes.

Recommendation No. 8

The Department of Health and Social Services should improve the auditing of child care facilities in order to determine actual cost-of-care rates.

Currently the Department establishes a daily payment rate for each of the 23 in-state child care facilities used by the Department. The rates are based on unaudited financial information from the previous fiscal year, adjusted for cost of living increases. This provisional rate is subject to an audit which will determine the actual cost-of-care rate. Several of the child care providers have requested the Department to conduct audits. However, the Department has audited the Fiscal Year 1977 expenditures of only four facilities and the Fiscal Year 1978 expenditures of four others. As of mid September 1979, three of the four Fiscal Year 1978 audits had not been finalized and no audits of Fiscal Year 1979 expenditures had been started.

In January of 1978, the Department prepared an allowable cost system which associated costs with the Department's care requirements as permitted by AS 47.40.040(b)(5). Although it has not been adopted, such a system would allow auditors and child care facilities to determine and control costs for specific levels of care.

In a previous Legislative Audit report titled A Review of Program Services, Department of Health and Social Services, July 1, 1974 - June 30, 1975; we recommended the adoption of regulations defining allowable costs under full cost-of-care.

In order to avoid payment for care in excess or below required levels of care, the Department should adopt a system which defines allowable costs.

The Department should also ensure audits of child care facilities are conducted in a timely manner and with a frequency which will ensure the State pays an appropriate rate for services.

APPENDIXES

APPENDIX A

QUESTIONNAIRE TO PROBATION OFFICERS ON JUVENILE CONFINEMENT

1. Division of Corrections employee responses (see Note 1) 23

2. Approximate percentage of your time spent on juvenile cases. Average
70 %

3. Approximate number of Fiscal Year 1979 juvenile cases for which you were:

	<u>Respondents</u>	<u>Total</u>	<u>Average</u>
a. the primary case manager.	<u>18</u>	<u>730</u>	<u>41</u>
b. a supervisor.	<u>10</u>	<u>363</u>	<u>36</u>
c. Your total FY 1979 juvenile caseload (a+b).		<u>1093</u>	

4. Please rank the following considerations as to their importance in your juvenile placement process. Please distinguish actual priority rankings from ideal rankings.

<u>Composite Ideal Ranking</u>	<u>Consideration</u>	<u>Composite Actual Ranking</u>
1.	Treatment needs of the juvenile	2.
2.	Protection of the public	1.
3.	Protection of the juvenile	3.
4.	Availability of appropriate treatment programs	7.
5.	Proximity of parents	8.
6.	Availability of in-state placement space	6.
7.	Full utilization of in-state space	5.
8.	Cost of care/fiscal constraints	4.
9.	Other (various considerations)	9.

5. Currently placements are made to the following facilities. In your opinion, are changes in placement emphases needed for any of the following?

% of Responses (See Note 1)

	<u>Facility</u>	<u>More</u>	<u>Same</u>	<u>Less</u>	<u>No Response</u>
a)	Parent or Relative Homes	30%	62%	4%	4%
b)	Foster Homes	74%	22%	-0-%	4%
c)	Group Homes	48%	26%	22%	4%
d)	In-State Private Institutions	48%	22%	30%	-0-%
e)	McLaughlin Youth Center	9%	61%	30%	-0-%
f)	Out-of-State Institutions	39%	22	39%	-0-%
g)	Other (various types)	17%	-0-%	-0-%	83%

		<u>Yes</u>	<u>No</u>	<u>No Response</u>
6.	Are Alaska's privately operated institutions and group home treatment programs adequate to provide a necessary range of treatment?	4%	96%	-0-%
7.	(a) Legislation to establish an adventure based education (ABE) program was passed this last legislative session. Is this a viable alternative to meet the needs of Alaskan juveniles?	39%	57%	4%
	(b) If so, approximately how many of your Fiscal Year 1979 juvenile cases could have been referred to ABE? (Include only those for which you were the <u>primary</u> case manager. Do not include supervised cases).	Total of <u>43</u> juveniles		
8.	(a) Are there any other alternatives to the current juvenile programs which would be appropriate in Alaska but are not being used or are not available in Alaska?	82%	9%	9%

8. (k) If so, what type of alternative treatment programs are needed in Alaska? How many of your fiscal year 1979 juvenile cases cou'd have been referred to such facilities or treatment programs had they been available?

<u>Program (see Note 2)</u>	<u>Number of Referrals</u>
1. Group homes, specialized programs.	<u>49</u>
2. Rural Village Council Programs.	<u>40</u>
3. Education, special and vocational.	<u>20</u>

	<u>% of Responses (See Note 1)</u>		
	<u>Yes</u>	<u>No</u>	<u>No Response</u>
9. Is current information about in-state treatment programs and facilities readily available to you?	78%	22%	-0-%
10. Can out-of-state placements be reduced without adversely affecting the treatment of care of juveniles?	26%	74%	-0-%
11. Have juveniles been placed in inappropriate living and/or treatment situations due to:			
(a) the lack of available placement space?	83%	13%	4%
(b) Department funding constraints?	83%	17%	-0-%
(c) any Departmental or Divisional policies?	61%	35%	4%
12. Can foster homes placements be used rather than institutional placements without adversely affecting services to the juveniles or the safety of the public?	39%	61%	-0-%

		<u>% of Responses (See Note 1)</u>		
		<u>Yes</u>	<u>No</u>	<u>No Response</u>
13.	Does the availability of foster homes prevent more placements?	74%	26%	-0-%
14.	Is your Division's foster home recruitment effort adequate?	13%	87%	-0-%
15.	Are there any statutes or regulations which are obsolete, vague or unduly restrictive? (see Note 3.)	48%	35%	17%
16.	Are any statutory or regulatory additions necessary to ensure the adequate protection of the public and/or treatment of juveniles? (see Note 3.)	35%	43%	22%
17.	Do you know of any discriminatory practices in the placement or treatment of juveniles by:			
	(a) Probation Officers or Social Workers?	9%	87%	4%
	(b) Classification Committees (Division of Corrections)?	13%	83%	4%
	(c) Institutions?	4%	92%	4%
	(d) (see Note 3.)			
18.	Are there any geographic regions within Alaska which do not have adequate Department service? (see Note 3.)	70%	26%	4%
19.	Would juvenile services be more effective if licensing specialists, social workers and probation officers were combined into a single juvenile services division within the Department?	35%	65%	-0-%
20.	(a) Are social workers qualified to perform the duties of a probation officer?	13%	83%	4%
	(b) Are probation officers qualified to perform the duties of a social worker?	52%	44%	4%

	<u>% of Responses (See Note 1)</u>		
	<u>Yes</u>	<u>No</u>	<u>No Response</u>
21. Are you aware of any of your Division's administrative procedures which are not being followed? (see Note 3.)	9%	78%	13%
22. Are there any Divisional administrative policies which impede juvenile case management or are unnecessary? (see Note 3.)	22%	48%	30%
23. In your opinion, is the State-run institutional program at McLaughlin Youth Center more or less effective than programs offered by private child care institutions?			
	<u>More</u>	<u>Same</u>	<u>Less</u>
	39%	13%	35%
			<u>Undecided</u>
			13%
24. Have you served on a regional classification committee during the past two years?	70%	30%	-0-%
25. Are classification committees necessary for the proper placement of juveniles? (see Note 3.)	66%	30%	4%
26. Does the out-of-state classification committee provide an adequate:			
(a) review of individual placement?	52%	44%	4%
(b) review of institutional program?	48%	48%	4%
27. Please note any additional comments regarding juvenile confinement programs. Thanks again.			
			(See Note 3)

Note 1

Number of questionnaires sent to Division of Corrections Probation Officers.	<u>49</u>
Number of responses.	<u>23</u>
Response Rate.	<u>47%</u>

Note 2

These three categories represent the three most common responses. Respondents indicated an additional 93 juveniles could have been appropriately placed in other programs or facilities in Alaska had the programs been available.

Note 3

Following several of the yes/no questions, the respondent was asked to elaborate on the response by providing more specific information or indicating the reason for the response. Due to the wide range of information provided, we have not included a detailed list of those responses.

APPENDIX B

QUESTIONNAIRE TO SOCIAL WORKERS ON JUVENILE CONFINEMENT

1. Division of Social Services employee responses:
(See Note 1) 38
2. Approximate percentage of your time spent
on juvenile cases. Average
66%
3. Approximate number of Fiscal Year 1979
juvenile cases for which you were:

	<u>Respondents</u>	<u>Total</u>	<u>Average</u>
a. the primary case manager.	<u>36</u>	<u>1343</u>	<u>37</u>
b. a supervisor.	<u>5</u>	<u>420</u>	<u>84</u>
c. Your total FY 1979 juvenile caseload (a+b).		<u>1763</u>	
4. Please rank the following considerations as to their
importance in your juvenile placement process. Please
distinguish actual priority rankings from ideal rankings.

<u>Composite Ideal Ranking</u>	<u>Consideration</u>	<u>Composite Actual Ranking</u>
1.	Treatment needs of the juvenile	2.
2.	Protection of the juvenile	1.
3.	Availability of appropriate treatment programs	3.
4.	Proximity of parents	5.
5.	Availability of in-state placement space	4.
6.	Protection of the public	8.
7.	Full utilization of in-state space	7.
8.	Cost of care/fiscal con- straints	6.
9.	Other (various considerations)	9.

5. Currently placements are made to the following facilities. In your opinion, are changes in placement emphases needed for any of the following?

% of Responses (See Note 1)

	<u>Facility</u>	<u>More</u>	<u>Same</u>	<u>Less</u>	<u>No Response</u>
a)	Parent or Relative Homes	53%	42%	-0%	5%
b)	Foster Homes	53%	29%	13%	5%
c)	Group Homes	53%	31%	11%	5%
d)	In-State Private Institutions	39%	24%	29%	8%
e)	McLaughlin Youth Center	3%	29%	37%	31%
f)	Out-of-State Institutions	16%	47%	26%	11%
g)	Other (various types)	16%	-0%	-0%	84%

		<u>Yes</u>	<u>No</u>	<u>No Response</u>
6.	Are Alaska's privately operated institutions and group home treatment programs adequate to provide a necessary range of treatment?	8%	92%	-0%
7.	(a) Legislation to establish an adventure based education (ABE) program was passed this last legislative session. Is this a viable alternative to meet the needs of Alaskan juveniles?	34%	42%	24%
	(b) If so, approximately how many of your Fiscal Year 1979 juvenile cases could have been referred to ABE? (Include only those for which you were <u>the primary</u> case manager. Do not include supervised cases).	<i>Total of 87-92 juveniles</i>		
8.	(a) Are there any other alternatives to the current juvenile programs which would be appropriate in Alaska but are not being used or are not available in Alaska?	78%	11%	11%

8. (b) If so, what type of alternative treatment programs are needed in Alaska? How many of your Fiscal Year 1979 juvenile cases could have been referred to such facilities or treatment programs had they been available?

<u>Program (See Note 2)</u>	<u>Number of Referrals</u>
1. Various <u>treatment oriented residential programs.</u>	<u>117</u>
2. Group homes, specialized treatment programs.	<u>51</u>
3. Out-of-State program models.	<u>48</u>

	<u>% of Responses (See Note 1)</u>		
	<u>Yes</u>	<u>No</u>	<u>No Response</u>
9. Is current information about in-state treatment programs and facilities readily available to you?	73%	16%	11%
10. Can out-of-state placements be reduced without adversely affecting the treatment or care of juveniles?	8%	71%	21%
11. Have juveniles been placed in inappropriate living and/or treatment situations due to:			
(a) the lack of available placement space?	84%	11%	5%
(b) Department funding constraints?	42%	44%	14%
(c) any Departmental or Divisional policies?	53%	36%	11%
12. Can foster homes placements be used rather than institutional placements without adversely affecting services to the juveniles or the safety of the public?	37%	34%	29%

	<u>% of Responses (See Note 1)</u>		
	<u>Yes</u>	<u>No</u>	<u>No Response</u>
13. Does the availability of foster homes prevent more placements?	66%	21%	13%
14. Is your Division's foster home recruitment effort adequate?	47%	45%	8%
15. Are there any statutes or regulations which are obsolete, vague or unduly restrictive? (see Note 3.)	34%	34%	32%
16. Are any statutory or regulatory additions necessary to ensure the adequate protection of the public and/or treatment of juveniles? (See Note 3.)	27%	39%	34%
17. Do you know of any discriminatory practices in the placement or treatment of juveniles by:			
(a) Probation Officers or Social Workers?	11%	84%	5%
(b) Classification Committees (Division of Corrections)?	8%	60%	32%
(c) Institutions?	18%	64%	18%
(d) (See Note 3.)			
18. Are there any geographic regions within Alaska which do not have adequate Department service? (see Note 3)	73%	11%	16%
19. Would juvenile services be more effective if licensing specialists, social workers and probation officers were combined into a single juvenile services division within the Department?	39%	43%	18%
20. (a) Are social workers qualified to perform the duties of a probation officer?	50%	37%	13%
(b) Are probation officers qualified to perform the duties of a social worker?	32%	50%	18%

	<u>% of Responses (See Note 1)</u>		
	<u>Yes</u>	<u>No</u>	<u>No Response</u>
21. Are you aware of any of your Division's administrative procedures which are not being followed? (see Note 3.)	8%	81%	11%
22. Are there any Divisional administrative policies which impede juvenile case management or are unnecessary? (see Note 3.)	21%	48%	26%
23. Please note any additional comments regarding juvenile confinement programs. Thanks again.	(See Note 3)		

Note 1

Number of questionnaires sent to Division of Social Services social workers.	<u>116</u>
Number of responses.	<u>38</u>
Response Rate.	<u>33%</u>

Note 2

These three categories represent the three most common responses. Respondents indicated an additional 163 juveniles could have been appropriately placed in other programs or facilities in Alaska had the programs been available.

Note 3

Following several of the yes/no questions, the respondent was asked to elaborate on the response by providing more specific information or indicating the reason for the response. Due to the wide range of information provided, we have not included a detailed list of those responses.

APPENDIX C

FOSTER PARENT QUESTIONNAIRE

(See Note 1)

	<u>Currently</u>	<u>Last 12 mo.</u>	
1. Number of juveniles placed in your home:			
a. by the Division of Social Services.	<u>64</u>	<u>169</u>	
b. by the Division of Corrections.	<u>5</u>	<u>24</u>	
	<u>Percent of Responses</u>		
		<u>Yes</u>	<u>No Response</u>
2. Were you recruited as a foster home by:			
a. the Division of Social Services?	57%		
b. the Division of Corrections?	7%		
c. (other) <i>Volunteered</i>	22%		
<i>All Others</i>	14%		
3. When recruited as a foster home, were you asked if you would be willing to take placements from:			
a. the Divisor of Social Services (children in need of aid)?	85%	8%	7%
b. the Division of Corrections (delinquents)?	21%	50%	29%
4. Are the Department's licensing requirements adequate and effective?	86%	6%	8%
5. Was an annual licensing inspection conducted?	89%	6%	5%
6. Was the inspection fair?	88%	1%	11%
7. Were you promptly informed of non-compliance issues, if any existed?	42%	6%	52%
8. In your opinion, are inspections useful?	91%	8%	1%
9. Are you aware of any discriminatory practices involving the licensing of foster homes? (See Note 2.)	11%	88%	1%

	<u>Percent of Responses</u>		
	<u>Yes</u>	<u>No</u>	<u>Response</u>
10. Were you provided a copy of the Department's foster home regulations?	96%	3%	1%
11. Are there any regulations that are obsolete, vague or unduly restrictive? (See Note 2.)	12%	78%	10%
12. Has the Department provided adequate training to foster parents? (see Note 2.)	5%	50%	11%
13. Is there adequate communication between the Department and foster homes? (see Note 2.)	64%	33%	3%
14. Is there adequate contact with juveniles by:			
a. the responsible probation officer (Corrections)?	18%	3%	79%
b. the responsible social worker (Social Services)?	61%	22%	17%
15. Is there a difference in your willingness to accept juveniles found to be delinquent and those found to be children in need of aid? (see Note 2)	54%	29%	17%
16. Additional Comments.			(see Note 2)

Note 1

Licensed foster parents.	<u>560</u>
Questionnaires sent.	<u>154</u>
Questionnaires returned (sample).	<u>72</u>
Response Rate.	<u>47%</u>
Sample as percent of Population.	<u>13%</u>

Note 2

Following several of the yes/no questions, the respondent was asked to elaborate on the response by providing more specific information or indicating the reason for the response. Due to the wide range of information provided, we have not included a detailed list of those responses.

STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

DEPT. OF HEALTH AND SOCIAL SERVICES

OFFICE OF THE COMMISSIONER

POUCH H 01 - JUNEAU 99811

November 30, 1979

RECEIVED

DEC 5 1979

LEGISLATIVE
AUDIT

Gerald L. Wilkerson, CPA
Legislative Auditor
Division of Legislative Audit
Pouch W
Juneau, Alaska 99811

Dear Mr. Wilkerson:

The following comments respond to the Findings and Recommendations contained in your Preliminary Audit report on:

A Performance Review of the Department of Health and Social Services Juvenile Confinement Programs September 28, 1979.

Recommendation No. 1

The Department of Health and Social Services should combine all juvenile functions into a single juvenile services section within the Division of Social Services.

The Department recognizes the need to improve and coordinate the delivery of youth services and therefore we agree with your finding in concept. We question though whether a separate section within the Division of Social Services is the most appropriate approach to solving this problem. We are presently investigating another approach of combining the youth services from those two divisions into a new Division of Youth Services. Placing youth services on a divisional level will give those programs the emphasis that they deserve and allow for other services such as those in drug abuse, mental health, alcoholism, and public health, to be added at a later date, if the Department's investigation finds it advantageous.

Two major hurdles must be crossed before a new Division of Youth Services could be formed. First, the Division of Correction's Master Plan strongly recommended against a new combined Youth Services division for a number of reasons, including that the idea of combining non-delinquent and delinquent youths in the same programs may not be in the best interest of the children involved nor address the special needs of the children with serious behavioral problems who come in contact with the legal system.

Second, we, in dealing with the problem of coordinating juvenile services, must also respond to the problem of how to handle the remaining adult services in the Divisions of Corrections and Social Services as well as those adult services provided by the Office of Aging. The issue of combining aging services throughout state government is currently being addressed by a special interim legislative committee on services to the elderly. We are interested in receiving and responding to that committee's recommendation in our reorganization plan. We have been told such recommendations will be offered no later than early January.

In summary, the Department recognizes the need to coordinate youth services and already has formed a standing committee to look further into this issue. We intend to have a specific plan to implement this finding during the early part of the 1980 legislative session.

Recommendation No. 2

The Department of Health and Social Services should improve the management of juvenile cases.

The Department recognizes the need for the improvement of management of its juvenile cases. Several recommendations in the letter had, in fact, already been in the implementation stages at the time of the audit. For example:

Recommendation No. 2, A. Supervisory review of juvenile cases. Division of Social Services supervisors do review casework files, but it was only this past spring that those supervisors were directed to sign files, thus indicating review had taken place. We therefore expect the 47% figure to rise continuously until it reaches 100% within a year.

No. 2, B. Case file organization and completeness. The Division of Social Services has a case format which was instituted this summer. Staff open new cases under this format and review open cases on a time available basis. The new format is concise and materials are replaced appropriately.

No. 2, G. Evaluation of juveniles' progress. Beginning in August, 1979, payment of care for Division of Social Services' children placed in outside institutions will be dependent upon receipt of progress reports on individual children:

Overall the objectives and goals of this section of the audit letter coincide with those of the Department. A few comments though should be offered to clarify some of the issues raised in this section:

1. Travel funds in both divisions were cut for FY 80. Regional Supervisors are seriously restricted in their ability to do timely case reviews within their respective regions, if they do not have adequate travel funds for this purpose. (Recommendation 2, G.)

2. Although the auditors may not have found sufficient legal documentation in all cases in the files indicating the Department's custody as supervision, neither Division knows of any cases where it has provided services to juveniles which were not in legal custody of the Department or legally entitled to such services. We are making efforts at improving the case file documentation in such instances. (Recommendation 2, C)

The letter states that "with the addition of 19 new social workers in FY 80, it is much more important that supervision and management of juvenile cases be improved." While it is true that 19 new positions were provided, the money to pay for all of them was not. Therefore, some positions have had to be delayed being filled for several months, while a few cannot be filled at all this year. While we continue to stress better management, it should be emphasized that not all 19 positions were available for the full fiscal year as the letter implies and thus our efforts may be hampered toward this goal. (Recommendation 2. G.)

In conclusion, we wish to emphasize that due to tight budgetary constraints and limited staff, at times conscious tradeoffs were made to emphasize direct client services at the expense of a lower prioritization of certain administrative and paperwork duties. We recognize that this is not the ideal. We do believe that in terms of weighing of the results of these decisions that no client was adversely impacted and we were able to supply more direct client services during certain peak demand times that could have otherwise been able to be done if such a prioritization and emphasis of direct services had not been made.

Recommendation No. 3

The Department should ensure that child care facilities conform with state licensing standards.

The Department acknowledges the need to improve its monitoring and surveillance of child care facility licensing standards. The Department intends to improve its management efforts in this area, subject to available staff and travel funds.

The auditors note a key problem in the lack of review of rural facilities. Increasing frequency of rural reviews would require the Division of Social Services' staff to make more frequent site visitation to rural facilities. As the Legislature reduced field travel by more than 25% this fiscal year, such a recommendation may be difficult to implement at the present time. (Recommendation 3, B.)

The auditors noted that "in smaller regional offices the licensing specialist also carries a caseload. The primary responsibility of licensing specialist should be ensuring that facilities comply with licensing requirements. Casework should be assigned on to the extent licensing responsibilities are not hindered." In small regions, with small staff, duties have had to be shared. In most small regions these

positions are filled by a social worker, not a licensing specialist. The emphasis, therefore, is on direct casework, rather than regulation. We suggest, however, that this policy meets with legislative intent: it has not been demonstrated to the Department that the Legislature wishes to emphasize regulation of facilities, particularly if that would result in reduction of direct services.

Recommendation No. 4

The Department of Health and Social Services should increase efforts in reviewing child care facility programs.

The Department agrees that it should improve its management efforts in evaluating the resources and quality of treatment available at in-state and out-of-state facilities.

Efforts have been made, within allocated budgets, to address this need. A departmental committee is in the process of developing an audit manual for use in the review of private juvenile institutions. At the conclusion of this committee's activities, a uniform Department review process will be implemented.

Recommendation No. 5

The Department should develop expenditure policies and controls which afford juveniles the best treatment and care within budgetary limitations.

The Division of Corrections has undertaken an intensive study of treatment and care placements in various facilities. Through the use of the juvenile offender tracking system, the division will attempt to evaluate treatment models which are objectively more successful. The resultant data will enable us to place our wards in the most appropriate facility.

We must note that there is a lack of consensus among correctional authorities regarding the effectiveness of treatment modes. Judgements are made largely upon the subjective opinions of experienced caseworkers. However successful our attempts at objective evaluation, subjective factors will continue to be a significant factor in this area.

Recommendation No. 6

The Department of Health and Social Services should increase efforts in developing alternatives to institutionalization.

The Division supports and recognizes the need for the development of alternative juvenile placements. The effectiveness of the incumbent Alternative Care Coordinator has been limited by the insufficient funding for three positions requested in FY 80 (regional development of alternative care placements) and funding for support activities. A CJPA grant now being administered by the division has shown positive results in the development of alternative juvenile placements. Efforts to expand this program will continue.

Recommendation No. 8

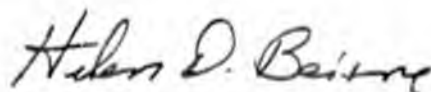
The Department of Health & Social Services should improve the auditing of child care facilities in order to determine actual cost of care rates.

The Audit Unit has been transferred to the Administrative Services Division under the direct supervision of the Department Finance Officer. The auditing schedule is in the process of being improved and expanded.

The Department proposal for an allowable cost system will be the subject of public hearings this fall. Continued improvement of the audit system is expected to provide complete and accurate data which will facilitate the calculation of the cost of care rates.

In conclusion, the Department, in general, concurs with the findings of the audit. We appreciate the time and efforts expended by your staff. We shall continue to follow up, as much as time and money allow, on all recommendations.

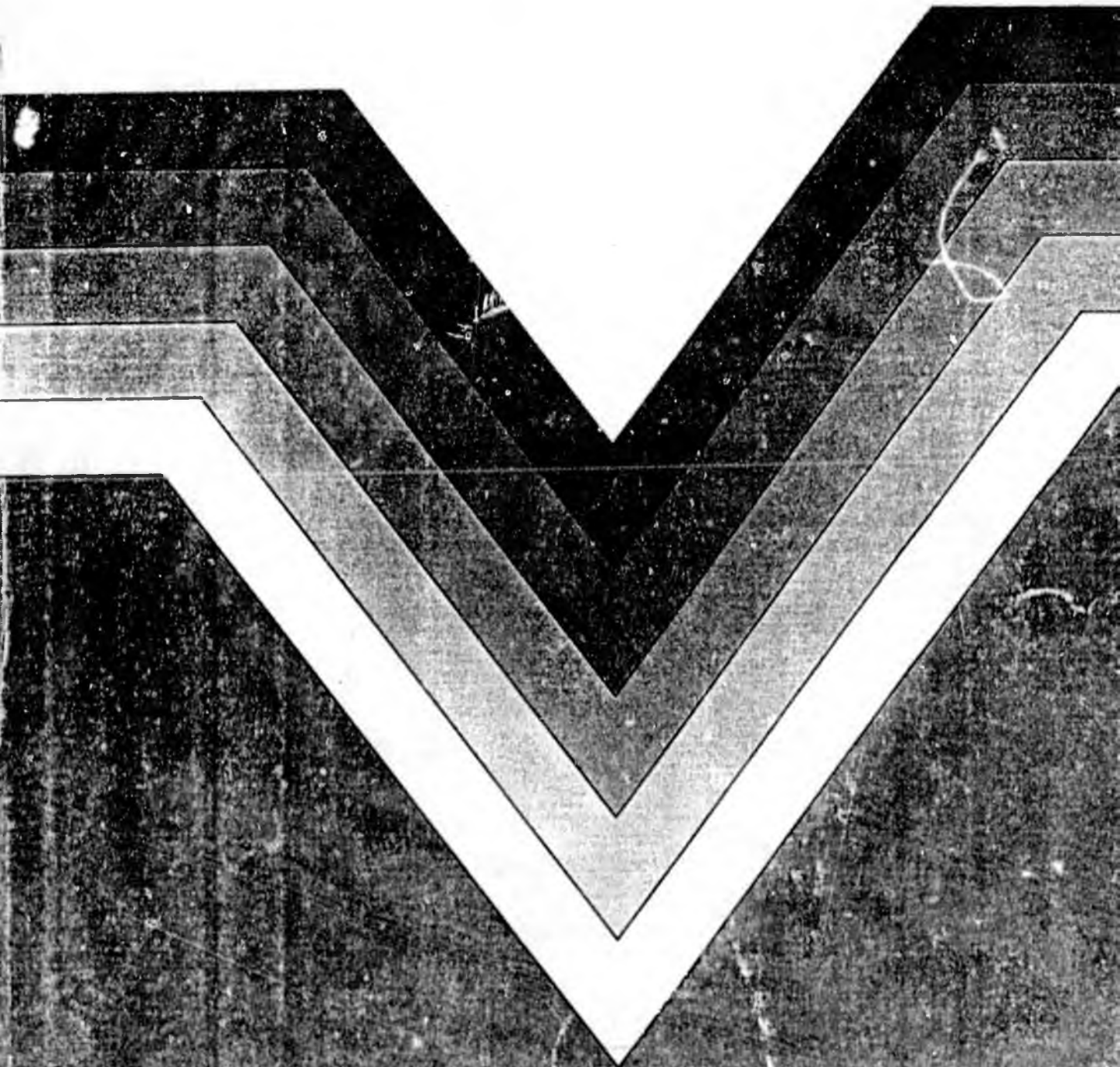
Sincerely,



Helen D. Beirne
Commissioner
Department of Health & Social Services

Corrections

Walt Jones



Chapter 6

Classification of Offenders

Theoretically, classification is a process for determining the needs and requirements of those for whom correction has been ordered and for assigning them to programs according to their needs and the existing resources. Classification is conceptualized as a system or process by which a correctional agency, unit, or component determines differential care and handling of offenders. To date, however, there has been considerable confusion about classification systems in corrections.

One of the basic problems experienced by corrections in adopting the concept of classification as a useful correctional tool is that too often the purpose which a classification system might serve has not been specified.

Most correctional classification schemes in use today are referred to as classification systems for treatment purposes, but even a cursory analysis of these schemes and the ways in which they are used reveals that they would more properly be called classification systems for management purposes. This judgment does not imply that classification for management purposes is undesirable. In fact, that may be the only useful system today, given the current state of knowledge about crime and offenders. It is important, however, that corrections begin to acknowledge the bases and purposes of classification systems that are in use.

There is another problem with trying to answer the question: Classification for what? While it is often conceded that no generally valid and useful system of classification for treatment now exists, there seems to be broad agreement within the corrections field on the desirability of finding such a system. It is also pointed out that a number of serious and dedicated social science researchers have been working for years on developing "treatment-relevant typologies" of offenders, and there is a possibility that they will reach a consensus on the basic components of a classification system and types of offenders fairly soon. It is one of the ironies of progress that just as the development of "treatment-relevant typologies" at last appears likely, there is growing disenchantment with the entire concept of the treatment model.

DEVELOPMENT OF CLASSIFICATION

Classification may be said to have developed in response to demands for the reform of corrections that began to be heard in England in the mid-16th century. Blasphemy, gambling, drunkenness, lewdness of officers and keepers, and their cooperation in supporting prisoners' vices were reported as commonplace in the jails and prisons. To overcome these practices, committees from time to time rec-

ommended that neophytes should be separated from hardened offenders, and that prisoners should be separated by sex, age, and type of offense. Crude as it was, this was the beginning of classification.¹

Both elements of the prison reform movement—Christianity, especially the Quakers, and Utilitarianism under the leadership of Bentham and others—were interested primarily in abolishing the more brutal methods of correcting prisoners. Their interest led also to the introduction of methods of classifying offenders.

The first practical efforts toward classification were based less on theoretical concepts regarding the cause of crime and possible ways to correct it than on the practical necessity of managing people. The early classification schemes did, in fact, eliminate many abuses of the Bedlam type of institution that preceded the modern prison. But like most innovations, this solution itself generated problems.²

Segregation as Classification

Traditionally, administrators of correctional agencies have taken the position that men and women and youths should be separated from each other. The "Standard Minimum Rules for the Treatment of Prisoners" adopted by the First United Nations Congress on the Prevention of Crime and Treatment of Offenders, August 30, 1955, provides an example of an allocation scheme that is characteristic of what is normally accepted as classification.

Separation of Categories. The different categories of prisoners shall be kept in separate institutions or parts of the institution, taking account of their sex, age, criminal record, the legal reasons for their detention, and the necessities of their treatment. Thus, (a) men and women shall so far as possible be detained in separate institutions. In an institution which receives both men and women, the whole of the premises allocated to women shall be entirely separate; (b) untried prisoners shall be kept separate from convicted prisoners; (c) persons imprisoned for debt and other civil prisoners shall be kept separate from persons imprisoned by reason of criminal offense; (d) young prisoners shall be kept separate from adults.³

Specialization not Classification

One of the obvious trends in the history of American jails and prisons was the development of specialization as various groups of prisoners were withdrawn from the first penal institution, the jail,

¹ Edwin H. Sutherland and Donald R. Cressey, *Principles of Criminology*, 6th ed. (Lippincott, 1960), p. 327.

² John P. Conrad, *Crime and Its Correction* (Berkeley: University of California Press, 1965), p. 17.

³ United Nations Department of Economic and Social Affairs, *Standard Minimum Rules for the Treatment of Prisoners and Related Recommendations* (New York: UN, 1958).

for incarceration in specialized institutions. Vagrants were placed in houses of correction. State institutions, under various names, were established for juvenile delinquents, insane offenders, young adults, women, Negroes, defective delinquents, misdemeanants, the sick, and others labeled as criminals.

In development of the specialized institution, the criteria for selecting inmates have included political status, seriousness of the crime, age, race, sex, and the offender's mental or physical condition. Supporters of specialization were motivated mainly by two principles: prevention of contamination of one type of offender by another; and adaptation of work methods and facilities to the characteristics of special offender groups.

Although the trend toward specialization may be desirable, the principle cannot go unquestioned because the most prevalent example is assignment of offenders on the basis of the seriousness of their offense rather than the availability of programs or their individual needs. State institutions generally care for felons, county and municipal institutions for misdemeanants. This differentiation is far from satisfactory, for current knowledge dictates that offense is not a suitable index of an offender's character, dangerousness, or needs.

Rise of the Treatment Model

The adoption of the treatment model in corrections has been trenchantly described in *Struggle for Justice*, prepared for the American Friends Service Committee:

... the concept of reformation as something achieved through penitence or the acquisition of working skills and habits has been de-emphasized because of developments in social and behavioral science. Varying scientific or pseudo-scientific approaches to crime, although in conflict with one another and unconfirmed by hard scientific data, view criminals as distinct biological, psychological, or social-cultural types.

Such theories all share a more or less deterministic premise holding that man's behavior is caused by social or psychological forces located outside his consciousness and therefore beyond his control. Rehabilitation, therefore, is deemed to require expert help so as to provide the inmate with the understanding and guidance that it is assumed he cannot achieve on his own.

The individualized treatment model, the outcome of this historical process, has for nearly a century been the ideological spring from which almost all actual and proposed reform in criminal justice has been derived. . . . Like other conceptions that become so entrenched that they slip imperceptibly into dogma, the treatment model has been assumed rather than analyzed, preached rather than evaluated.⁴

⁴ *Struggle for Justice*, A Report on Crime and Punishment in America prepared for the American Friends Service Committee (Hill and Wang, 1971), pp. 36-37.

Adoption of the treatment model has had major implications for correctional operations. As it gained prominence, the stated purpose of classification moved from segregation of various categories of offenders from each other to that of implementing different rehabilitative strategies. Under the new model, prisoners are received in the correctional system, diagnosed, classified, and assigned to treatment based on their classification.

In the process of trying to implement this model, correctional systems turned to the social work profession for assistance and introduced the caseworker into the penal situation to diagnose and treat the offender. This attempt to incorporate casework theory into penal institutions has been warped, however, by a failure to absorb two of the most basic tenets of social work. The first of these is that, for casework to be effective, the individual must perceive that he has a problem and be motivated to seek help; this is the principle of voluntarism. The second is that the goals of the casework process must be established by the client; this is the principle of self-determination. In its zeal to "help" those in charge, corrections made the assumption that all offenders are "sick" and that all can thus benefit from casework services. With this assumption apparently came the belief that the two basic social work principles could be ignored. The result has been a treatment system in which virtually all offenders are forced to accept "help" (or at least subjected to classification for treatment as if they were going to get help) and in which the goals of that help are set by correctional staff.

Although faced with an enormous and growing body of evidence of its ineffectiveness, corrections has refused to reexamine this mode of operation. Instead it has continuously complained about the ungratefulness and recalcitrance of its clients who refuse to change while so many generous attempts are being made to change them.

Current treatment concepts in penal settings put the offender in a "Catch 22" situation. In order to use them as a foundation for practice, it is necessary to assume that all offenders are sick. That is, "We know you're sick. If you deny that you're sick, you're really sick. But if you acknowledge that you're sick, then you really must be sick or you wouldn't admit it."

The fact that there is so little knowledge about causes of criminal behavior and how to eliminate it means that systems of forced treatment based on that small amount of knowledge will necessarily be extremely subject to abuse. Furthermore, since the overriding goal of institutions remains that of maintaining order and control, it is not surprising that in large measure classification schemes are

based on this objective and are used to the extent that they coincide with it.

For the offender, on the other hand, the main goal is release. Thus his secondary objective becomes that of trying to figure out what he is supposed to do to obtain release and then do it, or appear to do it. Most get bogged down on the first part; that is, trying to figure out what they are supposed to do. Given the fact that the offender is classified and assigned on the basis of subjective judgments by the treatment staff and that their judgments tend to shift as it is administratively convenient to do so, the individual can feel no confidence that whatever course of behavior he may try to follow will in any way help him to reach his goal. Furthermore, he is likely to be judged less on his behavior than on his "attitude," his demeanor, his degree of "contrition," his "desire to change," or some other subjective factor.

In addition, "diagnosis" and "treatment" concepts tend to lead staff to focus on intrapsychic problems when most offenders' crimes are probably at least equally related to such environmental factors as poverty and lack of education or other opportunity. And when the problem actually is mainly internal and psychological, correctional institutions are seldom an effective place to deal with it.

Originally hailed as a major revolution in the field, adoption of the treatment model in corrections has undoubtedly had positive impact in moving the system from one in which virtually no individualization occurred to one in which some attempt is made to account for individual differences. However, corrections has failed so miserably to improve its use and understanding of such tools as classification and advanced social work theory that their mode of application today is increasingly being recognized as counterproductive.

SOME CLASSIFICATION PROBLEMS

Running a Smooth Ship

It is around the problem of agency and personnel convenience, or "running a smooth ship," that a classification system supposedly geared to offenders' needs runs headlong into preoccupation with administrative order and convenience. Organizationally, it is difficult for correctional programs responsible for offering services to many persons to individualize services for a specialized few. In public education, this problem frequently is expressed by the classroom teacher, who says he cannot deal with the disturbing or distracting child because he upsets the routine designed to accommodate the other 29 students in the classroom.

Traditionally, security and custody have been primary concerns in establishing the direction of a correctional program. In recent years, development of greater skills and availability of more sophisticated information about offenders have made it possible to view security requirements from a new perspective, but much more progress is needed if successful reintegration of offenders into the community is to be a realistic goal.

A classification system or scheme cannot be adapted to an organization until the agency has spelled out its goals realistically and in a language clearly understood by offenders and staff. Within the framework established by these goals, a classification system can be devised to select those persons whose needs can be met within the agency's goals. Each agency then can tailor its programs to support the goals.

Involving the Offender

Offenders should be involved in assessing their own problems and needs and in selecting programs to resolve them. Almost without exception, classification systems exclude the offender himself from their operations. He is an object, subject, or ward; seldom is he given an opportunity to participate in assessing the problems he presents to himself and others. His conception of the classification process imposed on him greatly affects results of programs offered him. Whether or not correctional agencies see themselves as offering meaningful opportunities for offenders, the latter often view such opportunities as further actions of a vengeful society.

Even superficial analysis of most current classification programs in correctional services would indicate that decisions regarding offenders' needs are made on the basis of court policy, agency policy, and management convenience. So much emphasis is placed on the attitude of the committing court, the public relations of the agency, bedspace requirements, and release quotas that correctional staff seldom involve the offender in determining what might meet his needs for growth and development. These practices completely frustrate and nullify the purposes of classification and turn the entire process into an exercise concerned with form rather than substance.

Discriminatory Decisions

Discriminatory program decisions are made on the basis of ethnic background, offense pattern, and staff reactions to the offender's personality quirks. These discriminatory practices, planned or not, tend

to be inimical to effective classification systems that would organize resources around the offender's needs and not around the needs of the agency's administrative structure or its employees.

A thorough analysis should be made of those factors that influence decisions affecting the offender. Subjective and irrational influences must be eliminated where possible. If subjectivism is the only available basis for action at the moment, it should be recognized and research initiated to replace ignorance with knowledge.

Difficulties in Application

One of the difficulties with classification is that, even after agency goals have been clearly established and commitment has been made to a specific classification program, there continues to be a wide range of latitude for response to overall decisions by agency personnel. Because of this latitude the classification process frequently breaks down.

Correctional staff by necessity are concerned with making judgments as to appropriate levels of custody, needs for education or vocational training, suitability for counseling, and readiness for parole. In making these judgments, the staff plan the offender's education or training program on the basis of academic achievement scores, vocational preference inventories, and other devices that really provide little information on how to change an offender into a nonoffender. Security classification decisions are made on the basis of escape records, coupled with an appraisal of the seriousness of the commitment offense, even though this information never has been proved a reliable indicator of the inmate's custody requirements or potential for future violence.

Amenability to a counseling program is determined by the availability of the program, the offender's willingness to participate, and the counselor's willingness to make his services available. In practice, it has been demonstrated that certain forms of counseling are of little value to some inmates and actually detrimental to others.

Need for Comprehensive System

A major difficulty with present classification procedures is the need for lengthy interviews with each subject. It is extremely difficult to impart to staff the degree of knowledge needed to make reliable evaluations and program plans. Needs for staff training have taxed the capacity of correctional agencies. Additionally, many classification decisions at reception centers have not proved accurate or

consistent from one center to another. Persons wishing to use a given classification system in another geographical area experience difficulty in arriving at meaningful program plans from interviews. Consequently, many correctional administrators and researchers are seeking ways to standardize and computerize the classification approach.

A uniformly applied classification system can lead to more effective management, assignment, and programming decisions. It can add precision to evaluative research in the corrections field. Current evidence indicates that the most efficient ways to combine data for making classification decisions and for predicting problems are based on actuarial or mechanical (computer-based) methods combined with sequential classification rules.⁵

Corrections personnel from necessity have become interested in the possibility of dealing with programs and persons simultaneously; that is, utilizing a classification system that would make it possible to match subjects and programs. Experience suggests that when such differential programming is inaugurated, the overall success rate achieved by offenders may be increased, particularly when the offender is included in determining the direction and extent of his own program.

Ultimately, the full utilization of classification systems requires a better application of technology. For too long, the correctional system has maintained an archaic system of keeping offenders' records. This traditional paper system provides relatively little useful information on the offender but a great deal of information about the prejudices and perceptions of correctional workers. Effective utilization of objective data, made more usable by modern electronic data processing, could substantially move the art of classification to its next level, wherein the primitive art form is converted into a rudimentary science.

In considering the significance of classification systems, it is important to recognize that the process begins in the community and that judges, probation officials, and intake workers of voluntary social agencies make decisions important to classification every day. In most cases, these decisions are made on the basis of subjective data, formulated within a framework that has little consistency with or meaning to the total correctional system. Any classification system must consider influences and input from the entire justice system and not just a single component such as corrections.

A basic problem with classification procedures today is that usually they are not conducted until

after an individual's basic dispositional and program assignments have been made. Persons assigned to an institution are classified among themselves; persons assigned to probation are classified among themselves, etc. Thus one of the most productive and relevant opportunities for use of a classification system has already been bypassed. For classification to have any real meaning, it should take place before the offender's commitment to a formal correctional agency.⁶

It is imperative that classification systems be developed for the whole of the correctional system. Classification systems that operate effectively at the community level will help select those offenders whose needs can be met best through specific programs in the community setting. They will allow only those who need 24-hour control to pass on to correctional institutions.

CONTRIBUTIONS OF CLASSIFICATION

Classification systems can be useful in a number of ways. Foremost is the requirement that the agency or program adopting a classification scheme conceptualize the problem with which it is dealing in terms of the complex issues it presents. Simple solutions are no longer acceptable. The act of conceptualizing, by its very nature, forces the development of a language and a system by which problems are approached. In effect, it should render rational that which otherwise is a random operation.

Another advantage is that classification can make handling large numbers of offenders more efficient through a grouping process based on needs and problems. From an administrative standpoint, classification systems can provide for more orderly processing and handling of individuals. From a financial standpoint, classification schemes can enable administrators to make more efficient use of limited resources and to avoid providing resources for offenders who do not require them. From a research standpoint, they can permit comparative studies.

One of the basic characteristics of an effective classification system is its potential usefulness as a communications device. No part of the correctional system is an end in itself. The goal of developing a continuum of assistance, care, and supervision cannot be accomplished until the various parts of the system are able to communicate intelligently. This statement is true within segments of an institution or parole operation. It is equally

⁵ Carl F. Jesness, *Development of a Sequential I-Level Classification (Project SEQUIL)* (Sacramento: California Youth Authority, 1970).

⁶ Allen F. Breed, "The Significance of Classification Procedures to the Field of Corrections," unpublished consultant's paper prepared for the President's Commission on Law Enforcement and Administration of Justice, 1967.

true of communication between probation departments and courts, courts and State correctional agencies, and correctional agencies and private organizations that have resources to meet offenders' needs outside the criminal justice system.

Classification affords administrators a system for bringing order to a series of multiple and often unrelated activities. When used properly, it can help overcome a tendency for various elements of the correctional bureaucracy to operate in a vacuum with little effort to unite independent but complementary components.

Organizationally, the classification system can be used to link administration, staff, and offender with a program providing planned experiences for the offender. These experiences must reinforce each other to move the client toward a planned program objective. This feat is not possible unless there is a basic theoretical plan that can be translated into program strategies and communicated in language common to all persons involved with the offender.

Essentially, classification should insure a more effective pooling of relevant knowledge about the offender and the development of a more efficient method by which all important decisions and activities affecting him may be coordinated.⁷ Ideally, it should provide offenders with a means for changing themselves rather than subjecting them under coercion to so-called "treatment."

An ideal correctional system would match offender types successfully with program types. Society must be protected against incorrigible offenders, but it should not aggravate the problem by locking up those who would do better in the community. A need to isolate offender types works both ways. An effective classification process would identify offenders who must be kept out of community programs, as well as those who should be kept in them. It would acknowledge that a screening process is sufficient for the decisions needed for most offenders and that classification as theoretically conceived is needed only for a comparative few.

CLASSIFICATION FOR MANAGEMENT PURPOSES

Classification systems useful solely for management purposes are distinguishable from those designated as useful for treatment. The term "management" means effective control of offenders to avoid further law violations while the agency is responsible. In contrast to management, the term "treatment" refers to attempts to change the individual offender or aspects of his environment to assure

⁷ Breed, "The Significance of Classification Procedures."

long-term lawful behavior, beyond the period of direct agency responsibility. Most if not all classification schemes in use today are geared in actual practice chiefly to assessing risk and facilitating the management of offenders.

In a community setting, management primarily involves control of offenders to prevent further law violations while protecting society and the offender. This protection means, for example, that high surveillance should be employed only for those who require it to prevent further offenses, low surveillance for those who represent little or no threat to others. All these management decisions require an implicit or explicit classification system. The difficulty with an implicit classification system, of course, is that it offers no way of checking the system's accuracy. There is no built-in self-correcting process.

Prior probability (base expectancy) approaches are examples of classification systems useful for management purposes. Decisions on whether groups of offenders are to be handled in the community or in an institutional setting can be made most rationally by considering, among other things, the risk of further violation. Surveillance level on probation or parole and related aspects of caseload may be determined in part by knowledge of violation probability. Prior probability classification systems may be used not only as an aid to administrative decisionmaking but also as a check on whether or not management decisions have a desired effect.⁸

A number of studies using this approach in conjunction with psychiatrically oriented classification systems have implications for selection of settings in which various offender subgroups can be handled best. The Borstal studies described by Simon and the Highfields study⁹ are examples of research testing the differential response of selected offenders exposed to different correctional settings.

Courts, like other components of the justice system, are reluctant to depend on assessment devices that may suggest action contrary to their own experiences and beliefs. Judges, like parole boards, correctional administrators, and caseworkers, continue to base decisions on hunch, prejudice, and personal belief rather than fact or the need of the offender.

Understandably, criminal justice workers need to be reassured that classification devices are reliable before they are willing to stake part of their success or professional status on how such devices work. Base expectancy (a probable success pre-

⁸ Francis H. Simon, *Prediction Methods in Criminology, Including a Prediction Study of Young Men on Probation* (London: H.M. Stationery Office, 1971.)

⁹ H. Ashley Weeks, *Youthful Offenders at Highfields* (Ann Arbor: University of Michigan Press, 1963).

diction device) is a classic example of increased mechanical efficiency for large numbers but has only marginal reliability for individual prediction.

The case management system (RAPS) used by the Federal Bureau of Prisons is a modified operational version of this classification approach, although not a prior probability approach in the pure sense.¹⁰ RAPS was initiated several years ago in an effort to develop a descriptive method of classifying inmates in order to allocate resources rationally. Need assessment now is based on four coded elements. "R" is for rating and represents the professional opinion of staff; "A" refers to the age of the offender; "P" refers to the number of prior commitments; and "S" to the nature of the sentence.

Originally, offenders were placed in categories labeled "intensive," "selective," or "minimal," according to staff judgment of the likelihood of change. The bases for these judgments were subjective and, predictably, there was considerable variation in decisions.

The three categories used early in the RAPS program have been replaced by Categories I, II, and III. Category I denotes the greatest expenditure of resources above the essential level; Category II denotes some expenditure above the essential level; and Category III denotes expenditures at the essential level. The revised system is designated to allocate available resources among offenders on the basis of objective assessment of relative need.

The bureau is developing a computer application using objective criteria for determining offender categories. Need assessment is based on the RAPS elements. Each element is given a numerical rating, and the ratings of the four elements are combined to give a code that determines the appropriate classification for each offender and the extent to which available resources will be used for him.

The RAPS system is in the process of evolutionary development. Evaluation of its ultimate value as a correctional classification tool and means of allocating resources will require further testing and experimentation. RAPS is an example of a classification system elaborately designed for the management of offenders rather than for attempting to relate the causes of crime to treatment methods and resources.

Several of the social perception and interaction classification systems have been used in making management recommendations or decisions. Gibbons bases his typologies of juvenile and adult offenders on patterns of social roles as defined by offense, behavior, criminal career, and self-concept or attitude.

Using Warren's interpersonal maturity classification system for juveniles, Jesness conducted a study in which inmates of a boys' training school were assigned living units on the basis of delinquent subtype. An attempt was made to develop and describe the management techniques most useful in dealing with each subtype. Warren and the staff of the Community Treatment Project have developed a treatment model defining nine delinquent subtypes and prescribing both differential management and treatment techniques for various subtypes in the community.¹¹

Classification for Risk

It is stated elsewhere in this report and in many other documents on corrections that perhaps the greatest contribution to corrections today would be development of a scheme or system that would effectively differentiate among offenders as to their risk of recidivism or their potential dangerousness to others. It is argued that such a scheme, applied at the time of sentencing, would greatly increase sentencing effectiveness, cost-effectiveness of correctional programs, and safety of the community.

Although this theory is basically sound, it presents a number of problems. Not the least of these is that sentencing decisions are not made solely on the basis of risk or a desire to protect others. Society also expects the courts to maintain individual liberties, satisfy a common notion of justice in the sense of equal and consistent treatment, maintain an image as "fair" institutions, maintain the declarative and condemnatory functions of the criminal law, seek a deterrent effect, and operate in ways that are reasonably cost-effective. Many of these goals are by no means fully consistent with the goals of protecting society and reducing recidivism. The dilemma created by these conflicting goals of the criminal sanctioning system has been well described in a recent article by *Levin*.

... from what we know about the type of offenders who are most likely to fall into the recidivating group, one clearly could derive the following policy to reduce recidivism: *Incarcerate for the longest terms the youngest offenders, especially if they are black or have a narcotics history.* But such a policy, however effective it might be in reducing recidivism, is obviously unacceptable if the court is to remain in our eyes a fair and nondiscriminatory institution which exercises a due regard for equality and individual liberties. Conversely, the same findings of social science with regard to reducing recidivism would dic-

¹¹ Marguerite Q. Warren, *Interpersonal Maturity Level Classification: Juvenile Diagnosis and Treatment of Low, Middle, and High Maturity Delinquents* (Sacramento: California Youth Authority, 1966).

¹⁰ U.S. Bureau of Prisons, Policy Statement, Dec. 16, 1969.

tate that judges *incarcerate for the shortest terms possible under the law whites over 40 who have committed murder or sex crimes!* These groups have extremely low recidivism rates, and such a policy would also save the state money in incarceration costs. But there is little doubt that most people would consider such a policy wrong—both because it discriminates against the young and the black and because it does not sufficiently express society's disapproval of such grave crimes as murder or rape.¹³

Thus, society is faced with a number of crucial social policy determinations. Given the facts stated above, a common response is to declare that the public policy must be to continue to incarcerate large numbers of offenders for purposes of punishment, retribution, deterrence, or condemnation, even though they do not present a high risk to the safety of others.

There are other alternatives that can be entertained, however. If current sanctions in use other than imprisonment do not serve to deter or punish adequately, then new sanctions should be explored. Just as society devised use of imprisonment as a response to the ineffectiveness and brutality of cutting off the hands and feet of offenders, so other forms of sanction can be tried. Particularly in view of the fact that imprisonment appears to serve fully only one of the above listed purposes—punishment—surely more effective and less brutal alternatives can be found. An institutionalized response to crime is a necessity; incarceration is not.

This may be a major challenge to classification in the future—to find alternatives to incarceration for various types of offenders which will better serve to punish, to deter, to express disapproval, or to reduce the probability of recidivism.

CLASSIFICATION STUDIES INCREASE KNOWLEDGE

Offender typologies are an important basis for integrating and increasing knowledge in the corrections field. Currently, there is considerable interest in the possibility of systematically developing differential programming for various offender types.

The "treatment-relevant typologies" being investigated in the correctional world vary considerably in complexity. At the middle range of complexity are offender groupings based on causes of criminality and on attitude assessment. The British Home Office has been attempting to develop a typology based on the nature of offenders' problems. Probation officers have identified such problems in terms of personal inadequacies, psychological disturbance, or social stress. The study seeks to deter-

¹³ Martin A. Levin, "Crime and Punishment and Social Science," *The Public Interest*, 27 (Spring 1972).

mine how each type of problem interacts with the others, with the "treatment" given, and with the probability of reconviction.¹³

O. S. Belle of Manitoba Penitentiary, Canada, is studying prosocial and antisocial inmates.¹⁴ Several studies have been conducted utilizing the Schrag model, which includes grouping inmates into prosocial, antisocial, asocial, and pseudosocial types on the basis of their attitudes toward others. A number of studies have used the Quay classification of juvenile offenders into psychopathic, neurotic, subcultural, and immature-inadequate categories.

McCord, McCord, and Zola proposed six different treatment plans for six different offense types.¹⁵ Gibbons suggested differential treatment methods for a variety of subtypes defined by their social role.¹⁶ Freeman, Hildebrand, and Ayre describe a typology with corollary treatment techniques.¹⁷ The underlying dimension of this classification scheme is a continuum of levels of emotional maturity or ego autonomy.

MacGregor develops a typology of family patterns that sets forth propositions by which families may be classified for treatment planning.¹⁸ Hunt and Hardt relate developmental state to delinquent behavior and delinquency orientation.¹⁹ The authors have made some specific speculations on the implications of their theoretical models for specific differential treatments for delinquents.

The work of Warren and her associates in the California Youth Authority's Community Treatment Project is based on the theory of levels of interpersonal maturity,²⁰ a formulation describing a sequence of personality integrations in normal childhood development. This classification system focuses on ways in which the individual is able to perceive himself and the world and understand what is happening among others, as well as between himself and others. The theory identifies seven successive stages

¹⁴ Home Office Research and Statistics Department, *Summary of Research* (London: H.M. Stationery Office, 1969).

¹⁵ Described in Marguerite Q. Warren, *Correctional Treatment in Community Settings: A Report of Current Research*, paper prepared for the Sixth International Congress on Criminology, 1970.

¹⁶ William McCord, Joan McCord, and Irving K. Zola, *Origins of Crime* (Columbia University Press, 1959).

¹⁷ Don C. Gibbons, *Changing the Lawbreaker: The Treatment of Delinquents and Criminals* (Prentice-Hall, 1965), p. 39.

¹⁸ Freeman et al., "A Classification System That Prescribes Treatment," *Social Casework*, 46 (1965), 423-429.

¹⁹ R. MacGregor, "Developmental Considerations in Psychotherapy with Children and Youth," paper presented at the annual conference of the American Psychological Association, 1962.

²⁰ David E. Hunt and Robert H. Hardt, "Developmental Stage, Delinquency, and Differential Treatment," *Journal of Research in Crime and Delinquency*, 2 (1965), 20-31.

²¹ Warren, *Interpersonal Maturity Level Classification*.

of interpersonal maturity, characterized in terms of social and psychological development, ranging from the interpersonal reactions of a newborn infant to an ideal social maturity level.

There is no single obvious or proved way to classify offenders. The decisions to sort out deviance by means of Variable X rather than Variable Y can be made only in terms of some logic or rationale, some argument in defense of a particular choice of variables. It is not possible to be certain in advance of research that a particular system is causally significant. This aspect of classification or typology justifies the use of the term "calculated risk." It is out of this kind of risk-taking by social scientists, theoreticians, practitioners, and correctional administrators that knowledge and skill advance. Eventually a classification scheme should be developed that would seek to explain the cause (or, more likely, causes) of an individual crime while hypothesizing programs that will reduce the potential for further illegal behavior by the offender.

Current research in offender classification is severely limited and inadequate, but it provides evidence of the priority assigned to identifying "treatment-relevant" subgroups in heterogeneous offender populations. Only by some form of grouping is it possible to interpret research findings and test the efficacy of correctional practice. From a theoretical and management standpoint, a desirable classification system would be one that permits an organization to provide planned, specified programs for different types of offenders in ways that allow for program evaluation.

Theoreticians, practitioners, and researchers are constantly seeking some meaningful grouping of offenders into categories to offer (1) a step in the direction of an explanatory theory with a resulting aid to prediction that follows from understanding, (2) implications for efficient management, (3) effective differential programming strategies, and (4) greater precision for maximally effective research.³¹

CLASSIFICATION AND THE COMMUNITY

The determination of action needed to deal with a given offender's antisocial acts varies widely among communities throughout the United States. The decisionmaking process that brings people into the correctional system often is based on divergent attitudes and philosophies, not only of the community's power structure but also of the community itself. All agencies tend to select or reject certain people or problems. The operational policy of each agency in the correctional continuum becomes in effect a con-

³¹Watten, *Correctional Treatment in Community Settings*.

tributing part of the basic correctional classification system.

Each community, through the creation of certain social agencies and the exclusion of others, defines for itself the offender types it is willing to sustain. The degree to which the community will provide care and services for its offender population fluctuates with its basic values, understanding of the problems, and leadership. Over the years, correctional programming has undergone radical changes in emphasis and direction that can be related directly to society's awareness and understanding of the offender's needs. Any change of policy or attitudes toward offenders or development of new programs by a community will alter population projections for correctional institutions, change the normal flow in and out, and modify the types of clients that must be served.

For correctional programs to be advanced, some concerns of the citizenry, the courts, and the political body, as well as those of correctional agencies must be satisfied. Persons in the criminal justice system must undertake massive public orientation and education programs concerning offenders' needs. They must contribute to the refinement of existing selection instruments that help keep offenders in the community unless they are specifically found to represent a serious threat to others.

Many of the issues discussed depend more on program development, attitudinal change, and financial readjustment than on refinement of selection instruments for assessment. Just as staff and administration must understand and accept the logic of a classification system, so too must the public be willing to support the purposes of the agency using the system. Both moral and financial support of the public are required to carry out any comprehensive classification system successfully.

CURRENT CLASSIFICATION PROCEDURES

Classification procedures generally are carried out through one of four organizational arrangements: classification units within an existing institution; classification committees; reception-diagnosis centers; and community classification teams.

Classification within an Existing Institution

The first organizational alternative involves classification clinics or reception units in the institutions to which offenders are committed. In the State systems using this arrangement, there are certain minimum requirements for "diagnosis," orientation, and protec-

tion from contagion through quarantine,²² although the necessity of the latter is being increasingly questioned.

The reception unit is primarily a diagnostic section, administered by professional personnel whose functions are to make diagnostic studies and treatment recommendations. For this process to be of value and utility, it is considered essential that upon admission there be thorough study of offenders by competent staff; differentiation based on methods enhancing utilization of available programs; treatment based on careful study of individual inmates; an effective orientation program for all inmates; and, finally, development of systematic research to explain criminal behavior and determine appropriate treatment programs.

The classification unit system suffers from a number of defects that virtually deprive it of usefulness. Reports typically are submitted to administrative authorities, who may or may not follow the recommendations. Even when high-quality diagnostic work is produced, the results may not be applied, because diagnosis has not been linked directly or operationally with available programs. The system also becomes the victim of institutionalization. Procedures usually are rigid. Too many inmates are kept too long in the reception unit and process. The procedures take on the character of an assembly line, with little selectivity in adapting the process to the individual inmate. Invariably the research component is completely lacking, and there is no check on whether the process really is fulfilling its purpose.

The Classification Committee

The second organizational arrangement is the institutional classification committee, which studies individual case records and collectively makes judgments as to the disposition of inmates in the institution. Professional personnel on the classification committee help develop the diagnostic evaluation and have a direct responsibility for translating this material into recommendations for inmate programs.²³

Although the committee's composition may vary, it generally consists of individuals whose knowledge and skills are relevant to the offender's particular problem. It may include social workers or sociologists, the supervisor of education, a vocational supervisor, a recreational supervisor, a chaplain, a medi-

²² American Prison Association, Committee on Classification Case and Case Work, *Handbook on Classification in Correctional Institutions* (New York: American Correctional Association, 1964.)

²³ Elliot Studt, Sheldon Messinger, and Thomas P. Wilson, *C-Unit: Search for Community in Prison* (New York: Russell Sage Foundation, 1968).

cal officer, a psychiatrist, or others. The committee determines inmate security ratings, assigns individuals to educational and vocational training programs, and decides where they will work in the institution.

Like other classification systems in use, the committee procedure becomes institutionalized, and decisions are made with little more consideration than the old deputy warden or yard captain used to give them when he alone had full authority over these matters. Since the classification committee processes all inmates, it works under the pressure of limited time and is necessarily restricted in its discussion of issues and interactions with individual inmates. The committee members are departmental representatives of administrative divisions and seldom know the inmate whose case is under consideration. Therefore, their decisions are based primarily on information in case records.

The demands of time, program routine, and workload—and the institutionalization of personnel themselves—prevent effective performance of service. The result is that a large number of ranking institutional personnel are tied up in a process that accomplishes very little in effective programming for the individual inmate, although the system in its way does promote the orderly management of large institutional populations.

In concept, the effectiveness of a classification committee in carrying out its responsibilities presupposes considerable interaction with the offender, yet rarely does he have an opportunity to react meaningfully with the committee. Even when a brief interview between the inmate and the committee is permitted, the offender is asked to respond to a few perfunctory and ritualized questions and is given little if any opportunity to initiate questions that might reveal a great deal about the way the offender perceives the world and himself. And contrary to the concept that classification decisions must be based on the needs of individual inmates, committees habitually base their decisions on administrative needs and convenience.

Reception-Diagnostic Centers

A third organizational arrangement for the classification function emerged during the late 1940's and early 1950's with development of reception centers.²⁴ By this method of operation, all offenders are committed to a central receiving institution for study, classification, and recommendations for training and "treatment" programs, and the institution to which the individual should be assigned. The process

²⁴ William E. Amos and Raymond Manella, *Delinquent Children in Juvenile Correctional Institutions* (Springfield, Ill.: Thomas, 1966).

presupposes a plan and theory of classification consistent throughout the system. Such an approach places a major responsibility for collecting diagnostic information on one facility, thereby requiring a high degree of specialization.

While the reception center concept was progressive for its time, it has become obsolete. The system is administratively convenient and efficient in that a limited staff can provide services for a large number of offenders. However, this very administrative efficiency is largely accountable for its obsolescence.

Traditionally, the reception and diagnostic center has provided summary reports including information on social background, criminal history, initial adjustment to custody, medical examination, psychological assessment, vocational skills, educational level, religious background and attitudes, recreational interests and abilities, and psychiatric evaluation. Today, it is not necessary that any of these components of the diagnostic report be completed in a diagnostic or reception center. A number of the items usually are produced by probation and parole officers in the community. Although medical examinations and psychological and psychiatric evaluations require professional services, these services also are available in the local community through both contract and public agency programs.

The reception center, because of the ceaseless repetition in the nature of its work, becomes even more institutionalized than other forms of the classification process. Schedules are adhered to rigidly, and offenders are kept too long in the centers waiting for the diagnostic skills or services of a limited number of persons. The process itself is uniformly extensive and thorough for most offenders, and more information is produced than can be used effectively for classification purposes, considering the current lack of correctional knowledge and resources.

The futility of much of this work is evident in the separation of the study and diagnostic process from operational units. Independent institutions usually do not rely on information developed at the diagnostic center and may repeat clinical evaluations and studies.

The anonymity of inmates in the reception center is pervasive. The impersonality of the assembly line procedure permits them little opportunity to feel that they have any role or individual involvement in the process. (For a description of varying reception centers, see Chapter 11, Major Institutions.)

Reception and diagnostic centers use whatever resources are available to them in choosing the "rehabilitation" approach for a given offender. Typically, decisions are based on the recommendations of an intake worker who has subjectively weighed a collection of opinions and perhaps employed a few educa-

tion, attitude, and aptitude tests. The basis of the intake worker's judgment may or may not be clear in his own mind. In any case, institution and personal bias are involved, because the worker rarely is apprised of the result of his recommendations. Even if he is, only an experienced worker is capable of rendering such judgments in a manner beneficial to the correctional system. Only when explicit criteria form the basis of recommendations is the system's management able to check assumptions, analyze relationships, and pass along pertinent data to inexperienced workers.

The central diagnostic facility is also in conflict with current theory over the importance of developing and programming correctional efforts at the community level. Many theorists in the field argue that a valid classification system, universally applied throughout the whole of corrections, would be more useful.

Community Classification Teams

Another organizational arrangement for classification that is now emerging suggests that with development of a realistic classification system used throughout a correctional system, the classification function can involve a much wider range of personnel and resources than previously supposed. For instance, a classification team consisting of parole and probation officers might collect the social history, while local practitioners could provide necessary medical and psychiatric examinations. State and local institution personnel, in cooperation with the other members of the community classification team, in turn would review the appropriate correctional programs available to meet the offender's needs.

The community-based classification team concept is superior to current practice. It has already begun to emerge within the correctional system and may be generally realized within the next 5 years. Indeed, to the extent that community correctional programs become the pattern, offenders should not have to be removed to a State diagnostic center or institution for review and study. The classification process itself can be adapted to the needs of offenders, most of whom, for the purposes of community-based programs, require little more than screening for risk and matching to resources.

A Uniform Classification System

A widely accepted classification system could serve a vital research function. At present, persons in the corrections field are frustrated in their attempts to build an empirically based body of knowledge,

partly because research findings are not comparable. Availability of a reliable, valid, commonly accepted classification procedure that is simple to apply could improve this situation vastly.

The need for an efficient, reliable classification system generally is conceded by practitioners and researchers alike. Such a system would lead to more effective assignment and management decisions. It would enable correctional administrators to guide inmates into programs that have been found appropriate for others with the same characteristics. It also would help minimize the "shotgun" approach that assumes that all inmates derive equal benefit from program innovations.

A large number of classification schemes are in existence today. They have been fully described and summarized in other works and will only be highlighted briefly here to give some indication of their variety and orientation. Contemporary classification schemes include several different systems that may be grouped according to the underlying dimensions of the system's logic.

1. Prior probability approaches represented by the Borstal studies, the base expectancy studies of the California Youth Authority and Department of Corrections, Glueck prediction tables, and configuration analysis procedures developed by Glaser.

2. Reference group typologies represented by Schrag and Sykes and the social class typologies represented by Miller.

3. Behavior classification covering a wide range of groupings varying in specificity from those based on offense types to conformity/non-conformity dichotomies represented by Roebuck; McCord, McCord, and Zola; Ohlin; and Reckless.

4. Psychiatrically oriented approaches represented by the works of Jenkins and Hewitt, Redl, Erickson, Aichhorn, Makkay, Reiss, Argyle, Bloch and Flynn, and the Illinois State Training School Treatment Committee.

5. Social perception and interaction classifications of Gough and Peterson, Hunt and Hardt, Sarbin, Peterson, Quay and Cameron, Gibbons, Studt, MacGregor, Sullivan, Grant and Grant, Warren, and Russon.

In addition to the five groupings, some investigators, using a more eclectic approach that includes combinations of several of the dimensions listed, have produced empirical-statistical typologies. Among these investigators are Hurwitz, Jesness, and Palmer. In a recent paper, the Gluecks make a case for this approach and appear to be moving toward development of such a typology.¹³

¹³ For publications see Bibliography at the end of this chapter.

Cross-Classification Approaches

Sociologists and psychologists continue to be in conflict over the appropriate theoretical basis for various approaches. Sociologists accuse psychologists of taking insufficient cognizance of environmental factors, while psychologists accuse sociological typologists of having insufficient regard for intrapsychic factors. Nevertheless, a few investigators are attempting to link theoretically the sociological and psychological situational variables necessary for a satisfactory classification system.

In an effort to explore the feasibility of developing a more uniform basis for classification, a conference on typologies was held in 1966 under sponsorship of the National Institute of Mental Health. Conference participants, including many of the foremost theorists in behavior classification and typology, identified many areas of agreement. On the basis of review and cross-tabulation of a number of classification systems, preliminary consensus was reached on the validity of six broad bands that cut across the various systems. These six bands distinguish the following major types of offenders: asocial, conformist, antisocial manipulator, neurotic, subcultural identifier, and situational.¹⁴

It should be noted that most of the typologies discussed were based on studies of juvenile boys. Only Hunt, Schrag, and Warren¹⁵ specifically included girls or women, but these investigators have found the bands to be equally appropriate for females. Schrag's typology is based primarily on adult offenders, although it has been applied successfully to institutionalized juveniles by some of Schrag's followers. The original form of Warren's typology (interpersonal maturity levels without subtypes) was found to be appropriate for adult as well as juvenile offenders.

The fact that cross-classification is possible is even more impressive when one considers the varieties of methods used for deriving the subtypes—theoretical formulations, empirical observation methods, and multivariate analysis procedures. Additionally, it is important that similarities are evident in the descriptions of the etiological and background factors and the "treatment" prescriptions for similar subtypes, as well as in the descriptions of offender characteristics across typologies.

There is evidence at both the theoretician and practitioner level that the field is ready to move toward developing programs based on categorizing the range of problems represented in the offender population. Not only is there a ready ear for conceptualiz-

¹⁴ Marguerite Q. Warren, "Classification of Offenders as an Aid to Efficient Management and Effective Treatment," *Journal of Criminal Law, Criminology and Police Science*, 62 (1971), 239.

¹⁵ Warren, "Classification of Offenders."

ing, but it also appears that a time of consensus among typologists, in which a rational correctional model may be begun, is approaching.

Offender typologies represent an important method of integrating and increasing knowledge in the correctional field. Ultimately, typological approaches will flourish in relationship to their fruitfulness in producing improved management, differential programming, and schemes for crime prevention. In the last analysis, a good classification system is one that enables a correctional agency to utilize its limited manpower to maximize its impact on offenders.

Much more extensive research is needed to develop an effective and theoretically sound classification system for the small proportion of offenders who require more than basic screening and assessment. Corrections will have to depend on the behavioral sciences to produce a more consistent theoretical basis, and corrections itself will have to engage in research and experimentation to devise programs and resources that will be related directly to causation theory. Only with the successful outcome of such efforts will it be possible to develop a classification system that will dispel the present mythological character of correctional "treatment."

Standard 6.1

Comprehensive Classification Systems

Each correctional agency, whether community-based or institutional, should immediately reexamine its classification system and reorganize it along the following principles:

1. Recognizing that corrections is now characterized by a lack of knowledge and deficient resources, and that classification systems therefore are more useful for assessing risk and facilitating the efficient management of offenders than for diagnosis of causation and prescriptions for remedial treatment, classification should be designed to operate on a practicable level and for realistic purposes, guided by the principle that:

- a. No offender should receive more surveillance or "help" than he requires; and
- b. No offender should be kept in a more secure condition or status than his potential risk dictates.

2. The classification system should be developed under the management concepts discussed in Chapter 13 and issued in written form so that it can be made public and shared. It should specify:

- a. The objectives of the system based on a hypothesis for the social reintegration of offenders, detailed methods for achieving the objectives, and a monitoring and evaluation mechanism to determine whether the objectives are being met.

- b. The critical variables of the typology to be used.

- c. Detailed indicators of the components of the classification categories.

- d. The structure (committee, unit, team, etc.) and the procedures for balancing the decisions that must be made in relation to programming, custody, personal security, and resource allocation.

3. The system should provide full coverage of the offender population, clearly delineated categories, internally consistent grouping, simplicity, and a common language.

4. The system should be consistent with individual dignity and basic concepts of fairness (based on objective judgments rather than personal prejudices).

5. The system should provide for maximum involvement of the individual in determining the nature and direction of his own goals, and mechanisms for appealing administrative decisions affecting him.

6. The system should be adequately staffed, and the agency staff should be trained in its use.

7. The system should be sufficiently objective and quantifiable to facilitate research, demonstration, model building, intrasystem comparisons, and administrative decisionmaking.

8. The correctional agency should participate in or be receptive to cross-classification research toward

the development of a classification system that can be used commonly by all correctional agencies.

Commentary

A good classification system should be able to ask three basic questions: (1) What caused the offender to break the law? (2) What kinds of help, if any, does the offender need to keep him from further law violations? and (3) If he needs assistance, where can the offender best receive the help he needs?

All three questions are of major importance and are listed in the sequence in which they should be answered. Unfortunately for the offender, most classification systems seek only the answer to the third question, and even then consideration centers chiefly on the resources available where the offender will be assigned. The field of corrections does not yet have the knowledge or the techniques to answer the first question by other than educated guesswork, and deficiencies in correctional resources and initiatives discourage attempts to answer the second question adequately.

Therefore, correctional administrators should (1) acknowledge handicaps of the field in devising a truly scientific classification system and (2) adopt the realistic view that the only objectives obtainable with present knowledge and techniques are assessment of risk and efficient management of offenders.

The same intellectual honesty should be used to acknowledge that involving the offender with the corrections system actually is experienced by him as a form of punishment, despite the most sincere motives of correctional personnel to offer "rehabilitative treatment." And "rehabilitative treatment" too often is an exercise in semantics lacking in substance. Therefore, to subject the offender to more surveillance or security than he requires, and to coerce him into subjecting himself to "treatment" that he does not want, and perhaps does not need, may produce results counter to those intended by the classification system.

The correctional agency should develop its classification system with the assistance of all possible advice—from lawyers, offenders, community representatives, professionals, etc.—as indicated in Chapter 7. The result should be issued in written form, so that everyone concerned will know its objectives, its assumptions, and its policies and procedures. The critical variables should be identified because the logic represented by selection of these variables is derived from certain behavioral assumptions. Detailed, specific indicators of the components of the classification categories also should be presented, so that the

system's utility can be verified by empirical evaluation.

Furthermore, a contemporary classification scheme must have a clear hypothesis (a reasoned guess) concerning what is needed to achieve the social reintegration of the offender, along with a plan of care, custody, and programs that should be checked or reexamined continuously to determine the scheme's effectiveness and appropriateness.

Finally, the system should be sufficiently objective and quantifiable as to facilitate research and decisionmaking. It also should be flexible enough to contribute and be adaptable to cross-classification research that will enable corrections eventually to adopt a common classification system. Until offender classification is handled in some generally acceptable way, it is impossible to compare programs used in various parts of the country. Cross-classification agreements by leading typologists will open the path for significant advances in correctional programming. They can become a means by which the community-based program is encouraged and central diagnostic facilities, institutions, and procedures deemphasized.

References

1. American Prison Association, Committee on Classification and Case Work. *Handbook on Classification in Correctional Institutions*. rev.ed. New York: American Correctional Association, 1964.
2. Amos, William E., and Manella, Raymond. *Delinquent Children in Juvenile Correctional Institutions*. Springfield, Ill.: Charles C. Thomas, 1966.
3. Argyle, Michael. *A New Approach to the Classification of Delinquents with Implications for Treatment*. Sacramento: California State Board of Corrections, 1961.
4. Breed, Allen F. "The Significance of Classification Procedures to the Field of Corrections," consultant's paper prepared for the President's Commission on Law Enforcement and Administration of Justice, 1967.
5. Carney, F. "Research and Decision-Making," *Journal of Research in Crime and Delinquency*, 6(1969), 110-122.
6. Conrad, John P. *Crime and Its Correction*. Berkeley: University of California Press, 1965.
7. Doran, Robert E., "The Process of Organizational Stereotyping: The Case of the Adjustment Center Classification Committee," paper prepared for internal consumption in California Department of Corrections Classification Section, 1971.
8. Empey, LaMar T. *Studies in Delinquency: Alternatives to Incarceration*. Washington: U.S.

Department of Health, Education, and Welfare, 1967.

9. Glaser, Daniel. *The Effectiveness of a Prison and Parole System*. Indianapolis: Bobbs-Merrill, 1969.

10. Havel, Joan. *Special Intensive Parole Unit IV: The High Base Expectancy Study*. Research Report No. 10. Sacramento: California Department of Corrections, 1963.

11. Heaton, W. S., and Adams, S. *Community Performance of Three Categories of Institutional Releases*. Research Report No. 15. Sacramento: California Department of Corrections, 1969.

Related Standards

The following standards may be applicable in implementing Standard 6.1.

2.9 Rehabilitation.

9.8 Local Correctional Facility Programming.

11.3 Social Environment of Institutions.

12.7 Measures of Control.

13.1 Professional Correctional Management.

14.7 Participatory Management.

15.5 Evaluating the Performance of the Correctional System.

16.1 Comprehensive Correctional Legislation.

Standard 6.2

Classification for Inmate Management

Each correctional agency operating institution for committed offenders, in connection with and in addition to implementation of Standard 6.1, should reexamine and reorganize its classification system immediately, as follows:

1. The use of reception-diagnostic centers should be discontinued.
2. Whether a reception unit or classification committee or team is utilized within the institution, the administration's classification issuance described in Standard 6.1 also should:
 - a. Describe the makeup of the unit, team, or committee, as well as its duties and responsibilities.
 - b. Define its responsibilities for custody, employment, and vocational assignments.
 - c. Indicate what phases of an inmate program may be changed without unit, team, or committee action.
 - d. Specify procedures relating to inmate transfer from one program to another.
 - e. Prescribe form and content of the classification interview.
 - f. Develop written policies regarding initial inmate classification and reclassification.
3. The purpose of initial classification should be:
 - a. To screen inmates for safe and appro-

priate placements and to determine whether these programs will accomplish the purposes for which inmates are placed in the correctional system, and

- b. Through orientation to give new inmates an opportunity to learn of the programs available to them and of the performance expected to gain their release.
4. The purpose of reclassification should be the increasing involvement of offenders in community-based programs as set forth in Standard 7.4, Inmate Involvement in Community Programs.
5. Initial classification should not take longer than 1 week.
6. Reclassification should be undertaken at intervals not exceeding 6 weeks.
7. The isolation or quarantine period, if any, should be as brief as possible but no longer than 24 hours.

Commentary

This standard is intended only to supplement Standard 6.1, Comprehensive Classification Systems, with particular applicability to major institutions. It frankly recognizes the corrections system does not now have the knowledge to identify the causes of

crime with any precision, or either knowledge or resources to relate correctional programs specifically to these causes. Under such circumstances the goal of classification is set realistically as the screening of inmates for risk and their appropriate placement in programs involving increasing degrees of community involvement.

The medical model of treatment, which many correctional agencies have attempted to follow in structuring classification, is rejected as inappropriate and incapable of fulfillment due to corrections' lack of knowledge and resources. On the other hand, corrections has the capability to screen offenders for risk and to place them appropriately in programs involving different degrees of risk and to use classification as a method for managing offender populations. The traditional "treatment" programs—education, vocational training, employment—are not seen as necessarily rehabilitative in themselves. But these learning experiences may be useful assets in enabling offenders who are given opportunities to change their own behavior and who benefit from them to persist in a lifestyle that will avoid future involvement with the criminal justice system.

In view of this rejection of the treatment model and in consideration of the characteristics of today's reception-diagnostic centers as discussed in the narrative of this chapter, the use of such centers should be discontinued. They are unrealistic in concept, considering the handicaps of corrections in making accurate evaluations and program plans. And they consume resources and time that can be put to better use.

No position is taken here as to the respective merits of the use of reception units within institutions or classification committees and teams. Undoubtedly the methods to be used for at least several more years will involve some variation or combination of these arrangements. However, their objectives should be set forth specifically and related directly to assessment for risk and appropriate program placement.

To reduce the unproductive expenditure of time on classification, the period allocated to this procedure should be reduced to a minimum, no longer than 24 hours for quarantine and no longer than 1 week for initial classification or screening. The recommendation for reclassification—at intervals not exceeding 6 weeks—will require more effort on the part of many correctional agencies. The intent is to provide a continuous followup and reassessment of inmates, with a view to making program changes as quickly as possible and involving inmates increasingly in community programs.

The objectives of this standard, taken with Standard 6.1, are to:

1. Generate ways to improve management practices.
2. Differentiate among offenders by needs and problems rather than traditional classification categories.
3. Provide for efficient management grouping of offenders.
4. Enable staff to offer consistent, planned assistance and facilitate the individual training and behavior change of the offender.
5. Pool relevant knowledge more effectively, advance theory, and enable an agency to maximize the impact of research.

References

1. American Prison Association, Committee on Classification and Case Work. *Handbook on Classification in Correctional Institutions*, rev. ed. New York: American Correctional Association, 1964.
2. Amos, William E., and Manella, Raymond. *Delinquent Children in Juvenile Correctional Institutions*. Springfield, Ill.: Charles C. Thomas, 1966.
3. Argyle, Michael. *A New Approach to the Classification of Delinquents with Implications for Treatment*. Sacramento: California State Board of Corrections, 1961.
4. Breed, Allen F. "The Significance of Classification Procedures to the Field of Corrections," consultant's paper prepared for the President's Commission on Law Enforcement and Administration of Justice, 1967.
5. Conrad, John P. *Crime and Its Correction*. Berkeley: University of California Press, 1965.
6. Doran, Robert E. "The Process of Organizational Stereotyping: The Case of the Adjustment Center Classification Committee," paper prepared for internal consumption in California Department of Corrections Classification Section, 1971.
7. Glaser, Daniel. *The Effectiveness of a Prison and Parole System*. Indianapolis: Bobbs-Merrill, 1969.

Related Standards

The following standards may be applicable in implementing Standard 6.2.

- 2.9 Rehabilitation.
- 2.13 Procedures for Nondisciplinary Changes of Status.
- 6.1 Comprehensive Classification Systems.
- 11.3 Social Environment of Institutions.
- 16.4 Unifying Correctional Programs.

Standard 6.3

Community Classification Teams

State and local correctional agencies should establish jointly and cooperatively by 1978, in connection with the planning of community-based programs discussed in Chapter 7 and Chapter 9, classification teams in the larger cities of the State for the purpose of encouraging the diversion of selected offenders from the criminal justice system, minimizing the use of institutions for convicted or adjudicated offenders, and programming individual offenders for community-based programs. Establishment of community classification teams should be governed by Standard 6.1, Comprehensive Classification Systems, and the following considerations:

1. The planning and operation of community classification teams should involve State and local correctional personnel (institutions, jails, probation, and parole); personnel of specific community-based programs (employment programs, halfway houses, work-study programs, etc.); and police, court, and public representatives.

2. The classification teams should assist pretrial intervention projects in the selection of offenders for diversion from the criminal justice system, the courts in identifying offenders who do not require institutionalization, and probation and parole departments and State and local institutional agencies in original placement and periodic reevaluation and

reassignment of offenders in specific community programs of training, education, employment, and related services.

3. The classification team, in conjunction with the participating agencies, should develop criteria for screening offenders according to:

- a. Those who are essentially self-correcting and do not need elaborate programming.
- b. Those who require different degrees of community supervision and programming.
- c. Those who require highly concentrated institutional controls and services.

4. The policies developed by the classification team and participating agencies also should consider the tolerance of the general public concerning degrees of "punishment" that must be inflicted. In this connection the participation of the public in developing policies, as discussed in Chapter 7, would be useful.

5. The work of the classification team should be designed to enable:

- a. Departments, units, and components of the correctional system to provide differential care and processing of offenders.
- b. Managers and correctional workers to array the clientele in caseloads of varying sizes and programs appropriate to the clients' needs as opposed to those of the agencies.

c. The system to match client needs and strengths with department and community resources and specifically with the skills of those providing services.

6. The classification team should have a role in recommending the establishment of new community programs and the modification of existing programs to involve volunteers, ex-offenders, and paraprofessionals as discussed in Chapter 7 and elsewhere in this report (see Related Standards). It should also have an evaluative and advisory role in the operation of community programs as they affect the fulfillment of the needs of offenders assigned to them.

7. The organization of the classification team should be flexible and involve rotating membership and chairmen selected on an alternating basis among participating agencies.

Commentary

As they operate at present, most classification schemes are designed to decide what should be done with those persons who are committed to institutions. Few systems are intended to determine which offenders need not be processed into or through the existing correctional system, or what specifically should be done for those adjudicated or convicted and immediately or subsequently placed in community-based programs.

It is assumed that the present criminal justice system is so harmful that any alternative which diverts selected offenders from it is better than one which moves them farther into it. In the current literature and knowledge of the field there is more than ample evidence to support this assumption. However, a rational method is needed by which choices can be made to exclude offenders who do not need a correctional agency's services. As yet, no system has been devised to serve this purpose, except those described as prior probability theories (base expectancy approaches) or in connection with individual pretrial intervention programs.

Also, when an offender is placed on probation or eventually is paroled, it is left largely to the initiative and resources of the probation or parole officer to determine what should be done with him. Similarly, when institutionalized offenders in a preparole or prerelease status are placed in institutionally sponsored community-based programs, there usually is little coordination with other existing community-based programs. It is useful now to advocate a classification scheme that would assist all such efforts. The scheme should identify offenders who represent low risks to others and who do not require expensive custodial or correctional programs, following these principles:

1. No offender should receive more surveillance or "help" than he requires.

2. No offender should be kept in a more secure condition or status than his potential risk dictates.

3. Strategies should be developed by which traditional court, probation, and institutional decisions may be changed to accomplish correctional goals.

4. Training should be implemented to insure that correctional workers commit themselves to a planned correctional process based on the offender's needs and not on age, sex, race, or offense.

5. Consideration should be given to the real restrictions imposed by law, resources, or manpower.

As with other efforts involving the community, the planning and operation of community classification should be accomplished with the assistance of affected and interested groups—police, courts, and public. Their support is essential to the successful operation of community-based programs, and they can assist in opening the doors to further resources.

For full effectiveness, the teams should participate in all types of processes that channel offenders into community-based programs—diversion, sentencing and disposition, and placement decisions of correctional agencies. The program resources of a community need coordination and consistency in operation as well as the increased flexibility that a classification team would make possible.

For efficiency, and to avoid counterproductive and needless interference in the lives of offenders, the classification team should adopt realistic criteria to prevent allocation of resources to offenders who do not need them and to assure that expensive, inherently damaging institutional controls are imposed only upon those offenders who require them in the interest of public safety.

As with institutional classification, the community classification team is intended primarily as a means for screening offenders for risk, with appropriate placements, and for managing large groups of offenders. The objective is to give offenders opportunities to change themselves rather than to attempt, as has been done so unproductively in the past, to coerce behavioral changes.

In addition to its responsibility for assigning offenders to various community programs, the classification team should have a role in observing the operation of these programs and recommending new programs, changes, or innovations that may be more responsive to the needs of offenders. These programs are largely in the initial stages of development, and many adjustments should be anticipated as experience and research accumulate.

The membership of the classification team should not be fixed, but made up of changing representatives of the participating agencies. This arrangement

would be a useful device in the training of agency personnel and in insuring wide participation in and the harmonious functioning of community classification and community-based programs.

References

1. Argyle, Michael. *A New Approach to the Classification of Delinquents with Implications for Treatment*. Sacramento: California State Board of Corrections, 1961.
2. Breed, Allen F. "The Significance of Classification Procedures to the Field of Corrections," consultant's paper prepared for the President's Commission on Law Enforcement and Administration of Justice, 1967.
3. Empey, LaMar T. *Studies in Delinquency: Alternatives to Incarceration*. Washington: U.S. Department of Health, Education, and Welfare, 1967.
4. Havel, Joan. *Special Intensive Parole Unit IV: The High Base Expectancy Study*. Research Report No. 10. Sacramento: California Department of Corrections, 1963.
5. Heaton, W. S., and Adams, S. *Community Performance of Three Categories of Institutional Releases*. Research Report No. 15. Sacramento: California Department of Corrections, 1969.

Related Standards

The following standards may be applicable in implementing Standard 6.3.

- 2.9 Rehabilitation.
- 3.1 Use of Diversion.
- 5.9 Continuing Jurisdiction of Sentencing Court.
- 6.1 Comprehensive Classification Systems.
- 7.1 Development Plan for Community-Based Alternatives to Confinement.
- 9.4 Adult Intake Services.
- 9.7 Internal Policies.
- 9.8 Local Correctional Facility Programming.
- 10.2 Services to Probationers.
- 12.6 Community Services for Parolees.
- 14.8 Redistribution of Correctional Manpower.
- 16.14 Community-Based Treatment Programs.

Selected Bibliography on Contemporary Classification Theory

Argyle, Michael. *A New Approach to the Classification of Delinquents with Implications for Treatment*. Sacramento: California State Board of Corrections, 1961.

Bloch, Herbert A., and Flynn, Frank L. *Delinquency*. New York: Random House, 1956.

Breed, Allen F. "The Significance of Classification Procedures to the Field of Corrections," unpublished consultant's paper prepared for the President's Commission on Law Enforcement and Administration of Justice, 1967.

California State Board of Corrections. *Interaction between Treatment Method and Offender Type*. Sacramento: 1960.

Erikson, Erik H. *Childhood and Society*. 2nd rev. ed. New York: Norton, 1963.

Freeman, Henry; Hildebrand, Catherine; and Ayre, Donald. "A Classification System That Prescribes Treatment," *Social Casework*, 46 (1965), 423-429.

Gibbons, Don C. *Changing the Lawbreaker: The Treatment of Delinquents and Criminals*. Englewood Cliffs, N.J.: Prentice-Hall, 1965.

Glaser, Daniel. *The Effectiveness of a Prison and Parole System*. Indianapolis: Bobbs-Merrill, 1969.

Glueck, Sheldon, and Glueck, Eleanor. "Varieties of Delinquent Types," *British Journal of Criminology*, 5 (1965), 236-248, 388-405.

Glueck, Sheldon, and Glueck, Eleanor. *Predicting Delinquency and Crime*. Cambridge: Harvard University Press, 1959.

Glueck, Sheldon, and Glueck, Eleanor. *Toward a Typology of Juvenile Offenders; Implications for Therapy and Prevention*. New York: Grune and Stratton, 1970.

Gough, Harrison G., and Peterson, Donald. "The Identification and Measurement of Predispositional Factors in Crime and Delinquency," *Journal of Consulting Psychology*, 16 (1952), 207-212.

Havel, Joan. *Special Intensive Parole Unit IV: The High Base Expectancy Study*. Research Report No. 10. Sacramento: California Department of Corrections, 1963.

Home Office Research and Statistics Department. *Summary of Research*. London: H. M. Stationery Office, 1969.

Hunt, David E., and Hardt, Robert H. "Developmental Stage, Delinquency and Differential Treatment," *Journal of Research in Crime and Delinquency*, 2 (1965), 20-31.

Hurwitz, Jacob I. "Three Delinquent Types: A Multivariate Analysis," *Journal of Criminal Law, Criminology and Police Science*, 56 (1965), 328-334.

Illinois Department of Corrections. *Classification Program, Sample Reports and Documents*. Springfield: 1970.

- Jenkins, Richard L., and Hewitt, Lester. "Types of Personality Structure Encountered in Child Guidance Clinics," *American Journal of Orthopsychiatry*, 14 (1944), 84-94.
- Jesness, Carl F. *Development of a Sequential 1-Level Classification (Project SEQUIL)*. Sacramento: California Youth Authority, 1970.
- Jesness, Carl F. *The Fricat Ranch Study*. Sacramento: California Youth Authority, 1965.
- Jesness, Carl F. *The Preston Typology Study*. Sacramento: California Youth Authority, 1965.
- McCord, William; McCord, Joan; and Zola, Irving K. *Origins of Crime*. New York: Columbia University Press, 1959.
- Makkay, E., "Delinquency Considered as a Manifestation of 1) A Serious Disorder of Development in Early Childhood, and 2) Other Delinquency-Prone Disturbances of Emotional Development," unpublished manuscript, 1960.
- Ohlin, Lloyd E. *Selection for Parole*. New York: Russell Sage Foundation, 1951.
- Palmer, Ted. *Types of Probation Offenders and Types of Youth on Probation: Their Views and Interactions*. Sacramento: California Youth Authority, 1963.
- Peterson, Donald R.; Quay, Herbert C.; and Cameron, Gordon R. "Personality and Background Factors in Juvenile Delinquency," *Journal of Consulting Psychology*, 23 (1959), 395-399.
- Reckless, Walter C. *The Crime Problem*. 3rd ed. New York: Appleton-Century-Crofts, 1961.
- Redl, Fritz. *New Perspectives for Research on Juvenile Delinquency*. H. Witmer and R. Kotinsky, eds. Washington: U.S. Children's Bureau, 1956.
- Reiss, Albert J., Jr. "Social Correlates of Psychological Types of Delinquency," *American Sociological Review*, 17 (1952), 710-718.
- Roebuck, Julian B., and Cadwallader, John. "The Negro Armed Robber As a Criminal Type: The Construction and Application of a Typology," *Pacific Sociological Review*, 4 (1961), 21-26.
- Schur, Clarence. "A Preliminary Criminal Typology," *Pacific Sociological Review*, 4 (1961), 11-16.
- Simon, Frances H. *Prediction Methods in Criminology, including a Prediction Study of Young Men on Probation*. London: H. M. Stationery Office, 1971.
- Studt, Elliot; Messinger, Sheldon L.; and Wilson, Thomas P. *C-Unit: Search for Community in Prison*. New York: Russell Sage Foundation, 1968.
- Sullivan, Clyde; Grant, Marguerite; and Grant, J. Douglas. "The Development of Interpersonal Maturity: Applications to Delinquency," *Psychiatry*, 20 (1957), 373-385.
- Sykes, Gresham M. *The Society of Captives*. Princeton: Princeton University Press, 1958.
- Warren, Marguerite O. "Classification of Offenders as an Aid to Efficient Management and Effective Treatment," *Journal of Criminal Law, Criminology and Police Science*, 62 (1971), 239-258.
- Warren, Marguerite O. *Interpersonal Maturity Level Classification: Juvenile Diagnosis and Treatment of Low, Middle and High Maturity Delinquents*. Sacramento: California Youth Authority, 1966.

To: Kochuy
From: Peggy
Re: Corrections Report

Part IV

Directions for Change

Chapter 17

Priorities and Implementation Strategies

This report presents a strategy to change the face of corrections. It recommends a dramatic realignment of policies, resources, and practices to make corrections more effective in reducing crime and more responsive to the needs of a rapidly changing society. While crime cannot be reduced to desired levels without basic changes in American society in relation to poverty, unemployment, illness, ignorance, and discrimination, there is no doubt that corrections can and must make a greater impact on crime than it does now.

Corrections is full of plans, procedures, policies, and laws which have failed to achieve their purposes but have survived nevertheless. Corrections has consistently pursued inappropriate concerns and ineffective solutions. It has emphasized the banishment of offenders to huge, isolated institutions where inmates are dehumanized into mere numbers. It has overemphasized custody and imposed restrictions on the great majority of offenders, when these measures were needed by only a relative few. It has sought to cure the offender of the disease of criminality although few offenders are afflicted with problems not common to nonoffenders as well. Corrections has accepted many types of social problem cases that lie outside its proper scope and competence, cases that could be handled far more effectively by other human service agencies.

This report is based on the premise that corrections can no longer serve as society's dumping ground. Corrections is indeed only a part of the larger community that is responsible for reduction of crime.

The report addresses the spectrum of the criminal justice process as it affects corrections, from the first involvement of alleged offenders to reintegration into the community. Considerable attention is devoted to the interrelationships of corrections with the other parts of the criminal justice system and various segments of the community. This emphasis reflects the belief that corrections must begin to take an active role in guiding and shaping policies that vitally affect it.

The purpose of this report is to provide a program for action. It specifies policy changes that should be made, control mechanisms needed to improve the quality of correctional services, and legislative changes required wherever correctional reform is impeded by existing or absent statutes.

PRIORITIES FOR ACTION

Because the standards set forth in this report are so closely interrelated, it is impossible to rank them in order of priority. All of them relate to basic goals

which the Commission believes to be the proper objectives of corrections as a part of the criminal justice system. From these basic goals, the Commission has selected six as being most pressing and having the greatest potential for significantly improving corrections in this country. Top priority should be given to a concerted program of action to achieve these ends.

- Equity and justice in corrections.
- Exclusion of sociomedical problem cases from corrections.
- Shifting of correctional emphasis from institutions to community programs.
- Unification of corrections and total system planning.
- Manpower development.
- Increased involvement of the public.

Equity and Justice in Corrections

Corrections has been characterized by inhumane conditions, arbitrary decisions, discrimination, lawlessness, and brutality. That a civilized society cannot tolerate such conditions is being increasingly recognized. Recent judicial interpretations of offenders' rights reflect the belief that such practices are unlawful and counterproductive to instilling respect for the law in offenders and other citizens.

Until recently, an offender as a matter of law was deemed to have forfeited virtually all rights upon conviction. Whatever comforts, services, or privileges the offender received were a matter of grace. For the most part, the courts refused to intervene on the grounds that correctional administration was a technical matter to be left to experts.

The past few years have witnessed an explosion of requests by offenders for judicial relief from the conditions of their confinement or correctional program. More dramatic is the increased willingness of the courts to respond. A series of decisions has begun to hold correctional administrators accountable for their decisionmaking, especially where such decisions affect first amendment rights (religion, speech, communication), the means of enforcing other rights (access to counsel or legal advice, access to legal materials), cruel and unusual punishments, denial of civil rights, and equal protection of the law.

While the real ferment for judicial intervention has come in the lower courts, particularly in the Federal district courts, the U.S. Supreme Court decided eight cases in 1971 and 1972 that directly affected convicted offenders and at least two others that have implications for correctional practices. In all eight cases directly involving corrections, the offender's contention prevailed. It is clear that the hands-off doctrine that used to insulate correctional adminis-

trators from judicial accountability is fast disappearing.

Despite the courts' obvious willingness to take action, the major responsibility for protecting and affirming rights must lie with those who administer corrections systems. Implementation of offenders' rights is consistent with good correctional practice. The fact that 99 percent of those persons sentenced to confinement will one day return to free society requires that offenders be prepared for reintegration. The illogic of attempting to train lawbreakers to obey the law in a system unresponsive to law should have been recognized long ago. Forcing an offender to live in a situation in which all decisions are made for him is no training for life in a free society.

In addition, correctional administrators are responsible for the welfare of offenders committed to their charge. Judicial decisions which improve the conditions under which an offender labors should be welcomed, rather than resisted, by correctional personnel.

The corrections profession has a critical role to play in implementing the rights of offenders. It must enlist the support of legislatures, the public, and the rest of the criminal justice system in articulating the rights of offenders and ensuring that their exercise is maximized.

Convicted offenders should retain all rights that citizens in general have, except those that must be limited in order to carry out the criminal sanction or to administer a correctional facility or agency. Applying criminal sanctions is the most dramatic exercise of state power over individuals. Actions necessary for maintaining social order do not require general suspension of basic rights. Since criminal sanctions impinge on the most basic right—liberty—it is imperative that other restrictions be used sparingly, fairly, and only for cause. The strategy for correctional reform must be built on a nondiscriminatory, just, and humane foundation that honors the legal and social rights of its clients.

Exclusion of Sociomedical Problem Cases

The historic tendency to saddle corrections with sociomedical and social welfare cases overloads the system and drastically handicaps any effectiveness it may have. It is beyond the competence and proper scope of corrections to deal effectively with the mentally ill, alcoholics, and drug addicts. In fact, correctional "treatment" often exacerbates the problems of these persons and contributes to the revolving-door syndrome characterizing our jails and other penal institutions.

The propensity for outlawing private behavior that

is fairly common in our society simply because it is (or has been) objectionable to part of the society, has resulted in overcriminalization. Too many laws proscribe too many kinds of behavior. The effect has been to sidetrack the criminal justice system from its mission of protecting society against crime to the uneasy role of policing private morality. As a result of such laws, correctional institutions—particularly jails—are crowded with persons they are not equipped to handle. Types of behavior commonly categorized as "victimless crimes," which are defined as crimes without an effective complainant other than the authorities, are considered in the Commission's summary report.

Attempting to control such behaviors by criminal law is not only ineffective but also expensive in economic and social terms. It is a major obstacle to correctional reform—indeed, to reform of the whole system of criminal justice. Here and there corrections is making informal efforts to rid itself of problems which are unrelated to public safety. Success in these efforts would strengthen the system by permitting more effective use of resources and personnel to fight more serious crime. It would also allow society to find more effective ways to deal with troublesome behavior.

The criminal justice system must embrace a philosophy of diversion that effectively excludes persons who behave in ways that may be counter to prevailing social norms but are of doubtful criminality. Current innovative efforts in this area should be supported, and further development of a legitimate, formalized system of diversion should be encouraged.

Shift of Correctional Emphasis from Institutions to Community Programs

The prison, the reformatory, and the jail have achieved only a shocking record of failure. There is overwhelming evidence that these institutions create crime rather than prevent it. Their very nature insures failure. Mass living and bureaucratic management of large numbers of human beings are counterproductive to the goals of positive behavior change and reintegration. These isolated and closed societies are incompatible with the world outside. Normally desirable characteristics such as self-confidence, initiative, sociability, and leadership are counteracted by the experience of incarceration. Individuality is lost and the spirit of man broken through the performance of deadening routines and endless hours of idleness.

The blame for this insufferable system cannot be placed on the shoulders of corrections alone. Correctional personnel have decried, at great length and in

vain, public apathy and decades of financial neglect. The state of corrections today reflects in no small part society's past expectations as well as its evasion of its responsibilities.

In view of the bankruptcy of penal institutions, it would be a grave mistake to continue to provide new settings for the traditional approach in corrections. The penitentiary idea must succumb to a new concept: community corrections. Therefore, the Commission recommends a 10-year moratorium on construction of institutions except under circumstances set forth under Standard 11.1. The moratorium period should be used for planning to utilize non-institutional means. This planning must place maximum emphasis on expansion of community correctional programs and development of alternatives to incarceration.

At the same time, every effort must be made to phase out existing mega-institutions at the earliest possible time. To do so will require a large and immediate increase in use of alternatives to incarceration, to the greatest extent that is consistent with public safety.

It is especially important to impose a moratorium on construction of institutions for youthful offenders. Current efforts in Massachusetts and Minnesota to halt imprisonment of juveniles are blazing a trail that hopefully will set the pattern for the rest of the Nation.

It is of utmost importance to recognize that the concept of community-based corrections does not imply new institutions and facilities. This point is especially important in light of the flurry of construction plans and projects that have accompanied recent developments in community corrections. While it is recognized that existing facilities may be inadequate for the purposes outlined in this report, replacements should be made only after the planning stipulated in the following section is completed. In its truest sense, community corrections is the widest possible use of noninstitutional correctional programs designed to reeducate and redirect the attitudes and behavior of offenders in order to fully integrate or reintegrate them into the community as law-abiding members of society.

Programs must be given preference over facilities. The blueprint for corrections must read: more alternatives, more programs, more professionals to conduct these programs, and more public involvement in the processes of corrections.

In the absence of a moratorium on traditional construction, corrections in the 1970's could repeat a two-century-old error and fail to benefit from the lessons of history. For it was a similar reform movement in 1787 in which our fledgling country, seeking to establish institutions predicated on the concept of

the dignity of man, embarked on a prison construction program without precedent. The physical and ideological legacy of this movement stands recognized today as one of the major obstacles to correctional reform and a prime example of man's inhumanity to man. So we must guard against embarking on a financially ruinous construction program that merely would replace prisons, reformatorys, jails, and detention homes with facilities bearing more palatable names and wearing more attractive facades but fundamentally unchanged.

The trend toward community-based corrections is one of the most promising developments in corrections today. It is based on the recognition that delinquency and crime are symptoms of failure of the community, as well as of the offender, and that a successful reduction of crime requires changes in both. The compelling reasons for embracing the concept of community corrections and for embarking on a national strategy to move from our current institution-oriented correctional system to one that is community-based are emphasized throughout this report.

One of the most important factors in the transition from traditional to community-based corrections is sentencing, which may determine whether a defendant is incarcerated or returned to the community under a range of nonresidential and residential community-based programs. Sentencing may also set upper or lower limits for duration of correctional responsibility.

Sentencing practices in this country reflect an appalling state of affairs. In too many jurisdictions, the decision to sentence a man to years behind bars is made by judges who know nothing but a man's name and the crime with which he is charged. Sentencing is inconsistent, and in many jurisdictions there is a predilection for imprisonment as opposed to less severe sanctions. The entire problem is compounded by unreasonably long sentences, often with mandatory minimums, which are rarely matched by other Western nations in their severity and harshness.

In light of these facts, the Commission recommends specific statutory changes and enabling legislation to improve sentencing effectiveness. The report recommends expanding sentencing options for a wide range of community-based correctional programs, shorter sentences for less serious offenders, and more selective use of imprisonment. Institutionalization should be reserved for those offenders whose repetitive, destructive behavior patterns seriously threaten the safety of the community.

The confidence and cooperation of the law enforcement and judicial branches of the criminal justice system are critical to the transition to community-based corrections. Furthermore, public involvement and public trust are indispensable to

achievement of such a major change. While total system planning will reduce corrections' traditional isolation and lead to establishment of functional relationships with other parts of the system, gaining public confidence will be far more difficult.

The time has come for fundamental changes in corrections. Improbable as it may sound because of the high cost of prison construction, it would be easier for this Nation to replace its obsolete correctional system with another generation of institutions than to embrace the concept of community corrections. The reasons are as distressing as they are simple. Hiding our social problems behind a progressive-looking facade requires only sufficient funding. Community corrections requires radically changed attitudes toward the offender and a new social commitment.

Unified Correctional Systems and System Planning

It is difficult to conceive of any area more in need of coordinated, uniform planning than the reduction of juvenile delinquency and adult crime. The American criminal justice system is so complex and the interrelationships among its components are so varied that even its supporters view it as a kind of crazy quilt. There are wide variations in the way in which Federal, State, and local governments administer, finance, and operate correctional services. These services may be centralized at the State level, decentralized in municipalities and counties, or shared by the State, counties, and cities in an almost infinite number of ways. In their attempts to create more hopeful alternatives to incarceration, legislatures created reformatorys, probation, parole, and a host of services for delinquent children. These alternatives evolved without central control or direction. The correctional system became a nonsystem.

In short, corrections today is an incomprehensible, inefficient, and multilevel administrative maze, suffering from interpersonal conflicts, interagency jealousies, and duplicating activities. In fact, corrections is such a loose federation that it is impossible to hold any one person or agency accountable for its past failures or responsible for its future planning and direction.

The result is a hopelessly fragmented correctional system and a disastrous disparity in standards, goals, and services that accounts to a high degree for corrections' failure to correct, and for the haphazard use of its meager resources.

To overcome such fundamental problems, effective relationships among the various components of the criminal justice system must be established, and corrections must end its social and political isolation. Beyond these essential requirements, however, lies

the need for uniformity of definition, standards, and practices. This requires an integrated system that is administratively manageable, fiscally sound, and responsive to public needs and scrutiny. Such requirements suggest that planning activities be coordinated to the highest possible degree.

Since State governments already support the vast majority of nonfederal correctional programming, the long-range goal of unification and consolidation of correctional responsibilities into an integrated, State-controlled correctional system is logical. This approach would facilitate the delivery of correctional services in a coordinated and mutually supportive fashion. Streamlining activities would reduce waste and overlap, thereby promoting optimum application of available resources. Development of high personnel and performance standards would be enhanced through uniform staff development, interdepartmental career opportunities, and civil service. Systemwide research and evaluation would increase feedback on program effectiveness, the knowledge base of corrections, and accountability to the public. The implementation of an integrated State correctional system is essential to attain equity, maximum diversion of sociomedical problems from corrections, and utilization of a full variety of dispositional alternatives within the system.

It must be stressed that the concept of a statewide, structurally integrated correctional system is not in philosophical or practical conflict with the concept of community-based corrections. Uniform statewide planning does not imply remote control of operations or banishment of minor and first-time offenders to isolated State institutions. What it does imply is a logical, systematic planning approach which can be responsive to changing problems and priorities and provide a framework for developing more relevant programs. It is system planning as opposed to subsystem planning. It anticipates delinquency and crime control needs rather than simply responding to crises and problems after they have occurred. System planning implies maximum utilization of local personnel and resource to guarantee development of comprehensive service programs responsive to diverse local needs and conditions.

Manpower Development

People are the most important and most effective resource in the fight against crime. They also are the most underused resource in corrections today.

In an effort to bring about change in an area too long characterized by neglect and absence of systematic planning, the Commission recommends that corrections develop a comprehensive nationwide

strategy to improve correctional manpower and that priority be given to the following standards and goals regarding this key issue:

1. Implementation of coordinated State recruitment and staff development programs. Recruitment should be guided by policies and practices that allow fair, effective selection of the person best qualified for each position. Staff development programs should prepare all levels of staff for optimum performance of their tasks. Existing resources from the private sector and the academic community must be utilized more fully. Maximum emphasis should be placed on development of specialized professional personnel and of middle- and upper-echelon managers. The National Institute of Corrections, in conjunction with leading universities, colleges, and private resources, should have a key role in the development of a national strategy to implement this recommendation.

2. Development of a nationwide policy to develop underutilized human resources. Efforts to recruit minority group members for every level of correctional staff and to provide training programs to insure opportunities for career advancement should be intensified. For too long, minority groups have been overrepresented as offenders and underrepresented as staff. Affirmative action is required to alter the situation created by years of discrimination and indifference.

Recruitment of women for all types of positions in corrections should be given high priority. Since women have been discriminated against in hiring and promotion practices, particularly for male institutions, they have been effectively eliminated from management positions in corrections. Corrections remains one of the last holdouts in the national movement to eliminate discrimination on the basis of sex. Such a stance clearly is inappropriate for a field that purports to be seeking drastic change and new openness.

Of equal importance is recruitment and employment of qualified ex-offenders. Successful reintegration of offenders, corrections' primary task, requires full employment opportunities. Corrections should take the lead in hiring—and encouraging others to hire—from this underutilized human resource pool.

Finally, the changing role of corrections has led to development of a remarkable variety of new careers on the professional, paraprofessional, and volunteer levels. Because the full potential of this manpower resource has only begun to emerge, a systematic strategy should be developed to recruit and utilize effectively this vital supplement to correctional manpower.

Increased Public Involvement

Implementation of community corrections requires citizen involvement on an unprecedented scale. In fact, the degree of citizen acceptance, involvement, and participation in community-based corrections will decide not only the swiftness of its implementation but also its ultimate success or failure.

The correctional system is one of the few public services left today that is characterized by an almost total isolation from the public it serves. Although public apathy is the predominant cause of this unfortunate situation, corrections has done little to rectify it. In fact, the use of walls, fencing, and hardware has been justified not only in terms of keeping inmates in but also in terms of keeping the public out. The result has been disastrous for the goals of corrections. While institutional administrators developed near-absolute discretion and almost unchecked power, the public was utterly ignorant about the state of corrections and developed little, if any, sense of responsibility for the correctional process.

In view of these facts, the Commission recommends that top priority be given to the involvement of citizens in corrections. Citizen participation must occur at all levels of the correctional system, from determination of policies for the entire criminal justice system to the shaping of specific community-based programs. Furthermore, involvement must come not only in the planning stages but also in implementation and operation of actual programs.

The contributions of dedicated volunteer workers already have left an indelible mark on the face of institutional and community corrections in terms of direct service. But the full potential of volunteerism has yet to be fulfilled. Lay citizens on task forces, advisory boards and study groups can spearhead public information campaigns, pave the way for reforms, implement specific correctional programs, mold public opinion, set policy, create jobs, raise funds, provide guidance in matters of community concerns, and serve in a host of other capacities.

Finally, fellow professionals from human service agencies and the fields of education, medicine, mental health, and the like, need to be involved in advisory, lay, or volunteer capacities. Such an effort will bring their particular expertise to bear on the problems of offenders and the correctional process.

IMPLEMENTATION STRATEGIES

In spite of the seemingly insurmountable obstacles to correctional reform, there is reason to believe not only that the standards and goals enumerated in this report can be substantially attained but also that

corrections, the perennial stepchild of the criminal justice system, at last may be emerging from the Dark Ages.

For the first time in this Nation's history, we are witnessing a concerted, nonpartisan effort to improve the system. Continuing concern over reform by the President and the courts, and sustained support by dedicated members of the House and Senate are providing the impetus needed for comprehensive reform. The 13-point program for corrections developed by the President in 1969, the powerful leadership of the Chief Justice supported by the American Bar Association, the Federal Interagency Council on Corrections, the support and funding of the Law Enforcement Assistance Administration, the President's Task Force on Prisoner Rehabilitation, and finally, the National Advisory Commission on Criminal Justice Standards and Goals bear witness to what was aptly described by the Attorney General at the first national conference on corrections as "the most determined and comprehensive approach to corrections ever made in this country."

At the same time, it is obvious that the measures needed to implement the foregoing priorities and the standards set forth in this report will require a major national commitment. Like the standards themselves, the measures are interrelated; the effectiveness of each depends upon the accomplishment of the others.

It also seems obvious that the role of the Federal Government is preeminent in realization of the standards. In recent decades the Federal Government has done much to stimulate improvement of the treatment of the mentally ill and retarded, the rehabilitation of the handicapped, the education of children and young people, the availability of health services, and the support of the aged.

The shocking deficiencies of corrections are comparable in national significance to the other social problems to which massive Federal aid has been given. Legislation and appropriations authorizing corrections to share in the funding programs of the Law Enforcement Assistance Administration, the Departments of Labor and of Health, Education, and Welfare, and other Federal agencies are evidence of the growing interest of the Federal Government in improving corrections.

But considering the magnitude of the problem, what the Federal Government has done so far is not nearly enough. The current Federal leadership must be built upon and translated into more tangible and more fully adequate aid.

Money

In America today, little social improvement can

be accomplished without money. Corrections is in desperate straits in large measure because public funds have been far too limited to support existing programs. There has never been anything for investment in change.

Anyone familiar with State and local corrections is painfully aware that pleas for more money addressed to legislators and county commissioners fall upon deaf ears. Corrections remains where it has always been, at the end of the budgetary line in the distribution of State and local tax funds. Although sporadic support for corrections has developed in isolated instances, there is little hope that this situation can be changed substantially. In fact, as matters presently stand, the States, counties, and cities are looking to the Federal Government to finance correctional improvements and postponing such improvements until Federal aid is forthcoming.

The amendment of the Omnibus Crime Control and Safe Streets Act of 1970 to provide specifically for the funding of correctional improvements is a promising vehicle for the massive Federal aid that is necessary. Under the original act, corrections had to share the regular funding program, Part C, with police and courts. The amendment, known as Part E, singles out corrections for special funding. The Part E appropriation in the 1973 fiscal year will make available about \$113 million for the improvement of corrections, supplemented by about \$100 million in Part C funds.

However, since this amount must be spread over the entire spectrum of corrections, the beneficial effects are largely dissipated. So far, appropriation requests for Part E funds have been limited to 20 per cent of the appropriations for Part C. It should be noted, however, that the amendment authorized a funding level of *not less than* 20 per cent of Part C. Obviously, a higher level of funding is permitted by the act.

Normal State and local expenditures to maintain corrections at its present grossly deficient level of operations total about \$1.5 billion a year. The annual Federal funding assistance should approach about the same figure. Otherwise, corrections will not be able to accomplish the shift to community-based programs, obtain the manpower it needs, do the research and experimentation that has been so long neglected, and correct the deplorable conditions that exist generally.

Further, the States and localities find even the 25 percent matching requirement for Federal funds burdensome, owing to the low budgetary priority accorded corrections, and as a result even the Federal funds available often do not find ready takers. The matching requirement should be reduced to 10 percent or eliminated entirely.

Also, demonstration projects generally are funded for one year only. While some projects may be renewed annually by application, few qualified employees are willing to enter into such high-risk situations. Longer funding commitments should be considered, and eventually permanent support should be given corrections efforts, following the pattern of Federal support for vocational rehabilitation.

Implementation of the standards set forth in this report could be greatly facilitated if priority for Federal funding could be given to projects intended to bring correctional programs up to the levels recommended. The Part E amendment contains full statutory authority for the adoption of this policy.

An excellent start has been made by the Federal Government to provide needed financial assistance to the States in the improvement of corrections. But the extent of this assistance must be greatly increased if any nationally significant results are to be obtained. The President's Task Force on Prisoner Rehabilitation in its 1970 report stated flatly that corrections needs a massive infusion of Federal funds and needs it soon. This Commission concurs.

Legislation

The importance of legislation to correctional reform is repeated throughout the standards of this report. While legislation alone cannot bring about the needed changes and cannot even guarantee that authorized changes will be made, a sound statutory base is essential to any significant implementation of these standards. State and Federal correctional and penal codes are a hodgepodge enacted over the generations and follow no consistent pattern or philosophy. They bear a full share of responsibility for the confused, disorganized and ineffective state of corrections today.

The reform of correctional and penal codes cannot be accomplished overnight, and the standards suggest that it should be accomplished within the next 5-year period. Nor can the task be accomplished in the piecemeal fashion of the past. The entire correctional and penal codes of a State should be redrafted and legislatively considered as a package. Their formulation should be guided by a single philosophy and legislative policy, in recognition of the fact that the specific statutory provisions to be made are closely interrelated.

The task should be approached with realistic recognition that the reform of correctional and penal codes, like any legislative reform, is a political process. Each jurisdiction has its own history and traditions regarding the legislative process. Success will depend on careful planning from the initial stage of the effort.

Since many different groups and officials will be affected, failure to involve them may lead to bad feeling from the beginning. In the initial stages a small group should be selected to serve as a drafting committee on the basis of their professional expertise and their commitment to the reform effort. Other interested officials and groups should be notified of the undertaking and advised that they will be consulted. They should include trial judges, attorneys general, prosecutors, police and correctional personnel, interested State senators and house committee members, and a wide range of public and private organizations.

Once the first draft is completed, it should be circulated among the committee members and, after revision, among key State officials whose support is essential to passage. Personal explanations of the philosophy and thrust of the legislation should supplement the circulation of the draft to the extent needed to obtain acceptance. When this has occurred, the other groups having an interest in the matter should be consulted. After consultation, a final draft should be published and given the widest possible distribution.

This procedure was followed by the State of Nebraska and resulted in the successful passage of the Nebraska Treatment and Corrections Act (Neb. Rev. Stat. Sec. 83-170 et seq.) in 1969.

Manpower

Implementation of the standards will depend heavily on the availability of enough educated and trained personnel. The grave deficiencies of correctional manpower discussed earlier in this report are so prevalent that they cannot be remedied on a short-term basis. Recommended solutions are reflected in the narrative and standards of Chapter 14.

It will be easier to educate and train qualified personnel than to attract them to corrections in the first place. Law Enforcement Assistance Administration funds available for educating and training correctional personnel are more nearly adequate than the financial assistance available for operating correctional programs. But capable persons can be persuaded to enter the field only by improving the salaries to be paid them and brightening the image of corrections itself.

The funding role of the Federal Government will have an indirect effect on salary levels, but significant improvement will depend upon the commitment of the States and localities to corrections. The task of improving corrections' image can be accomplished only by the corrections field itself. None of these assignments will be easy, but a beginning must be made now.

As corrections begins to involve the public in-

creasingly in its work, it should become more politically feasible to raise salaries above the present offensively low level. When our society stops using corrections as its dumping ground, it should be possible to pay correctional personnel salaries consistent with the importance of their work.

Young persons today appear to be more interested than their forebears in entering careers that will enable them to make a contribution toward the improvement of society. No area of public service needs this contribution more than corrections. As corrections opens its doors to the young and accepts their contributions, the image of corrections should become more widely attractive. The image of this field that the young form will have significant impact on the future.

The Federal Model

In a policy memorandum to the Attorney General on November 13, 1969, President Nixon called for a national corrections reform effort and directed that certain steps be taken to develop the Federal system into a model that the States could follow.

The principle is a sound one. However, the Federal system shares the deficiencies of State systems as related in this report. It is fragmented, its programs cannot be demonstrated to be any more effective than State programs, and there is heavy emphasis on institutionalization in both sentencing and correctional programs.

The development of the Federal system into a model would be a powerful influence in assuring the implementation of the standards set forth in this report. But significant changes in Federal legislation, policy, and practice would be required.

This report urges the unification of corrections in the interests of improving and maintaining standards and bringing about more successful results in the reintegration of offenders. In the Federal system, parole field services, probation, and institutions are operated independently of each other.

The report strongly supports the diversion of juveniles and of sociomedical problem cases that do not belong in the criminal justice system. It also calls for a shift in correctional emphasis from institutions to community-based programs. At present the Federal courts are not equipped with diversion programs, as defined in Chapter 3 of this report, and more convicted offenders are committed to jail or prison (including the so-called split sentence) than are placed on probation.

This report urges the discontinuance of major institutions for juveniles and youths, in favor of local programs and facilities. In the Federal system hundreds of juveniles and thousands of youths are

transported each year to institutions hundreds and even thousands of miles from their homes, friends, and communities. Legislation has been introduced in Congress that would remedy this situation as it affects juvenile offenders.

There is no evidence that Federal correction programs, although operated in well-managed institutions, produce any better results than State programs. The Federal system, like those of the States, does not collect statistics on recidivism that can be considered valid. Comparisons therefore are impossible to make. However, Federal Bureau of Investigation statistics on offenders released from Federal jurisdiction suggest a heavy reinvolvement with the law.

The FBI reported in 1970 that 63 percent of the Federal prisoners released to the community in 1965 had been rearrested by the end of the fourth year after release. Of those released on probation, 56 percent were rearrested; of those released on parole, 61 percent; of those released after completing prison terms, 75 percent. Of persons under the age of 20 who were released in 1965, 74 percent had been rearrested by the end of 1969.

While these statistics report rearrests rather than reconvictions, they do suggest failure more than success. They also suggest that this failure of the Federal system is more pronounced with juvenile and youthful offenders than with adults.

A diversion policy and programs to support it should be developed for the Federal courts. A bill to accomplish this purpose was considered favorably in 1972 by the Senate Judiciary Committee's subcommittee on national penitentiaries, but the full committee took no action. A bill with similar provisions should be enacted speedily. The Federal judiciary should reexamine its probation practices, and the Federal probation system should be strengthened by additional probation personnel and related community services and resources. Chief Justice Burger in August 1972 voiced the need for an expansion of Federal probation.

The Federal model also has application in the area of jails. This report urges, at the least, State inspection of local jails and eventual State operation of such facilities. The Federal system has an inspection service, and contracts with some 800 local jails for the detention of Federal prisoners awaiting trial or transportation to Federal institutions. However, contrary to popular belief, the Federal system has no written standards for inspection, and many jails with which it has contracts are fully as disreputable as jails generally in the United States.

Although the Federal System is forced to use substandard jails, the existence of a contract with a local jail is too often interpreted as meaning that the jail is federally "approved." This interpretation by

local officials and the public has the general effect of retarding any effort to bring about jail improvements.

The lack of written standards for Federal jail inspection to be used as the basis for contracts and "approval" is a policy intended to discourage litigation. Few of the jails now being used by the Federal Government would meet any set of minimum standards that might reasonably be devised. Development and publication of Federal standards would undoubtedly be taken as an opportunity by Federal detainees to file suit on the grounds that the facilities in which they are being held are not in compliance.

But, if the Federal model is to have applicability in assisting in the effort to upgrade the disgraceful conditions common to American jails, a different policy and practice must be developed. Standards should be written and published and a rating system on the basis of these standards devised. Contracts should be made on the basis of ratings that reflect actual jail conditions. Also, the Federal system ought to be provided with funds to pay local jails more adequately for the costs of confining Federal prisoners, to help offset the costs of improving jail conditions, to provide programs and to recognize the rights of offenders. It is hardly appropriate for the Federal Government on the one hand to promote the cause of national correctional reform and on the other to continue policies that effectively discourage it.

This Commission wholeheartedly endorses the idea that the Federal system should become a model for the States. The Federal system has the same problems and deficiencies as the States, and if the national reform effort is to have any consistency, the Federal system must be reformed along the lines suggested for the States. However, it must proceed expeditiously if it is to serve effectively as a model, and the Commission urges all possible action toward that end.

National Institute of Corrections

A national academy of corrections has been proposed for many years. In December 1972, at the first national conference on corrections, the Attorney General directed the Law Enforcement Assistance Administration and the U.S. Bureau of Prisons to work with the States in the establishment of the academy. An interim steering committee was appointed, and pilot seminars have been conducted. The project has now been entitled the National Institute of Corrections.

The precise functions to be fulfilled by the institute have not yet been formally determined. Those proposed include:

1. Service as a clearinghouse for information on crime and corrections.

2. Provision of consultant services to Federal, State, and local agencies on all aspects of corrections.

3. Development of corrections programs.

4. Development and presentation of seminars, workshops, and training programs for all types of criminal justice personnel associated with corrections.

5. Technical training teams to assist the States in development of seminars, workshops, and training programs.

6. Funding of training programs.

7. Coordination and funding of correctional research.

8. Formulation and dissemination of policy goals, and standards recommended for corrections.

A national institute with the authority and funds for this wide range of activities could serve as a powerful force in the coordination and implementation of a national corrections reform effort, and the Commission urges immediate action to make it a reality. At the present time, the expertise and information available to corrections is both limited and thinly dispersed. The institute could provide a center and a pooling of resources from which all States and correctional systems could draw.

At present none of the proposed functions of the institute are being fulfilled effectively elsewhere on a national basis. Technical expertise in corrections is simply not available in any organized form. The wide scope of the proposed functions would remedy this severe deficiency and give the institute the stature, and presumably the prestige, to gain acceptance and a highly influential role in correctional reform.

It is also the view of the Commission that the institute when established should be given the responsibility for updating and revising the standards of this report periodically, in keeping with technical developments and advances in correctional knowledge.

Accreditation of Correction Agencies

An accreditation system for corrections has been given considerable attention in recent years. Accreditation would be used as a means to recognize and maintain standards of service, programs, and institutions, and eventually bring about higher levels of quality.

A program for accreditation was developed by the American Correctional Association and published in 1969 under the title "An Accreditation Plan for Corrections." The plan calls for establishment of a Commission on Accreditation for Corrections, with full autonomy in matters relating to accreditation

policy and process. The commission would be governed by a board selected from the general public, community-based services, detention and institutional services, education and research, the judiciary, law enforcement, criminal defense, business, and labor.

The key duties and responsibilities of the commission would be adoption of standards for accreditation, review of such standards, and recommendation of changes in and the accreditation of programs, agencies, and institutions.

Associated with any system of accreditation that may be established should be a method for holding the correctional administrator accountable for results. Requirements in the past have been minimal. Custodial institutions have been required to keep offenders until ordered to release them. Probation and parole agencies have been called on to list offenders in their caseloads and report violations. In short, if riots, escapes, and scandals did not occur, the task of corrections was accomplished.

But expectations cannot be so limited if corrections is to have any effectiveness in the reduction of crime. The goals of correctional agencies must be defined, and the achievement of goals must be measured. The reintegration of all offenders cannot be expected, but relative successes can be planned for and achieved. The expectation of failure is not acceptable.

If accountability is to be a principle of correctional management, the manager must have the tools by which to measure. Just as the accountant is an essential figure in any business enterprise, so the statistician must be brought into the service of the correctional manager. It is a useless waste of public funds, as well as gross inequity to the offender, when penal terms are imposed and served without having the achievement of the goals which they are intended to accomplish measured.

This transformation of management for process into management for results calls for a change in the administrative culture of corrections. Both top managers and their subordinates will in many cases require retraining. Probably the best device for the massive retraining of policymakers and system managers is the proposed National Institute of Corrections.

The Commission recognizes that an accreditation service would provide another significant dimension in introducing, elevating, and maintaining high standards of performance in corrections and urges the earliest possible implementation of an accreditation plan.

Commitment of Corrections

Commitment of the corrections field to change is

indispensable if there is to be any significant implementation of these standards—two objectives considered by this Commission as virtually synonymous. The task ahead is unquestionably formidable.

That change is overdue is evident on every hand—high crime and recidivism rates, riot and unrest in our prisons, almost daily revelations of brutality and degradation in our jails, increasing litigation against corrections, and indignant public reactions.

Maurice H. Sigler in his address as immediate past president to the meeting of the American Correctional Association on August 10, 1972, said:

To put it bluntly, the field of corrections is experiencing a crisis in public confidence, and the crisis shows no sign of abating. Unlike times past, we can't expect to handle the problem by letting it wear itself out.

There is no need to belabor further in this report the shortcomings of corrections. Many of today's problems are related to the failure of corrections to anticipate the impact of accelerating social change, but the field cannot shoulder the entire blame. Culpability must be shared by virtually every element of our society. The point here is that reform can and must be a built-in continuing process, not a reaction to periodic public outcries. The time has come for corrections to respond to the critical needs of society in a unified, systematic, and totally committed way.

The Commission is fully aware that the recommendations and standards of this report will not be the last word in corrections. But they represent the best distillation of views that can be produced at the present. A substantial number of correctional practitioners have been involved in their development. The recommendations and standards are intended to represent a starting point and a direction. The Commission is convinced that the general direction proposed is the only course open to corrections.

But the state of correctional knowledge will undergo change. Technology and information can be expected to accelerate during the decade of the 1970's, and it should prove possible to set even higher standards and goals for corrections than this report reflects. It remains for someone else at another date to incorporate the new technology and information into another, and hopefully more advanced, set of standards.

As pointed out earlier, corrections cannot accomplish the needed reform alone and in its traditional isolation. It must assume leadership in enlisting the support of legislatures, local officials, law enforcement agencies, community agencies, and various other public and private groups. All elements of our society share the responsibility for the generation of crime and delinquency, and all elements share its consequences. Responsibility for the reduction of

crime and delinquency, and the reform of corrections to assist in accomplishing this objective, must be shared.

After 200 years of painful history, American corrections must step out boldly and purposefully. It must pursue equity and justice with the earnestness that our Constitution intends. It must bring all possible pressures to bear to divest itself of the social problems that have been so wrongfully dumped upon it. It must shift its emphasis from institutions to community services. It must plan these changes intelligently and systematically. Finally, it must compete and, if necessary, fight as other movements do for the resources and support required to carry out the changes that have too long been postponed.

Without this commitment, corrections is destined to remain in its present morass of ineffectiveness, and society must search for another solution to the control and reduction of crime.

Commitment of the Public

The responsibility of the public for the reform of corrections has been discussed throughout this report and particularly in Chapter 7, Corrections and the Community. However, it will be difficult for some segments of society to accept the concept that offenders can be treated with respect for their rights and their condition as fellow human beings.

The concept of retribution and morally just punishment is deeply embedded in social thought. It has been codified in *lex talionis*, the principle of Mosaic law that exacts eye for eye, tooth for tooth. While this is a primitive view of justice, it is important to note that feelings of moral outrage do serve to enhance social cohesion and to measure our regard for accepted social values. It would be irrational to ignore the pervasiveness and strength of natural feelings of revulsion toward particular criminal acts. However, legalizing severe punishment implies a societal retrogression in human dignity. Winston Churchill observed that: "What is done to the criminal is a very accurate index to the quality of any civilization."

It must be conceded that regardless of the rehabilitation mythology and the easy expressions of humanitarian intent that have characterized American corrections throughout its history, the actual treatment of offenders has been harsh indeed. And it hasn't worked. Crime and recidivism continue undiminished.

It also must be conceded that there are dangerous or confirmed criminals who by any light must be considered poor, almost hopeless, prospects for social reintegration. For the safety of the public, they must be locked up until the passage of time at least

has reduced them to the point where they are no longer a threat. There are plenty of prisons for this type of offender, and corrections has proved itself eminently capable of confining them securely. The Commission has not found it necessary to consider them at length in this report, except to recommend extended prison terms.

But there are relatively few offenders of this type. Unfortunately, preoccupation with them has been a major factor in impeding the development of corrections into an effective instrument for expediting the reintegration of the vast majority of offenders, who are neither dangerous nor practiced criminals. It is with this majority that corrections and society must concern itself in the years to come.

The new correctional philosophy is based on at least two major considerations: First, society, in addition to the offender, needs changing; and second, more emphasis should be placed on the offender's social and cultural setting if we are to obtain any substantial relief from recidivism.

While individual differences and individual responsibility will remain important factors in corrections' response to criminal behavior, they will need to be considered within the setting of the community and the culture. To salvage offenders in any great numbers, therefore, will require changes in the offender himself and changes in the community that

will help to bring about his reintegration. Communities must assume part of the responsibility for bringing about these changes, for the problems to be addressed were generated in the community. Once this is recognized, corrections can be removed from its isolation and made a part of the larger social system.

Even though the public is beginning to recognize that the ultimate success of corrections depends on reintegrating the offender into the community and motivating him to refrain from breaking the law, public ambivalence about reform and traditional lack of concern for the criminal offender seriously impede efforts to make corrections more effective. This situation is aggravated whenever change is resisted from within the criminal justice system. In such instances, deliberate appeals may be made to public fears in the interest of preserving traditional practices with all their injustices and futility.

If the philosophy of reintegration is to gain public favor, there must be full recognition on the part of the public that present correctional practices do not serve the long-run interest of societal protection. Legal and economic barriers and social ostracism must yield to commitment, involvement, and sharing of responsibility. Only then will the goals of crime prevention and crime reduction be realized.

INMATE RULES AND REGULATIONS



Department of Health and Social Services
DIVISION OF CORRECTIONS
STATE CORRECTIONAL CENTER ANCHORAGE
P.O. BOX 439, ANCHORAGE AK 99810

COMMUNICATIONS

The normal procedure for contacting persons outside the institution is by mail. Paper, envelopes and postage will be provided by the institution.

If you desire to contact your attorney, a bail bondsman, or another party concerning bail, fill out a request for interview form stating the person to be contacted, the reason for the call, and the telephone number. The shift supervisor will make the determination as to notifying the party of your request or he will make arrangements for you to place the call. All other requests for phone calls will be at the discretion of the on-duty shift supervisor.

If you wish to have an interview with some member of the institutional staff, this will be initiated by filling out a "request for interview" form.

COMMISSARY

Commissary--cigarettes, candy, pipe tobacco, etc., is purchased once each week from the Eagle River Correctional Center. This provides the inmates who have sufficient funds in their account with a wide selection of items at substantial savings. The Commissary Slips are passed out each Sunday evening and must be returned to the Floor Officer not later than 2200 hours. The inmate is required to print his name in the space provided at the top of the form and his dormitory location in the upper right hand corner. A list of the items that can be purchased is posted on the bulletin board in each dormitory. On Monday, the "Request Forms" are forwarded to the Eagle River Correctional Center---Commissary is returned to this institution on Thursday and passed out Thursday evening.

Special Commissary for cigarettes is available only to those who were received into the institution after the commissary was ordered, or for persons who have not had funds for commissary and have just received funds.

VISITING SCHEDULEWEDNESDAY

1:30 p.m. to 3:00 p.m.
6:30 p.m. to 8:00 p.m.

SATURDAY

6:30 p.m. to 8:00 p.m.

SUNDAYS AND HOLIDAYS

12:30 p.m. to 3:00 p.m.

VISITING CONTINUED

All inmates are required to use the visiting room for visits. Visits will last 15 minutes or longer, depending on facilities available. Visitors must properly sign the visiting log prior to being permitted to visit.

Visitors under the influence of intoxicants or drugs will not be permitted to visit. No one under the age of 18 years will be permitted unless accompanied by parent or legal guardian; proof of age will be required in doubtful cases. Visitors released from any jail or detention facility in the past 90 days will be refused admittance. If any visitor creates a disturbance or the visit is not otherwise in the best interests of all concerned, the Shift Supervisor will forthwith terminate the visit. (Also, any former inmates presently awaiting sentencing will not be permitted to visit.)

SICK CALL

The Institutional Physician visits the institution twice each week, on Tuesday and Friday at approximately 7:00 p.m. He is legally responsible for all medical services required by an inmate in the institution and makes the final determination as to what treatment or medication an inmate may or may not require.

All new inmates are required to see the doctor, and any other inmates with medical problems will see the Institutional Physician at this time.

Medication prescribed by the physician is done so for the health and well-being of the inmate. Therefore, it is mandatory that the inmate take his medication as prescribed and he will not be allowed to hoard or exchange medication. Violation of this regulation may result in disciplinary action.

CLASSIFICATION

The determination as to custody status, institutional placement, program involvement, etc., is accomplished by classification action.

A classification team meets regularly in the institution to review the individual cases and to make recommendations to the Superintendent on inmate classification.

You will be notified in advance of the date of your hearing before the classification committee.

The Institutional Counselor will be available to help you present your desires to the committee..

The Classification Committee will attempt to see you within 30 days after your arrival at this institution

An inmate will not be eligible for reclassification for a period of 60 days unless so stipulated by the classification committee at the initial hearing.

MAIL REGULATIONS

REGULAR MAIL - All envelopes will be left open for inspection by the Floor Officer in charge. Privileged Mail is an exception to this rule.

All envelopes will be properly addressed. The return address will include the full name, P.O. Box 439, Anchorage AK 99510,. The forwarding address must be zip coded.

Inmates will not be permitted to correspond with anyone under 18 years of age, unless they are in the immediate family. An inmate may be permitted to correspond with another person under 18 years of age if the Superintendent has received a notorized letter signed by the parents or legal guardian of the person under 18 years of age.

Inmates will not be permitted to correspond with anyone in another institution, unless authorized by the Superintendent.

Inmate abuse of "open correspondence" privileges will automatically result in disciplinary action.

PRIVILEGED MAIL - All inmates of the Alaska Division of Corrections may write to and receive mail from the following individuals in sealed, uncensored, and unopened envelopes:

- GOVERNOR
- ATTORNEY GENERAL
- COMMISSIONER - HEALTH & SOCIAL SERVICES
- DIRECTOR - DIVISION OF CORRECTIONS
- ASSISTANT DIRECTOR - DIVISION OF CORRECTIONS
- PAROLE ADMINISTRATOR
- U.S. SENATOR (s)
- U. S. CONGRESSMEN
- ALASKA LEGISLATOR (s)
- SENTENCING JUDGE
- ALASKA SUPREME COURT JUSTICE (s)
- ATTORNEY OF RECORD
- PHYSICIAN OF RECORD

DISCIPLINARY COMMITTEE

The Disciplinary Committee will consist of three (3) correctional officers appointed by the Superintendent or his designee.

This committee will assemble, as needed, and will review and evaluate all misconduct reports to determine the underlying cause of adverse behavior and will thoroughly consider all possible course of actions before reaching a decision. Disciplinary action in all cases will be treatment-centered, with a specific followup program outlined in the decision.

Disciplinary action may consist of reprimand, segregation, loss of privileges, loss of Good Time, and prosecution.

INMATE CONDUCT

All inmates are expected to obey the laws of the State just as free citizens must do, and for violations of the existing statutes are subject to the penalties provided by law, or their equivalent in institutional discipline. Each inmate must comply with the rules and regulations of this facility.

Every rule and regulation, no matter how annoying and irritating it may be, has a definite and valid reason as indicated by experience.

EXAMPLES OF CONDUCT ARE AS FOLLOWS:

1. No inmate is authorized to possess or have under his control "Contraband". All items which are not issued to the inmate by the institution; which may not be purchased through the commissary, and which are in excess of the quantity issued or authorized by the institution or authorized by the Commissary regulations, is determined to be contraband.
2. No gambling, trading, buying, selling, donating or exchanging articles between inmates is permitted.
3. Fighting, wrestling, rough play, disorderly conduct, initiating of new inmates will not be permitted.
4. Escape, attempted escape, conspiring to escape is not permitted.
5. Posting of pictures, articles, calendars, etc., on wall, bunks, etc., is not permitted.
6. Rioting, inciting to riot, defacing of personal or public property is prohibited.
7. Spitting on floor, littering dormitory or cell will not be permitted.
8. Drinking, sniffing, injecting, smoking or otherwise taking into the system any kind of substance for the purpose of producing intoxication, stimulation or dizziness is prohibited.
9. Inmates shall not use profane or obscene language, booing, whistling, shouting or other loud disturbing noises, this is prohibited. No inmate shall make sarcastic or insulting remarks to or about other persons. This applies to outside details as well.
10. Insolence and insubordination will not be tolerated. Staff and personnel will be addressed in a respectful manner i.e., Mr. _____, Officer _____ or by their rank. No first names or nicknames will be permitted. Showing of disrespect in any manner shall be cause for disciplinary action.

5

PROHIBITED CONDUCT FOR PRISONERS

7 AAC 60.400 PROHIBITED CONDUCT FOR PRISONERS. (a) Prohibited conduct for prisoners in state institutions is governed by (b) and (c) of this section. Violations shall be punished as either a minor or a major infraction.

(b) Major infractions include the following:

- (1) Homicide;
- (2) Assault upon or fighting with any person;
- (3) Threats to another of bodily harm or of any offense against his personal property;
- (4) Extortion, blackmail, protection; The demanding or receiving of favors or anything of value in return for protection against bodily harm, property loss, or under threat of informing;
- (5) Engaging in sexual acts with others, making sexual proposals or threats, or indecent exposure;
- (6) Escape or evasion of custody;
- (7) Wearing a disguise or mask;
- (8) Setting a fire;
- (9) Stealing, destroying, altering, or damaging government property, or the property of another person;
- (10) Tampering with or blocking any locking device;

- (11) possession, use, or introduction of any contraband;
- (12) misuse of prescribed medication;
- (13) adulteration of any food or drink;
- (14) rioting;
- (15) refusing to work or participating in a work stoppage;
- (16) possession of any staff, or unauthorized civilian clothing;
- (17) counterfeiting, forging, or unauthorized reproduction of any document, article of identification, money, security, or official paper, or the possession or use of such a document;
- (18) unauthorized use of mail or telephone;
- (19) giving or offering any official or staff member a bribe;
- (20) a series of three minor infractions found to have been committed by the prisoner within a 60-day period;
- (21) engaging in a group or individual demonstration or activity, including abusive or obscene language, involving conduct which would potentially disrupt or interfere with the security or orderly administration of the institution, or undermine authority including, but not limited to, refusing to obey a lawful and proper order of any staff member.

(c) Minor infractions include the following:

- (1) giving or loaning property or anything of value for profit or favors;
- (2) possession of anything not authorized for retention or receipt by the prisoner, and not issued to him through regular institutional channels;
- (3) possession of unauthorized prisoner clothing;
- (4) unexcused absence or tardiness from work or any assignment;
- (5) malingering or feigning an illness, injury, or suicide;
- (6) failing to perform work as instructed by any staff member;
- (7) lying or providing a false statement to any staff member;

(8) being in an unauthorized area;

(9) failure to follow posted safety or sanitation rules;

(10) using any equipment or machinery contrary to instructions, posted safety standards, or that which is not specifically authorized;

(11) smoking where prohibited;

(12) using abusive or obscene language directed towards any person which is likely to undermine institutional authority or security;

(13) gambling or possession of unauthorized gambling paraphernalia;

(14) failure to keep one's person and quarters in accordance with posted rules;

(15) tattooing or self-mutilation;

(16) unauthorized communication or contact with the public or visitors;

(17) giving or offering money or anything of value to, or requesting or accepting money or anything of value from, any person without prior approval of the superintendent.

(d) Planning or attempting to commit, and aiding or encouraging any prisoner to plan or attempt to commit any infraction in (b) or (c) of this section is considered the same as a commission of the infraction itself.

(e) A list of prohibited conduct set out in (b) and (c) of this section must be provided in writing to each prisoner upon his admission to the institution. If a prisoner is illiterate, the list of prohibited conduct must be read and explained. Any amendment or addition to any institutional rules must be approved by the director and may be put into effect only after proper and reasonable notice is given the population of that institution. (Eff. / / , Reg.)

INMATE HYGIENE

The inmate is required to bathe often enough to provide a good body hygiene. All clothing must be properly worn when outside the dormitory -- inmate should be fully dressed with shirt buttoned and tucked into trousers, etc.



#1



#2

YOUR BED WILL BE MADE EITHER LIKE
PHOTO # 1 OR PHOTO # 2

PHOTO # 2 IS THE BED MADE WITH THE
TOP BLANKET OVER YOU.

ALL BEDS ARE TO BE MADE UP BY 10:00 A.M.

FEBRUARY 8, 1978

Vernon D. Caulkins
Superintendent
SCC Anchorage

COMMISSARY

Vernon D. Caulkins

Attached you will find a commissary list. The weekly expenditure is \$15.00 per inmate, per week. Please keep in mind the following regarding commissary purchases.

1. No inmate is permitted to have in his possession or under his control quantities of commissary items in excess of that amount which is permitted to be purchased each week. An excess of commissary items is considered contraband and can be handled as a disciplinary or administrative action, and the violator could possibly forfeit his commissary privileges and surrender all commissary items within his possession.
2. Commissary items are purchased once weekly from Eagle River.
3. Commissary slips are passed out on Sunday evenings and must be returned to the floor officer no later than 2200 hours.
4. The inmate is required to print his name in the space provided at the top of the form and his dormitory location in the upper right hand corner. The current commissary list (with quantity limits) is posted in each dorm.
5. Commissary items are purchased from Eagle River on Mondays and the items are passed out to the individual inmates on Thursday evenings, or as soon as they are received from Eagle River.
6. Only inmates with money on the books are eligible to purchase commissary items.
7. All commissary items will be packaged in either paper or soft plastic containers.

All Inmates
Commissary
February 8, 1978

Page 2

8. Special commissary requests are for particular items (cigarettes & Cigars) which are not found on the standard commissary list or for individuals who were received into the institution after the commissary items for the institution were ordered; or for persons who have not had funds for commissary previously and have now received funds.
9. Remember, commissary is a privilege and not a right. This privilege can be revoked at any time for any number of reasons, i.e., disciplinary, abuse, etc.

VDC:zb

Attachment - commissary list

12

CIGARETTES 35¢ per pack \$3.25 per carton

Lucky Strike	Kool, filter kings
Salem	Kool, milds
Belair	Camel
Newport	Camel, filter
Raleigh	Marlboro

CIGARETTES 40¢ per pack \$3.50 per carton

Pall Mall, Gold	Benson & Hedges 100, Menthol
Pall Mall, Menthol	Tareyton 100
Winston, Longs	Omega
Benson & Hedges 100	

CIGARS

Roitan Falcons	5 pack	.65¢
Tiparillo	5 pack	.35¢
Tijuana Smalls	5 pack	.45¢
Tijuana Smalls, Aeromatic	5 pack	.45¢
Crockettes	5 pack	.40¢
1386 Queens	5 pack	.95¢
A & C Panetelas	5 pack	.70¢
Garcia of Vega Gallantes		.15¢
Swisher Sweets		.10¢

PIPES & TOBACCO

Amphora	.45¢
Mixture 79	.45¢
Borkum Riff	.45¢

SHAVING SUPPLIES (Plastic containers only)

Magic Shave Gold (kept in personals)	.85¢
Old Spice After Shave Lotion	\$1.80
English Leather After Shave	\$2.30
Brut 33 Splash On	\$1.30 & \$2.20

SUNDRY ITEMS

Afro Queen Comb (plastic only)	\$1.10
Afro Comb (plastic only)	\$1.10
Pocket comb	.25
Comb, barber	.50
Old Spice Stick Deodorant	\$1.20 (plastic container only)
Old Spice Musk for Men	\$1.20 (plastic container only)
Ban Roll On	\$1.10 (plastic container only)
English Leather Stick	\$1.15 (plastic container only)
Mennen Speed Stick	\$1.15 (plastic container only)

SUNDRY ITEMS (continued)

Clearsil Acne Medicine	.95¢
Noxzema	\$1.05
Ponds Vanishing Cream	\$1.55
Jergens Hand Lotion	.65¢ & .95¢
Johnson's Baby Lotion	\$1.55
Vaseline Intensive Care Lotion	\$1.30
Vaseline Jelly	.60¢
Fingernail Clippers <i>2/10/11e</i>	.35¢ <i>→ wo/11e</i>
Shower Shoes (sm., med., lrg.)	.90¢
Playing Cards, Poker & Pinochle	.85¢

CANDY 15¢ Bars

Three Musketeers	M & M Plain
Mounds	M & M Peanuts
Almond Joy	Snickers
Nestle Crunch	Milky Way
Chunky	Big Hunk
Mars Almond	Power House
5th Avenue	Bit-O-Honey
Look	Rocky Road
Pay Day	Baby Ruth

CANDY 20¢ Bars

Mr. Goodbar	Hersheys Milk Chocolate
Putterfinger	Hersheys Almonds
Reese	

CANDY (In Bags)

Sour Balls	.50¢
Spicettes	.60¢
Orange Slices	.65¢
Chocolate Covered Raisins	.65¢
Chocolate Peanut Clusters	\$1.20

CANDY (Giant Bars)

Hershey, Plain & Almond)	\$1.00
--------------------------	--------

MISCELLANEOUS

Lifesavers	.15¢
Certs	.15¢
Gum	.15¢
Licorice	.15¢

COOKIES

Figs	.90¢
Assorted	.90¢
Chocolate Chip	.75
Granola	.90¢

STATIONARY & WRITING MATERIALS

Paper-Mate Pen	\$1.00
Ruled Writing Tablet	.60¢
Paper-Mate Pen Refill	.75¢
Parker Pencil	\$1.40
Envelopes 100 pack	.60¢
Pencils 6 pack	.35¢
Flair Regal (blue or black ink)	.40¢
Flair Hardhead	.55¢

SOAP (Hand & Bath)

Dial	.40¢
Irish Spring	.40¢
Safeguard	.30¢
Soap Dish	.45¢
Zest	.40¢
Ivory	.20¢
Clearsil	.50¢

DENTAL CARE

Toothbrush	.60¢
Denture Brush	.60¢
Denture Cleanser	.90¢
Close-up	.70¢
Crest	.70¢
Colgate	.70¢
Ultrabrite	.70¢
Macleans	.70¢
Pearl Drops	.90¢

SHAMPOO, CONDITIONER & RINSE (Plastic Containers ONLY)

Protein 21 Shampoo	.85¢
Protein 21 Conditioner	\$1.15
VO 5 Creme Rinse	\$1.00
VO 5 Shampoo	\$1.15
VO 5 Hair Creme	.95¢
Herbal Essence Shampoo	\$1.40 & .85¢
Herbal Essence Creme Rinse	\$1.75
Sulpher 8 Conditioner	.90¢
Prell	.70¢
Head & Shoulders	\$1.05 & \$1.50

Posner Bergament. <i>Plastic. Easy</i>	.95¢
Wella Balsam Shampoo	\$1.65
Wella Balsam Conditioner	\$1.45
Tegrin	\$2.00
Baby Shampoo	\$1.40
Vaseline Hair Creme	.25¢
Vitalis Dry Lock	.95¢
Brylcream	.75¢
Posner Young Braid	\$1.15
Hairsheen Spray	\$1.15
Protein 29 Clear gel	\$1.10
English Leather Brillatine	\$1.00
Ultra Sneen Protein Shampoo	.85¢
Afro Sheen Comb Easy	\$1.30

SNACKS

Potato Chips	.65¢
Potato Chips, Barbeque	.65¢
Cheese Bops	.65¢
Corn Chips	.80¢
Pretzels	.65¢
Hot Sticks	.15¢
Fat Freddie	.35¢
Jerky	.40¢
Pistachios	.50¢
Mixed Nuts	.40¢
Peanuts	.15¢
Cashews	.15¢ & .50¢
Corn Nuts	.40

A. Head
10/10/64

REPORT: Division of Corrections, State of Alaska, Department of Health and Social Services

FROM: Esther Heffernan, Postdoctoral Fellow, Boys Town Center for the Study of Youth Development, Catholic University of America, Washington, D. C.

RE: Women Offenders in the Alaska Criminal Justice System

DATE: Field Visit - June 24, 1979 thru July 2, 1979
Report Date: July 15, 1979

During the nine day field visit with the Division of Corrections in Alaska I had the opportunity to speak with a wide range of persons holding positions within the Department of Health and Social Services and the Division of Corrections; with members of the judicial branch; the governor's office; members of the criminal justice faculty at Anchorage; and with citizens and volunteer groups concerned with corrections in the state. During the period I also visited the probation and parole offices at Anchorage, and the facilities at Eagle River, the Anchorage Annex, Ridgeview, McLaughlin Youth Center and the Juneau Correctional Center. At Eagle River and at Ridgeview, with several visits, it was possible to interview a limited number of both staff and inmates. On June 27, I spoke with the Ridgeview Citizen's Advisory Committee, while on June 26 and June 29, I was able to meet with the newly forming advisory group for planning for the women offender developed by the Division of Corrections.

In every contact, I experienced a real sense of hospitality and cooperation in discussing both the problems and possibilities regarding corrections in general in Alaska, and for women in particular. In addition, I was provided with materials on the composition and backgrounds of the offender population in Alaska, reports on the Eagle River Correctional Center, the portion of the master plan covering female inmates and co-corrections; the Correctional

2

Academy Program Review: Year Three Report; "Alaska: A Corrections Challenge," by William Huston and Michael Gilbert; the Report of the Statewide Conference on Incarceration and Re-entry Alternatives in 1978, and the 1977 Preliminary Study: The Status of Women in Alaska.

During this period I was continually impressed with the quality of both the persons serving the State of Alaska and of the citizen groups, and of their mutual interest in providing good services within the context of citizen safety and inmate needs and rights. I was also very much aware of different emphasis on priorities among services provided both to the general public and inmates, and on appropriate types and levels of security required. Upon reflection, I realize that this may be a function of the unique responsibilities of the Division of Corrections in Alaska.

Overview and Background:

Alaska's territorial and late statehood status appears not to have provided the same degree of diversity, flexibility and "buffering" in contacts between the division of corrections, the judiciary and local law enforcement agencies present in "the lower forty-eight" states. In most jurisdictions, local law enforcement agencies are responsible for detention facilities and administer both pre-trial and misdemeanor cases. As a consequence there are significant differences between jurisdictions in size, policies and laws enforced, alternative services, and security levels, which relate quite directly to local community, not state or federal standards. In turn, ordinarily, state divisions of corrections deal with a more stable and known felon population on a state-wide basis, with a focus on programs, industries, and a range of facility types, including usually until recently, quite distinct

facilities for women. This is not the case in Alaska.

As a result of Alaska's structural "merging" of responsibility for both local detention and probation and state-wide corrections at the state administrative level, with close connections between law enforcement, corrections, and health and social services, there has been personnel recruitment from all three sectors. As a consequence, there are multiple perspectives within the division of corrections on the appropriate relationships and responsibility to the "public"--including the legislature, the judiciary, police, attorneys, citizen groups, detainees, sentenced prisoners, and their families and friends. It appears that Alaska has a rather unique dual orientation which reflects both the structural and personnel realities of the system. One stance emphasizes public service law enforcement in the context of a high risk, crises environment with the consequent perceived need for highly expensive, totally secure detention facilities as the focus of the correctional system. Concerns of this nature are clearly indicated in the tabulated priority needs expressed for in-service training for correctional officers and other personnel. The other, more traditional corrections and social service orientation, stresses planning diverse and multi-security level programs and facilities, with emphasis on inmate needs and a range of possible income and program support resources. Historically, outside of probation services, with the exception of Palmer and Eagle River, Alaska has been dependent on outside facilities for these programs, particularly for long-term inmates.

However, these dual orientations operate within a division of corrections which, because of historical circumstances, is neither closely related to the very diverse ("bush justice") and widely separated local communities which

form the state of Alaska; nor organized as a highly centralized system with coordinated services, integrated programs and uniform standards. However, within the last years there has been an effort to develop the latter. It appears, based on a range of interviews that the division accurately could be described as a set of probation and parole services closely linked in some areas with law enforcement personnel; and a set of relatively autonomous correctional facilities with a wide range of functions, classification levels, and highly limited space capacity for flexible services and programs. More critically, the discussion encompasses a range of differing policies regarding security needs, inmate-staff relationships, and local community relations, combined with a budget which does not reflect increasing populations, costs, and communication needs, nor changes in programs and responsibilities if the correctional services are to be provided within the state of Alaska.

Within this setting, there is a total capacity for less than fifty women (with fluctuating numbers in arrest and short-time detention), who are placed in small, highly segregated and limited facilities. Ridgeview, as a result of the hard work and creative efforts of a concerned staff and advisory board, has been able to transcend a facility whose construction in every way militates against program potentials which generally have been available in even the most limited women's institutions. While small numbers have tended in most states to restrict women to a single institution, the result has been that women with both misdemeanor and felon status, and with a wide range of sentence lengths, ages and "formal" classification and offense types have often housed together in minimum security cottage-type facilities without the expensive and unnecessary high-security installations associated in many persons'

minds with male facilities.

The jail/prison combination in Alaska have tended to prevent this tradition from being present in the state, and apparently has led to an either/or dicotomy of release or probation, or high security segregated settings. At present, the options of shared facilities and resources or minimum security camp/cottage environments open to programs and community work and study opportunities are limited. As a consequence in Alaska, women, within a correctional system spending a very high per capita amount on them, paradoxically, receive a discriminatory minimum of services in high restrictive environments. However, the very uniqueness of the situation and the immediate need to address the questions of programming for the woman offender, with the termination of the lease for the Ridgeview facility and the authorization for construction, may be a positive value.

The diversity in Alaska, as well as its still recent "statehood," means that planning and structures can still be in their formative stage. With a relatively small correctional system and the absence of a long tradition and major construction reflecting a particular correctional orientation, it may be possible to lay the groundwork for some very creative structures and programs. A slight historical digression, based on documentary evidence from some research I am completing, may provide some helpful insights into Alaska's situation. Interestingly enough, Alaska's present-day dilemmas and choices reflect some of the same problems faced, from the 1780's to the 1830's, by the then still "organizing" states of the new United States, in the development of their own "criminal justice systems."

It is not so widely known that our present network of jails and prisons are partially the result of the fusion of two quite distinct "institutions"--

the prison and the workhouse--as the consequence of early 19th century tax-payers revolts! The situation should provide present-day legislators and administrators with some consolation that their position is not unique. The local workhouse, which was retained in the movement from colonial to statehood status, often performed three functions for the surrounding towns or counties. It provided employment for the poor and dependent in "public projects" or through contract labor. In times of unemployment or distress, the workhouse was often the major locus of a mixture of "poor relief" efforts in the community and its services were recognized as a preventative alternative to the petty thievery or public disorders which might occur if the poor were not "cared for." At the same time, it was also the facility where the poor, the servants, and the apprentices, convicted of property, debt, or "public order" offenses might "work-off" by servitude, their fines and/or restitution payments; while propertied members of the community who committed the same offenses paid off their "debt" to the community or their victim from their own resources. The same workhouses were often also the local jail, holding persons waiting for trial when courts were not in session. In this form, the workhouses were open institutions, with no distinctions in regard to age, sex or backgrounds, and easily accessible to family and friends. The ordinary daily activities and family contacts (in some cases entire families were present in the workhouse), continued, while food, drink, companionship, and recreation were as unrestricted as the poverty or plenty of the "inhabitants" of the workhouse/jail could provide.

Immediately after the revolution, the early state legislatures began to move to codify or place in statutory form those portions of the civil and criminal tradition which they wished to modify or retain from English common

and statutory law. At the same time, in determining the penalties in the criminal law, there was a move on the part of key political, business and religious leaders to experiment with "reforms" in criminal punishment in an effort to restore "law and order" after the revolution in a form which was not fully legitimated or accepted by a significant number of persons of varied political, economic and religious backgrounds.

One of the most important reforms, for future corrections, was the decision to substitute for capital punishment or banishment, imprisonment of the offender in almost totally isolated solitary confinement, stripped of all but the minimum requirements for physical and mental survival. As it was planned, when, as a result of the intense deprivation of solitary imprisonment, there was clear evidence of a "breaking of the will" and the presence of "sincere repentance" within the prisoner, "counselors" or overseers appointed by the legislatures from "philanthropic societies" composed of members drawn from the economic and religious leadership groups of the state, were to recommend the prisoner's release through a request for a pardon to be granted by the governor. This punishment, they argued, would be more "terror-provoking" for both the condemned and for the potentially law-rejecting public than a public execution or banishment, which often evoked sympathy for the condemned from the onlookers, and in some cases, public disorder within the local community. Consequently, the initial legislative intent, expressed at the time of the erection of the state prisons, was that they were to house prisoners who under earlier statutes would have been convicted of offenses which carried a death sentence. However, the building and maintaining of these institutions, which occurred in most of the states, involved what was considered in those days immense sums of money--often a major portion of the state budget!

As a result of a rather complex set of factors, in some of the states, particularly Pennsylvania, Massachusetts and New York, workhouses and prisons were combined and set up as centers of contract labor. The state legislatures argued that the local communities could not afford to support the multiplication of local facilities to perform the three functions of the workhouse, when at the same time the taxpayers had sunk their resources into what seemed an enormous investment and constant expense--the state penitentiary. At the same time in the application of the revised codes, the criminal offense of "vagrancy" was often applied to the status of "unemployed," while the practices of gathering from or using the "common lands" was affected by new civil definitions of "private" property, which resulted in additional definitions of what constituted "theft." These re-defined offenses moved some of the "poor and dependent" potential inhabitants of the workhouse into the category of "criminals," eligible for the new workhouse/prisons.

A continuing debate arose as to whether the "new prisons" should be run as workhouses or penitentiaries, or both. In the wake of the constant debate on their purposes and continual changes in administrations and construction, with "conflicting architectures" of solitary cells or congregate areas, the new prisons became centers of constant unrest. Resentful prisoners, who earlier would have worked out their fines or restitution payments within the relatively free environment of the workhouse, found themselves now sentenced to the solitude and deprivation of the prison for the condemned, combined and identified with violent persons mutually feared by both inmates and guards. As a consequence of the prisoners' open and covert resistance to these "new prisons" and their changing administrative policies, the prisoners' behavior often reinforced the public view of their "dangerousness", and the need for

and form of the "prison system" became a fact of life. At the same time, the concept of restitution tended to be lost sight of--since "condemned persons" ^{were} in no position to provide payments.

This mixed heritage of prisons as places of "terror," as places to "pay off ones debts," as "social service centers" as well as places for detainees before trial, has continued. Where resources and populations are available, these "multi-functions" are often distinguished by the use of elaborate "classification" systems, with provision for separate facilities and programs based on a wide range of criteria and "rehabilitation needs" often unrelated to the original offense or the situation of the person involved. In other states and localities, where resources or numbers are lacking, the multi-functions are still merged in the single institution. Traditionally this has often been the case for women, always relatively small in number and predominantly from the given "minorities" of the time and place. After initially sharing both the workhouses and the penitentiaries with the men, they were later, as were the children, separated and segregated "for their own protection." In addition, the women were perceived as "more difficult to handle by any but their own sex" and "needing special care."

Alaska, as a "new" state, is now facing all of these dilemmas--with limited resources, facilities and numbers, and with diverse legal and "justice" traditions. But perhaps, with the experience of some of these historical realities available, Alaska, in planning for corrections within the state, may explore some alternative choices.

Recommendations:

Within this context, the following suggestions, based on the field visits

in Alaska, and experience in other jurisdictions concerned with the same issues, may be of help in formulating programs and policies affecting the division of corrections as a whole, as well as more specifically for the woman offender who may be equally or even more affected by the broader operations of the division than her male counterpart.

General Programs and Policies:

1. Development of a liaison structure between the judiciary and the division of corrections to examine:

- a. the potential consequences for the division of corrections of the implementation of the new criminal code.
- b. the availability of or impact on facilities and services of a pattern of sentencing or a particular sentence in a given jurisdiction, as well as the implementation of any court orders directed to the division.
- c. the provision for monitoring of the division of correction's response to particular judicial recommendations in sentencing; the feasibility of certain requests for services or programs, and the development of channels for the routine notification of the judge when changes are made in the status of prisoners sentenced in their court.

2. Continued legislative examination of the possibility of decriminalizing, without legalizing, drug abuse and proscribed sexual behavior which does not involve coercion, with a sensitivity to variations in local community standards. These legislative changes could include mandated health and social services, but without the use of the criminal sanction, and the services

and facilities of the division of correction.

3. Development of "client service" arrangements with state health and social services, education and employment agencies which would provide in their budgets and staff time for more specialized services which persons "committed to the care of the state" have a right to obtain, but which, for small numbers and specialized needs, the division of corrections finds difficult to provide effectively and efficiently. This is particularly the case when, with rising costs, these needs are in "competition" with the more critical obligation of the division of corrections to provide the basic necessities of adequate food, shelter and physical protection. At the same time, particular state services might be placed at a given facility, as a governmental location in the community, to be made available to other clients in the local area. For example, in the Illinois correctional system, the minimum-security facility at Vienna provides space for the local vocational-technical college, shared by both the inmates and the adult population of the educational district in a mutually satisfactory arrangement. It might be noted that the institution is placed in a predominantly white rural southern Illinois county, while a significant number of the inmates are from black and Spanish-speaking up-state urban backgrounds. For a period the institution included both men and a relatively small number of women inmates. The demand for the women's housing unit, which could accommodate a larger number of men from the rapidly increasing male population in the system, led to their withdrawal from the institution.

4. Internal policy formulation by the division of corrections within the following areas-which may require some legislative or administrative code changes as well:

- a. Development of classification policies in regard to security levels, eligibility for study, work and community service release, and furlough status, which reflect the flexibility and creativity possible with Alaska's widely diverse and relatively small population. There is little need for the use of system-wide standards developed in other jurisdictions, based on offense-type and time-in-sentence status, which are often justified by statistical probability studies derived from large populations and inappropriately applied to individual cases or dissimilar correctional environments. It is particularly unnecessary in Alaska, given the small number of resources and a more personal knowledge of the offender, to be locked into a rigid classification system.
- b. Modification of existing policies in all facilities regarding segregation or "sight and sound" restrictions based on the age or sex of detainees or offenders, in order to provide for sharing of facility programs, services and "common" areas. While ensuring the degree of privacy and personal protection which is the responsibility of any correctional system for all persons, modification of this policy makes possible the shared use of facilities without:
- (1) the excessive cost of total duplication of staff, space and program, or
 - (2) placing juveniles and women as "minorities" in a "competitive" situation with males for limited visiting, recreational or program space; or
 - (3) total restriction, in some instances, of juveniles and women to highly inappropriate, essentially maximum security solitary

confinement.

The 1977 report on the status of women in Alaska noted the practical consequences in Alaska of the continuation of present "sight and sound" restrictions. Many of these policies regarding segregation by sex or age developed in systems where large number of inmates did not make the duplication of services based on a variety of "classification" criteria prohibitively expensive or excessively restrictive, or where "holding" inmates in solitary confinement was the defined function of the correctional system.

- c. Systematic planning for increased availability of telephone contact as well as visiting space and time in order to offset the greater distances between facilities, family members, and home residence than exist in more "compact" jurisdictions. Telephone contact, in particular, can lessen anxiety regarding family, employment, etc., which otherwise can lead to increased security risks and/or medical problems.
- d. Development of in-service staff programs to continue the emphasis of the division of corrections on personnel education, but also to provide opportunities to examine, react to and modify suggested changes in policy in the division. At the same time, a variety of public resources should be used to develop public consideration of correctional policies. The excellent example of the Eagle River and Ridgeview advisory committees, and the state wide correctional issues conference should provide resources for the systematic development of volunteers, church and community organization contacts and a cooperative relationship with the mass media and the public press. Changes in policy and programs should also be accompanied

by planning to provide staff choice of positions and programs which reflect most adequately their own orientation to correctional needs. The diverse responsibilities of the division of corrections should be supportive of a range of skills and perspectives. Changes in policy in regard to the use of shared resources requires a consideration of the hiring and job responsibilities for both men and women employees in all of the facilities and positions of the division. The range of court decisions involving both job discrimination and privacy issues may make this a difficult area, but one which should be systematically implemented.

Policy and Programs for the Woman Offender:

The following series of comments and recommendations are addressed to the issues directly affecting the woman offender and are ordered in relation to decision points along the system of criminal justice in Alaska.

1. A judicial conference is needed to consider the direct implications of the new criminal code for the woman offender. In other jurisdictions, a decrease in the discretionary power of the judges or the adoption of a policy of sentence equalization, has led to an increasing proportion of women offenders sentenced and committed to prison terms than was the case in the more recent decades before the latest revisions of the criminal codes. Since, with the noted exception of minority-membership women, there has been tendency more frequently to release or place women on probationary status, the introduction of the new code may have a more significant effect on women than men. It is critical that these possible consequences be examined by both the judges and the division of corrections, rather than have a significant change in the number of women committed, without preliminary budgetary, personnel and diver-

sion program/facility planning occurring.

2. It appears, from the interview data, that probation is widely and well used for the woman offender in Alaska. Most of the women for whom it is appropriate are being or have been placed on probation. If policy changes in this area are considered, they might involve greater use of court supervision of restitution arrangements, and a decrease in direct probation supervision. Re-arrest might be defined as the basis for revocation of probation, without the use of probationary supervision except for cases where the nature of the terms of probation make it appropriate. These cases might well involve the use of personnel in alcohol, drug, mental health, employment or family counseling state or community agencies, as well as personnel within the division of corrections itself.

3. As mentioned above, all detention facilities should consider modifying "sight and sound" restrictions to assure the maximum use of all areas, programs and services by both men and women detained there. The present use of a magistrate within or in close contact with the institution to lessen the necessary time of detention is an excellent practice, and should be provided in every jurisdiction. Jail personnel, because of their close contact with a wide range of persons, frequently in crisis situations, should be exceptionally well prepared to meet emergencies while remaining very sensitive to the reactions which may occur in a jail setting. It is probably one of the most demanding positions within the division, and should be considered in that light both in preparation for placement and in job classifications. In the development of the pre-trial facility in Anchorage, and in the modification or construction of new facilities in other parts of Alaska, the planning should require the use of space and materials in such a way that the most "normal" relationships and accommodations are present, with adequate space for visiting,

counseling, recreation, religious services, exercise and dining, as well as provision for privacy and protection. Particular care should be taken to provide medical services, and for social services that can ensure immediate and adequate family contacts.

4. Planning should begin immediately for the development of community correctional centers--or the extension of and close monitoring of present contract half-way houses--to provide three service functions:

- a. re-entry houses for women who have been serving sentences in other facilities and need to develop work and community contact in preparation for release.
- b. center for the serving of misdemeanor sentences which involve work or community service under supervision and/or residential restrictions.
- c. minimum security centers for women with felony convictions, with work, study or community service status.

A center or centers of this type is particularly crucial for the Anchorage area and should be an integral part of any planning connected with the phasing out of the Ridgeview facility. The center might include rooms and services for both men and women, or involve separate residences, and accommodations also for children. An additional alternative for women eligible for study release would be the use of one wing of female cottage at McLaughlin Youth Center, which is presently being restored. The provision for facilities for youth in other parts of the state may lessen the need for the full use of the McLaughlin Center. The use of the resources of the institution for the youthful offenders, within an age range fairly close to the ages of the young

women presently at McLaughlin (or an older woman whose placement there would be appropriate), in close proximity to the educational resources of the community college and the university, is a real advantage. In addition, contact between the adolescents at the youth center and women who have had a more mature experience with the criminal justice system may also provide some effective and positive counseling--as experience in other institutions has shown.

5. Planning should begin immediately for a women's correctional institution for Alaska, for women whose sentences make open community placement inadvisable. In order to share and supplement existing resources and programs, the unit might be placed at either the Eagle River or Palmer correctional centers. At either location, the women's institution should be organizationally distinct, with classification levels, programs and policies developed which reflect the differing functions of the women's institution. However, both men and women's units should be administratively coordinated, with the shared and common use of the existing and expanded food, educational, work, recreational, medical, and program area and services. The choice of either location would require careful planning and organization and extensive in-service staff preparation and inmate cooperation, with policy development to ensure that the changes would not endanger or restrict the present functions and programs of either Palmer or Eagle River, but would provide a greater number of services and resources for both men and women.

At Eagle River, one of the two pre-planned cottage locations could be used for the women's unit. While the present architectural plans include four "wings" in each cottage, each providing housing for ten inmates, the plan could be modified to re-design one of the wings for additional space for internal

program and administrative use, while one of the housing wings might include unobtrusive security provisions which might be needed to provide for the wider range of classification levels in the women's unit.

The Eagle River service areas are already well-designed for supervision, and should not require the use of additional staff nor the development of restrictive policies. Based on field data from other shared facilities, consistent enforcement of general policy regarding appropriate inmate and staff relationships has generally been found to be a sufficient guideline, particularly where there is provision for regular family contacts and a range of programs with community groups to provide relational options.

However, there is also a need for the Division of Corrections to expand the Eagle River facility for the use of a male population, following its original planning and construction. In addition, the continued informal speculation and more formal discussion of the possible placement of women in the Eagle River facility without clearly delineating procedures, time tables or possible organizational structures, has created apprehensions on the part of staff, inmates and persons concerned with both Eagle River and Ridgeview, which even with careful planning and coordinated effort may be difficult to allay. And, of course, its original architectural planning did not anticipate its possible shared use.

While its location is farther from Anchorage, the use of the resources at Palmer might provide a desirable alternative to consider. In this case, the construction of a needed service area for programs, health, recreation, visiting, dining and educational purposes would be mutually beneficial for both the men and the women. At the same time, an organizational separate but administratively coordinated unit for housing and internal program needs for

approximately twenty women could be designed and constructed, using the resources of the present camp. Again, within the women's unit, careful planning could provide the resources for flexibility in classification and security needs, within the traditionally open environment of the Palmer Camp. There might also be instances when women eligible for work release might find the camp/farm placement more appropriate than the Anchorage community correctional center. As at Eagle River, the educational and community groups in the Palmer area, as well as the Ridgeview's citizen advisory committee should be involved in the program components of the expanded facilities and as integral members of the planning process.

The consideration of both Palmer and Eagle River as a location for the women's unit should provide some opportunity to consider the positive and negative aspects of each location in regard to organizational structures, program resources, community responsiveness, and the future flexible use or expansion of the facilities. Either choice should involve the careful development of policies regarding health care, family contacts, coordination of differing classification levels, program and industries development, staff responsibilities, etc., which will be required in the organizationally more complex shared facilities.

6. Finally, there may be some need to use out-of-state facilities when special needs require it. This may involve situations where the actual residence or post-release placement will be outside the state, or where the resources of a larger or specialized institution may be desirable. However, these placements should be an exception, and long term sentences should never be equated with the need for high security or isolation.

In the development of a time-table for the development of the correctional options for women, the planning and construction times for the Anchorage pre-trial detention facility, the community correctional centers, and the women's

correctional unit at either Eagle River or Palmer may not coincide with the phasing out of the multi-functional facility for women at Ridgeview. As far as possible, the planning should provide for as little "temporary" housing and placement as possible. If necessary, pre-trial detention for the short period before the phasing in of the new pre-trial facility might take place at the Anchorage Annex, but only with changes in "sight and sound" restrictions that would assure the full use of the admittedly limited resources of the facility and within the context of an extensive in-service program at the detention center on staff-inmate--public relationships.

Conclusion:

There is a tendency, built into the very nature of report-writing and organizational planning, to obscure the very reality which it is supposed to render intelligible and hopefully make a little better. The "reality," of course, is that a great deal isn't very intelligible. We are all--on both "sides" of "the law"--trying to muddle through, with a fair level of good intentions, with limited resources and structures that don't make much sense but which we can't change easily, with differing degrees of fatigue and faith, optimism and pessimism, and the need to have some hope. The "choices" still remain difficult, very little turns out to be "neat and clean," and understanding and compassion are probably the most precious of human gifts. There is real evidence of the latter's presence within "the system" in Alaska, and that is probably the most critical factor in the "success" of the planning for women in corrections in the state.

Anchorage Correctional

Center Annex

Inmate Handbook

Vernon D. Caulkins
Superintendent

ANCHORAGE CORRECTIONAL
CENTER ANNEX

INMATE HANDBOOK

VERNON D. CAULKINS
SUPERINTENDENT

INMATE HANDBOOK

INDEX

INTRODUCTION	PAGE 1
ADMISSIONS	PAGE 1
SEARCH	
PERSONAL PROPERTY	
PUBLIC DEFENDER	PAGE 2
CONTRABAND	PAGE 2
RULES AND REGULATIONS	PAGE 3
INMATE CONDUCT	PAGE 4
DISCIPLINARY COMMITTEE	PAGE 11
DISCIPLINARY PROCEDURES	PAGE 11
CLASSIFICATIONS	PAGE 12
SEGREGATION	PAGE 12
VISITING	PAGE 13
COMMUNICATION	PAGE 14
COMMISSARY	PAGE 15
SICK CALL	PAGE 16
HYGIENE	PAGE 16
LAUNDRY	PAGE 17
CLEAN UP	PAGE 18
RELIGIOUS ACTIVITIES	PAGE 18

INMATE HANDBOOK

INDEX

CONTINUED

ENTERTAINMENT
RADIO
T.V.
MOVIE
READING

PAGE 18

RECREATIONS

PAGE 20

GRATUITY

PAGE 20

FORWARD

PEOPLE ARE ABLE TO LIVE IN PEACE AND HARMONY ONLY SO LONG AS THEY RESPECT RIGHTS AND RESPONSIBILITIES THROUGH THE ENFORCEMENT OF CERTAIN RULES. IN A RESTRICTED COMMUNITY SUCH AS AN INSTITUTION, THERE IS EVEN A GREATER NEED FOR PROTECTING THE RIGHTS OF AN INDIVIDUAL. IT IS NECESSARY, THEREFORE, THAT EVERY INMATE BE REQUIRED TO OBSERVE ALL RULES OF THE INSTITUTION. FOR FAILURE TO DO SO, HE SHALL BE SUBJECT TO DISCIPLINARY ACTIONS.

EACH INMATE SHALL BE RESPONSIBLE FOR INFORMING HIMSELF CONCERNING THE RULES OF THE INSTITUTION. IGNORANCE OF THE RULES SHALL NOT BE ACCEPTED AS AN EXCUSE FOR VIOLATION. EACH INMATE SHALL READ CAREFULLY THE INSTITUTION RULES AND REGULATIONS PRESCRIBING HIS DUTIES AND OBLIGATIONS AS AN INMATE. IF AN INMATE IS UNABLE TO READ, HE SHALL REQUEST THAT A COUNSELOR OR OFFICER OF THE INSTITUTION READ AND EXPLAIN THE RULES AND REGULATIONS TO HIM. WHEN AN INMATE IS IN DOUBT CONCERNING THE INTENT OF THE RULES, HE SHALL REQUEST AN EXPLAINATION FROM A COUNSELOR OR OFFICER.

TED COREY
ASSISTANT DIRECTOR

IF YOU ARE INCAPACITATED (DRUNK, SICK, ETC.,) WHEN YOU ARE ADMITTED THE INVENTORY WILL BE MADE LATER WHEN YOU CAN BE THERE. YOUR PROPERTY WILL BE LEFT WITH YOU UNTIL THE INVENTORY IS MADE. WHEN YOU ARE RELEASED OR TRANSFERRED TO ANOTHER INSTITUTION, BE SURE ALL OF YOUR PROPERTY NOT CONSIDERED CONTRABAND, IS RETURNED TO YOU OR TRANSFERRED WITH YOU.

PUBLIC DEFENDER

IF YOU WISH AN ATTORNEY BUT ARE NOT ABLE TO GET ONE, YOU MAY SPEAK TO AN ATTORNEY FROM THE PUBLIC DEFENDERS OFFICE BY FILLING OUT A "REQUEST FOR INTERVIEW" FORM, THE SHIFT SUPERVISOR WILL CONTACT THE PUBLIC DEFENDER AND ASK THEM TO SEND A REPRESENTATIVE TO SEE YOU.

IF YOU ARE TAKEN TO THE PUBLIC DEFENDER'S OFFICE YOU WILL BE DRESSED IN INSTITUTIONAL CLOTHING.

CONTRABAND

CONTRABAND IS CONSIDERED TO BE:

1. ANYTHING THAT IS A WEAPON, CAN BE USED AS A WEAPON OR FROM WHICH A WEAPON CAN BE MADE.
2. ALL DRUGS AND NARCOTICS EXCEPT THOSE PRESCRIBED BY A DOCTOR AND GIVEN BY A DOCTOR OR INSTITUTIONAL STAFF.
3. ALL ALCOHOL OR ALCOHOLIC SUBSTANCES EXCEPT WHERE PRESCRIBED BY A DOCTOR AND OR CONTROLLED BY INSTITUTIONAL STAFF.
4. COIN OR CURRENCY OR ANY OTHER THINGS THAT ARE BROUGHT INTO THE INSTITUTION BY AVOIDING DETECTION (SMUGGLED IN).

INTRODUCTION

THIS IS YOUR HANDBOOK TO USE WHILE YOU ARE HERE. IT TELLS YOU ALL THE RULES YOU MUST FOLLOW, THE DIFFERENT EXPECTATIONS, PRIVILEGES, AND DAILY ACTIVITIES. READ THIS BOOKLET AND IT WILL HELP YOU GET ALONG HERE. IF YOU HAVE ANY TROUBLE READING ASK THAT SOMEONE HELP YOU.

ADMISSION PROCEDURE

SEARCH: WHEN YOU WERE BROUGHT INTO JAIL YOU WERE SEARCHED. THE SEARCH WAS TO MAKE SURE YOU HAD NO WEAPONS OR OTHER CONTRABAND AND TO INVENTORY ALL OF YOUR PERSONAL THINGS

PERSONAL PROPERTY: IF YOU ARE TO BE BAILED OUT RIGHT AWAY, YOUR PROPERTY WILL NOT BE TAKEN FROM YOU EXCEPT FOR WEAPONS AND CONTRABAND. YOU ARE RESPONSIBLE FOR THE PROPERTY YOU KEEP WITH YOU.

IF YOU ARE NOT GOING TO BE BAILED OUT RIGHT AWAY, ALL OF YOUR PROPERTY WILL BE TAKEN AND INVENTORIED WHILE YOU ARE BEING BOOKED. YOU WILL SIGN A RECEIPT FOR ALL THE ITEMS ON THE INVENTORY. YOUR PROPERTY WILL THEN BE STORED IN A SECURE AREA UNTIL YOUR RELEASE OR TRANSFER TO ANOTHER INSTITUTION.

IF YOU HAVE MORE PROPERTY WITH YOU THAN THE JAIL CAN SAFELY STORE, YOU MUST MAKE ARRANGEMENTS TO HAVE IT STORED ELSEWHERE.

YOU WILL BE FURNISHED WITH INSTITUTIONAL CLOTHING. IF A LAW ENFORCEMENT AGENCY MAKES A REASONABLE REQUEST TO INSPECT YOUR PERSONAL PROPERTY STORED AT THE JAIL, THEY WILL BE ALLOWED TO INSPECT IT, BUT, THEY MUST HAVE A COURT ORDER TO REMOVE ANYTHING FROM YOUR PERSONALS.

INMATE CONDUCT

YOU ARE EXPECTED TO OBEY THE LAWS OF THE STATE WHETHER YOU ARE IN OR OUT OF JAIL. IF YOU BREAK THE LAWS WHILE HERE YOU WILL BE SUBJECT TO THE PUNISHMENT PROVIDED BY THE LAW OR BY THE INSTITUTION. YOU MUST OBEY THE RULES AND REGULATIONS AT ALL TIMES.

EXAMPLES OF CONDUCT ARE AS FOLLOWS:

1. YOU MAY NOT HAVE OR HAVE UNDER YOUR CONTROL ANY CONTRABAND.
2. THERE IS TO BE NO GAMBLING, TRADING, BUYING, SELLING, DONATING OR EXCHANGING ANY ARTICLES BETWEEN INMATES.
3. THERE WILL BE NO FIGHTING, WRESTLING, ROUGH PLAY, DISORDERLY CONDUCT, INITIATING OF NEW INMATES, ETC.,
4. ESCAPE ATTEMPTED ESCAPES OR PLANNING TO ESCAPE IS NOT ALLOWED.
5. THE HANGING OR FASTENING OF PICTURES, ARTICLES, CALANDER, ETC., ON WALLS, BUNKS, ETC., IS NOT ALLOWED.
6. RIOTING, TRYING TO MAKE OTHERS RIOT, DEFACING PERSONAL OR PUBLIC PROPERTY IS PROHIBITED.
7. THERE IS TO BE NO SPITTING OR LITTERING IN THE DORMITORY OR CELLS.
8. DRINKING, SNIFFING, INJECTING, SMOKING OF OTHERWISE TAKING INTO THE SYSTEM ANY SUBSTANCE FOR THE PURPOSE OF CAUSING INTOXICATION, STIMULATION, OR DIZZINESS IS PROHIBITED.

5. CAMERAS AND ANY ELECTRONIC SOUND OR VIDEO RECORDERS OR ANY ELECTRONIC SENDING OR RECEIVING DEVICE.
6. ALL ITEMS NOT ISSUED TO YOU BY THE INSTITUTION OR THAT MAY NOT BE BOUGHT AT THE COMMISSARY OR ARE MORE THAN THE INSTITUTION ALLOWED.

IF YOU ARE COUGHT WITH ANY CONTRABAND IN YOUR POSSESSION, YOU WILL BE SUBJECT TO DISCIPLINARY ACTION. CONTRABAND WILL BE TAKEN FROM YOU AND TURNED OVER TO THE SUPERINTENDENT FOR HIS DISPOSAL.

RULES AND REGULATIONS

IF YOU BREAK ANY OF THE RULES AND REGULATIONS LISTED BELOW YOU MAY RECEIVE ONE OF THESE PENALTIES:

1. REPRIMAND: THE OFFICER OR COUNSELOR MAY TALK TO YOU ABOUT WHAT HAPPENED OR WRITE IT UP AND PUT IT IN YOUR FILE.
2. SUSPENSION OF PRIVILEGES: FOR UP TO 30 DAYS FOR BREAKING A MINOR RULE AND UP TO 90 DAYS FOR BREAKING A MAJOR RULE.
3. CONFINEMENT IN DISCIPLINARY SEGREGATION (SINGLE CELL) CONFINEMENT TO QUARTERS OR WEEKEND OR HOLIDAY LOCKUPS: FOR UP TO 30 DAYS FOR MINOR OFFENSES AND UP TO 90 DAYS FOR MAJOR OFFENSES.
4. RESTITUTION: (PAYING BACK) FOR MINOR PROPERTY DAMAGES OR HOLDING YOUR GRATUITY PAYMENT.

YOU DO NOT EARN GOODTIME DURING THE MONTH IN WHICH YOU WERE FOUND GUILTY OF BREAKING ANY RULES OR REGULATIONS.

6. ESCAPE OR EVASION OF CUSTODY.
7. WEARING A DISGUISE OR MASK.
8. SETTING A FIRE.
9. STEALING, DESTROYING, ALTERING, OR DAMAGING GOVERNMENT PROPERTY, OR THE PROPERTY OF ANOTHER PERSON.
10. TAMPERING WITH OR BLOCKING ANY LOCKING DEVICE.
11. POSSESSION, USE OR INTRODUCTION OF ANY CONTRABAND
12. MISUSE OF PRESCRIBED MEDICATION.
13. ADULTERATION OF ANY FOOD OR DRINK (ADDING ANYTHING HARMFUL OR DISTASTFUL).
14. RIOTING OR CAUSING OR ENCOURAGING OTHERS TO RIOT.
15. REFUSING TO WORK OR PARTICIPATING IN A WORK STOPPAGE.
16. POSSESSION OF ANY STAFF OR UNAUTHORIZED CIVILIAN CLOTHING.
17. COUNTERFEITING, FORGING OR UNAUTHORIZED REPRODUCTION OF ANY DOCUMENT, ARTICLE OR IDENTIFICATION, MONEY, SECURITY, OR OFFICIAL PAPER, OR THE POSSESSION OR USE OF SUCH A DOCUMENT.
18. UNAUTHORIZED USE OF MAIL OR TELEPHONE.
19. GIVING OR OFFERING ANY OFFICIAL OR STAFF MEMBER A BRIBE.

9. YOU ARE NOT TO USE PROFANE OR OBSCENE LANGUAGES, BOOING, WHISTLING, SHOUTING OR OTHER LOUD DISTURBING NOISES. THERE ARE TO BE NO SARCASTIC OR INSULTING REMARKS TO OR ABOUT OTHER PERSONS EITHER INSIDE OR OUTSIDE THE INSTITUTION.
10. STAFF AND PERSONNEL ARE TO BE ADDRESSED IN A RESPECTABLE WAY, I.E., MR. _____ OR OFFICER _____ OR BY HIS RANK (SARGENT, LT., ETC.). NO FIRST NAMES OR NICKNAMES WILL BE ALLOWED.

PROHIBITED CONDUCT FOR PRISONERS

7 AAC 60.400 - PROHIBITED CONDUCT FOR PRISONERS:
 A) PROHIBITED CONDUCT FOR PRISONERS IN STATE INSTITUTIONS IS GOVERNED BY B) AND C) OF THIS SECTION. VIOLATIONS SHALL BE PUNISHED AS EITHER A MINOR OR A MAJOR INFRACTION.

B) MAJOR INFRACTIONS INCLUDE THE FOLLOWING:

1. HOMICIDE
2. ASSAULT UPON OR FIGHTING WITH ANY PERSON.
3. THREATS TO ANOTHER OF BODILY HARM OR OF ANY OFFENSE AGAINST HIS PERSONAL PROPERTY.
4. EXTORTION, BLACKMAIL, PROTECTION: THE DEMANDING OR RECEIVING OF FAVORS OR ANYTHING OF VALUE IN RETURN FOR PROTECTION AGAINST BODILY HARM, PROPERTY LOSS, OR UNDER THREAT OF INFORMING.
5. ENGAGING IN SEXUAL ACTS WITH OTHERS, MAKING SEXUAL PROPOSALS OR THREATS OR INDECENT EXPOSURE.

C) MINOR INFRACTIONS INCLUDE THE FOLLOWING:

1. GIVING OR LOANING PROPERTY OR ANYTHING OF VALUE FOR PROFIT OR FAVORS.
2. POSSESSION OF ANYTHING NOT AUTHORIZED FOR RETENTION OR RECEIPT BY THE PRISONER, AND NOT ISSUED TO HIM THROUGH REGULAR INSTITUTIONAL CHANNELS.
3. POSSESSION OF UNAUTHORIZED PRISONER CLOTHING.
4. UNEXCUSED ABSENCE OR TARDINESS FROM WORK OR ANY ASSIGNMENT.
5. MALINGERING OR FEIGNING AN ILLNESS, INJURY, OR SUICIDE.
6. FAILING TO PERFORM WORK AS INSTRUCTED BY ANY STAFF MEMBER.
7. LYING OR PROVIDING A FALSE STATEMENT TO ANY STAFF MEMBER.
8. BEING IN AN UNAUTHORIZED AREA.
9. FAILURE TO FOLLOW POSTED SAFETY OR SANITATION RULES.
10. USING ANY EQUIPMENT OR MACHINERY CONTRARY TO INSTRUCTIONS, POSTED SAFETY STANDARDS, OR THAT WHICH IS NOT SPECIFICALLY AUTHORIZED.
11. SMOKING WHERE PROHIBITED.
12. USING ABUSIVE OR OBSCENE LANGUAGE DIRECTED TOWARDS ANY PERSON WHICH IS LIKELY TO UNDERMINE INSTITUTIONAL AUTHORITY OR SECURITY.

20. A SERIES OF THREE MINOR INFRACTIONS FOUND TO HAVE BEEN COMMITTED BY THE PRISONER WITHIN A 60 DAY PERIOD.
21. ENGAGING IN A GROUP OR INDIVIDUAL DEMONSTRATION OR ACTIVITY, EXCLUDING ABUSIVE OR OBSCENE LANGUAGE INVOLVING CONDUCT WHICH WOULD POTENTIALLY DISRUPT OR INTERFERE WITH THE SECURITY OR ORDERLY ADMINISTRATION OF THE INSTITUTION, OR UNDERMINE AUTHORITY INCLUDING, BUT NOT LIMITED TO, REFUSING TO OBEY A LAWFUL AND PROPER ORDER OF ANY STAFF MEMBER.
22. POSSESSION OF OR USE OF ANY EXPLOSIVE OR WEAPON OR ANYTHING THAT COULD BE USED AS AN EXPLOSIVE OR WEAPON OR ANYTHING FROM WHICH AN EXPLOSIVE OR A WEAPON COULD BE MADE.
23. POSSESSION OF OR USE OF ANY DRUGS OR NARCOTIC OR THE PARAPHERNALIA OR MEANS TO USE THEM EXCEPT THOSE PRESCRIBED BY MEDICAL STAFF AND UNDER CONTROL OF MEDICAL OR JAIL STAFF.
24. POSSESSION OR MAKING OF INTOXICANTS.
25. BEING INTOXICATED.
26. POSSESSION OF ANY PROPERTY BELONGING TO ANOTHER PERSON.
27. INTERFERING WITH THE TAKING OF THE COUNT.
28. SMUGGLING OR BRINGING INTO THE INSTITUTION ANYTHING THAT IS NOT SPECIFICALLY AUTHORIZED.

13. GAMBLING OR POSSESSION OF UNAUTHORIZED GAMBLING PARAPHERNALIA.
14. FAILURE TO KEEP ONE'S PERSON AND QUARTERS IN ACCORDANCE WITH POSTED RULES.
15. TATOOING OR SELF-MUTILATION.
16. UNAUTHORIZED COMMUNICATION OR CONTACT WITH THE PUBLIC OR VISITORS.
17. GIVING OR OFFERING MONEY OR ANYTHING OF VALUE TO, OR REQUESTING OR ACCEPTING MONEY OR ANYTHING OF VALUE FROM ANY PERSON WITHOUT PRIOR APPROVAL OF THE SUPERINTENDENT.

D) PLANNING OR ATTEMPTING TO COMMIT, AND AIDING OR ENCOURAGING ANY PRISONER TO PLAN OR ATTEMPT TO COMMIT ANY INFRACTION IN (B) OR (C) OF THIS SECTION IS CONSIDERED THE SAME AS A COMMISSION OF THE INFRACTION ITSELF.

E) A LIST OF PROHIBITED CONDUCT SET OUT IN (B) AND (C) OF THIS SECTION MUST BE PROVIDED IN WRITING TO EACH PRISONER UPON HIS ADMISSION TO THE INSTITUTION. IF A PRISONER IS ILLITERATE, THE LIST OF PROHIBITED CONDUCT MUST BE READ AND EXPLAINED. ANY AMENDMENT OR ADDITION TO ANY INSTITUTIONAL RULES MUST BE APPROVED BY THE DIRECTOR AND MAY BE PUT INTO EFFECT ONLY AFTER PROPER AND REASONABLE NOTICE IS GIVEN THE POPULATION OF THAT INSTITUTION.

18. POSSESSION OF MONEY OR CURRENCY UNLESS AUTHORIZED.
19. TEARING, DESTROYING, OR ALTERING CLOTHING ISSUED BY THE INSTITUTION.
20. DEMONSTRATING OR ENCOURAGING OTHERS TO DEMONSTRATE.
21. REFUSING TO WORK AN ASSIGNED DUTY.

22. PARTICIPATING IN AN UNAUTHORIZED MEETING OR GATHERING.
23. MAKING EXCESS NOISE.
24. FAILURE TO HAVE BED MADE AND AREA CLEANED BY TIME INDICATED.
25. FAILURE TO RETURN ALL EATING UTENSILS AT THE COMPLETION OF MEALS OR SNACKS.
26. FOOD WILL NOT BE STORED OR SAVED EXCEPT FOR FRESH FRUITS, VEGETABLE AND COMMISSARY ITEMS.
27. PASSING OF MESSAGES OR CONVERSING WITH INMATES IN OTHER AREAS OR ANY UNAUTHORIZED COMMUNICATIONS.
28. PUTTING UP PICTURES, ARTICLES, CALENDARS, ETC., ON UNAUTHORIZED AREAS.
29. SPITTING ON FLOOR OR LITTERING YOUR DORMITORY OR CELL.
30. POSSESSION OF ANY LEWL OR OBSCENE MATERIAL.
31. YOU WILL BE AWAKE AND FULLY DRESSED WHILE MEALS ARE BING SERVED.
32. YOU ARE TO TAKE ONE TRAY ONLY AT MEAL TIMES.
33. WHEN THE MEAL IS OVER YOU ARE TO NEATLY PLACE YOUR TRAY AND UTENSILS IN THE AREA INDICATED.
34. YOU ARE TO REMAIN IN BED AFTER THE T.V. IS TURNED OFF UNLESS IT IS NECESSARY USE THE LAVATORY.

DISCIPLINARY COMMITTEE

THE DISCIPLINARY COMMITTEE WILL CONSIST OF THREE (3) CORRECTIONAL OFFICERS APPOINTED BY THE SUPERINTENDENT OR HIS DESIGNEE.

THIS COMMITTEE WILL MEET WHEN NEEDED AND WILL REVIEW AND EVALUATE ALL MISCONDUCT REPORTS. THEY WILL ATTEMPT TO VIEW BOTH SIDES BEFORE MAKING A DECISION. DISCIPLINARY ACTION WILL BE TREATMENT ORIENTED WITH A FOLLOW UP PROGRAM.

DISCIPLINARY ACTION MAY CONSIST OF REPRIMAND, SEGREGATION. LOSS OF PRIVILEGES, LOSS OF GOOD TIME AND OR PROSECUTION.

DISCIPLINARY PROCEDURES

IF YOU BREAK A MINOR RULE AND A REPORT IS MADE YOU WILL GO BEFORE THE DISCIPLINARY COMMITTEE. YOU MUST APPEAR. YOU WILL BE ABLE TO TELL YOUR SIDE OF THE STORY. IF YOU WISH TO YOU CAN HAVE AN ADVOCATE TO HELP YOU PREPARE YOUR CASE AND PRESENT IT TO THE COMMITTEE. WHEN THE COMMITTEE HAS MADE IT'S DECISION THEY WILL INFORM YOU AND GIVE YOU A COPY. YOU MAY APPEAL THE COMMITTEE'S DECISION TO THE SUPERINTENDENT.

IF YOU BREAK A MAJOR RULE AND IT IS ALSO AGAINST THE LAW OUTSIDE THE INSTITUTION, A COP" OF THE REPORT WILL BE SENT TO THE DISTRICT ATTORNEY TO SEE IF HE WANTS TO PROSECUTE. IF THE DISTRICT ATTORNEY DECIDES TO PROSECUTE AND YOU ARE BROUGHT TO TRIAL YOU WILL NOT GO BEFORE THE DISCIPLINARY COMMITTEE.

IF THE DISTRICT ATTORNEY DECIDES NOT TO PROSECUTE THE DISCIPLINARY COMMITTEE WILL HANDLE THE CASE. IN THIS CASE YOU MAY OR MAY NOT APPEAR BEFORE THE COMMITTEE. AN ADVOCATE MAY PRESENT EVIDENCE OR CALL WITNESSES FOR YOU. YOU WILL BE ADVISED OF THE COMMITTEE'S DECISION.

IF YOU ARE PLACED IN RESTRICTED HOUSING (SINGLE CELL) THE COMMITTEE WILL REVIEW YOUR CASE FREQUENTLY.

CLASSIFICATION

CLASSIFICATION IS USED TO FIND OUT WHERE YOU WILL BE HELD AND WHAT TYPE OF PROGRAM YOU WILL BE IN.

A CLASSIFICATION TEAM MEETS REGULARLY IN THE INSTITUTION TO REVIEW THE INDIVIDUAL CASES AND TO MAKE RECOMMENDATION TO THE SUPERINTENDENT ON INMATE CLASSIFICATION.

YOU WILL BE NOTIFIED IN ADVANCE OF THE DATE OF YOUR HEARING WITH THE COMMITTEE. THE INSTITUTIONAL COUNSELOR WILL BE ABLE TO HELP YOU PRESENT YOUR DESIRES TO THE COMMITTEE.

THE CLASSIFICATION COMMITTEE WILL ATTEMPT TO SEE YOU WITHIN 7 DAYS AFTER YOUR ARRAIGNMENT.

YOU WILL NOT BE ELIGIBLE FOR RE-CLASSIFICATION FOR 60 DAYS UNLESS THE CLASSIFICATION COMMITTEE INDICATES DIFFERENTLY AT YOUR FIRST HEARING.

SEGREGATION

YOU MAY BE PLACED TEMPORARILY IN ADMINISTRATIVE SEGREGATION (DOULBE OR SINGLE CELL) BEFORE CLASSIFICATION IF YOU:

1. HAVE NOT BEEN CLASSIFIED OR HAD A MEDICAL EXAMINATION SINCE YOU WERE ADMITTED.
2. ARE INCAPACITATED (DRUNK, SICK, ETC.,) OR ARE A THREAT TO YOURSELF OR OTHERS.
3. HAVE A DISEASE THAT IS CONTAGEOUS.

4. HAVE SEGREGATION PRESCRIBED BY A DOCTOR OR PSYCHIATRIST.
5. REQUEST SEGREGATION.
6. ARE DETAINED FOR MEDICAL REASONS OR ARE DRUNK.
7. ARE A MATERIAL WITNESS.
8. ARE A THREAT TO THE SECURITY OF THE INSTITUTION OR NEED PROTECTIVE CUSTODY.

IF YOU ARE PLACED IN ADMINISTRATIVE SEGREGATION YOU MUST BE TOLD WHY AND HAVE A HEARING WITHIN SEVEN (7) DAYS BEFORE A CLASSIFICATION COMMITTEE. THE COMMITTEE MUST REVIEW YOUR CASE AT LEAST ONCE EVERY 30 DAYS UNTIL YOU ARE TAKEN OUT OF SEGREGATION. THE CLASSIFICATION COMMITTEE MUST TELL YOU WHY YOU HAVE BEEN PLACED IN SEGREGATION AND HOW LONG YOU WILL STAY.

VISITING

VISITING WILL BE CONDUCTED IN THE REGULAR VISITING ROOM. YOU MUST REMAIN BEHIND THE GLASS AT ALL TIMES. YOU MAY HAVE NO MORE THAN THREE (3) VISITORS AT ONE TIME. VISITS WILL BE 15 MINUTES OR LONGER WITH THE APPROVAL OF THE SHIFT SUPERVISOR.

VISITORS UNDER THE INFLUENCE OF INTOXICANTS OR DRUGS WILL NOT BE ALLOWED TO VISIT.

PERSONS UNDER 18 YEARS OLD WILL NOT BE ALLOWED TO VISIT UNLESS THEY ARE MEMBERS OF THE IMMEDIATE FAMILY OF THE PRISONER AND ARE ACCOMPANIED BY AN ADULT FAMILY MEMBER OR LEGAL GUARDIAN.

IF ANY VISITOR CREATES A DISTURBANCE OR THE VISIT IS NOT IN THE BEST INTERESTS OF ALL CONCERNED, THE SHIFT SUPERVISOR WILL STOP THE VISIT.

REGULAR VISITING HOURS:

TUESDAY	1330	-	1630	=	(1:30 - 4:30p.m.)
WED. & SUN.	1800	-	2130	=	(6:00 - 9:30p.m.)
THU. & SAT.	1800	-	2000	=	(6:00 - 8:00p.m.)
HOLIDAYS	1800	-	2130	=	(6:00 - 9:30p.m.)

COMMUNICATION

THE NORMAL WAY TO CONTACT PEOPLE OUTSIDE THE JAIL IS BY MAIL. PAPER EVELOPES, AND POSTAGE IS PROVIDED BY THE INSTITUTION.

IF YOU WANT TO CONTACT AN ATTORNEY, SOMEONE ABOUT BAIL, OR TO NOTIFY A RELATIVE OF YOUR SITUATION FILL OUT A "REQUEST FOR INTERVIEW" FORM. THE SHIFT SUPERVISOR WILL THEN HANDLE THE CALL EITHER PLACING THE CALL FOR YOU OR CALLING THE NUMBFR AND LETTING YOU TALK.

IF YOU WANT AN INTERVIEW WITH A MEMBER OF THE STAFF YOU MUST FILL OUT THE "REQUEST FOR INTERVIEW" FORM.

MAIL REGULATIONS:

THERE IS ONE TYPE OF MAIL KNOWN AS PRIVELEDGED MAIL. THIS TYPE OF MAIL YOU MAY SEND OR RECEIVE IN SEALED, UNCENSORED ENVELOPES.

THIS LIST IS THE ONLY PRIVELEDGED MAIL ALLOWED:

1. GOVERNOR OF ALASKA.
2. ATTORNEY GENERAL OF ALASKA.
3. MEMBERS OF THE U.S. CONGRESS FOR ALASKA
4. ALASKA LEGISLATORS.

5. ANY COURT OF THE U.S. OR ALASKA.
6. COMMISSIONERS, ALASKA DEPARTMENT OF HEALTH AND SOCIAL SERVICES.
7. DIRECTOR, ALASKA DIVISION OF CORRECTIONS.
8. OMBUDSMAN FOR THE STATE OF ALASKA.
9. CHAIRMAN, ALASKA BOARD OF PAROLE.
10. ANY ATTORNEY LICENSED TO PRACTICE IN ALASKA.
11. PHYSICIAN OF RECORD FOR THE PRISONERS.
12. ALASKA HUMAN RIGHTS COMMISSION.
13. ANY CORRECTIONAL SUPERINTENDENT.

ALL OTHER MAIL WILL BE OPENED TO INSPECT FOR CONTRABAND.

YOU MAY CORRESPOND BY MAIL WITH ANYONE.

YOU WILL BE ALLOWED TO MAIL FIVE (5) LETTERS PER WEEK AT STATE EXPENSE. THOSE DO NOT INCLUDE ANY PRIVILEGED MAIL OR MAIL WRITTEN FOR PAROLE PLANNING.

COMMISSARY

COMMISSARY IS PURCHASED ONCE EACH WEEK. THERE IS A GOOD SELECTION OF THINGS TO BUY IF YOU HAVE ENOUGH MONEY IN YOUR ACCOUNT. COMMISSARY SLIPS ARE HANDED OUT SUNDAY EVENINGS. PUT YOUR NAME (PRINT) AT THE TOP AND YOUR DORM LOCATION IN THE UPPER RIGHT HAND CORNER. WRITE IN THE LIST OF THINGS YOU WANT TO BUY FROM THE LIST POSTED IN THE DORM. THE COMMISSARY SLIP MUST BE GIVEN TO THE FLOOR OFFICER BY 2200 HOURS (10:00 p.m.).

YOU WILL RECEIVE YOUR COMMISSARY ON THURSDAY.
THERE IS A \$15.00 LIMIT ON YOUR PURCHASE.

SPECIAL COMMISSARY FOR CIGARETTES IS AVAILABLE ONLY TO THOSE WHO WERE RECEIVED INTO THE INSTITUTION AFTER THE COMMISSARY WAS ORDERED, OR FOR THOSE WHO HAD BEEN WITH OUT MONEY AND HAVE JUST RECEIVED THEIR FUNDS.

NO CREDIT WILL BE EXTENDED.

SICK CALL

WHILE YOU ARE BEING BOOKED, THE BOOKING OFFICER WILL VISUALLY CHECK YOU FOR ANY OBVIOUS MEDICAL PROBLEMS.

THE INSTITUTION HAS A COMPLETE MEDICAL STAFF ON DUTY OR ON CALL 24 HOURS A DAY. THEY WILL TAKE CARE OF YOUR MEDICAL NEEDS AND HOLD SICK CALL EACH DAY.

AS SOON AS POSSIBLE AFTER YOU HAVE BEEN BOOKED A STAFF NURSE WILL DO AN INTAKE HISTORY ON YOU TO COMPLETE YOUR MEDICAL EVALUATION. PHYSICAL EXAMINATIONS WILL BE COMPLETED WITHIN 14 DAYS OF YOUR ARRAIGNMENT.

IF YOU ARE TAKING ANY MEDICATION AT THE TIME OF YOUR BOOKING IT MUST BE GIVEN TO THE NURSING STAFF WHO WILL THEN DISPENSE IT TO YOU AS NECESSARY. MEDICATIONS WILL BE GIVEN FOUR TIMES A DAY TO THOSE PRISONERS ON MEDICATIONS. ITEMS SUCH AS FOOT POWDER, SKIN MOISTURIZER, ASPERIN OR TYLENOL, WILL ALSO BE GIVEN OUT AT THIS TIME.

SICK CALL WILL BE HELD AT 1800 HOURS (6:00pm) MONDAY THROUGH FRIDAY. TO GO ON SICK CALL YOU MUST CONTACT THE STAFF NURSE WHEN THEY ARE PASSING OUT MEDICATIONS. TELL THEM WHAT YOUR PROBLEM IS AND THAT YOU WANT TO GO ON SICK CALL.

FOR EMERGENCY MEDICAL CARE CONTACT THE FLOOR OFFICER OR THE STAFF NURSE AND THEY WILL SEE THAT YOU ARE CARED FOR.

THE ONLY DENTAL OR OPTICAL (GLASSES) WORK AUTHORIZED IN THIS INSTITUTION WILL BE IN CASE OF AN EMERGENCY.

IF YOU HAVE ANY QUESTIONS ABOUT YOUR HEALTH, ASK A MEMBER OF THE MEDICAL STAFF FOR HELP.

HYGIENE

YOU ARE REQUIRED TO KEEP YOURSELF CLEAN WHILE HERE. YOU WILL BE ISSUED SOAP, TOOTHPASTE, TOOTHBRUSH, COMB, ETC., OR YOU MAY PURCHASE THEM FROM THE COMMISSARY.

DRINKING WATER AND TOILET FACILITIES ARE AVAILABLE. SHOWERS ARE AVAILABLE THREE (3) TIMES A WEEK UNLESS REGULATED BY THE MEDICAL STAFF.

HAIRCUTS ARE PROVIDED AS NEEDED BY THE INMATE BARBER. OTHER ARRANGEMENTS FOR HAIR CUTS CAN BE MADE UPON AUTHORIZATION OF THE SUPERINTENDENT.

ALL CLOTHING WILL BE PROPERLY WORN WHEN OUTSIDE THE DORM. YOU MUST BE FULLY DRESSED.

IF YOU ARE ASSIGNED TO WORK IN THE KITCHEN YOU MUST HAVE A HAIR CUT THAT MEETS PUBLIC HEALTH REGULATIONS. LONG HAIR CUTS, BEARDS, ETC., ARE NOT PROHIBITED BUT YOU WILL HAVE TO WEAR A HAIR NET IN THE KITCHEN.

YOU MUST BATHE OFTEN ENOUGH TO HAVE GOOD BODY HYGIENE (NO BAD SMELL).

RAZORS WILL BE AVAILABLE DAILY.

LAUNDRY

YOU ARE ISSUED ALL THE CLOTHING YOU NEED BY THE INSTITUTION. AN OFFICER WILL PERSONALLY HAND YOU YOUR CLOTHING, YOU MUST EXCHANGE YOUR CLOTHING OR LINEN ON THE DAYS THEY ARE SCHEDULED. YOU ARE RESPONSIBLE FOR CLOTHING ISSUED TO YOU AND IT WILL BE EXCHANGED ON AN ITEM FOR ITEM BASIS. THAT IS YOU GET A CLEAN JUMPSUIT FOR A DIRTY JUMPSUIT, ETC., YOU ARE RESPONSIBLE FOR THE CLOTHING AND LINEN ISSUED TO YOU. YOU WILL BE CHARGED FOR DAMAGED OR DESTROYED CLOTHING AND LINEN.

LAUNDRY CHANGE SCHEDULE IS MONDAY, 1800 HOURS (6:00 p.m.) AND THURSDAY 0800 HOURS (8:00 a.m.).

REGULAR LAUNDRY SCHEDULE

MONDAY: JUMPSUITS, UNDERWEAR, SOCKS, SHEETS AND TOWELS.

TUESDAY: UNDERWEAR, SOCKS AND TOWELS.

ON THE ABOVE DAYS ALL INMATES WILL CHANGE AS INDICATED.

CLEAN UP

IT IS YOUR RESPONSIBILITY TO HAVE YOUR AREA CLEAN AND ORDERLY AT ALL TIMES. CLEAN UP OF THE DORMITORY, FLOORS, SHOWERS, TOILETS, SINKS, BOOKCASES, TABLE, ETC., WILL BE ASSIGNED TO TWO MEN EACH DAY. THE 2200 (10:00pm) HOUR TO 0600 (6:00am) HOUR FLOOR OFFICERS WILL ASSIGN THE DETAIL EACH DAY FOR THE FOLLOWING DAYS CLEAN UP, THE TWO MEN RESPONSIBLE WILL BEGIN CLEAN UP AS SOON AS THE EQUIPMENT IS PLACED IN THE DORM.

CLEAN UP DUTIES WILL BE PERFORMED BY THE ASSIGNED PERSONS AND WILL NOT BE EXCHANGED OR TRADED WITH OTHERS.

RELIGIOUS ACTIVITY

CHAPLINS, PRIESTS, RABBI, ETC., ARE AVAILABLE ON REQUEST TO FILL YOUR RELIGIOUS NEEDS. THEY ARE ALSO AVAILABLE FOR INDIVIDUAL COUNSELING OR PERSONAL OR FAMILY PROBLEMS.

RELIGIOUS ACTIVITY IS GIVEN AT YOUR REQUEST ONLY (USE A "REQUEST FOR INTERVIEW" FORM).

ENTERTAINMENT

RADIO AND T.V. ARE AVAILABLE IN EACH DORM. RADIOS ARE TO BE TURNED OFF BETWEEN THE HOURS OF 2400 (12:00) and 0600 (6:00am). BOTH THE RADIO AND THE T.V. MAY BE ON AT THE SAME TIME AS LONG AS THEY DO NOT CONFLICT WITH EACH OTHER.

THE T.V. MAY BE LEFT ON UNTIL THE STATION LEAVES THE AIR.

ABUSE OF OR FAILURE TO COMPLY WITH THESE RULES
MAY RESULT IN REMOVAL OF BOTH THE RADIO AND T.V.

MOVIE:

THERE WILL BE A FULL LENGTH FEATURE MOVIE SHOWN
AT THE INSTITUTION EACH WEEK:

MONDAY	DORMS 1 & 2	1900 (7:00 p.m.)
TUESDAY	DORMS 3 & 5	1900 (7:00 p.m.)
WEDNESDAY	DORM 4	1900 (7:00 p.m.)

READING MATERIAL

YOU MAY HAVE IN YOUR POSSESSION AND READ ANY
BOOKS, PAMPHLETS, ETC., THAT CAN BE OBTAINED
FROM THE STATE LIBRARY SYSTEM. YOU HAVE THE
SAME RIGHT TO USE THE STATE LIBRARY AS ANY
OTHER PERSON. TO USE THE LIBRARY YOU HAVE TO
SEND A "REQUEST FOR INTERVIEW" FORM TO THE
ASSOCIATE SUPERINTENDENT WITH THE TITLE OF THE
BOOK LISTED ON IT.

ALL READING MATERIAL PURCHASED OR SENT TO YOU BY
SOME ONE OTHER THAN THE LIBRARY WILL BE INSPECTED
FOR CONTRABAND.

INMATES MAY PURCHASE, SUBSCRIBE TO AND OTHERWISE
RECEIVE AND READ ANY AND ALL BOOKS, NEWSPAPERS
AND PERIODICALS, SUBJECT TO INSPECTION FOR
CONTRABAND. THE SUPERINTENDENT MAY ONLY PROHIBIT
RECEIPT OF PUBLICATIONS WHICH COULD DIRECTLY
AID AN ESCAPE OR MAY INCITE ANY FORM OF VIOLENCE.

YOU MAY SUBSCRIBE TO APPROVED BOOKS, NEWSPAPERS
AND PERIODICALS ONLY IF YOU PAY FOR THEM IN
FULL IN ADVANCE.

COPIES OF THE TWO (2) MAJOR DAILY NEWSPAPERS ARE DISTRIBUTED AS ARE BOOKS, MAGAZINES, RELIGIOUS TRACTS, ETC., WHICH ARE DONATED.

RECREATION

RECREATION PERIODS WILL BE PROVIDED IN AN ENCLOSED COURTYARD WHEN WEATHER PERMITS. JACKETS AND BOOTS WILL BE PROVIDED IN COLD WEATHER.

GRATUITY

EACH ADULT STATE OPERATED INSTITUTION THAT HAS A WORK, MAINTENANCE, EDUCATIONAL, VOCATIONAL OR OTHER PROGRAMS INTO WHICH AN INMATE VOLUNTARILY ENTERS FOR HIS SELF BETTERMENT, OR THAT IS BENEFICIAL TO THE STATE, SHALL HAVE DEPOSITED TO HIS ACCOUNT EACH MONTH, ONE DOLLAR PER DAY FOR EACH ACTUAL DAY OF PARTICIPATION IN THE PROGRAM.

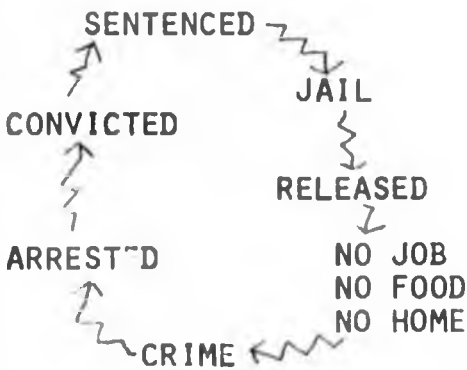
AT BEST A CORRECTIONAL INSTITUTION IS NOT THE MOST PLEASANT PLACE TO STAY, BUT IF YOU FOLLOW THE RULES AND GUIDELINES IN THIS BOOKLET, YOUR STAY HERE WILL BE EASIER AND PASS MORE QUICKLY.

THANK YOU,

VERNON D. CAULKINS
SUPERINTENDENT
S.C.C. - ANNEX

NEW START CENTER

HELPS BREAK THIS CIRCLE



A
SERVICE FOR
THE
EX-OFFENDER
327 BARRON
207 E. 4TH. AVE. DW

ANCHORAGE

274-5525

TO EMPLOYERS

1. NEW START CENTER HAS A POOL OF PEOPLE WHO ARE ANXIOUS TO WORK
2. IF YOU HAVE FULL-TIME, PART-TIME, PERMANENT, OR TEMPORARY OPENINGS, CALL US AT 274-5525
3. NEW START IS ALSO WILLING TO ASSIST IN ANY ON-THE-JOB PROBLEMS RELATING TO PLACEMENT

HELP US TO MAKE
A TAX "BURDEN"
A TAX "PAYER"

WHOM DOES NEW START HELP?

1. THE PERSON WHO IS ON STATE PROBATION OR PAROLE
2. A PERSON IN JAIL BUT APPROVED FOR WORK RELEASE
3. THE EX-OFFENDER WHO IS "OUT" AND IS IN NEED
4. THE FAMILY OF AN EX-OFFENDER
5. PEOPLE CONFINED TO CORRECTIONAL FACILITIES WHO NEED OUTSIDE ASSISTANCE

HOW TO GET

NEW START TO HELP YOU

1. COME TO NEW START CENTER
207 E. 4TH AVE., ANCHORAGE
MONDAY - FRIDAY 8-4:30
2. SEE A STAFF MEMBER AND EXPLAIN YOUR NEED
3. IF YOU NEED A JOB THEN FILL OUT BRIEF "INTAKE" FORM AT NEW START CENTER
4. THE STAFF WILL ATTEMPT TO PUT YOU IN TOUCH WITH A JOB
5. NEW START STAFF WILL HELP YOU IN JOB DEVELOPMENT IF IT IS NEEDED

HOW DOES NEW START HELP?

1. FREE AND CONFIDENTIAL SERVICES
2. JOB PREPARATION TRAINING
3. JOB PLACEMENTS
4. PUBLIC ASSISTANCE
(THROUGH WELFARE, AS ELIGIBLE)
 - A. EMERGENCY FOOD
 - B. FOOD STAMPS
 - C. AID TO CHILDREN
 - D. RENT ASSISTANCE
 - E. HEALTH EMERGENCIES
5. COUNSELING
6. ATTAIN MORE FORMAL EDUCATION AND SKILL TRAINING
7. PUTS YOU IN TOUCH WITH THOSE PERSONS OR AGENCIES WHO CAN HELP YOU

WHAT YOU CAN DO AFTER YOU GET A JOB

1. CONTINUE TO GET TO WORK AHEAD OF TIME
 2. SHOW YOUR EMPLOYER YOU ARE HONEST AND A HARD WORKER
 3. IMPROVE YOUR SKILLS THROUGH AVAILABLE RESOURCES
 4. USE NEW START STAFF AS YOUR "PRESSURE VALVE RELEASE"
- COME IN TO TALK ANYTIME



Alaska State Legislature

House of Representatives

Committee on Judiciary

Pouch V
State Capitol
Juneau, Alaska 99811

Official Business

MEMORANDUM

TO: Charles Moses, Superintendent
Anchorage - 3rd Avenue

FROM: *Rochelle Plotnick* Rochelle Plotnick, Staff
House Judiciary Committee

DATE: September 20, 1979

RE: Classification

The House Judiciary Committee is interested in the classification system within the Division of Corrections. As a representative of the Committee, I would like to request permission to attend a classification meeting. I acknowledge the fact that some individuals may request me to leave and I will do so without hesitation. Thank-you for your cooperation.

Alaska Justice Forum

IN THIS ISSUE:

- Police Education
- Anchorage Jail Suit
- Court of Appeals
- Public Safety Commissioner
- Director of Corrections
- Legislative Activities

Vol. 3, No. 3

March 1979

Police Education Debate

A National Symposium on Higher Education for Police Officers was held February 4-7 in Washington, D.C. discussing the recently completed and controversial report, *The Quality of Police Education*. The report was the result of a two-year study authorized by the Police Foundation and was authored by Lawrence W. Sherman and The National Advisory Commission on Higher Education for Police Officers.

The report and the symposium are viewed by educational and police officials across the country as being of historic significance, and a major watershed in the development of police education in this country.

Copies of the report can be obtained from Jossey-Bass Publishers, 433 California Street, San Francisco, California 94104 (\$12.95).

Among those taking part in the national symposium was Roger Endell who attended on behalf of the Criminal Justice Center, University of Alaska, Anchorage, and the Alaska Police Standards Council. The following is his report of the symposium, the first in a two-part series.

By Roger Endell

Criminal Justice Center

A National Symposium on Higher Education for Police Officers was recently concluded in Washington, D.C., amid much controversy sparked by the release of the report *The Quality of Police Education*. The report, authored by Lawrence W. Sherman and The National Advisory Commission on Higher Education for Police Officers, is available from Jossey-Bass Publishers, 433 California Street, San Francisco, California 94104 (\$12.95). The report and the symposium

are viewed by educational and police officials across the country as being of historic significance.

"Amid growing concern over the quality, purpose, and future of police education, the Police Foundation created the National Advisory Commission on Higher Education for Police Officers. After two years of holding hearings and gathering information from around the country, the Commission recently released its report, *The Quality of Police Education*. The Commission's study states that millions of federal tax dollars supporting police education may have been wasted

Not a Force for Change

"Rather than a force for change and improvement in policing, college programs for police officers often have become an impediment to change," according to the Commission. "Instead of drawing on the rich intellectual resources of the liberal arts and sciences programs to enhance police education, many college programs have simply imported the intuitive opinions and views of senior police practitioners," the Commission concludes.

"The Commission has offered more than 40 recommendations for action by colleges, police departments, and educational policy makers. Among them are:

- Vocational training courses on police tasks should be replaced by conceptual courses on the broader issues related to those tasks.
- Colleges should grant no academic credit for attendance at police agency training programs.
- Classroom instruction should take place on college campuses.

- Community colleges should phase out their terminal two year degree programs in police education.

- Police education programs should actively seek faculty members who have advanced degrees in arts and sciences, and previous criminal justice employment should be neither a requirement nor a handicap in faculty selection.

- Congress should amend the statutory authorization of the Law Enforcement Education Program (LEEP) to allow enough support for students to cover all costs of a full time residential education.

- LEEP should not require that college courses be "directly related" to law enforcement and criminal justice.

- LEEP should provide equal funding levels for in-service and pre-service students.

- All police departments should require new recruits to hold a baccalaureate degree.

"The Commission's recommendations affect a variety of interest groups, and are already provoking a wide variety of responses."

The foregoing quotes comments published by the Police Foundation in announcing the national symposium set the framework for a lively and controversial meeting. Three major groups were represented within the 400 to 500 participants. Police practitioners, community college representatives and four-year and graduate university faculty members and Deans were in attendance from virtually all regions of the nation. They had assembled to express opinions on the Commission's report and respond to a series of questions.

(Continued on page 14)

Judge Singleton Enters Final

On February 11, Anchorage Superior Court Judge James K. Singleton entered his final order and judgment in *Moseley v. Beirne*, No. 76-1899, a class action suit attacking the conditions, program and overcrowding of the Southcentral Correctional Center Annex in Anchorage (Sixth Avenue Jail).

In the final order the judge spelled out what remains to be done to make the jail constitutionally acceptable, and hopefully bringing an end to nearly three years of litigation concerning the jail.

It follows a tentative decision entered on October 30, 1978 in which Judge Singleton said, "I am convinced that it is neither lack of money nor community security that explains SCCA. It is a lack of imagination. The lack of willingness in the courts, the legal profession and the correctional community to abandon the familiar and adopt innovative programs that would reserve the jails for the truly dangerous and supervise the remainder of those accused of crimes in the community at substantially less cost to the taxpayer and with equal assurance the court dates will be kept and the public protected while criminal cases are pending. Hopefully the process leading to this decision will be a catalyst that begins the process of developing those programs."

In fact the suit has been a "catalyst," if not a Sword of Damocles, that has moved governmental action on several fronts to resolve some of the problems in the Sixth Avenue Jail.

Some Steps Already Taken

In response to this and a separate suit (*Thomas v. Williamson*, 77-8670), the Division of Corrections opened the Ridgeview Center for women, improving jail conditions for women and relieving some of the overcrowding in the Annex.

The Division of Corrections also transferred some of the sentenced inmates to other institutions providing further relief.

The Alaska Court System established night magistrates and other procedures intended to assure early bail hearings and release on bail for many who formerly would not have obtained an early release on bail.

The state has proposed and the voters have approved a \$30.5 million bond issue

which includes provisions for remodeling and other work to correct the physical deficiencies of the facility.

Background

The Annex was originally built in the early 1960's as a city lockup with a capacity of 100 persons. Later an additional 32 beds were installed and administrative facilities were added within the Annex, but without any additional floor space.

In 1973 the Division of Corrections began leasing the facility from the Municipality of Anchorage on a year-to-year basis at \$96,000 a year to provide housing for pretrial detainees.

In practice, however, both pretrial detainees and convicted felons and misdemeanants were housed in the facility. Drunks were also housed within the facility when other more adequate resources were not available.

As a consequence the population in the facility, originally designed to house 100, frequently rose to 160 and 170, with a peak of 179 reported.

Ventilation was inadequate in the summer and heating was equally inadequate in the winter. There was a lack of privacy with toilet areas in open view of the living and dining areas.

Facilities for visitation and attorney's conferences were inadequate and attorneys were often forced to schedule their consultations in the evenings. They often had to wait for a considerable time and some conferences were conducted in the institution's hallways.

There were reported lengthy delays in obtaining bail setting and even delays in making initial telephone calls outside the institution.

These conditions were attributed to a lack of space, a lack of adequate number of staff personnel to manage the institution and physical deterioration of the facility.

These and other matters were addressed in the suit which was originally filed in March 1976. Two separate trials were held resulting in a tentative order entered last October and the final order was entered in February of this year.

This final order included what the court said remained to be done to make the Annex constitutionally acceptable.

It included the following:

- Renovations bringing the institution into conformance with the court's order will be completed by Jan. 1, 1980.
- The state shall comply with its own regulations as written in the Alaska Administrative Code, except where inconsistent with the court's decision, and then the court's order shall govern.

Physical Plant

- Total population shall be limited to 83 persons.
- Pretrial detainees will be housed separately from convicted persons and 80 square feet of floor space per prisoner shall be provided. Single cells will house only one prisoner.
- If a dorm must be closed during renovation, then 60 square feet of floor space per prisoner will be provided.
- In an emergency 12 additional prisoners may be permitted. This emergency capacity may be continued longer than 24 hours, or the emergency capacity may be increased upon application to the District or Superior Court and a showing of probable cause.
- All broken sinks and toilets shall be repaired or replaced, and plumbing shall be maintained in operational order. Drinking water, toilet and bathing facilities shall be provided in compliance with the Alaska Administrative Code.
- The temperature in all areas inside the building where prisoners are held shall be maintained between 68 and 75 degrees summer and winter.
- The glass brick walls shall be replaced with safety glass by May 1, 1979, to permit a view outside the facility, and the interior of the jail shall be painted with brighter colors.
- A modern, functioning kitchen shall be provided, and a food storage area shall be provided which allows food to be maintained and served at a proper temperature.
- Modesty screens consistent with security and safety shall be installed in the toilet area within 30 days.
- Storage areas shall be provided for each prisoner to which he has access for authorized personal possessions.

Order for Anchorage Jail Annex

Prison Operations

- Staffing level of the facility is to be increased by nine correctional officers to bring the total staff to 40.
- A risk profile or similar scheme is to be developed so that unsentenced prisoners may be classified within the institution within one week of admission.
- Nothing in the order is to be deemed to prevent segregation of individuals believed to be a danger to other inmates.
- An orientation program will be developed, including written materials, to familiarize new prisoners with institutional life, and all regulations will be reduced to writing and furnished each inmate.

Prisoners' Well Being

- Winter clothing will be provided upon request to prisoners exercising outdoors.
- Prisoners who are not identified as security or escape risks will be allowed to wear their own clothing if it is clean and suitable.
- Each prisoner will have a clean and intact mattress.
- Laundry facilities will be maintained, or contracted for, to meet the institution's needs.
- A sanitary cooking facility will be provided and each meal shall be nutritionally well balanced. All food served shall be fresh, in reasonable variety, and at proper temperature. Vegetarians and those whose religious faith requires special diets shall be accommodated.
- All inmates, except maximum security inmates, shall have access to GED programs, alcohol and drug counseling, psychological counseling, and a literacy program.
- Inmates in the dormitories shall have the opportunity to exercise outdoors one hour a day. Weights and other exercise devices also shall be available. An indoor exercise area sufficient to allow basketball and volleyball games shall be provided.
- A reasonable supply of current books and magazines shall be made available to inmates upon request for reasonable time periods.
- Radio shall be provided to all prisoners confined to single cells.

• Compliance shall be made with the requirements of AS 33.30.050 and prompt transportation shall be provided to scheduled and emergency medical, dental and psychiatric appointments outside the institution.

Communication

- There shall be no censorship of outgoing mail, nor limitation to whom the mail is sent.
- Writing materials and postage shall be provided sufficient for up to five letters a week.
- Outgoing mail shall be mailed within 24 hours of submission.
- Incoming mail may be inspected for contraband.
- Written material addressed to a prisoner may not be read unless the prisoner was previously identified as an escape risk or smuggler. In this case mail may be opened and read in the addresser's presence.
- Any prisoner may be presumed to be a smuggler who has been convicted of a drug offense, or for whom probable cause has been found by a judge or grand jury that he has sold or possessed for sale prohibited drugs.
- All prisoners shall be provided reasonable opportunity to make local telephone calls. No telephone calls will be monitored, except those of maximum security prisoners who have been warned in writing by the supervisor. No attorney calls will be monitored.
- Two more telephones and dividers will be provided in the secure visitation area and each prisoner shall be allowed 150¢ of local five days a week. Visiting hours shall be from 9 a.m. to 9 p.m.
- Contact visitation shall be allowed all prisoners except those previously identified as security, escape or smuggling risks.
- Adequate facilities for private attorney conferences must be provided immediately. An attorney may visit a client at any time, day or night, within 24 hours of admission. After that, attorneys may be permitted to visit clients from 9 a.m. to 11 p.m.
- A law library shall be provided with reading space and including the Alaska Digest, the Alaska Administrative Code

the Anchorage Municipal Code, Alaska Shepard's Citations, Federal Statutes and Rules relating to Criminal Law and Habeas Corpus, the materials required by 7 AAC 60.549. Each volume is to be updated in its customary manner.

- Prisoners shall have daily access to the library upon request, or the requested books may be brought to their cells, or they may be transported to the Eagle River facility on a daily basis.
- Writing materials shall also be provided sufficient to record, research and prepare documents.

The court viewed the conditions at the Sixth Avenue Jail as being of constitutional dimensions, explaining the significance of this in the October 30 Tentative Decision:

"Defendant's lack of resources cannot excuse their violation of plaintiffs' constitutional and statutory rights. The Federal courts have considered and rejected the claims of the State that inadequate resources, whether they be staff, physical facilities or money, excuse unconstitutional practices or procedures. In operating existing facilities and in constructing new ones, the State must recognize that any restrictions on the liberties of pretrial detainees, beyond those arising from their confinement itself, cannot be justified simply because the State chooses not to allocate the funds to relieve them. *Brennan v. Madigan*, 343 F. Supp. 1128, 128-40 (N.D. Cal. 1972), as the court said in *Holt v. Sarver*, 309 F. Supp. 362, 285 (E.D. Ark. 1970).

Let there be no mistake in the matter. The obligation of the respondents to eliminate existing unconstitutional practices does not depend upon what the Legislature may do, or upon what the Governor may do, or indeed upon what respondents may actually be able to accomplish. If Arkansas is going to operate a penitentiary system, it is going to have to be a system that is countermanded by the Constitution of the United States."

Public Safety Commissioner

Bill Nix, who has been responsible for the development of a wide variety of successful Bush Justice programs throughout the state in recent years, was appointed Commissioner of Public Safety by Gov. Jay S. Hammond this month to succeed Commissioner Richard Burton who resigned earlier this year.

Nix had been serving as acting commissioner at the time of his appointment.

During nearly 24 years Nix has served as a city police officer, Alaska State Trooper, magistrate supervisor for the Alaska Court System, and general manager of Nana security operations during construction of the Alaska pipeline.

He came to Alaska in 1954, working in the fishing and lumber industries in Southeastern Alaska and joined the Ketchikan Police Department in 1956.

Nix joined the Alaska State Troopers in 1960, rising to the rank of captain during the next 12 years, and he was deputy regional commander for the Southcentral Region when he left the State Troopers in 1972.

During those 12 years, he served in Anchorage, Fairbanks, Kotzebue, Juneau, Ketchikan and Sitka, and traveled widely throughout the rest of the state. He was responsible for supervising rural police functions throughout Alaska and helped develop the village police training program.

Nix became magistrate supervisor for the Alaska Court System in 1972. He assisted superior court judges in the selection and training of village magistrates and providing on site assistance to the magistrates.

He was responsible for the development of the magistrate training program and creation of the Magistrate Handbook which is still in use.

Nix was also responsible for the program which saw the design, development and final construction of a series of 13 modular criminal justice facilities which are located throughout the state.

These criminal justice facilities house within a single structure a small court room, offices for a magistrate and village police officer, and one or two detention cells.

These were designed to be transported by barge to the village locations where

they were erected by village residents. These provide facilities which were not previously available in the villages.

During his two years with the court system, Nix also helped in the creation of the Bethel Service Area which is providing improved criminal justice services in the Bethel area.

In 1974 Nix joined Nana Development Corporation as general manager of Nana Security in which he was responsible for securing a multimillion dollar contract to provide security services along the northern portion of the trans-Alaska pipeline during the construction period.

New Director of Corrections

Charles F. Campbell was appointed by Commissioner Helen Berne last month as the new director of the Division of Corrections, succeeding William Huston who resigned late last year.

William G. Nagel, consultant to the state on the prison industries portion of the state's Correctional Master Plan, when he was here last month described Campbell as a good manager with experience in the free venture model of prison industries, co-correctional (co-educational) programs, and in drug and alcohol programs.

Campbell has 29 years' experience in corrections, working in both state and federal correctional systems. He comes to Alaska from Fort Worth, Texas, where he has been an instructor in corrections at Texas Christian University.

His career began in Virginia in 1950 as a state probation and parole officer. He later worked for several years as a case worker in several federal correctional institutions.

From 1961 to 1965 he was the Chief of Classification and Parole at the Federal Reformatory at Petersburg, Va., and was later promoted to Chief of Case Management of the Federal Bureau of Prisons.

In that capacity he was a co-designer of RAPS, which became RAPS II, the Bureau of Prison's inmate classification and information system.

He was later promoted to vice president for development and assisted in obtaining additional contracts and joint venture enterprises with national corporations.

Nix returned to the Department of Public Safety in 1977 as an inspector in the commissioner's office, serving as a special assistant to the commissioner external affairs.

In recent years Nix has also played a major part in the creation of the public safety officer concept which is now in operation in the North Slope Borough and is under consideration in other areas of the state.

Campbell later became executive associate director of the Medical Center for Federal Prisoners at Springfield, Mo., serving there from 1969 to 1971. He was responsible for all clinical services at that 1,000 bed facility, as well as custody and security, case management, education and programs.

During that time he also directed a major reorganization of the psychiatric services at the medical center.

From 1971 to 1975 Campbell served as warden of the Federal Correctional Institution at Fort Worth where he developed innovative, specialized programs for prisoners with drug abuse and alcohol abuse problems.

He also worked on new developments and advancements in community based corrections, prison industries, classification and staffing.

Campbell retired from the Federal Bureau of Prisons in 1975, and, in addition to teaching at Texas Christian University, he also served as a consultant to state prison systems in Wisconsin, Oklahoma, Colorado, Alabama and Nebraska.

In 1977 he was appointed as a special master in a Dallas County (Texas) court case involving the Dallas County Jail. He undertook a comprehensive study of the 2,000 bed jail and submitted 25 recommendations. These were approved by the court and were incorporated in the court's final order in that case.

Court of Appeals Proposed

A bill to establish an intermediate court of appeals along the lines proposed by the Alaska Court System was introduced into the state senate last month as Senate Bill 104.

Sponsors of the bill were State Senators Robert Ziegler, Ketchikan; H. D. Meland, Sitka; and W. E. Bradley, Pat Rodey, Terry Stimson and Arliss Sturgulewski, Anchorage.

The creation of such a court was requested by the Alaska Court System because of the increasing pressure on the Alaska Supreme Court by an increasing number of appeals, including a significant number of criminal appeals.

As proposed, the bill would create a three judge court of appeals with appellate jurisdiction over all actions and proceedings originating in the district courts, both civil and criminal, and over all criminal matters and other specific matters originating in the superior courts. The proposed court of appeals would, therefore, also relieve some of the case load of the superior courts, particularly review of district court actions.

Specifically, the court of appeals would have appellate jurisdiction over the following superior court matters: criminal prosecution, post conviction relief, extradition, habeas corpus, bail, revocation of probation or parole, waiver of children's court jurisdiction under AS 47.10, and appeals to the superior court from decisions of administrative agencies.

The bill provides that the supreme court, by rule, may provide for supreme court review of appeals to the superior court from administrative agencies.

The proposed court of appeals would have appellate jurisdiction over all criminal matters arising in the district courts, and all civil matters in which the amount in controversy is not less than \$50, or in which the recovery of personal property is not less than \$50.

The proposed court of appeals, in its own discretion may remand a district court matter to the superior court for a trial de novo in whole or in part.

The court of appeals would have the authority to issue injunctions, writs and all other process necessary for the complete exercise of its jurisdiction.

Appeal to the proposed court of appeals would be a matter of right in all matters over which the court has jurisdiction; and application may be made to the supreme court for review of final decisions of the court of appeals in accordance with AS 22.05.010 and rules adopted by the supreme court.

While the supreme court would have final appellate jurisdictions in all matters and proceedings, appeal to the supreme court would be a matter of right only in those matters in which there is no right of appeal to the proposed court of appeals.

The supreme court, in its own discretion, may review a final decision of the court of appeals on its own motion, or on application of a party under AS 22.07.030. The court may take jurisdiction of a case pending before the court of appeals if the supreme court determines that the case involves a significant question of law under the state or federal constitutions, or in issues of substantial public interest that should be determined by the supreme court, or, that the transfer of the matter to the supreme court would further the efficient administration of justice.

As proposed, the court of appeals would have jurisdiction to hear sentence appeals arising from both the district and superior courts on the grounds that the sentences are excessive or too lenient.

But, it is proposed that sentences of 45 days or more may be appealed as excessive either from the district court or from the superior court. Presently only superior court sentences of one year or more and district court sentences of 180 days or more may be appealed as excessive.

The state would have no right of appeal to the court of appeals in criminal matters except to test the sufficiency of an indictment or information, or to appeal a sentence on the grounds that it is too lenient.

In the latter case, the court of appeals could only express its approval or disapproval of the sentence. The court of appeals would not be authorized to increase the sentence if the defendant has not appealed the sentence.

Selection and appointment of the three judges of the court of appeals would be through judicial council recommendation and appointment by the governor as are all other district and superior court judges and supreme court justices.

The judges of the court of appeals would be subject to confirmation election at the first general election held more than three years after appointment, and they would then be subject to confirmation every eight years thereafter.

The bill provides that the salary of the judges of the court of appeals should be equal to 95 percent of that paid supreme court justices.

The qualifications of a judge of the court of appeals would be that he be a citizen of the United States and that he be a resident of Alaska for three years immediately preceding his appointment. He must also be engaged in the active practice of law for at least eight years prior to his appointment and that he be licensed to practice law in Alaska.

If adopted, the bill would take effect July 1, 1979.

Annual Judicial Conference

A program on cultural awareness will be included in the annual judicial conference of the Alaska Court System which will be held in Sitka June 11-13.

The decision of the Alaska Supreme Court to devote a significant portion of the annual conference to this subject followed the report of the Alaska Judicial Council last year indicating apparent discrimination in the sentencing practices of state judges.

This part of the program is still being developed, but the administrative staff and the presiding judges have held preliminary planning meetings with the State Human Rights Commission and the U.S. Department of Justice, Community Relations Service. The latter agencies have specific experience in race relations training.

Opinions of Note

SENTENCING AUTHORITY

William D. Boyne

v.

State of Alaska
Opinion No. 1766

Appeal from the Superior Court, Third Judicial District, Kenai, Judge James A. Hanson.

The supreme court said the trial court did not have the authority to impose a term of imprisonment as a condition of probation and the matter was remanded back to the trial court for resentencing.

The supreme court explained that according to AS 33.05.080(a), part of the Probation Administration Act, probation is defined as:

... a procedure under which a defendant, found guilty of a crime upon a verdict or plea, is released by the superior court subject to conditions imposed by the court and subject to the supervision of the probation services.

The court said nowhere does the act provide for incarceration of a probationer as a condition of probation. The court also explained that the Code of Criminal Procedure also does not specifically authorize confinement as a condition of probation.

Therefore, the supreme court concluded the superior court did not have the authority or power to impose such a condition in this case.

"While we recognize that such power may be most beneficial in certain cases," the supreme court said, "... we believe that this policy and the limits which should be placed upon it are matters properly for the legislature to consider and not for this court to attempt to read into the present statutes."

DESTRUCTION OF EVIDENCE

Michael Catlett

v.

State of Alaska
Opinion No. 1752

Appeal from the Superior Court, Third Judicial District, Anchorage, Judge Peter J. Kalamarides.

The supreme court found no violation of the defendant's right to confrontation

and due process in the destruction of photographs taken of the crime scene.

These were photographs of a ski Catlett allegedly removed from an aircraft at Lake Hood and showing footprints at the scene. They were destroyed by the investigating officer who said they were "blank."

The court said the defendant was not denied the right of confrontation in this case because the pictures were not introduced into evidence, they were not utilized at trial and the investigating officers did not prepare their testimony from these pictures.

The court also said the defendant was not denied due process because the photographs would not have led the jury to entertain a reasonable doubt of the defendant's guilt. The uncontradicted testimony regarding the footprints in the snow and other evidence found on the defendant was sufficient for conviction.

But, in a footnote, the supreme court said the destruction of the photographs in this case did not amount to a due process infringement. "The preservation of photographs and other real evidence is of special importance to defense preparation. Evidence in question should not be destroyed based on an investigating officer's evaluation of its usefulness. We believe that this due process right is so important that airport security police and other state investigative agencies should have standard procedures for the preservation of evidence obtained in the course of an investigation."

Double Jeopardy

The supreme court found no double jeopardy in the indictment and conviction of the defendant for grand larceny and removal of aircraft parts in the theft of an aircraft ski.

The court said the two crimes involved here are sufficiently separate to support two sentences as both the conduct punished and the societal interests protected by the two statutes are different.

The statute prohibiting grand larceny is primarily aimed at the protection of property rights and the statute prohibiting removal of aircraft parts is primarily aimed at protecting individuals from bodily injury or death.

Severance and Election

The supreme court found that the trial court did not abuse its discretion in denying the defendant's request to sever the charges or to order the state to elect which charge under which it would proceed.

The court said the case involved two criminal charges arising out of the same incident and it was obvious that much of the evidence adduced in one would be relevant to the other. The court said the public interest of avoiding duplicative trials can reasonably have been thought to outweigh the possible prejudice which might inhere in a combined trial.

SPECIFIC INTENT

Robert DeWain Mill

v.

State of Alaska
Opinion No. 1751

Appeal from the Superior Court, Third Judicial District, Anchorage, Judge C. J. Occhipinti.

The supreme court refused to reverse its previous holding in *Thompson v. State*, 444 P.2d 171 (Alaska 1968) that the crime of assault with a dangerous weapon does not require a specific intent to do bodily injury to the victim.

Appellant had argued that the supreme court appeared to have relied upon an aggressor's specific intent when the court characterized otherwise innocuous objects such as boots and a telephone as dangerous weapons.

But the supreme court said the appellant had misconstrued the court's earlier opinions, that it was not the intent of the person wielding the objects, but the manner in which they were used which persuaded the court they were dangerous weapons.

The appellant also argued that *Thompson* should be overruled because the Model Penal Code and the trend in other states to classify aggravated assault as a specific intent crime.

The court said, however, that the requirement of an intent to do physical harm normally derives from a specific statutory provision rather than from judicial construction and no court has implied such a requirement from a statute as silent as Alaska's.

Brief digests of Alaska Supreme Court Opinions and the criminal justice issues involved

Diminished Capacity

The court also rejected appellant's arguments that a defense of diminished capacity should be applicable to crimes requiring only general criminal intent.

The court said that if the doctrine of diminished mental capacity were available to show the defendant's lack of ability to form a general intent to perform a prohibited act, it would be functionally indistinguishable from the defense of mental disease or defect and would serve only to lessen the degree of mental incapacity necessary to constitute a complete "insanity" defense. The defendant would no longer have to prove that he was substantially incapable of making choices or conforming his actions to law. He would need prove only that his mental capacity had been diminished in some lesser way.

Double Jeopardy

The supreme court said it was error for the trial court to allow the prosecution to argue that the defendant had committed three separate assaults with a dangerous weapon when he was indicted for shooting with intent to kill, wound or maim. The three alleged assaults being when he pointed the gun at the victim, when he shot the victim, and then when he stood over the victim with the gun until the victim wrote a check.

But, the court said the error was harmless in the context of this case as there was no dispute as to the actual facts and no conceivable way that the jury could have been confused.

SUFFICIENCY OF EVIDENCE

Carol Moreau,
Davis Stone

v.

State of Alaska
Opinion No. 1770

Appeal from the Superior Court, Third Judicial District, Anchorage, Judge C. J. Occhipinti.

The supreme court held that a napkin containing only a trace of heroin was sufficient to support the conviction of Davis Stone for possession of heroin in this case.

The napkin was found in Stone's mouth when police entered his home. He

spit it out and it was taken from Moreau when she appeared to be attempting to dispose of the napkin.

In *Judd v. State*, 489 P.2d 273 (Alaska 1971), the court said:

Where the facts of the case show knowing possession of illegal drugs, it is unnecessary that a usable quantity be found so long as a sufficient quantity of the drug is found to permit proper identification.

The court said in this case: "Possession of even a trace of a prohibited drug may be sufficient to sustain a conviction where other evidence supports the inference of knowledge. Where the prohibited substance is itself mixed with or contained within an innocuous substance or object, it is necessary that the state prove the defendant's knowledge of the narcotic character of the substance. A defendant's knowledge of the narcotic character of a substance can be shown by inferences that can be reasonably drawn from facts in evidence."

In this case the court found sufficient evidence to support the conviction.

But, the court said, the momentary possession of a trace of heroin by Moreau and a possible movement towards the bathroom is not sufficient evidence to support the conviction of Moreau. Her conviction for the possession of heroin was reversed.

The court said that under the circumstances, such momentary possession is insufficient, as a matter of law, to sustain a conviction for possession.

The court went on to say: "Our hearing does not insulate from prosecution those who seek to dispose of contraband upon detecting that the police are approaching. In such cases, it may be inferred that the defendant previously had more than momentary possession. No such inference is permissible here since the evidence reveals that Stone had the prior possession."

Failure to Poll Jury

The court said there was no reversible error in the failure to poll the jury as to each defendant, when such a poll was not requested and no jury confusion or failure to consider each defendant was suggested in the record.

But, the court said: "We do, however,

believe that the better practice for the trial judge is to poll the jury as to their verdict about each defendant."

Conflict between Defendants

The court found that the examination conducted by the trial court was sufficient to constitute a voluntary waiver of the right to individual counsel in this case.

But the court adopted a standard established by the Minnesota Supreme Court in *State v. Olsen*, 258 N.W. 2d 898, 903 08 (Minn. 1977) which will be applied to future Alaska cases.

That standard requires the court to: address each defendant personally and forthrightly advise him of the potential dangers of representation by counsel with a conflict of interest. The defendant must be at liberty to question the court as to the nature and consequences of his legal representation. Most significantly, the court should seek to elicit a narrative response from each defendant that he has been advised of his right to effective representation, that he understands the details of his attorney's possible conflict of interest and that he has discussed the matter with his attorney or if he wishes with outside counsel, and that he voluntarily waives his Sixth Amendment protections. It is, of course, vital that the waiver be established by "clear, unequivocal, and unambiguous language." Mere assent in response to a series of questions from the bench may in some circumstances constitute an adequate waiver, but the court should nonetheless endeavor to have each defendant personally articulate in detail his intent to forego this significant constitutional protection. Recordation of the waiver colloquy will also serve the government's interest by assisting in shielding any potential conviction from collateral attack, either on Sixth Amendment grounds or on a Fifth or Fourteenth Amendment "fundamental fairness" basis.

(Continued on next page)

Opinions of Note

(Continued from page 7)

Excessive Sentence

The court found that Stone's six-year sentence was excessive for the possession of a trace of heroin, and that the term on resentencing should not exceed five years.

It was remanded back to the trial court for resentencing.

SEARCH AND SEIZURE

Timothy Gieffels

v.

State of Alaska

Opinion No. 1787

Appeal from the Superior Court, Third Judicial District, Anchorage, Judge James A. Hanson.

The supreme court affirmed the warrantless seizure of a suitcase which Gieffels had sent to his brother in California for safekeeping following the fatal shooting of an Anchorage bartender.

The brother, aware that Gieffels was involved in a shooting, had called police and advised them where they could find the suitcase. It was then seized, and subsequently searched.

It was argued on appeal that the brother was a mere bailee and was authorized only to hold the suitcase for the appellant, and he did not have the authority to consent to its seizure. It was argued, therefore, that the seizure did not fall within a recognized exception to the warrant requirement.

The supreme court cited an analogous case, *United States v. Diggs*, 544 F.2d 116 (Third Cir. 1976), in which the Circuit court said,

... The right of the custodian of the defendant's property who has been unwittingly involved by the defendant in his crime to exculpate himself by disclosing the property and explaining his connection with it to government agents, must prevail over any claim of the defendant to have the privacy of his property maintained against a warrantless search by such agents.

Probable Cause for Search

The supreme court also concluded that the brother's consent to the police seizure

of the suitcase was voluntary as it was he who called the police and expressed his desire to disassociate himself from the matter. The court said it did not believe that the failure of the police to advise the brother that he could refuse consent made his consent less voluntary.

But, this did not give the brother the authority to authorize a search of the suitcase. This was done, however, with a search warrant California authorities had obtained on the basis of information given them by Anchorage police.

The supreme court said that the affidavit used to obtain the search warrant failed to establish the reliability or credibility of the citizen informants and that the magistrate issuing the warrant was not entitled to rely on such information.

But, the supreme court found there was sufficient other information linking Gieffels to the crime to establish probable cause to search the suitcase without these statements.

This included the fact that a warrant had been issued for his arrest, that he had fled Anchorage by plane shortly after the killing.

Jury Instructions and Special Findings

The supreme court found no error in the manslaughter instruction as a lesser included offense of felony murder which was given by the trial court, nor was error found in the failure to submit special findings to the jury.

In *Gray v. State*, 463 P.2d 897 (Alaska 1970), the supreme court had said a killing, "if done in the perpetration of a felony but not with the intent to kill, may be manslaughter." In this case, the court said, there was ample evidence from which it could have been inferred that the bartender had been shot during the commission of a robbery, there was still room for a reasonable doubt whether Gieffels acted with the requisite intent to kill. Thus, the court said, it was satisfied that a manslaughter instruction was fully warranted.

The court also found no error in the instruction which was given.

The court said there was nothing in *Gray*, a case relied on by the appellant, and the Rules of Criminal Procedure requiring special findings in a case like this.

The court said that while such findings might be useful in ascertaining the reasoning behind the jury's verdict, the decision is a matter for the discretion of the trial court. No abuse of discretion was found.

Grand Jury Proceedings

While hearsay evidence has been submitted to the grand jury in this case, the supreme court said a review of the transcript revealed there was adequate evidence to support the indictment apart from any hearsay.

The supreme court also concluded that there was no failure on the part of the prosecution to present exculpatory evidence to the grand jury.

The court found without merit the assertion that the prosecutor had failed to inform the grand jury of the type of bullet that had killed the bartender, as the evidence clearly showed that he was killed by a .44 caliber revolver.

The court also found without merit the argument that the prosecutor failed to explicitly inform the grand jury that a swab test had not been taken of the victim's hands which might indicate that he had shot himself.

The court said that while it agrees that a prosecutor is obligated to reveal any exculpatory evidence, this did not require him to report investigatory steps or procedures not taken.

BURDEN OF PROOF: INSANITY

State of Alaska

v.

Frank Augie Alto

Opinion No. 1777

Petition for Review from the Superior Court, Third Judicial District, Anchorage, Judge James K. Singleton.

With state statutes silent on the subject, the Alaska Supreme Court established that when a defendant has been committed to an institution following a judgment of not guilty by reason of insanity, pursuant to AS 12.45.090, it is the defendant, to gain release who has the burden of proving by a preponderance of evidence that he no longer suffers the mental illness which caused him to be a danger to society.

Opinions of Note

This reversed the order of the lower court that the state had the burden of proving by clear and convincing evidence that the defendant still suffered the illness.

The supreme court explained that under Alaska law, AS 12.45.083(b)(c), a plea of insanity is an affirmative defense in a criminal case requiring the prosecution to prove beyond a reasonable doubt that the defendant was not insane when he committed the offense; and a verdict of not guilty by reason of insanity contains within it the finding, beyond a reasonable doubt, that the defendant committed the offense.

These provisions were adopted by the state legislature from Art. IV of the Model Penal Code of the American Law Institute, but the code's provisions concerning post acquittal procedures was not adopted and AS 12.45.090 does not state who has the burden of proof or what the standard of proof should be in post acquittal proceedings.

But, the supreme court explained that since the hearing is held while the defendant is in custody, he is attempting to bring about a change in his existing status, and thus the statute appears to contemplate that the burden of proof should be placed on the defendant.

This, the court said, is the way the Oregon Supreme Court construed the statute from which the Alaska statute was taken, *Newton v. Brooks*, 426 P.2d 446, 450 (Oregon 1967).

But the Alaska Supreme Court explained further:

"The fact that the burden of proving sanity is now placed on the state beyond a reasonable doubt makes it important to require that one who is acquitted by reason of insanity prove that he is not a danger to the public peace and safety because of his mental condition. To require the state . . . to prove present insanity and dangerousness by clear and convincing evidence would create a broad band of offenders beyond the reach of the law. They are those who are neither sane beyond a reasonable doubt, and who therefore cannot be convicted, nor clearly insane, and therefore cannot be committed."

The court agreed with the reasoning of a committee report of the U.S. House of Representatives in a congressional action overturning a federal case which had placed the burden of proof on the government, *Bolton v. Harris*, 395 F.2d (D.C. Cir. 1968). The report, HR. Rep. No. 907, 91st Cong., 2nd. Seas. 73-5 (1970) said in part:

"This particular ruling permits dangerous criminals, particularly psychopaths, to win acquittals of serious criminal charges on grounds of insanity by raising a mere reasonable doubt as to their sanity and then to escape hospital commitment because the government is unable to prove their insanity . . . The Committee considers this result intolerable. It neither protects the public safety nor provides treatment of a defendant acquitted of a crime on grounds of insanity."

The court concluded, "... based on the foregoing . . . the burden of proof should be on the defendant at a post acquittal hearing. The state does not urge that a defendant must carry this burden by a standard of proof more strict than by a preponderance of evidence, and we agree that is the appropriate standard."

CIVIL COMPROMISE

Thomas P. Hensel
v.

State of Alaska
Opinion No. 1755

Appeal from the Superior Court, Third Judicial District, Anchorage, Judge J. Justin Ripley.

In a matter of first impression, the supreme court said the crime of leaving the scene of an accident is not amenable to civil compromise.

The court explained that the act constituting the crime of leaving the scene of an accident is the failure to stop and make the necessary exchanges of information or assistance after the accident has occurred. This omission is not one which causes injury to the private citizen within the meaning of the civil compromise statutes.

Settlement of the claim for injuries resulting from the accident cannot settle the state's claim for a violation of its laws.

PRESERVATION OF EVIDENCE

James D. Wyrick
v.

State of Alaska
Opinion No. 1790

Appeal from the Superior Court, Third Judicial District, Anchorage, Judge C. J. Occhipinti.

The supreme court found no error in the state's failure to provide the defendant with the items from which fingerprints were taken following a burglary.

Four fingerprints identified as the defendant's were found among 22 prints obtained by police at the scene of the burglary.

All were preserved and were made available to the defendant. But the defendant made a pre-trial motion for the production of the items from which the fingerprints were taken. But these could not be produced as they had either been destroyed or returned to their owners.

The fingerprints were the crucial evidence linking the defendant to the scene of the burglary. Following conviction he appealed arguing that the state had the affirmative duty to disclose evidence favorable to the defense, and that preservation of the items would have allowed him to test whether the prints were accurately lifted and perhaps discover prints of other possible suspects.

The supreme court said its previous holding in a similar case was dispositive of the claim made in this case, *White v. State*, 577, P.2d 1056, (Alaska 1978) (See Alaska Justice Forum, June 1978).

While the items were requested before trial in this case, the court said the claim was even weaker than in *White* with the defendant arguing that he might have found other prints. The testimony at trial was that all the prints were lifted that could be lifted.

The court noted that the government would have been motivated to get all possible prints from the items and that at that point there were no suspicions of any particular person. The court said it would be a different case if there were any reason to believe that not all the prints were lifted either intentionally or through improper techniques.

Points on Appeal

Mark J. Mello

v.

Charles Moses, et al.

File No. 4404

Filed Dec. 4, 1978 by Elaine M. Andrews, assistant public defender.

Appellant raises the following questions on appeal:

- Whether the superior court judge erroneously ruled that an allegation that the state failed to identify the petitioner as the person wanted in the State of North Carolina, as opposed to an allegation that the petitioner is not the person wanted by the North Carolina authorities, failed to inject or properly raise the issue whether the state has failed to meet its requirement, under *Kostic v. Smedley*, 522 P.2d 535, 538 (Alaska 1974), to prove, in habeas corpus—extradition proceedings, "that the person in custody and seeking habeas corpus is the one charged with such crime." Accord, *Montague v. Smedley*, 557 P.2d 774, 777 (Alaska 1976).

- Whether the superior court erred by not ruling that the state's failure to present any evidence that petitioner was the person wanted by the State of North Carolina, is insufficient to meet its burden of proving that petitioner is the person wanted by the demanding state.

Herschel E. Crutchfield

v.

State of Alaska

File No. 4474

Filed Jan. 18, 1979 by Dick L. Madson, attorney.

The appellant raises the following points on appeal:

- The regulation prohibiting the drug in question was void as overbroad and beyond the authority granted by the legislature.

- Appellant was denied his constitutional right to a jury trial composed of 12 persons.

- The admission into evidence over the videotape and related testimony was plain error.

- The verdict is inconsistent with the instructions given by the court.

Fred Larson

v.

State of Alaska

File No. 4473

Filed Jan. 11, 1979 by David C. Backstrom, deputy public defender.

The appellant raises the following points on appeal:

- The verdict was contrary to the evidence.

- The court erred in failing to grant defendant's motion for judgment of acquittal on both counts: Burglary not in a dwelling, and attempted petty larceny.

- The court erred in giving a jury instruction on aiding and abetting without limiting that instruction to Count II, attempted petty larceny.

- The court erred in permitting Trooper Schrank to testify in rebuttal as to certain statements made by the defendant when he was inadequately advised of his Miranda rights.

- The sentence imposed is excessive.

Ida Marie Hinkle

v.

Municipality of Anchorage

File No. 4508

Filed Dec. 22, 1978 by Joseph A. Kalamardes, attorney, Anchorage.

The appellant raises the following point on appeal:

- That the superior court judge erred in his memorandum decision on petition for review, dated July 20, 1978, that the search of the cloth purse was a lawful search and did not violate the defendant's Fourth Amendment rights to the Constitution of the United States and also the Alaska Constitution. That the memorandum decision on petition for review overturned the court's May 11 order suppression of the evidence of the search.

Janice Lythgoe

File No. 4497

Filed Jan. 22, 1979 by David C. Stewart, assistant public defender, Fairbanks.

Appellant raises the following points on appeal:

- The trial court erred in failing to dismiss the indictment.

- The sentence imposed was excessive.

Harvey D. Lee

v.

State of Alaska

File No. 4430

Filed December 14, 1978 by Albert C. Simmons, attorney, Anchorage.

The appellant raises the following points on appeal:

- The district court erred in allowing witnesses to testify in the state's case in chief who had not been made known to defendant by discovery.

- The district court erred in allowing into evidence in the state's case in chief documentary evidence which had not been made known to defendant by discovery.

- The district court erred in allowing into evidence the results of a breathalyzer test without a proper foundation having been laid for its introduction into evidence.

Donald Eugene Loesche

v.

State of Alaska

File No. 4443

Filed December 20, 1978 by Dennis Kelso, attorney, Fairbanks.

The appellant raises the following points on appeal:

- The court erred in permitting the defendant's wife to testify in the state's rebuttal.

- Composition of the jury panel was improper because residents of the Clear Anderson area were represented disproportionately.

- Composition of the jury was improper because prospective jurors were excused for insufficient reasons.

- The court erred in permitting the defendant's wife to testify after the exclusionary rule had been invoked and violated.

- The court erred in limiting defendant's cross-examination of the alleged victim.

- The court erred in excluding certain testimony and limiting other testimony of the defendant's witnesses regarding the alleged victim's reputation and propensity for violence.

Brief descriptions of points being raised in criminal appeals filed with the Alaska Supreme Court.

Terry Newell
v.
State of Alaska
File No. 3353

Filed Jan. 29 by Richard Yospin, assistance public defender, Ketchikan.

Appellant raises the following points on appeal:

- The superior court erred in failing to find that the warrant for the appellant's arrest was invalid and that the proceedings before the parole board should have been dismissed for that reason.

- The superior court erred in failing to overturn the decision of the parole board for unnecessarily delaying the preliminary parole revocation hearing.

- The superior court erred in failing to overturn the decision of the parole board revoking appellant's parole because the parole board did not adequately notify appellant of charges nor did the parole board adequately disclose evidence to the appellant prior to the final parole revocation hearing.

- The superior court erred in failing to overturn the action of the parole board, since the parole board was not a "neutral, detached" hearing body, and since the appellant's parole officer was present as an advocate during the deliberations of the parole board.

- The superior court erred in failing to overturn the action of the parole board revoking appellant's parole, since the statement of reasons supplied by the parole board in revoking appellant's parole was inadequate, and did not sufficiently apprise appellant of the evidence relied on in the decision to revoke his parole.

- The superior court erred in failing to find that appellant's parole officer had waived some of the alleged violations which were heard by the parole board during the final parole revocation hearing.

- The superior court erred in failing to find that the parole board had improperly denied appellant all possibility of parole.

- The superior court erred in failing to give appellant credit for time spent on parole.

- The superior court erred in failing to order either a new hearing before the parole board, or reinstate appellant on parole.

Robert F. Cochrane
v.
State of Alaska
File No. 4531

Filed February 26, 1979 by John R. Vacek, Alaska Legal Services, Kodiak.

The appellant raises the following points on appeal:

- The superior court erred in denying the defendant's motion to dismiss the indictment.

- The superior court erred in denying defendant's motion to dismiss two counts of the indictment.

- The superior court erred in denying defendant's motion for psychiatric evaluation of the complaining witnesses.

- The superior court erred in refusing to allow a witness to testify to her conversations with and observations of the defendant at the Kodiak jail shortly after his arrest.

- The superior court erred in refusing to allow the witness to testify as the nature of her relationship with and her contacts with the defendant.

- The superior court erred in refusing to allow the defendant to enter into evidence the complete statement of a witness.

- The superior court used improper criteria in imposing sentence.

- The superior court erred in imposing multiple sentences.

- The sentence is excessive.

Benjamin Layob
v.
State of Alaska
File No. 4519

Filed February 5, 1979 by John R. Vacek, Alaska Legal Services, Kodiak.

The appellant raises the following points on appeal:

- The superior court erred in denying defendant's motion for judgment of acquittal.

- The superior court used improper criteria in imposing sentence.

- The sentence imposed was excessive.

David Avery
v.
State of Alaska
File No. 4440

Filed December 18, 1978 by Steven G. Marks, assistant public defender, Juneau.

The appellant raises the following points on appeal:

- The superior court erred in denying post-conviction relief since the double jeopardy and due process clauses of the Alaska and United States Constitution preclude an independent factual finding by the Parole Board on charges which have already been tried to a jury of twelve persons, which has resulted in a final judgment of acquittal.

- The superior court erred in denying post-conviction relief based upon the Parole Board's failure to apply the proper standard of proof in revoking parole.

- The superior court erred in denying post-conviction relief by finding that the Parole Board was indeed an impartial fact finding body.

- The superior court erred in denying post-conviction relief by finding that the parole board had given adequate notice of the charges.

Shirley La Londe
v.
State of Alaska
File No. 4543

Filed January 29, 1979 by David C. Stewart, assistant public defender, Fairbanks.

The appellant raises the following points on appeal:

- The trial court erred in failing to grant a motion for a new trial.

- The sentence was excessive.

Paul Hubert
v.
State of Alaska
File No. 4541

Filed January 2, 1979 by Phillip P. Wordner, attorney, Anchorage.

The appellant raises the following point on appeal:

- The trial court erred in failing to grant the defendant's motion to suppress the fruits of illegal stops, illegal arrest, illegal seizures, illegal searches, illegal entries and illegal interrogations.

Points on Appeal

David M. Vessel
v.
State of Alaska
File No. 4488

Filed January 29, 1979 by Walter Share,
assistant public defender.

Appellant raises the following points on appeal:

- The identification of the appellant and his clothing following the alleged robbery violated due process of law in that it was a suggestive line-up procedure, without adequate procedural safeguards.
- The failure of the state to inform the defendant of his right to have an attorney at the identification procedures, as well as the failure of the state to provide an attorney, violated defendant's right to counsel as well as due process of law.
- The failure of the state and the court to effectuate a later line up procedure caused the loss of exculpatory evidence, in violation of due process of law, the right to subpoena witnesses and compulsory process as well as to permit cross examination of witnesses.
- The state's violation of a protective order, concerning in-court identification of defendant mandates that a new trial be ordered.
- The trial court improperly limited defendant's cross examination of witnesses concerning their inability to identify defendant in later line ups, had the superior court effectuated those line ups as requested.
- The search of a car violated Fourth Amendment rights since there was no probable cause to connect the car with any crime, and search or seize the car, and furthermore since the search warrant was supported by an inadequate affidavit.
- There was no probable cause to arrest the defendant, or seize the defendant and hold him to be shown to victims for identification.
- The trial court's denial of defendant's request that the jury be permitted to walk the scene violated due process of law and defendant's right to put on a defense guaranteed by due process of law.
- The trial court erred in not dismissing the case due to the failure of the state to bring the defendant to trial as provided by Criminal Rule 45.

- That the state's use of other "bad acts" at trial was error and denied defendant his right to a fair trial.

- The state's use of surprise witnesses in its case in chief who were not listed on witness lists or brought to the attention of the defendant prior to trial violated Criminal Rule 16, as well as pretrial orders by the court, including a rule which prohibited witnesses to be in the courtroom during trial.

- The grand jury indictment should have been dismissed based on the grounds that: 1) the state introduced an impermissible identification of defendant and his clothes; 2) the state introduced the fruits of an impermissible search and seizure of a car; 3) the repeated use of hearsay which was not cumulative, and crucial to the state's case, impermissibly tainted the grand jury; and 4) without the impermissible identification searches, and hearsay, there was insufficient evidence before the grand jury to permit indictment.

- The court erred by permitting the illegal use of a witness's hearsay at trial regarding defendant's possession of a gun in the store.

- The state excluded all Blacks from the petit jury, thus denying defendant a fair and impartial jury of his peers.

- The trial court committed reversible error by instructing the jury that they should give credence to the testimony most worthy of belief (Jury Instruction No. 14), which dilutes the standard of proof beyond a reasonable doubt, and shifts the burden of proof, in violation of due process.

- The violation by the Department of Corrections, of defendant's right to use the law library for purposes of trial preparation, and the subsequent denial of adequate continuance to remedy the situation, denied defendant his rights to properly prepare for trial.

Charles A. Johnson
v.
State of Alaska
File No. 4462

Filed January 10, 1979 by Thomas W. Findley, attorney, Juneau.

The appellant raises the following points on appeal:

- The superior court illegally denied defendant's motion to suppress the evidence of an illegal search.
- The superior court illegally denied defendant's motion to suppress evidence of an involuntary confession.
- The superior court permitted irrelevant and prejudicial evidence of prior bad acts of the defendant to be argued before the jury.
- The superior court allowed into evidence prejudicial and irrelevant testimony by two state judicial service officers concerning an alleged threat made to a witness during trial.
- The superior court failed to grant the motion for a mistrial for failure of discovery by the Anchorage Police and State District Attorneys regarding a photo identification.
- The superior court erred in denying appellant's motion to suppress evidence seized during a search of his room and evidence seized incident to appellant's arrest when both the search and arrest were unsupported by probable cause.
- The superior court erred in denying appellant's motion to suppress evidence obtained during a search of his motel room inasmuch as it was the fruit of an illegal pursuant to Criminal Rule 26(g).

Hamura Rivora
v.
State of Alaska
File No. 4517

Filed February 2, 1979 by John R. Vacek, Alaska Legal Services, Kodiak.

The appellant raises the following points on appeal:

- The superior court erred in denying defendant's motion for judgment of acquittal.

- The superior court used improper criteria in imposing sentence.

- The sentence imposed was excessive.

Proposed Legislation

PEACE OFFICERS

SB 162—To define probation officers supervising adults, parole officers and correctional officers as peace officers.

PEACE OFFICER AND FIREMEN RETIREMENT

HB 156—To permit state retirement credit for peace officers and firemen who have served in a full time capacity in another state, including municipal or federal service.

POLICE STANDARDS

HB 213—To amend AS 18.65 relating to the Alaska Police Standards Council.

IMMUNITY

SB 78—To add a new section to AS 12.50 to provide witness immunity and protection.

NARCOTICS

SB 65, HB 101—To consolidate and strengthen drug laws of the state.

MARIJUANA

HB 10—To amend AS 17.12.110(d) adding a prohibition against possession of marijuana in public places or conveyances.

DRUG LAWS

HB 101—To consolidate and strengthen the drug laws of the state.

APPROPRIATION FOR ALCOHOLISM TREATMENT

HB 188—To make a supplemental appropriation of \$350,759 to the Office of Alcoholism and Drug Abuse for the purpose of awarding grants for alcohol treatment programs.

ALCOHOLIC BEVERAGES

HB 219—To extensively amend statutes relating to the alcoholic beverages.

INSURANCE FOR ALCOHOL AND DRUG DEPENDENCE

SB 227—To require group health insurance coverage for treatment of alcohol and drug dependence.

COURT OF APPEALS

SB 104—To establish a court of appeals with appellate jurisdiction in superior court proceedings involving: criminal prosecution, post conviction relief, waiver of children's court jurisdiction over a minor, extradition, habeas corpus, revocation of probation or parole, bail, and appeal to the superior court from an administrative agency. Also in all actions and proceedings commenced in the district court.

SUPERIOR COURT JUDGES

SB 169, HB 266—To increase the number of superior court judges from 20 to 22; two in the Second Judicial District, 11 in the Third Judicial District, and five in the Fourth Judicial District.

SENTENCING

SB 141—To amend AS 12.55 by adding a new section permitting imprisonment as a condition of a suspended imposition of sentence. (See *Boyne v. State*, Opinion No. 1766, this issue of Alaska Justice Forum.)

ADVISORY COMMITTEE ON JUDICIAL SENTENCING

SB 217, HB 195—To establish an advisory committee on judicial sentencing practices to assist the Judicial Council in study of apparent discrimination in the sentencing of minority persons.

SB 218, HB 196—To make a special appropriation of \$85,000 for transportation expenses of advisory committee members.

JUDICIAL RETIREMENT

HB 215—To place administration of the judicial retirement system with the commissioner of administration.

JUDICIAL DISQUALIFICATION

SB 172—To amend Rule 42 of the Rules of Civil Procedure relating to the preemptory disqualification of judges to give the presiding judge the responsibility for assigning a new judge residing in the location where the action is pending.

REPRESENTATION IN COURT

HB 181—To permit a corporation to be represented in court by an officer or director upon a showing that the corporation cannot afford an attorney.

LAW CLERKS

SB 99—To amend AS 08.08.207(a) relating to law clerks who have not graduated from an approved law school.

VICTIM COMPENSATION

SB 77—To amend AS 18.67.100 broadening the coverage of payment to victims of criminal activities.

VOTING RIGHTS

HB 3—To amend AS 15.05 by adding a new section restoring the right to vote to persons following their discharge from imprisonment.

DRIVER'S RECORD

SB 110—To amend AS 28.15.151(c) and (d); repealing subsections (e) and (f); relating to the availability of an abstract of a driver's record.

FISH AND GAME

HB 148—To amend AS 16.05.190 relating to the seizure and confiscation by the court of items used or in aid of fish and game violations.

LICENSED GUIDES

SB 101—To repeal AS 08.54.200(c)(3) relating to disciplining of licensed guides.

SB 102—To amend AS 08.54.200(a)(1) relating to the disciplining of licensed guides.

MENTAL HEALTH

HB 2—To amend AS 47.30 by adding a new section relating to the civil commitment of mentally ill persons.

YOUTH CENTERS

HB 125—To establish multipurpose youth centers in each election district of the state and to establish youth advisory committees to aid in the operation of these centers.

The Future of Police Education:

(Continued from page 1)

What Is the Purpose of Higher Education for Police?

Glen King, Executive Director of the International Association of Chiefs of Police, early in the symposium expressed concern about what higher education can be expected to do for police. He warned that advanced education cannot be expected to solve all police problems but that education should have change as its objective and that individuals with a sound educational preparation should be expected to become change-agents. The traditionalists in policing may feel that advanced education implies that anti-establishment revolutionaries will be threatening the status quo. King felt that in the interest of consumerism police should be able to influence the direction of police education.

Dialogue Should Be Established

Later speakers argued that dialogue should be established between police practitioner and higher education justice program administrators but, just as the business of policing would have to be left to the police, the academicians should have full control, authority and responsibility for academic programs.

King stated that the current efforts in police education are in the "adolescent period," that great differences in resources nationwide may necessitate continuing certificate and degree programs but with an improved curriculum, and that ideally there should be full articulation between two and four year educational institutions.

Support Needed

The President of the International Union of Police Associations, Mr. Edward Kiernan, who called himself the symposium's "token labor representative" stated in strongly worded terms that "higher education for police officers will play a big part in labor negotiations from now on." He said that police officials will need support for career path education and education for change, and in order to bring this about, the public and elected officials will need to be convinced that continuing education will improve police services.

Kiernan took a different approach than most of the higher education representatives present when he argued that the problem in police education was due to the "... serious lack of experienced police officers who continue their education to advanced degree levels and teach in higher educational institutions."

Police Responsibility

He felt that this problem was not the fault of educational institutions but that it was clearly a problem for which the police themselves must be held responsible. He warned about job, standards, and benefits improvements which would be subjected to outside political pressures at all levels. "Right now police are dependent upon others from outside the profession to determine the educational structure, police will continue to be 'used' by outside educators until police produce their own educators."

Alienation Feared

Johannes Spreen, President of the American Academy for Professional Law Enforcement agreed with most of the Commission's recommendations. Spreen expressed no doubt that good quality education is essential to police professionalism but went on to accuse the Commission members of "academic cloning" attempting to make police into the image of academicians. He felt that the report would not unify but would rather "rip apart" the police and academic worlds and result in further alienation.

Spreen asked whether there need be only one model for police education and answered his own question in the negative but continued that police do need a broad education rooted in communication skills and knowledge, and an awareness of social problems and techniques in how to deal with them. He called for educational programs broadly based in the behavioral sciences and "research in reality," saying further that "... police employees who possess generally esoteric theoretical backgrounds are not terribly useful to police departments."

Spreen was nearly alone in reminding the representative audience that police professionalism and innovation must start

at the top of the organization, not at the bottom, as the Commission report may imply. He argued that police officials must:

- 1) identify in-service talent and prepare them for teaching;
- 2) support and encourage interested high school students to pursue justice education;
- 3) insist on cooperation between two and four year higher education schools; and
- 4) seek articulation between the large research universities and teaching universities.

Finally, Spreen argued that those police officers would be best equipped who possess the combination of education and experience; that college should be an eclectic experience which would result in a generally well prepared student and that teamwork between police and academic programs would result in a better product which he defined as better service to the citizenry.

What Is the Purpose?

Yet another panelist, Frank Carrington, Director of Americans for Effective Law Enforcement, called the Commission's work "a plain speaking report." Carrington questioned whether the report should stress as an end of police education the creation of more liberal police officers. His objective was "... to merely pose the question, should or can police education programs liberalize the police, the one social servant organization whose clients shoot and hit back?"

Change From Outside the System

Professor G. Lamar Howard of the National Association of Blacks in Criminal Justice reminded symposium participants that the many changes having taken place in policing and in the criminal justice system have not been the result of planned change. He argued that all should recognize that the public with its sense of fairness and equity has brought about many of these changes and that even prisoners have brought about positive change in the system.

Howard stated that there could be no doubt that improved skills, education and services are essential, and called for broad

A National Debate

liberal education based on behavioral and social sciences for police and other justice personnel. It was his impression that "... students go to school for very personal reasons..." and that curriculum objectives should therefore be based on student needs, institutional goals and police involvement in the process. Professor Howard concluded that the report was lacking in addressing the needs of black people and other minorities and that those needs must be clearly addressed.

Liberty and Order

The final panelist to address the question of the purpose of higher education for police was Mr. Ralph Temple of the Legal Division of the American Civil Liberties Union. Temple stated emphatically that the purpose of police education must be discovered in the examination of two essential concepts in our system of justice—liberty and order. He argued that the police mission is not, and need not be, in competition with the American concept of justice. Liberty and order must co-exist in principle as well as in practice according to Temple. He felt that the controversial report must be seen in the present context of American society, its problems and its deficiencies.

Not the Final Answer

Commission member and Mayor of Los Angeles, Tom Bradley responded to the panelists' viewpoints. Mayor Bradley replied to the accusation that the Commission was narrow in its composition and scope by stating that the membership was diverse in its views and opinions and that the body had sought widespread opinion and testimony. He stated that the report is not the final answer but a point of departure for improving the quality of education for police officers.

To Foster Change

He expressed hope that those in attendance and others not present would not be defensive and that academicians and police personnel would read the report with an open mind. Bradley stated that the purpose of the report was to foster basic change within the policing institution and not to foster maintenance of the status quo.

Report Is Essential

In reminding the audience that no institution can survive by maintaining, decade after decade and century after century of tradition, Bradley argued that rapport between police and society is essential, that means and ways of achieving goals can and must be found.

Bradley said that the Commission's report "... was not talking about vocational training for police officers... We're talking about proper design of higher education for police officers... Vocational training should be developed and paid for by the police agencies... a broad liberal arts approach is necessary..." and finally "The report does not state that police educational programs have been worthless."

Education Has Brought Changes

The Mayor and former member and president of the Los Angeles City Council shared some of his personal views with the participants based on his own police experience. Bradley retired in 1961 from the Los Angeles Police Department. He told the audience that in his 26 years of police work on the LAPD he had not once found it necessary to use his gun, and that he was in general opposed to the use of deadly force. Bradley stated that changes in policing are taking place now because of the influence of education, "... by virtue of the quality of education for people who are or will become police officers."

What Curriculum Should the Police Study?

Among those participants who were present from the academic community no debate seemed to be larger than that between the presidents of the largest two professional academic societies most closely attuned to criminology and criminal justice. Dr. Ronald Akers, President of the American Society of Criminology and Dr. Richter Moore, President of the Academy of Criminal Justice Sciences debated the curriculum issues strenuously.

Others on the panel included Dr. Thomas Roppetto, Past National Chairman, Section on Criminal Justice of the

American Society of Public Administration and Dr. James Stinchcomb, Chairman, Department of Justice and Public Safety, Virginia Commonwealth University.

What Are Benefits of Standards?

Dr. Akers opened the session by agreeing with the Commission report's conclusions that there is little difference in liberal arts and professional education preparation.

At issue throughout this panel's discussion was whether or not benefits would be derived from attempting to set standards for the accreditation of schools and centers with criminal justice curricula. Dr. Akers was skeptical of specialized accreditation, arguing that it would reject the liberal arts education model. He defined the issue as criminology vs. criminal justice but conceded that specialized accreditation vs. liberal arts arguments are closer together than vocational vs. educational preparation.

Who Should Teach the Police?

The Chairman of the Criminal Justice Accreditation Council, Dr. George Felkenes, attacked the Commission by stating that even that body's name smacked of liberal arts elitism. He went on to defend the Academy of Criminal Justice Sciences' stance that the idea of curriculum standardization is not acceptable to the ACJS. He accused the Police Foundation of not responding to offers of collaboration or assistance. Felkenes argued that a standardized curriculum is not feasible but that the Foundation apparently seeks just such standardization. ACJS recognizes the value of experimentation, he said, while the Foundation will force issues which the Academy rejects. He concluded with the statement that "... no one knows what a properly educated police officer is."

Tenfold Increase in Police Education

Dr. Peter Lejns, President of the American Association of Doctoral Programs in Criminology and Criminal Justice called the Commissions' report very

(Continued on next page)

Police Education Debate

(Continued from page 15)

critical of police education in the United States over the last ten years. In those ten short years, Lejins said, police education programs have increased their number at least tenfold while police officers in the last 15 years have increased their involvement in higher education by 46%. He called this the golden age of police education.

According to Professor Lejins there is an absence of qualified personnel available to teach in criminal justice curricula the same as there would be in the field of physics if like demands were placed on those faculties. He stressed that a broad general education with some specific education is necessary for policing because every police officer is an applied social scientist.

The final panelist to address the topic jolted the participants with the remark that "... national meetings full of consensus are boring - what is needed is controversy." Dr. Donald J. Newman, Dean of the School of Criminal Justice of

the State University of New York at Albany, then proceeded to provide the controversial material.

Who Should be the Faculty?

According to Newman the Commission has not gone far enough in driving the wedge between two- and four-year institutions. He felt that the real question should be "... who should be a faculty member in higher education?" "Criminal Justice is not a single discipline, it is a unique entity, a structure built around a problem... We are professors... the major allegiance of a professor is to the university (which he defined as a collection of scholars) and dedicated to furthering knowledge through teaching and research... universities are elitist," he said.

Dr. Newman argued that faculties should be a collection of the best and brightest, that they must continually pass the age-old test of scholarship in order to remain a faculty member, and that the Ph.D. is the entry requirement. Newman stated forcefully that "... Universities

are not places to retire for practitioners... In general I believe that second career faculty members tend to be second class." In driving the wedge still deeper he stated that he believed in general that "... community colleges are not universities, they are postsecondary institutions..." which he favored but recognized as different from the universities.

Newman agreed with most of the recommendations in the report saying that faculty should be full time, education should take place on campus, and that field (practical) experience was unnecessary for faculty. "Faculty should do research, publish or perish, and we must hold these standards," he concluded. Newman was later labeled as the symposium's resident elitist. When asked whether the acceptance of LEAA money was the ultimate in corrupt elitism, Newman responded that the function of a university is to accumulate knowledge and that therefore he could accept research money "without a qualm."

Continued next month.

Alaska Justice Forum
Criminal Justice Center
University of Alaska, Anchorage
3211 Providence Avenue
Anchorage, Alaska 99504

Editors: Roger Endell
Peter S. Ring

Managing Editor: Paul L. Edcorn

The Alaska Justice Forum is financed under Grant 77 A 032 of the Governor's Commission on the Administration of Justice.

NON PROFIT
ORGANIZATION
U.S. POSTAGE
PAID
PERMIT NO. 510
ANCHORAGE, AK
99502

CLERK OF THE HOUSE
POCKET V
JUNEAU, ALASKA 99811



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

400

Page Number

1 of 5

Subject:

CLASSIFICATION COMMITTEE
(Revised 2/1/74)

PURPOSE

To establish policy and procedure for classification committees of adult correctional institutions.

POLICY

It is the policy of the Division of Corrections, Department of Health and Social Services, that each adult offender will be classified within 30 days following his commitment to the Commissioner of the department. The purpose of the classification is to make the necessary arrangements for the offender in regards to his living situation, work assignment, education and his involvement in other programs. The offender is to be present at the classification meeting and will participate in his classification. He is to receive written notice of his impending classification and written notice of the action taken by the committee. The classification committee shall be composed of at least three members and the Assistant Superintendent or a senior Correctional Officer II will serve as chairman of the committee.

PROCEDURE

The institutional classification committee will meet on a regular basis, normally, once each week. The committee may meet less often with permission of the Superintendent. Each committee will be composed of at least three individuals. The Assistant Superintendent or senior Correctional Officer II



State of Alaska
Dept. of Health & Social Services
Division of Corrections

400

2 of 5

Subject:

CLASSIFICATION COMMITTEE

will serve as chairman of the committee. Two other individuals will be appointed by the chairman of the committee. Probation and parole personnel who are familiar with the offender and his case being classified, will be encouraged to serve on the classification committee.

Any person having information regarding the offender being classified may be requested to attend the meeting and to present such information to the committee. Institutional counselors are to prepare the file and to make recommendations to the classification committee, but are not to sit as voting members of the committee.

The classification committee will have access to all reports, diagnostic evaluations, staff evaluations, pre-sentence investigations, or any other pertinent information concerning the offender.

The classification committee will be responsible for assigning the offender to a living situation consistent with the security situation of the institution. The classification committee will be responsible for appropriate assignment of the offender to a work program, treatment program, educational program or any other program conducted for the rehabilitation of the offender. In making such assignments, the committee must keep in mind the individual needs of the offender and the needs of the institution.

The institutional classification committee will be responsible for recommending transfers to other state institutions or to outside facilities. All reports



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

400

Page Number

3 of 5

Subject:

CLASSIFICATION COMMITTEE

prepared as a result of the classification meeting are to be placed in the offender's record at the institution and be forwarded to the institution or facility where the offender is assigned.

The offender is to be present at the classification meeting and shall participate in the classification discussion.

The Superintendent or his designee may make a temporary assignment for any offender prior to his appearance before the classification committee. Such temporary assignment must be reviewed and made permanent at the next meeting of the classification committee. The Superintendent is to approve all actions of the classification committee.

The offender has the right to appeal any classification matter to a higher level. In cases where classification decisions pertain to institution internal matters, such as program assignment, residential designations, etc., the offender may appeal in writing to the Superintendent within 72 hours after notification of the committee's decision. The Superintendent shall notify the offender in writing of the action taken within 72 hours after receipt of the written appeal. The Superintendent may take the following action:

1. Confirm the decision of the classification committee.
2. Refer the case back to the classification committee for re-classification.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

400

Page Number

4 of 5

Subject:.

CLASSIFICATION COMMITTEE

The Superintendent is the final appeal on classification decisions on internal matters.

In cases where classification decisions pertain to transfers between institutions, the Superintendent is the first level of appeal. An appeal to the Superintendent must be submitted in writing within 72 hours after notification of the classification committee decision. The Superintendent has 72 hours after receipt of the written appeal to notify the offender in writing of the action taken.

The Superintendent may take the following action:

1. Confirm the decision of the classification committee.
2. Refer the case back to the classification committee for re-classification of the offender.

The final appeal of transfers between institutions rests with the Director. Appeal to the Director must be submitted in writing within 72 hours after receipt of the written notification of the Superintendent's action. The Director has 72 hours after receipt of the written appeal to notify the offender in writing of the action taken. The Director may take the following action.

1. Confirm the decision of the Superintendent.
2. Refer the case back to the Superintendent for re-classification



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

400

Page Number


5 of 5

Subject:.

CLASSIFICATION COMMITTEE

of the offender.

Approved:


Director, Division of Corrections

Date

2/21/74


Commissioner, Dept. of Health &
Social Services

Date

2/21/74



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

401

Page Number

1 of 4

Subject: REHABILITATION FURLOUGH
(Revised 06/15/75)

PURPOSE

To establish the policy and procedure for the granting of rehabilitation furloughs within adult correctional institutions in accordance with Title 33.30.260.

POLICY

The Director of the Division of Corrections hereby delegates authority to the Superintendents of adult correctional institutions to grant any sentenced offender a furlough to participate in educational, training, medical, psychiatric programs or other rehabilitation programs within the community which are not available within the institutions.

Care will be exercised to eliminate from consideration anyone who poses a clear and present danger to the community, anyone who is classified as an escape risk or anyone who is likely not to return promptly from his furlough.

A person who has been convicted of a felony that was a crime of violence, sex offense, or an offense which was subject of considerable adverse notoriety in the community, may be recommended for furlough by the Superintendent. The Director of the Division reserves actual approval and authority in such cases.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

401

2 of 4

Subject: REHABILITATION FURLOUGH

PROCEDURE

Offenders being released for educational or training programs may be furloughed at any time during their sentence.

Offenders being released for medical, psychiatric, alcohol or drug residential programs may be furloughed at any time during their sentence, but will return to the institution at the completion of their program to serve the remainder of their sentence or until paroled.

An offender serving a sentence of one year or less may be furloughed in order to visit with his family. Family, in this case, means father, mother, sister, brother, wife, husband, son or daughter. The offender must have served one-third of his sentence and have been classified as minimum custody.

The institutional classification committee will review all requests for furloughs and make recommendations to the Superintendent.

Any offender failing to return on time from a furlough shall be considered to have escaped from his confinement and is punishable under the law relating to escape.

A report will be due in the Director's office by the close of business on the 7th of each month containing a summary of furloughs granted and a narrative dealing with any serious problems encountered.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

401

Page Number

3 of 4

Subject: REHABILITATION FURLOUGH

Prior to an offender being released for a furlough of less than 30 days, the regional probation office, where the offender will be going, shall be notified, for what purpose and for how long. The offender will be notified that field probation officers are available for assistance. Active supervision will not be transferred to the field probation office. The institution releasing the offender will retain the file and jurisdiction.

Offenders who are released from an institution for a period of more than 30 days whose furlough conditions require them to remain in close proximity to the institution will be supervised by the institution. Prior to the release of an offender from an institution for a period of more than 30 days, the institution will:

1. Notify the regional office that the offender is being released and to what program, where the offender will reside and all other pertinent information.
2. Request that the regional office assign responsibility for supervision of the offender to the field office nearest the place where the offender will reside. When the offender is released, he is to be instructed to report to that field office and active supervision will be provided by the probation staff.

Periodic progress reports will be furnished by the probation staff to the



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

401

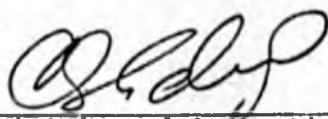
Page Number

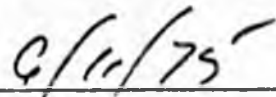
4 of 4

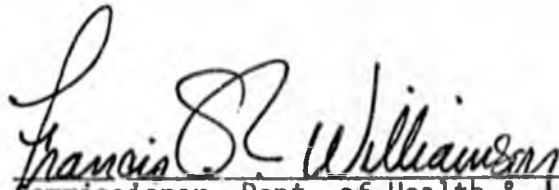
Subject: REHABILITATION FURLOUGH

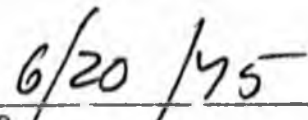
responsible institution. The official file will be retained by the institution in order that computation of good time may be continued. A "dump file" will be utilized by the field office. The releasing institution, in all cases, retains jurisdiction of the offender and has the authority and responsibility to return the offender at any time.

Approved:


Director, Division of Corrections


Date


Commissioner, Dept. of Health &
Social Services


Date



State of Alaska
Dept. of Health & Social Services
Division of Corrections

402

1 of 3

Subject: TRANSFERS BETWEEN STATE
INSTITUTIONS
(Revised 10/1/74)

PURPOSE

To establish policy and procedure for the transfer of adult offenders between state institutions and/or contract facilities within the State of Alaska.

POLICY

Adult offenders may be transferred from one institution to another institution within the state when it is in the best interests of the offender or the needs of the institution dictate a transfer is necessary.

The needs of the offender will be interpreted as enabling him to participate in rehabilitative programs that are available at another institution or that will make it possible for him to develop a pre-release program, or to participate in other community programs. The needs of the institution will be interpreted as lack of housing, lack of adequate programs or the lack of security to meet the needs of the individual.

PROCEDURE

All transfers from one state institution to another state institution or to a local contract facility must be made upon the recommendation of the classification committee. Recommendations will be approved by the Superintendent of the institution. Once the recommendation has been made and approved by the Superintendent, a packet containing all information, plus the classification



State of Alaska
Dept. of Health & Social Services
Division of Corrections

402

2 of 3

Subject: TRANSFERS BETWEEN STATE
INSTITUTIONS

committee's report will be forwarded to the institution recommended for placement.

Within seven working days, the recommendation and request must be reviewed by the receiving institution's Superintendent. If the Superintendent agrees to accept the offender, a designation will be cut and forwarded to the Director's office for his signature.

If the receiving institution does not agree to accept the offender, a report indicating why the offender is not acceptable will be forwarded to the sending institution for its reconsideration. Upon reconsideration, if the decision of the classification committee and Superintendent remains the same, it will be forwarded to the Director's office for his review and decision.

For those institutions equipped with an AJIS terminal, a request for transfer may be sent to the Director's office via AJIS requesting that a designation or transfer be initiated.

In all cases where a felon is being recommended for acceptance at the Palmer Correctional Center and he has two or more years remaining to serve on his sentence, the designation forwarded to the Director's office will include a summary of the offense and an evaluation of the individual for the Director's information prior to the signing of the designation.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

402

Page Number

3 of 3

Subject: TRANSFERS BETWEEN STATE INSTITUTIONS

Approved:

[Signature]
Director, Division of Corrections

Date 9/13/74

Frederick M. Grinnis
Commissioner, Dept. of Health &
Social Services

Date 10-16-74



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

403

Page Number

1 of 2

Subject:

OFFENDER TRANSFERS OUT OF STATE

PURPOSE

To establish policy and procedures for transferring offenders to institutions outside the State of Alaska.

POLICY

Offenders committed to the Department of Health and Social Services may be transferred to institutions outside the State of Alaska for one or more of the following reasons:

1. The offender has proven himself to be dangerous or a management problem within the institution recommending his transfer outside.
2. The offender has an extremely long sentence which would preclude his placement in one of the Alaskan institutions.
3. The offender has special needs that cannot be met by programs presently available within Alaskan institutions.
4. The offender will be in a better position to maintain his family ties and to establish a parole plan for his re-entry into the community.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number
403

Page Number
2 of 2

Subject:
OFFENDER TRANSFERS OUT OF STATE

Transfers to institutions outside of the State of Alaska will be upon recommendation of the institution's Classification Committee and approved by the Superintendent.

PROCEDURES

When it has been determined that an offender meets the criteria established above by the institutional Classification Committee, a recommendation will be made to the Superintendent. If the Superintendent agrees with the Classification Committee action, he will forward a request to the Director of the Division of Corrections. If, upon review by the Director, the action of the Classification Committee and the Superintendent is confirmed, a request will be forwarded by the Interstate Unit to the receiving institution or authority. The institution making the request for outside placement will submit three copies of the offender's placement packet. It will include the Classification Summary, time accounting for the sentenced offender, projected release date, copy of the institutional progress report, copy of the judgment and commitment order, copy of the pre-sentence report or any social history and copies of all available psychiatric and psychological reports and also a copy of all incident and disciplinary reports, and any other information deemed to be necessary or helpful in terms of providing a treatment program for the offender in another institution. If the receiving institution does not accept the offender, packets will be referred to the institution for re-consideration by the Classification Committee. If the Director does not approve of the outside placement, packets will be returned with a recommendation that other resources be explored.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number
404

Page Number
1 of 2

Subject: CLASSIFICATION AND RETURN
OF OFFENDERS IN CONTRACT
INSTITUTIONS
(Revised 01/01/75)

PURPOSE

To develop uniform policy and procedures for the classification and return of offenders incarcerated in institutions outside the State of Alaska.

POLICY

Each offender incarcerated in an institution outside the State of Alaska shall have his case reviewed every six months by a Classification Committee established by the Director of the Division of Corrections. The Classification Committee will be made up of three members and will follow the procedures set forth in Policy no. 400. The Classification Committee will be chaired by a Superintendent or an Assistant Superintendent appointed by the Director.

PROCEDURE

The Chairman of each Classification Committee will notify those offenders in outside institutions under their jurisdiction that his case will be reviewed. The offender is to be given at least 30 days in which to submit any information regarding his re-classification. Each offender will be notified in writing of the action taken by the Classification Committee. The report of the Classification Committee will be submitted to the Deputy Director of Corrections for his approval.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

404

Page Number

2 of 2

Subject: . CLASSIFICATION & RETURN OF
OFFENDERS IN CONTRACT
INSTITUTIONS
(Revised 01/01/75)

An offender may appeal the decision of the Classification Committee to the
Deputy Director and then to the Director.

Approved:

Director, Division of Corrections

12/20/74
Date

Frederick McGinnis
Commissioner, Dept. of Health &
Social Services

12/23/74
Date



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

405

Page Number

1 of 2

Subject: REHABILITATION FURLOUGH FOR
OFFENDERS IN CONTRACT FACILITIES
(Revised 01/01/75)

PURPOSE

To establish the policy and procedure for offenders in contract facilities outside the State of Alaska for rehabilitation furlough.

POLICY

It is the policy of the Division of Corrections that Alaska State offenders incarcerated in contract facilities outside of the State of Alaska may be permitted to participate in rehabilitation furlough programs provided that they meet the eligibility requirements and criteria for such furloughs as established by the contract institution and the Alaska Division of Corrections, as stated in policy numbers, 401, 406, 407 and 408.

PROCEDURE

Offenders incarcerated in the Federal Bureau of Prisons or other contract facilities outside the State of Alaska who are requesting furlough programs such as work release, medical or psychiatric treatment, family visits or other rehabilitation furlough programs must be recommended for the furlough by the institutional officials of the institution where the offender is incarcerated.

This recommendation, along with the detailed report describing the proposed furlough, a recent progress report, and any other pertinent information shall be sent to the Interstate Supervisor, Pouch H03, Juneau, Alaska 99811. This



State of Alaska
Dept. of Health & Social Services
Division of Corrections

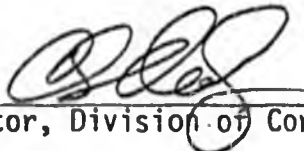
Section Number
405

Page Number
2 of 2

Subject: REHABILITATION FURLOUGH FOR
OFFENDERS IN CONTRACT FACILITIES
(Revised 01/01/75)

information will then be sent, along with the offender's institutional file, to the Alaska Classification Committee that last conducted a review of the offender.

The Classification Committee will then consider the request and submit the recommendation to the Director of Corrections who will make the final decision.

Approved: 
Director, Division of Corrections

12/20/74
Date

Frederik McGinnis
Commissioner, Dept. of Health &
Social Services

12/23/74
Date



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

406

Page Number

1 of 4

Subject:.

WORK RELEASE
(Revised 02/27/75)

PURPOSE

To establish policy and procedure for the granting of work release within adult correctional institutions, in accordance with Title 33.30.250 of the Alaska Statutes.

POLICY

The Commissioner of the Department of Health and Social Services hereby delegates to the Director of the Division of Corrections the authority to carry out the work furlough program under Title 33.30.250 of the Alaska Statutes. The Director of the Division of Corrections delegates the authority to the Superintendent of correctional institutions to grant sentenced offenders work furloughs in accordance with the Alaska Statutes.

The purpose of the work furlough is to provide the offender with the opportunity for reintegration into the community and to provide a job opportunity that may continue following his release from custody. It is to provide an opportunity for the Division of Corrections and the Parole Board to evaluate his progress during the final period of his sentence. A person who has been convicted of a felony that was a crime of violence or sex offense must be recommended for furlough by the Superintendent and must be approved by the Director.

PROCEDURE

The institutional classification committee will review all requests for work



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

406

Page Number

2 of 4

Subject:.

WORK RELEASE

furloughs and make recommendation to the Superintendent. The following persons are not eligible for work furloughs.

1. A person who the court, at the time of sentencing, has ordered not be granted work furloughs.
2. A person identified with the large scale organized criminal activity.
3. A person with serious emotional or personality problems.
4. A person whose presence in the community is likely to evoke adverse public reaction toward the inmate, the institution or the state.
5. A person with more than six months to serve prior to his anticipated release date.
6. A person who has a pending detainer charge or a detainer from another jurisdiction filed against him.
7. The United States Marshall in Alaska shall be notified if the offender is a federal prisoner.
8. The offender must have served one-third of his sentence or be eligible for parole release.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

406

Page Number

3 of 4

Subject:.

WORK RELEASE

Any offender failing to return on time from a furlough shall be considered to have escaped from his confinement and is punishable under the laws relating to escape. It is the responsibility of the Superintendent or officer in charge of the institution to immediately notify the proper authorities in accordance with Division policy.

A report will be due in the Director's office by the close of business on the 7th of each month containing a summary of furloughs granted and a narrative dealing with any serious problems encountered.

Whenever an offender is not employed, and between the hours and periods of employment, he shall be confined in the institution unless the court directs otherwise.

An offender who participates in the work furlough program will have a portion of his earnings deducted as payment for the cost of his care by the Division of Corrections. Offenders are required to pay one-third of their net earnings not to exceed the average full cost of care per inmate per day as determined by the Division of Corrections. The Superintendent may, in his discretion, adjust on a monthly basis the offender's payment based upon the needs of the individual. Adjustments may be made in relation to the offender's income level, family situation, outstanding debts, restitution, etc. A list of offenders who are not paying the one-third of their net income to the institution shall be included in the summary of work furloughs submitted to the Director by the 7th of each month, along with the reason why such adjustments have been made.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

406

Page Number

4 of 4

Subject: WORK RELEASE

The offender's employer shall deliver the offender's paycheck, in its entirety, to the institution.

Approved: Thomas R. Brunton
Deputy Director, Division of Corrections

2-26-1975
Date

Francis G. Williamson
Commissioner, Dept. of Health &
Social Services

2-27-1975
Date

TO: All Superintendents
DIVISION OF CORRECTIONS

DATE : May 26, 1976

FROM: William H. Huston
Director
Division of Corrections

SUBJECT: Anticipating Offender Release
Re: Work Furlough Program

I have just reviewed the parole board's action and specific recommendations regarding offenders in the Sixth Avenue Annex and the Correctional Center-Juneau. This memorandum will further affirm policy of the Division of Corrections which requires an offender to be within six months of his mandatory release date plus other stated criteria as outlined in the divisional manual before he is eligible for work release consideration.

During the Task Force Hearings on Corrections, when the committee met with members of the Division in Juneau, the question of anticipating release dates came under close scrutiny and was criticized by members of the Task Force. At that time we talked about an alternative that might improve the system in the area of parole. We discussed the establishment of a parole date that would allow the Division to program an offender in the community when he was within six months of his parole release date. This procedure would also eliminate anticipation of release for programming purposes which the Division has practiced in the past and which has proven detrimental to the system as well as some offenders.

Therefore, in order to realistically carry out our responsibilities in terms of making recommendations and determinations on offender eligibility for work furlough programs that will be of benefit to the system, the public, and the offender, the major criteria that offenders be within six months of their mandatory release date prior to work release consideration shall be in effect. In the interim, I will ask the Executive Director and Chairman of the Parole Board if I might meet with the board at a time convenient to them to better discuss the establishment of parole dates and how they might benefit everyone concerned.

If you should have any questions concerning this matter, please do not hesitate to contact me.

Will:cc

cc: Sam Trivette
Executive Director-Board of Parole
Fred Hough
Chairman-Board of Parole



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number
407

Page Number
1 of 3

Subject: VISITATION PRIVILEGES
(Effective 01/01/75)

PURPOSE

To establish rules and regulations for visitation privileges in accordance with Section 33.30.150 of the Alaska Statutes.

POLICY

It is the policy of the Department of Health and Social Services, Division of Corrections, that visitation privileges may be granted to offenders to visit with members of his immediate family, in accordance with the Alaska Statutes.

PROCEDURE

The following are the rules and regulations for carrying out visitation privileges, as authorized.

1. The offender must have a sentence of one year or more before being eligible for visitation privileges.
2. He may have no more than one such visitation each six months and no more than a total of seven days in one year.
3. He must be recommended for visitation furlough by the institutional classification committee.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

407

Page Number

2 of 3

Subject: VISITATION PRIVILEGES
(Effective 01/01/75)

4. The Superintendent of the institution must approve his visitation furlough.
5. He must have approval of the Director of the Division.
6. The Commissioner of the Department of Health and Social Services is the final approving authority in each case.
7. Each furlough must be approved separately by the approving authorities.
8. Local authorities are to be notified of the offender's visit; local authorities are to include police, court and district attorney.
9. The offender must not have any charges pending or detainers filed against him.
10. For purpose of visitation privileges, the immediate family will include father, mother, sister, brother, husband, wife, son, or daughter.
11. The person must have been classified as minimum custody in the institution for a period of six months prior to his first visit.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

407

Page Number

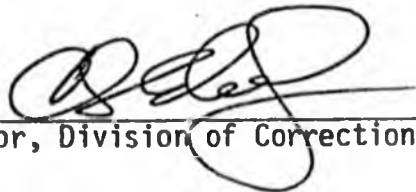
3 of 3

Subject: VISITATION PRIVILEGES
(Effective 01/01/75)

12. Each Superintendent will file with the Director of the Division of Corrections before the 7th of each month, a complete report on visitation privileges, grants, and the results of such visits.

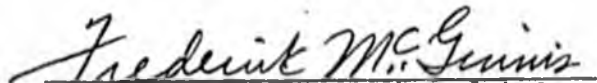
13. The willful failure of an offender to return to the place of confinement at the completion of his visitation privilege shall be punished according to the laws relating to escape.

Approved:



Director, Division of Corrections

12/20/74
Date



Commissioner, Dept. of Health &
Social Services

12/23/74
Date



Subject: EMERGENCY FURLOUGH
(Revised 01/01/75)

PURPOSE

To establish the policy and procedures for the granting of emergency furloughs to offenders within the adult correctional institutions.

POLICY

It is the policy of the Division of Corrections, Department of Health and Social Services, to grant emergency furloughs to offenders whose family member is terminally ill, or to attend the funeral of family members. Family, in this policy, will mean father, mother, sister, brother, husband, wife, son or daughter. Emergency furloughs are for family members residing in the State of Alaska only.

PROCEDURE

Emergency furloughs due to the death or terminal illness within the offender's immediate family, if in the State of Alaska, may be approved by the Superintendent. The Superintendent shall make all necessary arrangements for supervision. Expenses for such visits shall be at the expense of the individual offender unless prior approval is obtained from the Director of the Division of Corrections. All offenders will be escorted unless classified at minimum custody.

All offenders who have pending charges or detainers filed against them will



State of Alaska
Dept. of Health & Social Services
Division of Corrections

408

2 of 2

Subject: EMERGENCY FURLOUGH
(Revised 01/01/75)

require supervision. The escorting officer shall be instructed by the Superintendent as to the necessary security procedures and precautions to be taken. The escorting officer should, whenever possible, be dressed in civilian clothes in order to attract as little attention to the offender's visit as possible. A report by the 7th of each month is due in the Director's office regarding the granting of such emergency furloughs.

Approved:

Director, Division of Corrections

Date

12/23/74

Commissioner, Dept. of Health and
Social Services

Date

12/23/74



State of Alaska
Dept. of Health & Social Services
Division of Corrections

409

Page Number
1 of 2

Subject: OFFENDER SUPERVISION IN
CONTRACT FACILITIES
(Effective 08/16/76)

PURPOSE

To develop policy regarding the authority, responsibility and accountability of institutional and probation staff who are assigned to investigate and supervise juvenile and adult offenders housed in facilities under contract with the Department of Health and Social Services, Division of Corrections.

POLICY

Any Division of Corrections' employee who has been assigned to investigate or supervise an offender in a contractual facility has the authority under AS 33.05.040 and AS 47.10.160 to enter the contractual facility premises and conduct division business. If possible, the employee should always conduct business during normal office hours and during the normal work week. However, if in the opinion of the assigned employee, it is necessary to conduct business during other than normal work days or hours, the employee has the authority to enter the contractual facility when it is necessary and timely. The odd hour and work day visit should be made with discretion and not without the employee's supervisor's knowledge and approval. During normal visitation, the staff member should attempt to contact the facility in advance to advise the contractual facility staff that a correctional employee will be visiting at an approximate time and on a certain day. It is not necessary to inform or notify the contractual facility if an unscheduled visit is deemed necessary for security reasons. However, if the contractual facility staff can be notified without breaching security,



Subject: OFFENDER SUPERVISION IN
CONTRACT FACILITIES

notification and the purpose of the visit should be made. The assigned correctional staff member has the responsibility to make on-site visits to contractual facilities when possible. It is realized that when offenders are housed in contractual facilities outside of the correctional officer's or probation officer's immediate travel jurisdiction, personal visitation may not be feasible. However, the assigned officer still has the responsibility and accountability to inquire and receive periodic reports from the contractual facility regarding facility program, program changes, conduct and progress of the offender. The contractual facility has the responsibility to furnish the reports upon request.

PROCEDURES

Each regional probation manager and superintendent shall develop local procedures to implement the policy. A copy of these procedures shall be sent to the appropriate central office manager.

Approved: [Signature] 8/2/76
Director, Division of Corrections Date

Francis J. Williamson 8/6/76
Commissioner, Dept. of Health & Social Services Date



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

410

Page Number

1 of 5

Subject: CLASSIFICATION REQUIREMENTS
FOR SCC/PALMER POPULATION

AUTHORITY

AS 33.30.020 states "The commissioner shall establish prison facilities and classify the prisoners in prison facilities . . ."

PURPOSE

This statement of policy is to update and revise the current procedures pertaining to the classification of prisoners to the Palmer Correctional Center.

DIRECTIVES

This policy supersedes policy number 402, pages 1-3, revised 10/01/74, in relation to placements at the Palmer Correctional Center.

POLICY

It is the policy of the Division of Corrections to establish entrance criteria for placement of prisoners into the Palmer facility. The Division of Corrections has designated the Palmer Correctional Center as a unique prison facility designed to house minimum custody prisoners. Because of the designated purpose, design of the facility and assigned staff, prisoners will be carefully screened for admittance by established classification procedures.



Subject: CLASSIFICATION REQUIREMENTS
FOR SCC/PALMER POPULATION

SELECTION CRITERIA

(A) General Qualification:

- (1) Sex - Only male prisoners will be housed at Palmer.

- (2) Prior Crimes and Institutional History - Ordinarily, prisoners will not be considered for placement who have had a past history of:
 - (a) being identified with organized criminal activity;

 - (b) escapes, evasion from custody or absconding from probation or parole;

 - (c) illegal sexual conduct, especially, lewd and lascivious acts toward children, forcible rape, aggressive homosexual activity or tendencies, or sexual assaults; or having been the victim of a sexual assault(s);

 - (d) crimes of violence, especially, where death or serious physical injury is caused, except negligent homicide;

 - (e) assaultive institutional behavior or participation in institutional disturbances;



Subject: CLASSIFICATION REQUIREMENTS
FOR SCC/PALMER POPULATION

(f) being either a police or institutional informant.

In unusual circumstances where the institutional classification committee and the superintendent believe a prisoner falling into any of the above criteria should be given special consideration, a classification file will be prepared and transmitted to the Central Office with documented justification that may warrant special approval of the case.

(3) Length of Sentence - Due to the uniqueness of the facility, prisoners must be within three years of their mandatory release dates. These dates will be determined by projecting statutory good time on the prisoner. A prisoner can also be considered if he has received a firm parole release date from the Alaska Board of Parole, which falls within the appropriate time frame, and if he meets all other criteria.

(4) Detainers - Prisoners with outstanding detainers or warrants will not be eligible for placement.

(B) Special Requirements/Needs:

As a result of the impact on budgets, transportation, and other logistical factors associated with a semi-remote facility and the potential



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

410

Page Number

4 of 5

Subject:

CLASSIFICATION REQUIREMENTS
FOR SCC/PALMER POPULATION

risks of an open setting, specific cases must be reviewed in detail by the Director's office prior to formal classification action.

These are:

- (1) Prisoner cases involving significant, unresolved medical, dental, or psychiatric problems requiring intensive or constant professional care.
- (2) Prisoner cases involving significant unresolved marital, legal or economic problems that may be conducive to escape or may require frequent transportation for attorney consultation or court appearances.

PROCEDURE

1. Prisoner or institutional counselor will make a request to have the individual prisoner appear before the institutional classification committee for action.
2. The committee will classify the individual prisoner and submit its recommendation to the institutional superintendent for review and endorsement.
3. Upon review and endorsement of the classification committee's action by the superintendent, the appropriate classification documents



State of Alaska
 Dept. of Health & Social Services
 Division of Corrections

410

5 of 5

Subject: CLASSIFICATION REQUIREMENTS
 FOR SCC/PALMER POPULATION

and case file summary is to be forwarded to the Director's office for review and approval. A copy of case material will be forwarded to the superintendent at Palmer.

4. Upon the approval of the Director or his designee, a designation order will be issued notifying both superintendents of approval and authority for placement.

Approved:

[Signature]
 Director, Division of Corrections

5/1/78
 Date

[Signature]
 Commissioner, Department of Health
 & Social Services

5/1/78
 Date



State of Alaska
Dept. of Health & Social Services
Division of Corrections

411

1 of 11

Subject: WORK FURLOUGH

AUTHORITY

7 AAC 60.155 states that "the director shall adopt a divisional manual implementing the relevant sections of the Alaska Statutes, the Alaska Administrative Code, and the policies and procedures of the division of corrections and the Department of Health and Social Services."

The Commissioner of the Department of Health and Social Services delegates to the Director of the Division of Corrections the authority to carry out the work furlough program under Title 33.30.250 of the Alaska Statutes.

The Director of the Division of Corrections hereby delegates to adult correctional superintendents the authority to carry out the work furlough program under Title 33.30.250 of the Alaska Statutes and the provisions established within this divisional policy.

PURPOSE

To establish a uniform policy for the granting of work furloughs to prisoners serving sentences (7 AAC 60.320).

This policy establishes a method of handling some prisoners preparing for release or retaining community ties. In certain cases, a superintendent may direct, under the provisions of this policy, that a prisoner be permitted to continue in his regular employment, or may authorize him to



Subject:
WORK FURLOUGH

secure employment, unless the court at the time of sentencing has prohibited work furloughs for that prisoner.

The uniform provisions of this policy will make the division better able to fulfill the Alaska Constitution's requirement that 'Penal administration shall be based on the principle of reformation and upon the need for protecting the public.' Work furloughs serve as a transitional program which extends the limits of confinement for selected prisoners committed to the custody of the Commissioner. Through this program, the prisoner is granted the privilege of leaving the institutional setting to maintain gainful employment, re-establish community ties, and assume a responsible position with his family and society.

INITIAL ELIGIBILITY CRITERIA

To be eligible for consideration for a work furlough classification, the prisoner must, pursuant to AS 33.30.250 and 7 AAC 60.330, meet the following criteria:

- (1) Categories: The prisoner must not be a person who:
 - (a) the court, at the time of sentencing, has ordered not be granted a work furlough;



Subject:
WORK FURLOUGH

- (b) is identified with a large scale organized criminal activity;
 - (c) has serious emotional or personality problems; or
 - (d) is likely to evoke adverse public reaction toward the prisoner, the institution or the state because of his presence in the community;
 - (e) A prisoner who is not within six months of his mandatory release date or within six months of a firm parole release date established by the parole board (7 AAC 60.330 (3)).
 - (f) A prisoner who has a pending criminal detainer charge filed against him;
 - (g) A federal or municipal prisoner, without the written approval of the appropriate agency, i.e., U. S. Marshal, F.B.P. Community Programs Officer, etc.
- (2) Behavioral Factors: The prisoner must not have been found guilty of any major infraction for a continuous period of six months before the proposed furlough. Prisoners in exceptional circumstances will be considered on a case-by-case basis by the Assistant Director.



Subject:
WORK FURLOUGH

(3) Custody Level:

- (a) Prisoners must be classified minimum custody for a continuous period of six months if they are serving over two years and are not considered an exceptional case under that regulations before the proposed work furlough, or for his entire period of incarceration, whichever is shorter. Prisoners in exceptional circumstances will be considered on a case-by-case basis by the Assistant Director.
- (b) Since the Commissioner has the authority to determine what constitutes exceptional circumstances and since the Administrative Code does not adequately take into consideration prisoners with relatively short sentences, prisoners serving sentences of two years or less will be automatically considered an "exceptional" case. They must obtain minimum custody classification before the proposed furlough for the following continuous periods of time:

<u>Length of Sentence Imposed</u>	<u>Time in Minimum Custody</u>
6 months or less	The prisoner need only be minimum custody at the time of furlough.
6 months to 1 year	30 days
1 year to 1 1/2 years	60 days
1 1/2 years to 2 years	90 days



State of Alaska
Dept. of Health & Social Services
Division of Corrections

411

Page Number
5 of 11

Subject:
WORK FURLOUGH

- (4) Mandatory Release Date: The prisoner must be within six months of his mandatory release date or a firm parole release date established by the parole board, at the time of the furlough. Prisoners in exceptional circumstances will be considered on a case-by-case basis by the Assistant Director. Prisoners who are within six months of a firm release date set by the parole board will be treated as though they had received a sentence of six months or less for purposes of meeting the custody level criteria in paragraph (3)(b), immediately above.

CLASSIFICATION CRITERIA

A prisoner who meets the initial eligibility criteria may appear before a classification committee, which shall consider:

- (1) Need: The Assistant Superintendent shall determine the need to classify for programs on an individual basis. The committee's consideration for prisoner program participation will be based upon the individual applicant's need to be involved and is not intended for all prisoners who may be technically eligible according to the following criteria. The subject's "need," in the casework sense, for the opportunities, responsibilities, and benefits of this transitional release program should be identified by the institutional counselor and institutional classification committee in recommending applicants to the institutional superintendent.



Subject:

WORK FURLOUGH

- (2) Participation: Participation in the program is a privilege and the applicant must be willing to participate of his own accord.
- (3) Other Factors: Other than in unusual circumstances, prisoners in the following categories generally are not to be considered appropriate subjects for work furloughs:
- (a) a prisoner who has a pending criminal detainer charge filed against him; or
 - (b) a federal or municipal prisoner without the written approval of the appropriate agency, i.e., U. S. Marshal, F. B. P. Community Programs Officer, etc.

MECHANICS OF PROCESSING APPLICATIONS AND SELECTING CANDIDATES

- (1) Any prisoner interested in making application for the work furlough program must, of his own volition, request consideration by the institutional classification committee through the institutional counselor or chairman of the committee.
- (2) The institutional classification committee will use normal committee procedures in considering applicants for work furlough. If the committee finds the applicant qualified, an appropriate



State of Alaska
Dept. of Health & Social Services
Division of Corrections

411

7 of 11

Subject: WORK FURLOUGH

recommendation will be transmitted to the institutional superintendent. NOTE: Prisoners must be furloughed from the institution within the region nearest the proposed work furlough site. Any exception to this rule must be approved on a case-by-case basis by the Assistant Director.

- (3) The institutional superintendent is authorized to grant a prisoner a work furlough in accordance with this policy. The superintendent is responsible and will be held accountable to ensure that all appropriate procedures have been followed and the furlough papers are filled out and signed prior to the commencement of any work furlough under this policy, and that each applicant meets the approved time criteria.
- (4) After an institutional superintendent has approved a work furlough under this policy, notification is to be sent to the Division's Classification Officer, by use of the AJIS terminal, for his records. Furlough terminations will also be forwarded to the Classification Officer.
- (5) Each institution will maintain a complete record in its master file on each prisoner approved for furlough. The information shall include the classification action and basis for recommendation for furlough, and a complete set of furlough documents on each individual approved for this program.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

411

Page Number

8 of 11

Subject:
WORK FURLOUGH

ITEMS TO EXPLAIN TO EACH WORK FURLOUGH RECIPIENT

- (1) The furlough schedule must be such that the prisoner can be back in the institution by 8:00 p.m. each day.
- (2) Provisions shall be made for monitoring the whereabouts of the prisoner.
- (3) Whenever a prisoner is not employed, and between the hours and periods of employment, he shall be confined in the institution or an approved facility designated by the Director.
- (4) If a prisoner is to work upon any federal contract or other federal project covered by Executive Order Number 11755 of December 29, 1973, the institution shall ensure, before the work furlough is granted, that:
 - (a) representatives of local union central bodies or similar labor union organizations have been consulted; and
 - (b) such paid employment will not result in the displacement of employed workers, or be applied in skills, crafts, or trades in which there is a surplus of available gainful labor in the locality, or impair existing contracts for services.



Subject:
WORK FURLOUGH

- (5) A prisoner who participates in a work furlough program will have his earnings collected by the superintendent for payment of support of the prisoner's dependents, if any, and for payment of the prisoner's board and personal expenses inside and outside the state correctional center. Prisoners are required to pay 1/3 of their net earnings, not to exceed the full cost of care per prisoner per day which has been established at \$50.59 per day, to the state for their board. The balance, after the above deductions, shall be paid to the prisoner at the time of his discharge.
- (6) The prisoner's employer shall deliver or mail the prisoner's paycheck, in its entirety, to the institution.
- (7) If a violation of the conditions of a work furlough is alleged, a report must be immediately sent to the Director. The superintendent or the supervising probation/parole officer shall arrange for the immediate return of the prisoner to an appropriate state correctional center. The prisoner shall appear before the classification committee within seven days for a hearing to determine whether the furlough be continued or terminated.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

411

Page Number

10 of 11

Subject:

WORK FURLOUGH

- (8) Any prisoner failing to return on time from a work furlough shall be considered to have committed an evasion from his confinement and is punishable under the law relating to escape and evasion.

ADMINISTRATIVE PROCEDURES REGARDING WORK FURLOUGHS

- (1) A report will be due in the Director's office by the close of business on the 10th of each month containing a summary of furloughs granted and a narrative dealing with any serious problems encountered.
- (2) Each institutional superintendent shall be responsible for the acceptance, safekeeping, accountability, and reporting of all monies received under the work furlough program from each participant.
- (3) All monies received for payment of board and room (1/3 of net) shall be deposited in a bank to be held for transmittal to Central Office, Juneau, with the monthly work furlough report. A bank check made payable to the State of Alaska in the amount of dollars received for board and room will be attached to the monthly report.



State of Alaska
Dept. of Health & Social Services
Division of Corrections

Section Number

411

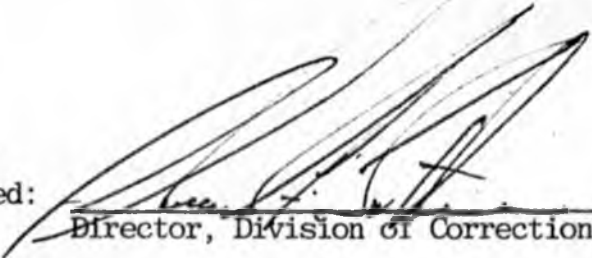
Page Number

11 of 11

Subject:

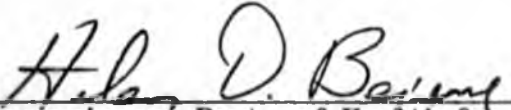
WORK FURLOUGH

Approved:


Director, Division of Corrections

Date

1/10/79


Commissioner, Dept. of Health &
Social Services

Date

1-9-79

ALASKA DIVISION OF CORRECTIONS

WORK FURLOUGH AGREEMENT

1. PRISONER'S NAME	2. INSTITUTION	3. LOCATION OF INSTITUTION
--------------------	----------------	----------------------------

4. AGREEMENT

Recognizing the privilege of working while continuing to serve my sentence, I agree to abide by the terms and conditions set forth in this agreement relating to "Work Furlough Rehabilitation of Prisoners," Alaska Statutes, Chapter III - Sec. 33.30.50, as enacted by the First Session of the Fifth Legislature of the State of Alaska, effective July 18, 1967.

I understand that my hours of work will be regulated according to the job requirements of my employer and that my employment must be in accordance with the prevailing working conditions and wages in the area.

I further understand that no employment will be permitted where there is a labor dispute at the establishment in which I am employed or to be employed. I agree to report any deviation of the above conditions to the Institution Superintendent immediately upon having knowledge of such information.

I understand that when I am not employed, and between the hours of period of employment, I shall be confined in the Institution.

I understand that my earnings shall be collected by the Commissioner of the Department of Health and Social Services or his designee (institution Superintendent) and that my employer will transmit such earnings to the Commissioner, or his designee, upon request.

I understand that the Commissioner, or his designee, shall be authorized by law to deduct from my earnings sufficient funds to pay my board, and costs of administering the Work Furlough Program as is allocable to my situation, in the amount of _____ for each day worked, and personal expenses both inside and outside of the Institution, and shall pay the support of my dependents, if there be any, in whatever amount is available and deemed practical for that purpose.

5. RULES AND REGULATIONS

<p>(1) I agree to leave and return at the time specified by the institution and should my employer need my services for overtime work it must be cleared in advance with the Institution Superintendent or his designee.</p> <p>(2) Upon release from the Institution I will go directly to my place of employment, and at the end of each work day return to the Institution under the same conditions.</p> <p>(3) I agree not to make any purchases not specifically authorized in writing by the Institution Superintendent.</p> <p>(4) I agree not to drive, or ride on or in, any vehicle unless such transportation is in connection with my employment, and prior permission has been granted by the Superintendent.</p>	<p>(5) I agree not to purchase, have in my possession, nor consume alcoholic beverages in any form, nor enter upon the premises where it is stored or dispensed. I further agree to submit to any alcohol consumption test upon request of institutional officials.</p> <p>(6) I agree to conduct myself as a good citizen and comply with all Municipal, State, and Federal ordinances and laws.</p> <p>(7) I agree to avoid association with any person of questionable reputation during the hours I am absent from the Institution.</p>
---	---

6. SPECIAL CONDITIONS: | The employer must forward the prisoner's check to the respective institution holding the prisoner (re: Alaska Statute AS 33.30.250.)

I understand that if I should violate the conditions established in this agreement, the Commissioner (or his designee) may remove me from the privilege of Work Furlough forthwith and order the balance of my sentence to be served in actual confinement.

I further understand that my willful failure to return to my place of confinement at the time specified by the Institution officials will be considered an escape from confinement and is punishable under the laws relating to escape.

I understand that refusal to sign the work furlough agreement will terminate my participation in the Work Furlough Program.

I certify that I have read (or had read to me) the above "Work Furlough Agreement" in its entirety, and that I fully understand and will abide by these conditions.

DATE AGREEMENT SIGNED	SIGNATURE OF PRISONER
TITLE OF AUTHORIZING OFFICER	SIGNATURE OF AUTHORIZING OFFICER

INSTRUCTIO

(Please type)

WORK FURLOUGH FINANCIAL DISCLOSURE

FOR PAY PER

BEGINNING DATE

END DATE

Month/day/year

Month/day/year

Refer to payroll information receipts
and prisoners' individual financial
ledgers.

NAME OF PRISONER (a)	GROSS WAGE (b)	NET WAGE (c)	AMOUNT PAID TO STATE (d)	FAMILY SUPPORT (e)	RESTITU- TION PAID (f)	FINE REQUIRED (g)	OTHER (h)	PRISONERS PREVIOUS BALANCE (i)	NEW BALANCE (j)
1.									
2.									
3.									
4.									
5.									
6.									
7.									
8.									
9.									
10.									
11.									
12.									
13.									
14.									
15.									
16.									
17.									
18.									
19.									



State of Alaska
Dept. of Health & Social Services
Division of Corrections

412

1 of 3

Subject: ADMINISTRATIVE TRANSFERS
SOC EAGLE RIVER/SOC PALMER

AUTHORITY

7 AAC 60.155 states that "the director shall adopt a divisional manual implementing the relevant sections of the Alaska Statutes, the Alaska Administrative Code, and the policies and procedures of the division of corrections and the Department of Health and Social Services."

PURPOSE

To establish uniform policy and procedure for the implementation of AS 33.30.030 and AS 33.30.120 regarding the administrative transfer of prisoners between Eagle River Correctional Center and Palmer Correctional Center for reasons other than those upon which the classification process, as specified in section 400 of this manual, is based. This policy is in accordance with 7 AAC 60.215.

POLICY

Prisoners may be transferred between Eagle River Correctional Center and Palmer Correctional Center in a continuation of the phase program using the following administrative procedures.



Subject: ADMINISTRATIVE TRANSFERS
SCC EAGLE RIVER/SCC PALMER

PROCEDURE

When a prisoner is transferred to the Eagle River Correctional Center, he will enter a program of three phases:

Phase I: 6 weeks
Phase II: 6 weeks
Phase III: 8 weeks or longer

Upon completion of the phase program (20 weeks) the prisoner will appear before the Institutional Classification Committee for program review. The purpose of the review will be to determine (a) the continuation of the prisoner in the phase program at Eagle River Correctional Center, or (b) the transferring of the prisoner to the Palmer Correctional Center. (The prisoner must meet the eligibility criteria for classification to Palmer Correctional Center.)

If the determination at the review is a continuation in the program, an automatic review date will be set. This review date will not exceed 90 days, and every 90 days thereafter. The Classification Committee will justify its findings as to the need of program continuation at Eagle River at each review hearing after the first 90-day setoff.

The transfer of a prisoner from the Eagle River Correctional Center to the Palmer Correctional Center will be considered as part of the phase



State of Alaska
Dept. of Health & Social Services
Division of Corrections

412

3 of 3

Subject: ADMINISTRATIVE TRANSFERS
SCC EAGLE RIVER/SCC PALMER

program within the Eagle River Correctional Center and may be admini-
stratively accomplished by the recommendation of a classification
committee and agreement between the superintendents of the two facilities.
A prisoner may be returned from Palmer Correctional Center by a similar
procedure. In each case, notification will be made to the divisional
Classification Officer of the occurring transfer. All such administrative
transfers may be subject to review by the Assistant Director to ensure
that proper classification and administrative procedures are maintained.

Approved:

Charles E. Sothan, Acting Director
Division of Corrections

2/13/79

Date

Helen D. Beirne, Commissioner
Dept. of Health & Social Services

2/10/79

Date

EAGLE RIVER CORRECTIONAL CENTER

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Norbert Krause	Superintendent	4-385
Russell Moody	Asst. Superintendent	4-125
William Brown	Food Service Manager	4-420
Wilma Wingert	Clerk IV	4-416
Sharon Reangber	Clerk IV	4-417
Janet Dunphy	Clerk III	4-390
Liane Wesley	Psychological Counselor II	4-418
Lee Stratman	Psychological Counselor II	4-419
Willa Slack	Probation Officer II	4-424
Kenneth Brown	Probation Officer II	4-423
Daniel Cox	Correctional Officer III	4-128
Michael Wehrer	Correctional Officer III	4-129
Ernest Griffiths	Correctional Officer III	4-130
Stephen Shepler	Correctional Officer III	4-452
Herman Liggett	Correctional Officer III	4-453
Elmer Sharp	Correctional Officer III	4-454
Robert Wells	Correctional Officer III	4-455
Robert Boyd	Correctional Officer III	4-456
Eddie Maxwell	Correctional Officer III	4-457
John Pearsall	Correctional Officer III	4-458
Donald Ilay	Correctional Officer II	4-132
David Pinquoch	Correctional Officer II	4-135
Cameron Campbell	Correctional Officer II	4-141
Thomas Dillon	Correctional Officer II	4-142
Lawrence Marshall	Correctional Officer I	4-451
Jack Lacy	Correctional Officer II	4-450
Robert Rollins	Correctional Officer II	4-144
Donald Runsey	Correctional Officer II	4-177
George Granofsky	Correctional Officer II	4-437
Howard Blair	Correctional Officer II	4-438
Thomas Bullard	Correctional Officer II	4-439
William Rogers	Correctional Officer II	4-425
Patrick Sperry	Correctional Officer I	4-427
Patrick Ross	Correctional Officer II	4-428
Debra Chbo	Correctional Officer II	4-429
James Krause	Correctional Officer II	4-430
Warren Bennett	Correctional Officer II	4-431
Leonard Bryan	Correctional Officer II	4-432
Freddie Williams	Correctional Officer I	4-433
Durrell Johnston	Correctional Officer I	4-434
Charles McCorkle	Correctional Officer II	4-436
David McCormick	Correctional Officer II	4-440
George Hall	Correctional Officer II	4-441
Mark Shepherd	Correctional Officer II	4-442
Robert Hohnstein	Correctional Officer II	4-443
James Plumley	Correctional Officer II	4-444
Wayne Beck	Correctional Officer II	4-446
Phillip Geraei	Correctional Officer II	4-447
Walter Anal oak	Correctional Officer II	4-448
Vacant	Community Counselor	4-556

3rd AVENUE CORRECTIONAL CENTER

None

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Charles Moses	Superintendent	4-477
Rodney Cottle	Asst. Superintendent	4-133
Debbie Gruber	Clerk Typist III	4-146
Suzette Brink <i>YARBOR</i>	Clerk Typist III	4-542
Jerry Brown	Cook WG III	4-484
Leander Carr	Maint. Mech WG II	4-543
Joseph Pendergrass	Correctional Officer III	4-134
Charles Shafer	Correctional Officer III	4-138
James Ingersoll	Correctional Officer III	4-140
Thomas Roberts	Correctional Officer III	4-178
Leonard Whittaker	Correctional Officer III	4-478
Lyle Stack	Correctional Officer III	4-536
Theodore Jette	Correctional Officer II	4-131
Larry Phillips	Probation Officer II	4-476
Kevin McGee	Correctional Officer II	4-479
Donald Shaw	Correctional Officer II	4-480
Arthella Head	Correctional Officer II	4-481
Richard Schoeffel	Correctional Officer II	4-482
Robert Smith	Correctional Officer II	4-483
Vacant <i>RICK DEAY</i>	Correctional Officer II	4-490
Johnnie Williams	Correctional Officer II	4-491
Clois Long	Correctional Officer II	4-492
Rick Deay <i>WILLIAM BOHLMAN</i>	Correctional Officer II	4-193
Donald Dunlap	Correctional Officer II	4-494
Adolph Kingeak	Correctional Officer I	CETA

6th AVENUE ANNEX CORRECTIONAL CENTER

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Vernon Caulkins	Superintendent	4-121
Phillip Briggs	Asst. Superintendent	4-392
Jeanette Belisle	Clerk Typist III	4-389
Debra Herrick	Clerk Typist II	4-227
Kathy Kemper	Clerk Typist II	4-572
Mark Strutko	Transportation Officer	4-141
Bruce Kelly	Institutional Counselor	4-393
Ralph Gardner	Steward	4-391
Carl McCreary	Asst. Steward	4-573
Carl Brown	Maintenance	4-396
Chester Chiara	Correctional Officer III	4-384
William Reed	Administrative Officer	4-410
Edward Burgess	Correctional Officer III	4-411
Ann Blodgett	Correctional Officer III	4-412
Vacant	Correctional Officer III	4-413
John Martin	Correctional Officer III	4-488
Vacant	Correctional Officer III	4-589
Pete Skeris	Probation Officer II	4-603
Stephen Williford	Correctional Officer II	4-395
Johnnie Jones	Correctional Officer I	4-396
Bonnie Campbell	Correctional Officer I	4-398
Donald Skinner	Correctional Officer II	4-399
Nicholas Moreno	Correctional Officer II	4-400
Francis Redgrave	Correctional Officer II	4-401
Verner Hillman	Correctional Officer II	4-402
Stephen Fields	Correctional Officer II	4-403
Charles McKee	Correctional Officer I	4-404
Vacant	Correctional Officer II	4-073
Andrew Kapalko	Correctional Officer I	4-486
Glen Bowers	Correctional Officer II	4-487
David Williams	Correctional Officer II	4-489
James Day	Correctional Officer II	4-503
William Clark	Correctional Officer II	4-504
John Yarbor	Correctional Officer II	4-534
William Byrd	Correctional Officer II	4-590
Thomas Laney	Correctional Officer II	4-593
Vacant	Correctional Officer I	4-594
Emmet Heidemann	Correctional Officer II	4-592
Jesse Binns	Correctional Officer II	4-596
Leon Jenkins	Correctional Officer II	4-598
Michael Whiting	Correctional Officer I	4-595
William Rowe	Correctional Officer I	4-591

RIDGEVIEW CORRECTIONAL CENTER

Home

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
R. William Green	Asst. Superintendent	4-546 ✓
Fara Nash <i>Rigby</i>	Clerk Typist III	4-566 ✓
Muriel Ary	Cook WG IV	4-547 ✓
Dewey Salley	Maint. Mech WG II	4-600 ✓
Janell Fernandez	Correctional Officer III	4-143 ✓
Janelle Ostlund	Correctional Officer III	4-145 ✓
Melanie Speer	Correctional Officer III	4-426 ✓
Denise Webster	Correctional Officer III	4-445 ✓
Thomas Gresham	Correctional Officer III	4-449 ✓
April Cook	Correctional Officer II	4-550 ✓
Bonnie Nesvick	Correctional Officer I	4-405 ✓
Kathy Brunquist	Correctional Officer I	4-406 ✓
Suzy Martin	Correctional Officer I	4-407 ✓
Maria Casas	Correctional Officer II	4-408 ✓
Robert Husted	Correctional Officer I	4-409 ✓
Vacant <i>Donald Asay</i>	Correctional Officer II	4-548 ✓
Ada Johnson	Correctional Officer II	4-549 ✓
Karla Busby	Correctional Officer II	4-591
Catherine Larson <i>KARLA Busby</i>	Correctional Officer II	4-597 ✓
Donna Pearce	Correctional Officer II	4-602 ✓
Sue Lago	Correctional Officer I	TEMP.
Louis Easter	Correctional Officer I	TEMP.
David Gunn	Correctional Officer I	TEMP.
Clarissa Jones	Correctional Officer I	CETA
Debra Wallace	Correctional Officer I	CETA
Jacquelyn Trigg	Correctional Officer I	CETA

PALMER CORRECTIONAL CENTER

None

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Stanley Zaborac	Superintendent	4-066
David Cooper	Asst. Superintendent	4-067
Theodore Tubbs	Probation Officer II	4-068
Valeria Musial	Clerk IV	4-384
Carl Caulkins	Correctional Officer III	4-047
Danny Brase	Correctional Officer III	4-070
Arthur Schmidt	Correctional Officer III	4-071
Elmer Lenard	Correctional Officer III	4-072
Dennis Vincent	Correctional Officer II	4-073
Marvin Olson	Correctional Officer II	4-074
Dennis Heller	Correctional Officer II	4-075
James Symbol	Correctional Officer II	4-076
Ronald Anthony	Correctional Officer II	4-077
Bonnie Asby <i>rec'd</i>	Correctional Officer II	4-079
Melvin Behnke	Correctional Officer III	4-111
Leo Nunley	Correctional Officer III	4-112
Richard Giles	Correctional Officer III	4-113
Duane Kinnunen	Correctional Officer II	4-114
Dale Bush	Correctional Officer II	4-115
Thomas Berberich	Correctional Officer II	4-137
Carl Kalb	Correctional Officer II	4-140
David Johnson	Institutional Instructor	4-150

FAIRBANKS CORRECTIONAL CENTER

Home

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Lawrence Calderone	Superintendent	4-088
Wayne Jones	Asst. Superintendent	4-188
Barbara Travis	Clerk Typist III	4-106
Lillian Bates	Clerk Typist II	4-061
Charles Rollins	Cook WG III	4-099
William Green	Maint. Mech. WG II	4-009
Luther Bailey	Maint. Man WG IV	4-567
William Huhn	Probation Officer II	4-064
Vacant LUCAS <i>BRANDON</i>	Correctional Officer II	4-081
Gail Frank	Probation Officer II	4-084
Paul Beaudreault	Correctional Officer III	4-089
John Ott	Correctional Officer III	4-090
Gordon Reid	Correctional Officer II	4-091
Janice Larson	Correctional Officer II	4-092
Thomas Gilligan	Correctional Officer II	4-093
James Vickery	Correctional Officer II	4-094
Charles Walker	Correctional Officer II	4-095
Charles Mellott	Correctional Officer II	4-096
David Threft	Correctional Officer II	4-098
Katherine Larsen	Correctional Officer II	4-100
Colleen Bell <i>CHARLTON</i>	Correctional Officer II	4-101
Gerald Lucas	Correctional Officer II	4-102
Ross Hansen	Correctional Officer II	4-103
Alma Ginn	Correctional Officer II	4-117
Winston Oxendine	Correctional Officer III	4-119
Vernon Lee	Correctional Officer III	4-120
Joe Gonzales	Correctional Officer II	4-181
Ralph Kavorkian	Correctional Officer III	4-183
William Wertz	Correctional Officer II	4-184
Adrian Horton	Correctional Officer II	4-185
Calvin Speegle	Correctional Officer III	4-186
Roy Dennis	Correctional Officer II	4-271
William Devalcourt	Correctional Officer II	4-272
Virginia Edes <i>ROBERTS</i>	Correctional Officer II	4-273
Howard Dameron	Correctional Officer II	4-274
David Jeffords	Correctional Officer II	4-275
Vacant <i>ARDELL FILIP</i>	Institutional Instructor	4-351
Henry Harrell	Correctional Officer II	4-499
Roel Revermann	Correctional Officer II	4-500
Carlo Zanazzo	Correctional Officer II	4-501
Michael Schwartzwald	Correctional Officer II	4-564
Duane Berlin	Correctional Officer II	4-565
Barbara Cordy	Correctional Officer II	4-599

JUNEAU CORRECTIONAL CENTER

Done

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
William Huston	Superintendent	4-175✓
Duane Buell	Asst. Superintendent	4-176✓
Patricia Gill	Clerk Typist III	4-180✓
Debra Statter	Clerk Typist II	4-310✓
Billy West VACANT	Cook WG III	4-187✓
James Myrick	Maint Mech. WG II	4-189✓
Vincent DeMuth	Maint. Man WG IV	4-377✓
Jerome Gyurci	Correctional Officer III	4-046✓
Bill Stoddard	Correctional Officer III	4-056✓
Gary Kidd VACANT	Correctional Officer III	4-083✓
Marcus Killinger	Correctional Officer III	4-123✓
Beecher Davis	Correctional Officer I	4-151✓
Dwight Efird	Correctional Officer I	4-155✓
Gary Robertson	Correctional Officer II	4-56✓
Dorothea Caulfield	Institutional Nurse	4-157✓
Allen Cooper	Correctional Officer II	4-158✓
Monty Wentworth	Correctional Officer II	4-165✓
Michael Truax	Correctional Officer II	4-166✓
Delmar Callack	Correctional Officer II	4-167✓
Vacant GARY KIDD	Correctional Officer II	4-168✓
Burdette Fmel	Correctional Officer II	4-169✓
Tabitha Lyon VACANT	Correctional Officer II	4-170✓
Virginia Ostberg	Correctional Officer II	4-171✓
Pamela Wittaker	Correctional Officer II	4-172✓
Ruby Harrelson	Correctional Officer II	4-173✓
Mildred Capp	Correctional Officer II	4-174✓
Daniel Carothers	Probation Officer II	4-182✓
Lyman Reynoldson	Correctional Officer II	4-302✓
Alfred Gallant	Correctional Officer II	4-303✓
Richard Wolfson	Correctional Officer II	4-304✓
Vacant DIK JOHNSON	Correctional Officer I	4-305✓
LeRoy Messing	Correctional Officer III	4-306✓
Norman Anderson	Probation Officer II	4-311✓
Mary Welch	Institutional Instructor	4-319✓
Curtis Geofrion	Correctional Officer II	4-382✓
Robert Deakins	Correctional Officer II	4-495✓
Richard Knowles	Voc. Education Instructor	4-509✓
Dick Johnson VACANT	Correctional Officer I	CETA
Byron Holmes	Correctional Officer I	CETA

KETCHIKAN CORRECTIONAL CENTER

Handwritten mark

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Richard Pearson	Asst. Superintendent	4-049
Michael Bellanich	Correctional Officer II	4-040
Paul Kovalyak	Correctional Officer III	4-041
James Cain	Correctional Officer II	4-042
James Hunter	Correctional Officer III	4-043
Robert Andrew	Correctional Officer III	4-044
Carol Graham	Cook WG IV	4-048
Janet Duncan	Correctional Officer II	4-050
Lillian Zamora	Correctional Officer II	4-051
Kathleen O'Brien	Clerk Typist III	4-052
Ben Martensen	Correctional Officer II	4-057
Helen Towle	Correctional Officer II	4-058
Robbie Rummings	Correctional Officer II	4-059
Douglas Vig	Correctional Officer I	4-097
Vacant KELLY RILEY	Correctional Officer II	4-336
David Gregory	Correctional Officer III	4-380
Marlene Stockli	Correctional Officer II	4-381
Arlindo Machado	Correctional Officer III	4-498
Philip Smith	Correctional Officer I	CETA
Brenda DePauw	Correctional Officer I	CETA

NOME CORRECTIONAL CENTER

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Robert VanWinkle	Asst. Superintendent	4-575
Albert Lee	Correctional Officer III	4-577
Jacob Sheldon	Correctional Officer II	4-579
Van Nguyen	Correctional Officer II	4-580
Myron Michels	Correctional Officer II	4-581
Janice Rule	Correctional Officer II	4-582
Joyce Bridgewater	Correctional Officer II	4-583
Robert Phillips	Correctional Officer II	4-584
Beverly Torres	Correctional Officer II	4-585
Beth Farley	Correctional Officer II	4-586
Kathy Morgan	Clerk Typist III	4-587
Shirley Weaver	Cook III	4-588
John Cook	Correctional Officer II	4-578

ANCHORAGE REGIONAL PROBATION OFFICE

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Edward Coleman	Regional Administrator	4-016
Richard Illias	Probation Officer III	4-344
Dianne Webb	Probation Officer III	4-323
Belinda Davis	Clerk Typist III	4-325
Willie Brown, Jr.	Probation Officer II	4-017
M. Susan Johns	Clerk Typist III	4-039
Marilyn Kaufman	Probation Officer II	4-108
Lacy Lewis	Probation Officer II	4-162
Dennis Robson	Probation Officer II	4-163
Carla Strane	Probation Officer II	4-276
Macon Roberts	Probation Officer II	4-317
Curtis Masingill	Probation Officer II	4-338
Linda Smith	Probation Officer II	4-366
Rosa McConnell	Probation Officer II	4-574
John Vanover	Probation Officer II	4-601
Irene O'Kelley	Probation Officer II	4-611
Fred Fowler	Probation Officer III	4-470
Judy McEdward	Clerk Typist II	4-010
Dwane Burgess	Probation Officer II	4-019
Judy Levar	Administrative Assistant	4-020
Marie Oswald	Probation Officer II	4-109
Mary Sweet	Probation Officer II	4-164
Vacant	Accounting Clerk II	4-260
Jerry Velez	College Intern III	4-292
Jurine Savage	Clerk Typist II	4-308
Victoria Deakin	Probation Officer II	4-318
Deborah Gelfert	Probation Officer II	4-330
Noreen Crews	Clerk Typist II	4-371
Thomas Furber	Probation Officer II	4-472
Dorothy Lee	Clerk Typist II	4-479
Wanda Candelaria	Clerk Typist III	4-475
Loy Bolt	Probation Officer II	4-539
Mildred Donaldson	Community Counselor	4-388
Janice Sant	Clerk Typist III	4-496
Elliott Robinson	Social Worker III	4-544
Vacant	Community Counselor	4-545
Gladys Lundon	Social Worker III	?
Paul Tannenbaum	Probation Officer III	4-312
Peter Mirc	Probation Officer II	4-018
Vacant	Clerk Typist III	4-C21
Gertrude Giovanetti	Clerk Typist III	4-333
Elizabeth Robson	Probation Officer III	4-339
David Cooper	Probation Officer II	4-383
Robert Goldman	Probation Officer II	4-471

KODIAK PROBATION OFFICE

Frank Byerly	Probation Officer III	4-122
Honor Mayo	Probation Officer II	4-538
Sherry Saunders	Clerk Typist III	4-321

PALMER PROBATION OFFICE

Vacant
Charlotte Draino

Probation Officer III
Clerk Typist III

4-313
4-568

KENAI PROBATION OFFICE

Stanley Wells
Karen Rogers
Harold Fencil
Judith Rowland

Probation Officer III
Probation Officer II
Probation Officer II
Clerk Typist III

4-277
4-363
4-387
4-322

FAIRBANKS REGIONAL PROBATION OFFICE

O.K. Home

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
John Cain	Regional Administrator	4-022 ✓
Vacant	Probation Officer III	4-270 ✓
Vacant	Probation Officer III	4-326 ✓
Georgene Brennen	Probation Officer II	4-023 ✓
Glenn Johnson	Probation Officer II	4-160 ✓
Louis Gazay	Probation Officer II	4-289 ✓
Harriett Thomas	Probation Officer II	4-610 ✓
Ronald Murray	Probation Officer II	4-340 ✓
Donald Allen	Probation Officer II	4-473 ✓
Hazel Straub	Probation Officer II	4-474 ✓
Stephen Korenek	Probation Officer II	4-497 ✓
Joe Anderson	Probation Officer II	4-537 ✓
Lois Vrbka	Clerk V	4-307 ✓
Madeline McKinney	Clerk Typist III	4-026 ✓
Patricia Kennebec	Clerk Typist III	4-038 ✓
Doris Campbell	Clerk Typist III	4-331 ✓
<u>DOROTHY PARKERSON</u>	<u>CLERK TYPIST, II</u>	<u>CETA</u>

NOME PROBATION OFFICE

Gene Shafer	Probation Officer II	4-025 ✓
Frances Elmore	Clerk Typist III	4-027 ✓

KOTZEBUE PROBATION OFFICE

Ida Hadley	Program Service Aide III	4-328 ✓
------------	--------------------------	---------

BETHEL PROBATION OFFICE

Stephen Widmer	Probation Officer III	4-347 ✓
Deborah Manton VACANT	Probation Officer II	4-508 ✓
Paul Smith	Program Service Aide III	4-329 ✓
Diane Miller	Clerk Typist III	4-332 ✓

4-508 is in the process of being filled by Michael Murphy.

JUNEAU REGIONAL PROBATION OFFICE

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Keith Stell	Regional Administrator	4-013
Vacant	Probation Officer III	4-316
Russel Webb	Probation Officer II	4-121
Dee Ann Schofield	Probation Officer II	4-341
Marlyn Olson	Probation Officer II	4-357
Robyn Anderson	Probation Officer II	4-342
Tracy LeBarron	Clerk V	4-358
Vacant	Clerk Typist III	4-015
Margaret Pugh	Probation Officer II	4-609

PETERSBURG PROBATION OFFICE

Robert Hubby	Probation Officer III	4-012
Heidi Husvik	Clerk Typist III	4-285

SITKA PROBATION OFFICE

Linda Zaugg	Probation Officer III	4-314 4-469
Robert Wild	Probation Officer II	4-291
Colleen McFarland	Clerk Typist III	4-284

KEETCHIKAN PROBATION OFFICE

Burton Peamy	Probation Officer III	4-314
Robert Collins	Probation Officer II	4-011
Diane Nelson	Probation Officer II	4-343
Thom Jardine	Clerk Typist III	4-014
Kathleen Kinne	Clerk Typist II	4-569

MCLAUGHLIN YOUTH CENTER

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
David Arnold	Assistant Director	4-053
Jerry Jackowski	Acting Superintendent	4-214
George Buhite	Clinical Svcs. Administrator	4-236
Robert Abercrombie	Unit Leader	4-234
Kathleen Williams	Psychological Counselor II	4-219
Vacant	Youth Counselor III	4-257
Eldridge Griffith	Youth Counselor II	4-065
Vacant	Youth Counselor I	4-191
Douglas Brown	Youth Counselor II	4-213
Helen Blume	Youth Counselor I	4-246
Paul Kelson	Youth Counselor II	4-251
Gary Caddell	Youth Counselor I	4-252
Arthur Smith	Youth Counselor II	4-522
Robert Burden	Youth Counselor I	4-525
James Brice, Jr.	Youth Counselor III	4-216
David Mayer	Youth Counselor II	4-533
Susan Humphrey	Unit Leader	4-218
Valorie Talbot	Psychological Counselor II	4-004
Sylvia Holmes	Youth Counselor III	4-197
Ralph Brower	Youth Counselor III	4-516
Carolyn Carlson	Youth Counselor II	4-105
Marcia DeChadenedes	Youth Counselor II	4-209
Harlan Anderson	Youth Counselor III	4-195
Charles Lewis	Youth Counselor III	4-196
David Erikainen	Youth Counselor III	4-301
Timothy Covell	Youth Counselor II	4-104
Charlie Garrett	Youth Counselor II	4-202
Jerry Jennings	Youth Counselor II	4-229
Bill Ekono	Youth Counselor II	4-248
John Flanigan	Youth Counselor II	4-250
Richard Douglas	Youth Counselor II	4-254
Gary Schwarz	Youth Counselor II	4-264
Leonard Grijalva	Youth Counselor II	4-282
Jeffrey Rigo	Youth Counselor II	4-524
Thomas Frisch	Youth Counselor II	4-562
Robert Alberti	Youth Counselor Assistant	4-300
Vacant	Youth Trnmt. Program Supv.	4-217
Thomas Finegan	Unit Leader	4-002
Betty Engelman	Unit Leader	4-192
Martha Sloan	Youth Counselor III	4-193
Laurel Juett	Youth Counselor II	4-203
Helen Sullivan	Youth Counselor II	4-204
Roseanne Snell	Youth Counselor II	4-210
Vacant	Youth Counselor II	4-247
Howard Mathias	Youth Counselor II	4-266
Donna Lee	Youth Counselor II	4-518
Vacant	Youth Counselor II	4-139
Marsjuna Heinbuch	Youth Counselor Assistant	4-283
Billy Kilder	Unit Leader	4-514

<u>NAME:</u>	<u>POSITION</u>	<u>PCN</u>
Brian Speer	Youth Counselor III	4-194
Ralph Morris	Youth Counselor III	4-515
Michael McCartney	Youth Counselor II	4-085
Richard Larson	Youth Counselor II	4-200
Dennis Cullington	Youth Counselor II	4-201
Georgia Lovelady	Youth Counselor II	4-243
Sandy Cannon	Youth Counselor II	4-249
David Olson	Youth Counselor II	4-253
James Orr	Youth Counselor II	4-267
Lynne Gately	Youth Counselor II	4-268
Christine Bean	Youth Counselor II	4-521
Rose Anderson	Unit Leader	4-233
Vacant	Psychological Counselor II	4-505
Gary Overstad	Youth Counselor III	4-517
Greg Roth	Youth Counselor III	4-198
Gregory Thompson	Youth Counselor II	4-211
Jeffrey Burger	Youth Counselor II	4-244
Gregory Varrati	Youth Counselor II	4-262
Michael Short	Youth Counselor II	4-263
Linda Pump	Youth Counselor II	4-265
John Morrill	Youth Counselor II	4-279
Linda Goldston	Youth Counselor II	4-191
Victor Buehler	Youth Counselor II	4-523
Laurel Pfamiller	Youth Counselor II	4-526
Robert Fedoroff	Unit Leader	4-230
Richard Palmatier	Psychological Counselor II	4-255
Larry Rhodes	Youth Counselor III	4-199
Vacant	Youth Counselor III	4-256
David Pike	Youth Counselor II	4-087
Frederic Krmer	Youth Counselor II	4-519
Brian Brandt	Youth Counselor II	4-205
Donald Troutfetter	Youth Counselor II	4-208
James Heafner	Youth Counselor II	4-212
Lars Nelson	Youth Counselor II	4-242
Donald Nash	Youth Counselor II	4-269
John Mascarella	Youth Counselor II	4-532
Barbara McCormick	Youth Counselor I	TEMP.
John Dehner	Youth Counselor II	4-207
Vacant	Youth Counselor II	4-245
Albert Phelan	Youth Counselor II	4-346
Damon Thomas	Youth Counselor II	4-350
Barry Rose	Youth Counselor II	4-520
Vera Nelson	Housekeep. Aide WG VIII	4-232
Dora Jones	Custodial Worker WG VIII	4-296
Gregory Thompson	Maintenance Worker II	4-286
Wayne Rapp	Maintenance Worker II	4-287
Monte Wingert	Maintenance Worker II	4-295
Gerald Cusey	Maint. Mech. WG II	4-231
Dennis Draper	Supply Officer II	4-222
Wallis Brockert	Supply Clerk I	4-259
Karen Luecker	Cook WG VII	4-237
June Thompson	Cook WG VII	4-239
Eric Kostiner	Cook WG VII	4-299
Clearene Hansford	Cook WG VI	4-240
Margaret Kine	Cook WG VI	4-241
Eleanor Davies	Cook WG VI	4-298

<u>NAME</u>	<u>POSITION</u>	<u>PCN</u>
Oscar Yates	Cook WG VII	4-238
George Shoogukuwruk	Cook II	TEMP.
Walter Vivian, Jr.	Food Service Manager	4-230
Randall Hines	Special Services Officer	4-206
Kenneth Braz	Admission & Discharge Officer	4-235
Mary Sacheck	Clerk Typist II	4-258
Dorothy Judd	Institutional Nurse	4-228
H. Carol Miller	Institutional Nurse	4-297
Stanley Hodges	Administrative Officer I	4-190
Cindy Dixon	Clerk Typist III	4-224
Alberta Rust	Administrative Assistant I	4-221
Vacant	Accounting Clerk II	4-223
Jacquelyn Day	Accounting Clerk II	4-261
Carolyn Jones	Accounting Clerk II	4-278
Cindy bedsaul	Clerk VI	4-188
James Maddry	Youth Counselor II	4-563
Janet Wright	Clerk Typist III	4-225
Margo Smith	Clerk Typist III	4-280
Bonnie Schlegel	Clerk Typist II	4-226
Vacant	Clerk Typist II	4-281

State Correctional Center At Ketchikan

The State Correctional Center at Ketchikan was built in 1936 in part of the fifth and sixth floors of the Ketchikan Federal Building in the commercial section of the City. It has extremely limited space with 2,000 square feet of usable area often serving dual purposes. 12 full-time Division of Corrections employees staff the facility.



CAPACITY AND POPULATION CHARACTERISTICS

Ideal capacity at the Center is no more than 21 persons. A maximum of 32 individuals can be accommodated. The Center is the intake facility for all adult men detained by State, Federal and City law enforcement officials in Ketchikan, on Annette Island and the towns of Craig, Klawock, and Wrangell. Medium security housing is provided for offenders, who usually serve sentences of six months or less. Maximum security detention facilities are also available.

HOUSING

ADULT MEN- One, 22-bed dormitory, is supplemented by two, two-bed security units; one single unit, and one small alcohol detoxification unit. A trustee dormitory on the sixth floor houses up to five persons. Meals are served in a central dining room.

INSTITUTIONAL WORK PROGRAM

Up to five individuals are employed in general maintenance trustee positions.

MEDICAL SERVICES

A locally contracted physician performs examinations and treatment at the institution two days each week, and is on day or night emergency call. A public health nurse administers laboratory tests twice monthly. Local physicians are provided by the institution for dental and ocular care. Hospitalization for offenders is available at the Ketchikan General Hospital.

RELIGIOUS SERVICES

Non-denominational religious services are conducted each week by volunteer clergymen through the Ketchikan Ministerial Association. Local clergy also visit the Center for denominational services or informal personal counseling.

RECREATIONAL FACILITIES

The Center's main dormitory and trustee areas each contain a television. A small library is maintained in the attorney's interviewing room. Table games are available and a motion picture is screened once each week. Weight lifting equipment is provided and commissary items are distributed weekly. An extremely small rooftop area functions as an outdoor exercise area in the summer months.

RECREATIONAL ACTIVITIES

No ongoing recreation program is available to offenders due to lack of sufficient space.

INSTITUTIONAL PROGRAMS

ACADEMIC EDUCATION- Instruction in basic education and high school level classes under the General Equivalency Diploma program are conducted at the Ketchikan Detention Home for all interested individuals three evenings each week. No tuition is required.

VOCATIONAL EDUCATION- No ongoing vocational education program is available to individuals at the Center.

COUNSELING- Group or individual therapy, and alcoholism or drug counseling sessions are conducted one day each week by Gateway Community Health Center representatives.

The Ketchikan Alcoholic Recovery House provides individual alcoholism counseling at no charge at the institution. An alcoholism education class is planned to begin at the institution in 1974 through the K.A.R.H.

COMMUNITY RESOURCES

Resources listed below require a release program for participating offenders.

ACADEMIC EDUCATION- Classes in academic and various vocational skills are offered at the Ketchikan Community College. Tuition must be provided by students or a sponsoring agency. The Correctional Center will provide tuition in poverty cases.

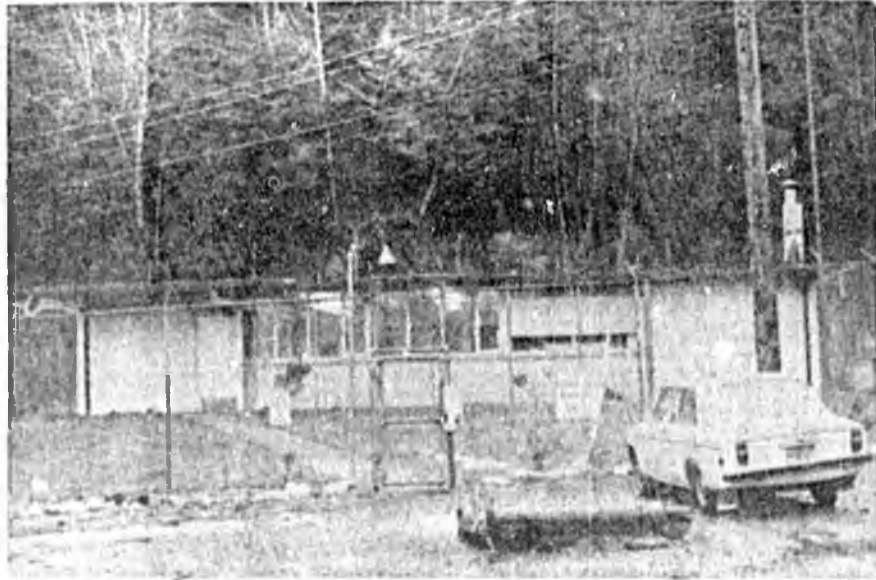
VOCATIONAL EDUCATION- (see above)

COUNSELING- A 30-day alcoholism treatment program is available at the Ketchikan Alcoholic Recovery House. Participants receive therapy, alcoholism education, civics instruction and counseling. A \$700 fee is required from clients able to pay. Treatment is available to poverty level clients through a fee scale based on a percentage of income or in extreme cases, treatment is provided free of charge.



Booking Desk

State Detention Home At Ketchikan



The State Detention Home at Ketchikan was built in 1957 through the joint efforts of the State of Alaska and the City of Ketchikan. It is administered by the Superintendent of the State Correctional Center at Ketchikan. The one story structure occupies a 30-by-60 foot lot near a residential section of the community approximately one mile from the Correctional Center. The Detention Home was originally designed as an informal institution with a modified residential floor plan. A more secure, but hospitable atmosphere is presently maintained by a staff of five female Correctional Officers.

CAPACITY AND POPULATION CHARACTERISTICS

The Detention Home serves as the intake facility for children and adult women from the Ketchikan area. Temporary, medium or maximum security housing is provided for juveniles and youthful offenders. Medium security detention for adult women is provided for periods before and after adjudication, including short term misdemeanor sentences.

HOUSING

Four, 4-bed units may be used for boys, girls, or women as need arises. One single room serves as a reception unit. Adult offenders are segregated from juveniles. Meals are served in the living units, or family style, at a central dining table.

INSTITUTIONAL WORK PROGRAM

No organized institutional trustee work program is available at the Detention Home.

MEDICAL SERVICES

All medical services available at the State Correctional Center at Ketchikan are provided for individuals at the Detention Home.

RELIGIOUS SERVICES

No organized religious services are conducted at the Home, however, local clergy are available for individual services or informal counseling.

RECREATION FACILITIES

A combination lounge, classroom, library and television room is available to all individuals at the Detention Home. A 30-by-60 foot outdoor grassed yard surrounding the Home is available for exercise and games, however, space limitations prohibit organized field sports. Table games, a Ping-Pong table, tumbling mats and weight lifting equipment are also supplied.

RECREATIONAL ACTIVITIES

Children's arts and crafts, games and outdoor sports are supervised by volunteer Ketchikan Probation Office and State Correctional Center staff on an informal non-scheduled basis.

INSTITUTIONAL PROGRAMS

All educational, vocational, and counseling programs at the State Correctional Center at Ketchikan are open to adult women offenders at the Detention Home.

ACADEMIC EDUCATION- Children's instruction is provided by a part-time teacher each evening from elementary through high school levels.

VOCATIONAL EDUCATION- No vocational education program is available for children at the Detention Home.

COUNSELING- Children may request individual counseling on legal or personal problems from representatives of the Ketchikan Mental Health Center, the Juvenile Probation staff and Ketchikan Youth Advocate organization at no cost. Public School counselors provide educational and personal counseling.

COMMUNITY RESOURCES

Programs listed below require participation outside the Detention Home. All community resources in academic education, vocational education or counseling available to individuals at the State Correctional Center at Ketchikan are open to adult women at the Detention Center.

ACADEMIC EDUCATION- Children at the Detention Home may receive instruction at various schools within the Ketchikan school district.

VOCATIONAL EDUCATION- No community vocational education program is available to children at the Detention Home.

COUNSELING- The Ketchikan Mental Health Center offers therapeutic classes in arts and crafts once each week at the K.M.H.C. No fee is required for participation.

As of Monday

15 unreturned (mostly felons)

12 returned (all felons)

'Scared Straight' powerful

NOT FOR THE SQUEAMISH: What has to be one of the most powerful films ever shown on television airs Thursday at 8 p.m. on Channel 7. "Scared Straight" is the story of 17 juvenile delinquents who are locked in a room with 20 hardened convicts for three hours.

WARNING: These convicts have a purpose: to scare the kids so badly that they will go straight. This film is totally uncensored, and the language is coarse, brutal, and to the point. Don't watch it if you can't handle it.

"Scared Straight" begins by interviewing the kids on the street before they visit the jail. These young punks boast of how many people they've mugged, knifed, or robbed. But their jaunty self-confidence melts quickly once they're through the gates of Rahway State Prison in New Jersey. By the time the convicts are finished with them, they're a cowering, tearful bunch of kids. One even threw up on the way home.

The whole idea of using convicts to deter kids from a life of crime began with a convict, Frank Bindhammer. Now paroled Bindhammer is working on setting up similar programs around the country.

There's no question something has to be done about juvenile crime. Almost half of all serious crimes in this country are committed by youths aged 10 to 17. And the trend is increasing. Anchorage is no exception, as the Daniel Cassell murder case shows.

"Scared Straight" offers itself as an answer. Host Peter Falk says that the program is an astounding 80 to 90 percent effective. Six months after the show was filmed, all 17 of the kids were still straight. The horrifying tales of homosexual rape, murder, and suicide by the inmates seemed to have worked.

But at the very beginning of the show, Falk says, "What you are about to see may seem to good to be true." And according to a study by Rutgers University, Falk may have been right. The Rutgers researchers found that despite the claims made by the program, kids who went through the experience ended up getting into trouble more often than those who did not. As the report says, "Unfortunately, youngsters who would be scared by the program are those who do not need it." The question now becomes, who do you believe?

The debate over such a program is bound to continue. As a matter of fact, it is scheduled to continue immediately following the airing of "Scared Straight." KAKM plans to assemble in their studios representatives of the courts, the police, social agencies working with juveniles, and some kids from East High School. Channel 7 also hopes to have an inmate from Eagle River Correctional Center on hand. The seeds of Alaska's own "Scared Straight" program may begin Thursday night.

But all questions about the merits of the program aside, one thing is certain: "Scared Straight" as a television documentary is one of the best. It puts real life on TV, and that's quite an accomplishment. One of the convicts yells, "TV is fantasy. This is the real thing." For once, the fantasy is completely missing



ed bennett

eye on anchorage

from the screen. The show may not scare juvenile delinquents, but is sure to scare everybody else.

One final thought: what if all the kids who were filmed for "Scared Straight" stayed out of trouble because they were on TV? Perhaps it was television itself which resulted in a 100 percent success rate.

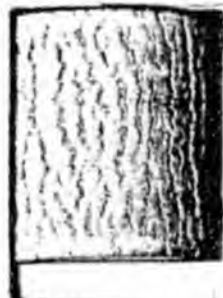
□
"Streets of LA": Joanne Woodward stars in this CBS drama as a woman venturing in the tough Latin quarter of East Los Angeles to catch the kids who slashed her tires. Airs Tuesday at 8 p.m. on Channel 11.

□
"All Quiet on the Western Front": A made-for-TV remake of this antiwar classic airs Wednesday from 7 to 10 p.m. on Channel 11.

□
"The Human Voice": Public Broadcasting is trying something new: airing a play and then an opera back to back which are both based on the same story. The play begins Wednesday at 8 p.m. on Channel 7. Starring Liv Ullmann, this one-person-show depicts a desperate woman trying to communicate over the telephone with her former lover. The opera version follows at 9 p.m.

□
"Birth of the Beatles": A two-hour portrait of how the Beatles were formed until their introduction to America on the "Ed Sullivan Show." Dick Clark is Executive Producer. Airs Friday at 7 p.m. on Channel 13.

□
"Sesame Street in Puerto Rico": This half-hour special, starring the Muppets and the rest of the "Sesame Street" gang, introduces the 11th season of the show. Airs tonight at 7:30 on Channel 7.



OPENING THE
DOOR TO
UNDERSTANDING
WITH
A
FEW KEY
FACTS ABOUT
THE



ALASKA
DIVISION
OF
CORRECTIONS

Corrections Keystones

The Federal Bureau of Prisons provided correctional services for Alaska before statehood. On January 3, 1959 Alaska assumed correctional jurisdiction. The authors of our Alaska Constitution carefully stipulated that our new correctional agency must protect the public and reform the offender. This constitutional wording set the theme for corrections in Alaska.

To implement this theme the Division of Corrections (D.O.C.) adopted a philosophy to match its constitutional charge. It states that "all persons are worthwhile and can change." The goal of corrections in Alaska is to "create programs to change each offender so he can live within the

norms and laws of the community." These philosophical and legal cornerstones are the foundation for all D.O.C. programs statewide.

Almost all sentenced offenders return to the free world sooner or later. In view of this fact of life, Alaska corrections professionals reviewed the options of offender care. It was found through careful observation of other U.S. corrections systems that mere retribution does not make honest citizens of many offenders. "An eye for an eye" proved less than effective in stopping crime. Warehousing offenders by giving them time in a cell to consider their unhappy situation also failed to reform many prisoners. Rehabilitation,

which included education or vocational training of offenders also proved ineffective by itself. Reintegration, the option that remains, is the present approach by the D.O.C. to eliminate a law-breaker's criminal activities. This concept fits our constitutional responsibilities.

Reintegration means changing the offender so he can function within the community and within the law. D.O.C. programs are geared to this end. Reintegration demands the total participation of the D.O.C. staff to treat each offender according to his unique situation and provide the means and support he needs to turn his back on the past. Reintegration treatment may include vocational training, education, therapy, counseling, medical treatment and even recreation. A sentence served



S.C.C. at Juneau



S.C.C. at Eagle River



A visit hours morales

in our correctional institutions gives the D.O.C. the opportunity to do something with the criminal offender rather than for him.

Putting humpty dumpty together again was once thought to be impossible. But in Alaska, offenders are changing. 100% positive results cannot be expected. But, because of the D.O.C.'s dedicated staff, well planned programs, diversified institutions, outstanding probation and parole supervision and vital community cooperation, the Alaska D.O.C. has been named one of the most forward looking and progressive correctional systems in the United States.



Keeping busy by learning

D.O.C. Institutions

More than 600 men, women, and children were receiving supervision at the D.O.C.'s eight State Correctional Centers throughout Alaska according to early 1974 averages. Their offenses range from delinquency to murder and their numbers grow each year as Alaska develops. The D.O.C. does not operate large penitentiaries for hundreds of people. This type of system has repeatedly proven dangerous to offenders and corrections staffs in other states. Our institutional network is based on small, specialized centers in Fairbanks, Palmer, Eagle River, Anchorage, Juneau and Ketchikan. They serve as men's long-term detention

facilities and short-term "jails". Four centers are also equipped to separately house women and children for short periods.

McLaughlin Youth Center in Anchorage is our one facility specially designed for children. Boys and girls at McLaughlin are educated on-campus in a regular public school program. They receive treatment and counseling from a highly trained staff as well as almost parental concern. The campus atmosphere and high staff-child ratio results in personal supervision for troubled young offenders from 12 to nineteen years of age. Its treatment programs are carefully designed to meet the special difficulties these young people must learn to overcome to develop into mentally and physically healthy adults.



Sometimes just a talk helps.

The State Correctional Center at Palmer is an open, rural facility for short-term offenders. At the Palmer Center education and treatment for men with alcohol related crimes is a major concern. Persons with alcohol problems are responsible for 54% of all first offenses in our state. An informal atmosphere and ongoing treatment for this malady helps make the Palmer Center a valuable correctional tool for our state.

The newest addition to the D.O.C. is the State Correctional Center at Eagle River. This unique campus style Center treats men during the last years of their institutional confinement. An attractive institution, the Center at Eagle River

takes away many external excuses for bad behavior. Here offenders enter agreements with their counselors to achieve training, educational or behavioral goals. Each individual is responsible to live up to them. Daily peer group therapy sessions for each 10-man housing unit and its corrections staff are mandatory. Physically the institution is the most pleasant of all D.O.C. Centers, but has been termed "the toughest place in Alaska to do time," since each offender must live up to his personal goals every day.

The State Correctional Centers at Fairbanks and Juneau maintain modern, secure supervision for more sophisticated offenders. Their modern physical plants are similar to each other and resemble the popular image of a "prison" more than any

other D.O.C. institutions. However, these centers are small enough to treat each man as an individual and provide educational, vocational and counseling programs equal to those available at other D.O.C. facilities. Women and children's temporary housing is also available.

The State Correctional Centers at Anchorage and Ketchikan primarily provide "jail" services for these communities. Here, treatment programs are modified to fit the short spans of time most men and women are detained.

Also in Anchorage is the D.O.C. Halfway House. This "open door" institution in downtown Anchorage provides supervision for offenders preparing to re-enter the community. The homelike atmosphere and informal house rules can be compared to a campus dormitory. D.O.C. staff are on hand to monitor the progress of up to 35 men who may work,



S.C.C. at Palmer



Reading is learning.



Hooking desk in S.C.C. at Ketchikan

attend school or seek employment during daytime hours. This tried and true program eases the shocks of re-entry into the free world after what may be years of close institutional confinement.

All D.O.C. institutions make use of local social agencies, vocational training, academic education, drug and alcohol abuse counseling and psychological treatment programs based outside in the community or inside the institution. To prevent mental and physical problems that can arise in any confined atmosphere, each institution serves nutritious meals, strives to maintain recreational opportunities and involves offenders in institutional maintenance.



Young offender learns about weaving.

Field Services, Quietly Effective!



Probation Officers discuss a case.

A statewide network of dedicated professional D.O.C. Field Services Probation/Parole Officers covers Alaska through community offices statewide in Kenai, Kodiak, Nome, Sitka, Petersburg, Ketchikan, Haines, Bethel, Kotzebue, Barrow, Fairbanks, Juneau, and Anchorage. Probation/Parole Officers at these locations supervised more than 1,800 men, women and children in mid-1974 in these towns and surrounding areas. Clients are either on probation ordered by the courts instead of a jail sentence, or are granted parole by the State Parole Board after serving at least 1/3 of their sentence in one of our institutions.

Although Probation/Parole supervision is a difficult task, its benefits are many. Individuals who return to the community with continuing corrections supervision by the field services officers are 33% less likely to commit another crime than those who are released from institutions without further corrections control. Field Services is also much less expensive than institutional 24-hour care. For every lawbreaker in a Correctional Center, two others are receiving probation or parole supervision in the free world. These clients typically work, attend school and participate in their home communities while paying their debt to society.

The Probation/Parole Officers who perform



Staff training includes classroom work.

this dollar stretching, effective means of offender supervision often live without the comforts of our cities, travel and work unusual hours to keep track of their clients in their home atmosphere, help clients solve their financial or personal problems, refer those in need to the proper social agency and perform vital investigations for the courts. Bi-lingual Native Aides also staff offices in the Alaska bush under the supervision of regular Probation Officers. They serve in much the same capacity as a Probation Officer to provide a necessary cultural and language link between our Native population and the state corrections system.

The D.C.C.'s approximately 51 Probation/Parole Officers are in charge of from 20 to 150 cases each. These may be children on probation, or adult misdemeanants and felons on probation or parole. Although seldom observed by the public, the field services staff effectively helps hundreds of clients and their families learn how to function each day outside of jail and inside the law.



Staffers test electronic door.

Some Key Questions

Q. ARE PROBATION/PAROLE OFFICERS WELL TRAINED UNDER CURRENT LAWS?

A. Probation/Parole Officers are well trained in counseling and interview techniques. They meet with each client as often as possible and monitor their personal and financial situations. Officers also unexpectedly drop in on their clients at work or home. Anything unusual is immediately checked out. Violations of probation or parole conditions can result in a client's immediate incarceration.

Q. WHAT'S THE DIFFERENCE BETWEEN PROBATION AND PAROLE?

A. Probation is granted by the courts instead of a jail sentence. It is a contract between the court and the offender. Parole may be granted by the State Parole Board after an offender serves

1/3 of his total sentence. It also contains conditions of behavior that must be met. The offender returns to prison if parole is revoked. D.O.C. field services staff supervise both probationers and parolees.

Q. IS THERE HOMOSEXUALITY IN OUR INSTITUTIONS?

A. Generally, convicted offenders represent all lifestyles found in the community. If there is homosexuality "outside" it is likely that it can be found inside our institutions. When such behavior is discovered, action is taken to prevent other prisoners from being bothered or offended.

Q. HOW LONG DO PRISONERS STAY IN OUR INSTITUTIONS?

A. The average stay for convicted felons is usually three years. Pre-trial suspects normally remain in one of our Centers two or three days.

Q. DOESN'T EDUCATION AND TRAINING COBBLE CRIMINALS?

A. These programs are offered nationwide at state and federal prisons. Many Alaska offenders are poorly educated with few job skills. Education and vocational training may offer the first chance to earn a legal livelihood after release.

Q. WHAT IS THE RACIAL AND SEXUAL BREAKDOWN OF ALASKA'S CONVICTED OFFENDERS?

A. About one-half are Caucasian. Approximately 40% are Native, 10% are Black or other minorities and 4% are women.

Q. WHY NOT BUILD OUR PRISONS FAR AWAY FROM THE CITIES IN THE BUSH?

A. Most states are closing large isolated prisons because they have proven to be very dangerous to the staffs and prisoners. Maintaining one of these mini-cities is also very expensive.

Q. WHERE DO ALASKA WOMEN SERVE THEIR SENTENCES?

A. Centers at Fairbanks, Anchorage, Juneau, and Ketchikan provide women's short-term detention. Those with longer sentences are usually transferred to federal women's institutions.

Q. HOW ARE ESCAPES PREVENTED?

A. Regular searches for contraband, 24-hour supervision and competent use of sophisticated electronic security equipment are standard procedures. Each institution also has its own meticulously followed security rules. In addition, every prisoner is carefully classified to the institution matching his security and treatment requirements.

Q. DO TAXPAYERS BUY "LUXURIES" FOR PRISONERS?

A. No. Normally, comfort and entertainment items are purchased with profits from inmate operated commissaries. These mini-stores stock personal toilet articles, cigarettes and sundries bought by offenders with their own money.



The future means going home.

For further information on Alaska corrections, please contact S.C.C. offices at: Fairbanks, 442-4030; Anchorage, 274-1036; Juneau, 465-3370; S.C.C. at Fairbanks, 462-3176; S.C.C. at Palmer, 745-4267; S.C.C. at Eagle River, 694-9511; S.C.C. at Anchorage, 277-7651; S.C.C. at Juneau, 486-6070.



This project funded under Alaska Criminal Justice Planning Agency IJAA grant number 73-A-034.

Corrections

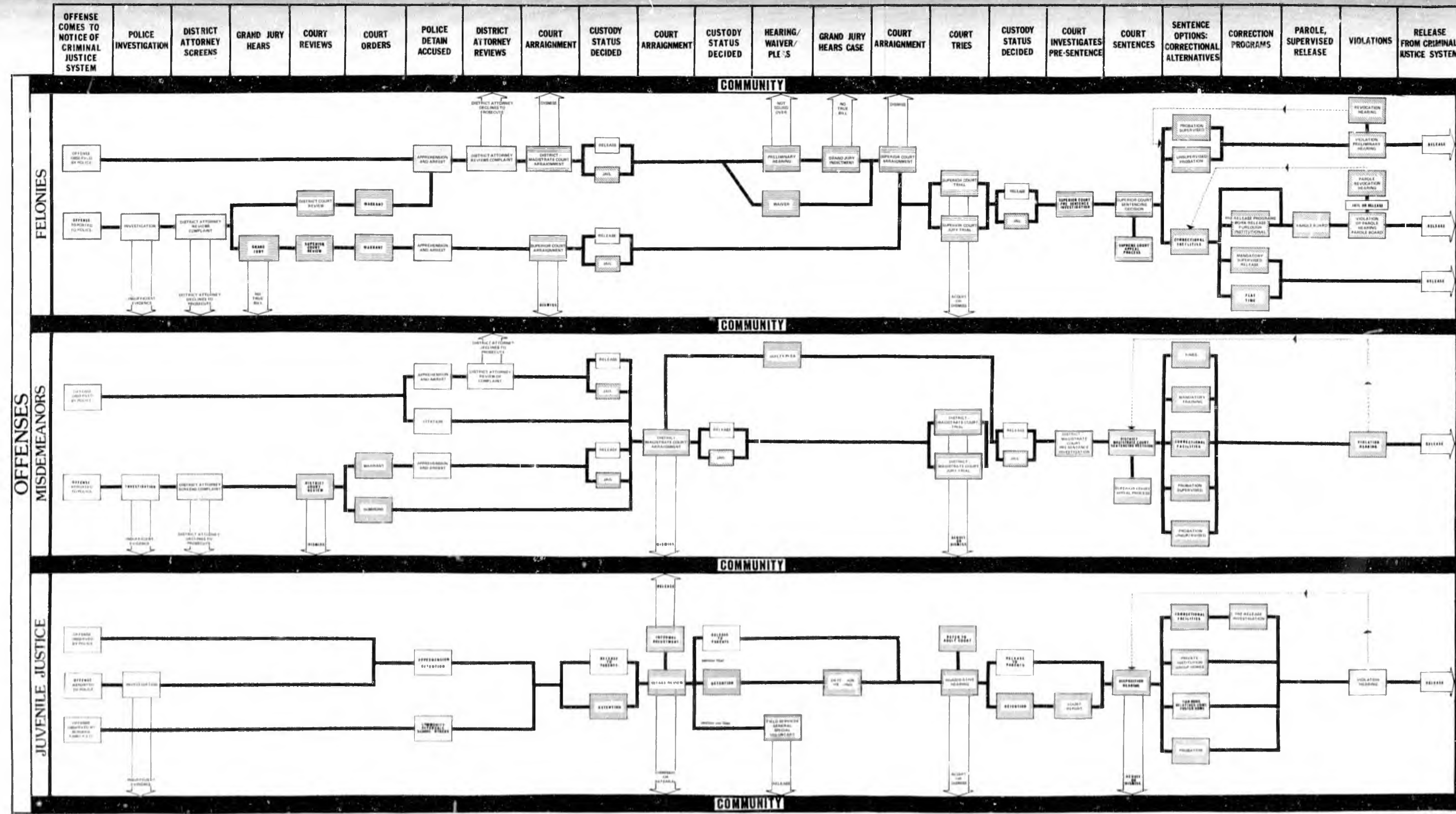
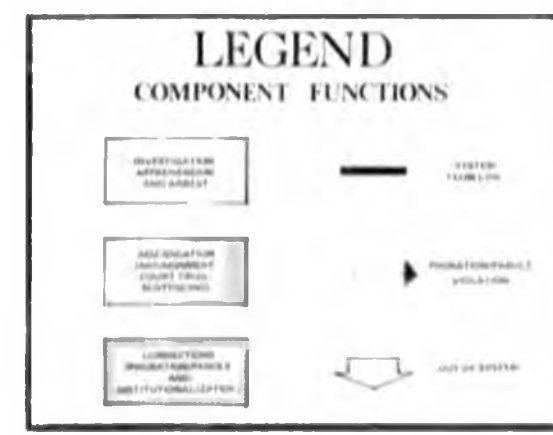
On August 1, 1979, I met with Michael Gilbert and Commissioner Charles Campbell of the Division of Corrections. While our discussion is still fresh in my mind I thought I would get them on paper. Since this was an introductory type of meeting our topics were not too specific, but I did get a "feeling" for the two men and what they are doing.

- 1) They were very glad someone from the legislature is willing to listen to them - to learn about their problems and goals.
- 2) Ridgeview Women's Center will be closed in 1983.
- 3) They want to have more training for their officers, but say they need more funds to do it properly.
- 4) They have some control in the writing of job descriptions and applicants are screened through them as well as with the Division of Personnel.
- 5) They would like to implement some kind of prison industry, but say they need authority (as well as funding) from the legislature to implement it.
- 6) Campbell, along with Charlie Adams from CJPA, is on a sub-committee of the master plan committee to look at bush justice.
- 7) Campbell wants to talk to Charlie P... and Fred Brown about the negative articles in the All-Alaska Weekly about weapon and set the record straight.
- 8) There will be a new classification code coming out eventually, but probably not until 1980.
- 9) Not very many Blacks or Alaska Natives apply for positions or currently work for the Division of Corrections. There is not any kind of affirmative action being implemented.
- 10) In general, both men seemed cooperative and expressed a willingness to provide me with the information needed.
- 11) There was a concern of a possible law suit because of the poor conditions of the facilities in this state. The officer/prisoner ratio is bad. Recreation is often a problem in some facilities.

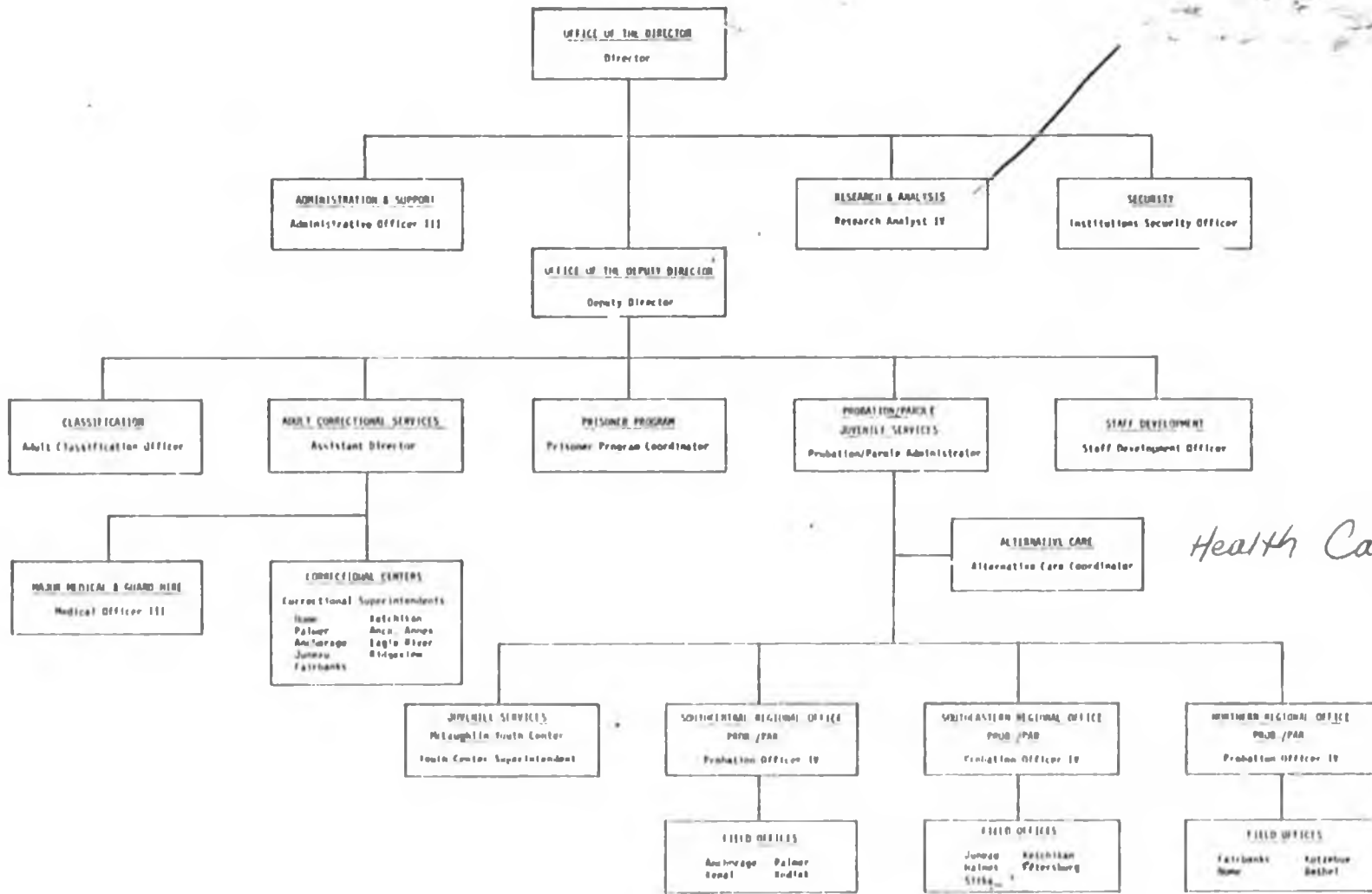
Rocky

ALASKA'S CRIMINAL JUSTICE PROCESS

Prepared by:
Alaska Criminal Justice Planning Agency



DEPARTMENT OF HEALTH AND SOCIAL SERVICES
 DIVISION OF CORRECTIONS
 UNIT ORGANIZATION CHART



Health Care Coordinator?

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
Parole Administration BRU

PAROLE ADMINISTRATION

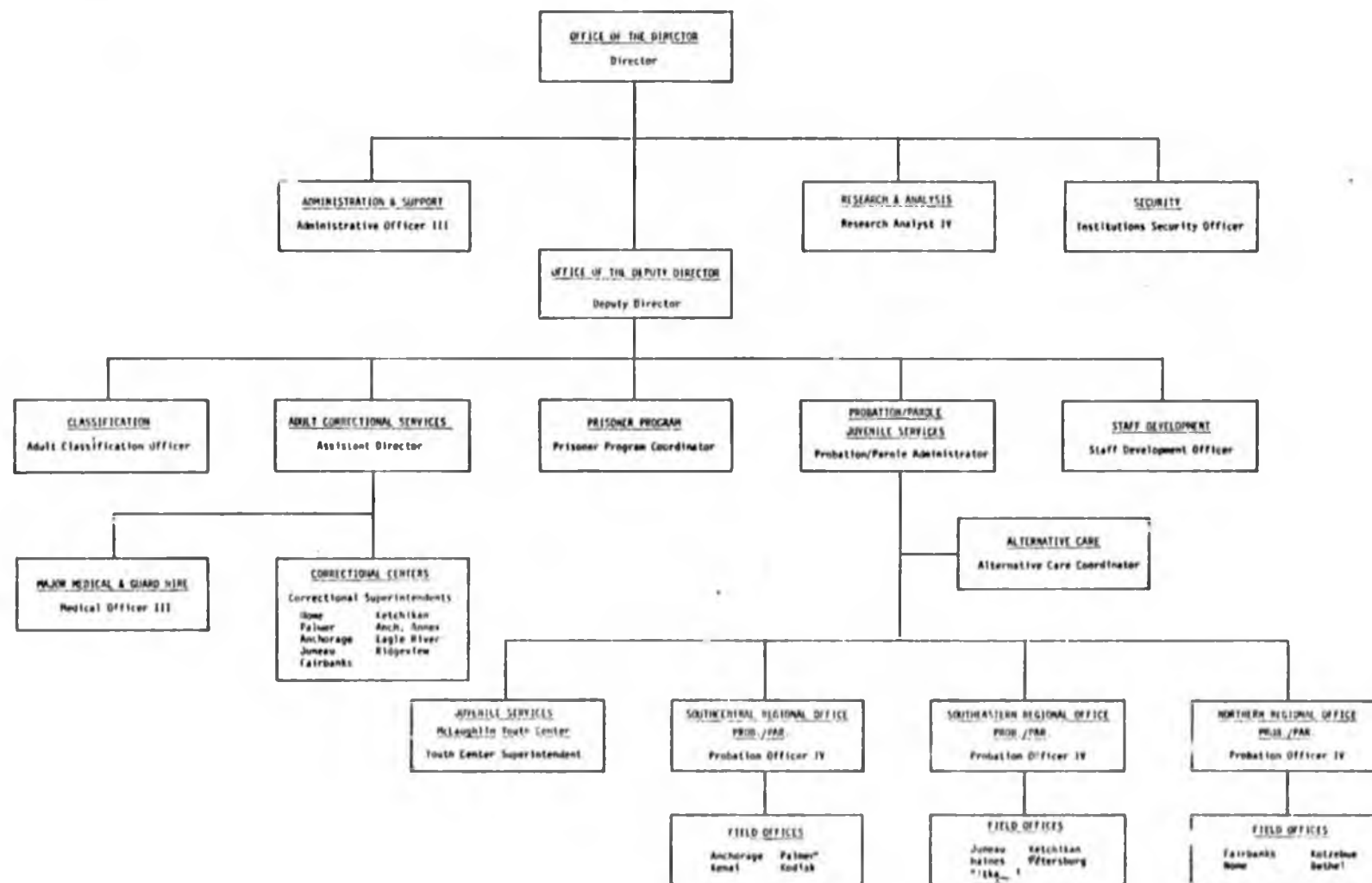
Executive Director, Alaska Board of Parole	R/21	0235
Parole Board Officer	R/16	0236
Clerk Typist III	R/8	0264

RECAP - AUTHORIZED POSITIONS

TOTAL POSITIONS 3

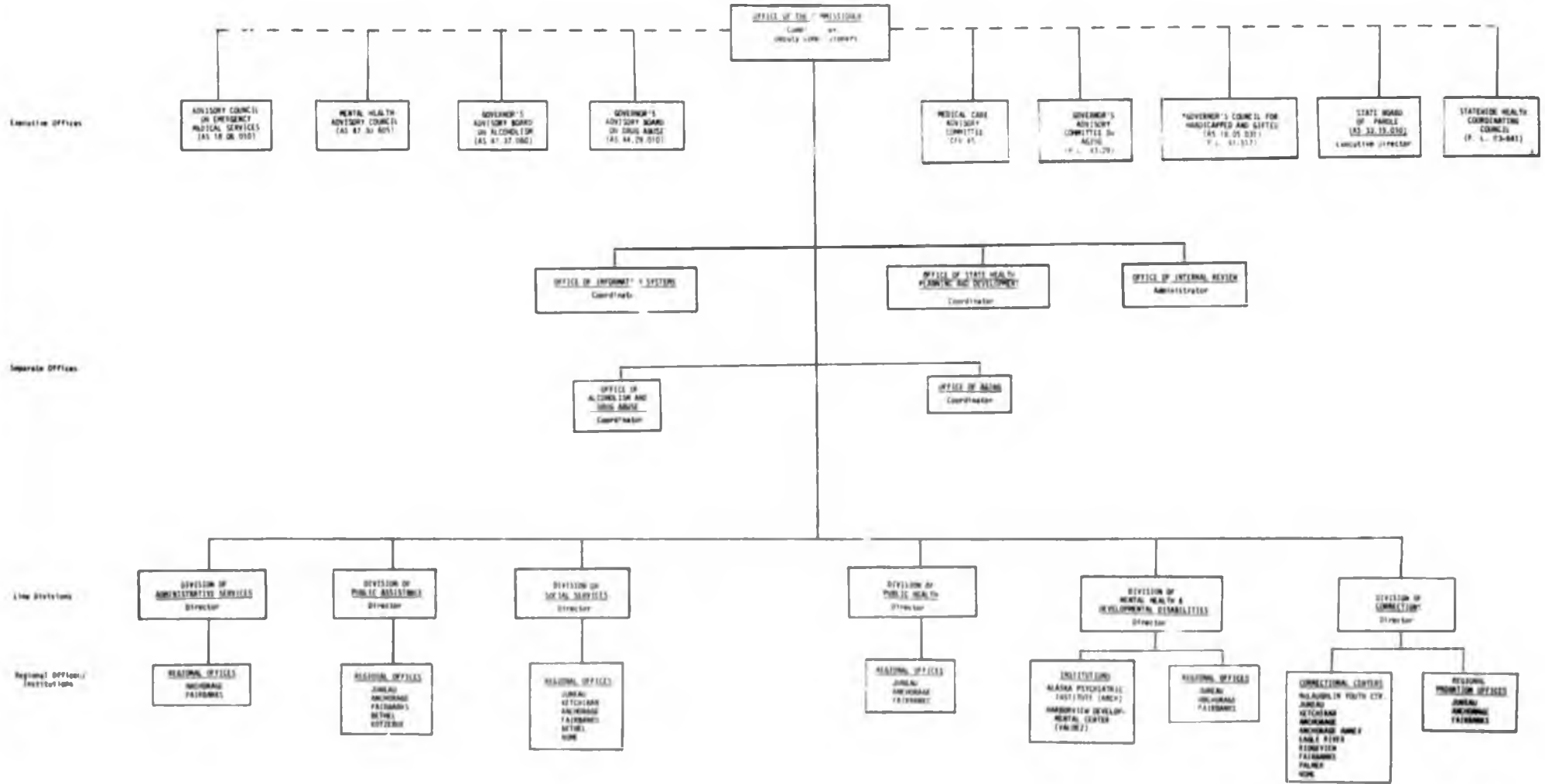
August 1, 1978

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
 DIVISION OF CORRECTIONS
 UNIT ORGANIZATION CHART



DEPARTMENT OF HEALTH AND SOCIAL SERVICES

Unit Organization Chart



LEGISLATIVE COUNCIL
* Also advisory to the State Dept. of Education

APPROVED: *Alvin D. Brown*
COMMISSIONER, DEPARTMENT OF HEALTH & SOCIAL SERVICES

James H. ...
COMMISSIONER, DEPARTMENT OF EDUCATION

John S. ...
DIRECTOR OF ...

EFFECTIVE DATE: JANUARY 15, 1975

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
Division of Corrections
Probation/Parole BRU

PROBATION/PAROLE ADMINISTRATION

<u>SOUTHEASTERN REGION</u> (First Judicial District)			
<u>Administrator</u>			
Probation Officer IV	R/20	4013	
<u>Juneau</u>			
Probation Officer III	R/18	4316	
Probation Officer II	R/16	4121	
Probation Officer II	R/16	4341	
Probation Officer II	R/16	4357	
Clerk Typist III	R/8	4015	
Clerk Typist III	R/8	4358	
<u>Haines</u>			
Probation Officer III	R/18	4349	
Clerk Typist III	R/A	4335	
<u>Petersburg</u>			
Probation Officer III	R/18	4012	
Clerk Typist III	R/8	4285	
<u>Sitka</u>			
Probation Officer III	R/18	4469	
*Probation Officer II	R/16	4291	
Clerk Typist III	R/8	4284	
<u>Wrangell</u>			
Probation Officer III	R/18	4314	
Probation Officer II	R/16	4011	
Probation Officer II	R/16	4342	
Probation Officer I	R/13	4141	
Clerk Typist III	R/A	4014	
Clerk Typist II	R/7	4569	

<u>SOUTHCENTRAL REGION</u> (Third Judicial District)			
<u>Administrator</u>			
Probation Officer IV	R/20	4016	
<u>Anchorage Adult</u>			
Probation Officer III	R/18	4470	
Probation Officer II	R/16	4337	
Probation Officer II	R/16	4109	
Probation Officer II	R/16	4276	
Probation Officer II	R/16	4018	
Probation Officer II	R/16	4019	
Probation Officer II	R/16	4164	
Probation Officer II	R/16	4108	
*College Intern III	R/10	4292	
<u>Penitence</u>			
Probation Officer II	R/16	4383	
Probation Officer II	R/16	4318	
Probation Officer II	R/16	4471	
Clerk Typist III	R/8	4021	
Clerk Typist II	R/7	4308	
<u>Anchorage Juvenile</u>			
Probation Officer III	R/18	4344	
Probation Officer II	R/16	4317	
Probation Officer II	R/16	4330	
Probation Officer II	R/16	4323	
Probation Officer II	R/16	4338	
Probation Officer II	R/16	4017	
Probation Officer II	R/16	4366	
Probation Officer II	R/16	4163	
Probation Officer II	R/16	4574	
Probation Officer II	R/16	4472	
Probation Officer I	R/13	4162	
<u>Other</u>			
Clerk Typist III	R/8	4325	
Clerk Typist III	R/8	4039	
Clerk Typist II	R/7	4179	
<u>Anchorage Program Support</u>			
Probation Officer III	R/18	4312	
Probation Officer II	R/16	4539	
Social Worker III	R/16	4544	
Community Counselor	R/14	4388	
Community Counselor	R/14	4545	
Administrative Assistant II	R/14	4020	
Accounting Clerk II	R/9	4260	
Clerk Typist III	R/8	4333	
Clerk Typist III	R/8	4475	
Clerk Typist III	R/8	4496	
Clerk Typist II	R/7	4010	
Clerk Typist II	R/7	4371	
<u>Edith</u>			
Probation Officer III	R/18	4122	
Probation Officer II	R/16	4538	
Clerk Typist III	R/8	4371	
<u>Palmer</u>			
Probation Officer III	R/18	4313	
Clerk Typist III	R/8	4568	
<u>Seward</u>			
Probation Officer III	R/18	4277	
Probation Officer II	R/16	4307	
Probation Officer II	R/16	4363	
Clerk Typist III	R/8	4322	

<u>NORTHERN REGION</u> (Fourth Judicial District)			
<u>Administrator</u>			
Probation Officer IV	R/20	4022	
<u>Fairbanks</u>			
Probation Officer III	R/18	4270	
Probation Officer II	R/16	4064	
Probation Officer II	R/16	4160	
Probation Officer II	R/16	4340	
Probation Officer II	R/16	4473	
Probation Officer II	R/16	4023	
Probation Officer II	R/16	4474	
Probation Officer II	R/16	4497	
Probation Officer II	R/16	4537	
*Probation Officer Trainee	R/10	4289	
Clerk IV	R/9	4307	
Clerk Typist III	R/8	4026	
Clerk Typist III	R/8	4038	
Clerk Typist III	R/8	4334	
<u>Bethel</u>			
Probation Officer III	R/18	4547	
Program Service Aide III	R/9	4329	
Clerk Typist III	R/A	4332	
<u>(Second Judicial District)</u>			
<u>Barrow</u>			
Probation Officer III	R/18	4326	
<u>Nome</u>			
Probation Officer III	R/18	4025	
Clerk Typist III	R/8	4027	
<u>Kotzebue</u>			
Program Service Aide III	R/9	4328	

RECAP - AUTHORIZED POSITIONS

	Full	Part
1st Judicial District	10	
2nd Judicial District	4	
3rd Judicial District	49	2
4th Judicial District	17	1
TOTAL POSITIONS	80	3

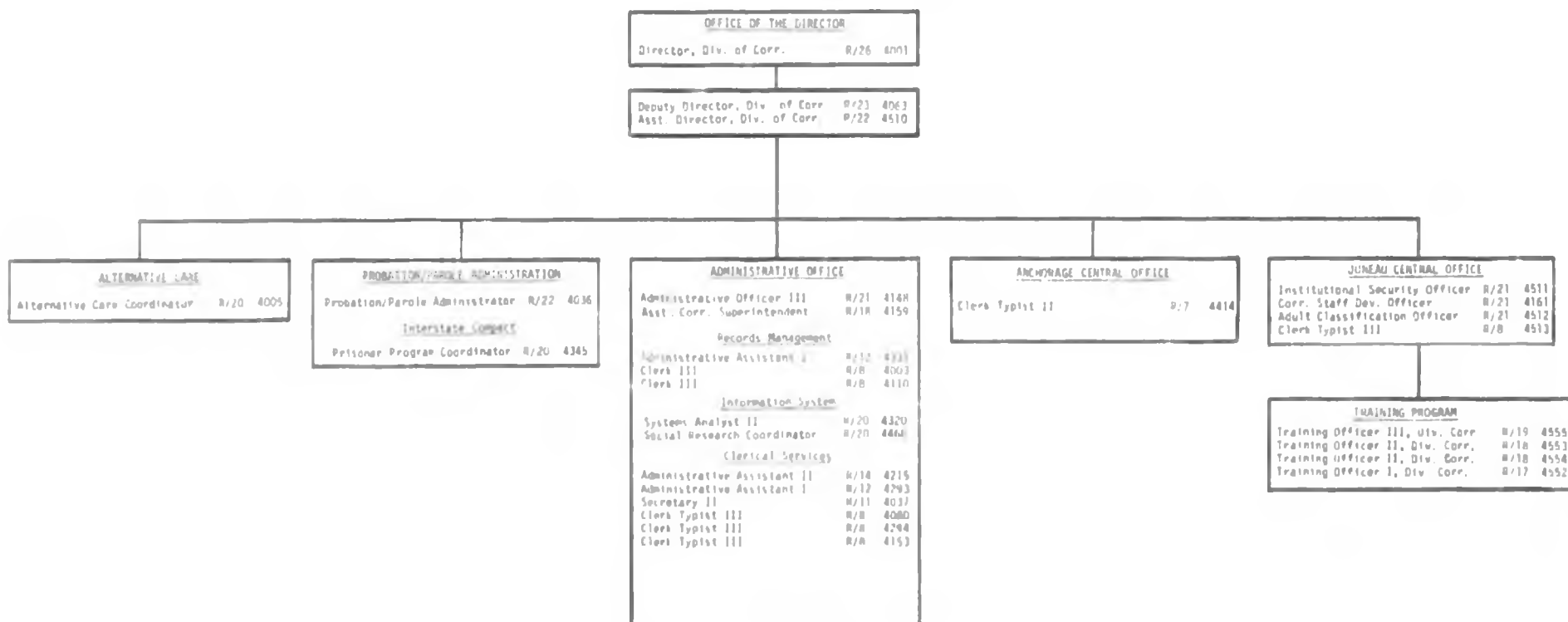
August 1, 1978

EXPLANATORY NOTES

The Probation Officer I and II positions are currently under a flexible staffing agreement. In order to more accurately reflect the true allocation of positions at any given time, these positions are represented at varying levels.

* - Permanent Part-time positions.

DEPARTMENT OF HEALTH AND SOCIAL SERVICES
Division of Corrections
Administration and Support BRU



Recap - Authorized Positions	
Administration and Support	28
Other Positions	28

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

Division of Corrections
Adult Confinement BRU

JUNEAU CORRECTIONAL CENTER		
(Administration)		
Correctional Superintendent	R/20	4177
Asst. Correctional Supt.	R/18	4176
Clerk Typist III	R/8	4180
Clerk Typist II	R/7	4310
(Support)		
Probation Officer II	R/16	4182
Probation Officer II	R/16	4311
Vocational Educ. Instructor	R/16	4509
Institutional Instructor	R/14	4319
Maint. Mechanic MG II	R/52	4189
Cook MG III	R/53	4187
Maint. Men MG IV	R/54	4337
(Security)		
Correctional Officer II	R/15	4304
Correctional Officer II	R/15	4084
Correctional Officer II	R/16	4054
Correctional Officer II	R/15	4083
Correctional Officer II	R/15	4123
Correctional Officer II	R/16	4169
Nurse II	R/13	4157
Correctional Officer I	R/13	4164
Correctional Officer I	R/13	4155
Correctional Officer I	R/13	4156
Correctional Officer I	R/13	4158
Correctional Officer I	R/13	4165
Correctional Officer I	R/13	4166
Correctional Officer I	R/13	4187
Correctional Officer I	R/13	4188
Correctional Officer I	R/13	4170
Correctional Officer I	R/13	4171
Correctional Officer I	R/13	4172
Correctional Officer I	R/13	4173
Correctional Officer I	R/13	4174
Correctional Officer I	R/13	4302
Correctional Officer I	R/13	4303
Correctional Officer I	R/13	4304
Correctional Officer I	R/13	4305
Correctional Officer I	R/13	4362
Correctional Officer I	R/13	4494

KETCHIKAN CORRECTIONAL CENTER		
(Administration)		
Correctional Superintendent	R/20	4124
Asst. Correctional Supt.	R/18	4382
Clerk Typist III	R/8	4389
Clerk Typist II	R/7	4572
Clerk Typist II	R/7	4227
(Support)		
Probation Officer II	R/16	4353
Maint. Mechanic MG II	R/52	4387
Cook MG III	R/53	4391
Cook MG VI	R/56	4373
(Security)		
Psychological Counselor	R/16	PC
Correctional Officer II	R/15	4394
Correctional Officer II	R/15	4410
Correctional Officer II	R/15	4411
Correctional Officer II	R/15	4412
Correctional Officer II	R/15	4413
Correctional Officer II	R/15	4488
Correctional Officer II	R/16	PC
Correctional Officer I	R/13	4395
Correctional Officer I	R/13	4398
Correctional Officer I	R/13	4399
Correctional Officer I	R/13	4400
Correctional Officer I	R/13	4401
Correctional Officer I	R/13	4402
Correctional Officer I	R/13	4403
Correctional Officer I	R/13	4404
Correctional Officer I	R/13	4405
Correctional Officer I	R/13	4406
Correctional Officer I	R/13	4407
Correctional Officer I	R/13	4408
Correctional Officer I	R/13	4409
Correctional Officer I	R/13	4503
Correctional Officer I	R/13	4534
Correctional Officer I	R/13	4511
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC
Correctional Officer I	R/13	PC

EAGLE RIVER CORRECTIONAL CENTER		
(Administration)		
Correctional Superintendent	R/20	4385
Asst. Correctional Supt.	R/18	4125
Food Service Manager	R/16	4420
Clerk IV	R/9	4116
Clerk IV	R/9	7
Clerk III	R/8	4390
(Support)		
Psychological Counselor II	R/17	4418
Psychological Counselor II	R/17	4419
Probation Officer II	R/16	4423
Probation Officer II	R/16	4424
(Security)		
Correctional Officer II	R/15	4128
Correctional Officer II	R/16	4129
Correctional Officer II	R/15	4130
Correctional Officer II	R/15	4452
Correctional Officer II	R/15	4453
Correctional Officer II	R/15	4454
Correctional Officer II	R/15	4455
Correctional Officer II	R/15	4456
Correctional Officer II	R/16	4457
Correctional Officer II	R/15	4458
Correctional Officer I	R/13	4132
Correctional Officer I	R/13	4135
Correctional Officer I	R/13	4141
Correctional Officer I	R/13	4142
Correctional Officer I	R/13	4144
Correctional Officer I	R/13	4177
Correctional Officer I	R/13	4425
Correctional Officer I	R/13	4427
Correctional Officer I	R/13	4428
Correctional Officer I	R/13	4429
Correctional Officer I	R/13	4430
Correctional Officer I	R/13	4431
Correctional Officer I	R/13	4432
Correctional Officer I	R/13	4433
Correctional Officer I	R/13	4434
Correctional Officer I	R/13	4436
Correctional Officer I	R/13	4437
Correctional Officer I	R/13	4438
Correctional Officer I	R/13	4439
Correctional Officer I	R/13	4440
Correctional Officer I	R/13	4441
Correctional Officer I	R/13	4442
Correctional Officer I	R/13	4443
Correctional Officer I	R/13	4444
Correctional Officer I	R/13	4446
Correctional Officer I	R/13	4447
Correctional Officer I	R/13	4448
Correctional Officer I	R/13	4449
Correctional Officer I	R/13	4450
Correctional Officer I	R/13	4451
Correctional Officer I	R/13	4452
Correctional Officer I	R/13	4453
Correctional Officer I	R/13	4454
Correctional Officer I	R/13	4455
Correctional Officer I	R/13	4456
Correctional Officer I	R/13	4457
Correctional Officer I	R/13	4458
Correctional Officer I	R/13	4459
Correctional Officer I	R/13	4460
Correctional Officer I	R/13	4461

FAIRBANKS CORRECTIONAL CENTER		
(Administration)		
Correctional Superintendent	R/20	4088
Asst. Correctional Supt.	R/18	4118
Clerk Typist III	R/8	4106
Clerk Typist II	R/7	4061
(Support)		
Probation Officer II	R/16	4064
Institutional Instructor	R/14	4351
Community Counselor I	R/14	4508
Maint. Mechanic MG II	R/52	4099
Cook MG III	R/53	4099
Maint. Men MG IV	R/54	4567
(Security)		
Correctional Officer II	R/15	4090
Correctional Officer II	R/15	4099
Correctional Officer II	R/15	4119
Correctional Officer II	R/15	4120
Correctional Officer II	R/15	4183
Correctional Officer II	R/15	4184
Correctional Officer I	R/13	4499
Correctional Officer I	R/13	4564
Correctional Officer I	R/13	4565
Correctional Officer I	R/13	4081
Correctional Officer I	R/13	4091
Correctional Officer I	R/13	4092
Correctional Officer I	R/13	4093
Correctional Officer I	R/13	4094
Correctional Officer I	R/13	4095
Correctional Officer I	R/13	4096
Correctional Officer I	R/13	4098
Correctional Officer I	R/13	4100
Correctional Officer I	R/13	4101
Correctional Officer I	R/13	4102
Correctional Officer I	R/13	4103
Correctional Officer I	R/13	4117
Correctional Officer I	R/13	4181
Correctional Officer I	R/13	4184
Correctional Officer I	R/13	4185
Correctional Officer I	R/13	4271
Correctional Officer I	R/13	4272
Correctional Officer I	R/13	4273
Correctional Officer I	R/13	4274
Correctional Officer I	R/13	4275
Correctional Officer I	R/13	4502
Correctional Officer I	R/13	4501
Correctional Officer I	R/13	P.

KETCHIKAN CORRECTIONAL CENTER		
(Administration)		
Asst. Correctional Supt.	R/18	4080
Clerk Typist III	R/8	4082
(Support)		
Cook MG VI	R/56	4088
(Security)		
Correctional Officer II	R/15	4084
Correctional Officer II	R/15	4080
Correctional Officer II	R/15	4081
Correctional Officer II	R/15	4082
Correctional Officer II	R/15	4083
Correctional Officer I	R/13	4080
Correctional Officer I	R/13	4081
Correctional Officer I	R/13	4082
Correctional Officer I	R/13	4083
Correctional Officer I	R/13	4084
Correctional Officer I	R/13	4085
Correctional Officer I	R/13	4086
Correctional Officer I	R/13	4087
Correctional Officer I	R/13	4088
Correctional Officer I	R/13	4089
Correctional Officer I	R/13	4090
Correctional Officer I	R/13	4091
Correctional Officer I	R/13	4092
Correctional Officer I	R/13	4093
Correctional Officer I	R/13	4094

KETCHIKAN CORRECTIONAL CENTER		
(Administration)		
Asst. Correctional Supt.	R/18	4375
(Support)		
Cook MG VI	R/56	4508
Clerk Typist II	R/7	507
(Security)		
Correctional Officer II	R/15	4577
Correctional Officer I	R/13	4578
Correctional Officer I	R/13	4579
Correctional Officer I	R/13	4580
Correctional Officer I	R/13	4581
Correctional Officer I	R/13	4582
Correctional Officer I	R/13	4583
Correctional Officer I	R/13	4584
Correctional Officer I	R/13	4585
Correctional Officer I	R/13	4586

KETCHIKAN MEDICAL & BOUND HIRE		
Medical Officer III	R/27	4529
Medical Officer III	R/27	4530
Chief Pharmacist	R/19	4531
Physician Assistant	R/17	4532
Physician Assistant	R/17	4533
Physician Assistant	R/17	4534
Physician Assistant	R/17	4535

PALMER CORRECTIONAL CENTER		
(Administration)		
Correctional Superintendent	R/20	4084
Asst. Correctional Supt.	R/18	1087
Clerk IV	R/9	4084
(Support)		
Probation Officer II	R/16	4084
Institutional Instructor	R/14	4150
(Security)		
Correctional Officer II	R/15	4081
Correctional Officer II	R/15	4078
Correctional Officer II	R/15	4079
Correctional Officer II	R/15	4072
Correctional Officer II	R/15	4111
Correctional Officer II	R/15	4112
Correctional Officer II	R/15	4113
Correctional Officer I	R/13	4074
Correctional Officer I	R/13	4075
Correctional Officer I	R/13	4076
Correctional Officer I	R/13	4077
Correctional Officer I	R/13	4078
Correctional Officer I	R/13	4079
Correctional Officer I	R/13	4114
Correctional Officer I	R/13	4115
Correctional Officer I	R/13	4116
Correctional Officer I	R/13	4117
Correctional Officer I	R/13	4118
Correctional Officer I	R/13	4119
Correctional Officer I	R/13	4120

RIDGEVIEW CORRECTIONAL CENTER		
(Administration)		
Asst. Correctional Supt.	R/18	4516
Clerk Typist III	R/8	4566
(Support)		
Maint. Mechanic MG II	R/52	PC
Cook MG VI	R/56	4511
(Security)		
Correctional Officer II	R/15	4499
Correctional Officer II	R/15	4143
Correctional Officer II	R/15	4144
Correctional Officer II	R/15	4445
Correctional Officer II	R/15	4446
Correctional Officer II	R/15	4447
Correctional Officer II	R/15	4448
Correctional Officer II	R/15	4449
Correctional Officer II	R/15	4450
Correctional Officer I	R/13	4500
Correctional Officer I	R/13	4501
Correctional Officer I	R/13	4502
Correctional Officer I	R/13	4503
Correctional Officer I	R/13	4504
Correctional Officer I	R/13	4505
Correctional Officer I	R/13	4506
Correctional Officer I	R/13	4507
Correctional Officer I	R/13	4508
Correctional Officer I	R/13	4509
Correctional Officer I	R/13	4510
Correctional Officer I	R/13	4511
Correctional Officer I	R/13	4512
Correctional Officer I	R/13	4513
Correctional Officer I	R/13	4514
Correctional Officer I	R/13	4515
Correctional Officer I	R/13	4516
Correctional Officer I	R/13	4517
Correctional Officer I	R/13	4518
Correctional Officer I	R/13	4519
Correctional Officer I	R/13	4520
Correctional Officer I	R/13	4521
Correctional Officer I	R/13	4522
Correctional Officer I	R/13	4523
Correctional Officer I	R/13	4524
Correctional Officer I	R/13	4525
Correctional Officer I	R/13	4526
Correctional Officer I	R/13	4527
Correctional Officer I	R/13	4528
Correctional Officer I	R/13	4529
Correctional Officer I	R/13	4530
Correctional Officer I	R/13	4531
Correctional Officer I	R/13	4532
Correctional Officer I	R/13	4533
Correctional Officer I	R/13	4534
Correctional Officer I	R/13	4535
Correctional Officer I	R/13	4536
Correctional Officer I	R/13	4537
Correctional Officer I	R/13	4538
Correctional Officer I	R/13	4539
Correctional Officer I	R/13	4540
Correctional Officer I	R/13	4541
Correctional Officer I	R/13	4542
Correctional Officer I	R/13	4543
Correctional Officer I	R/13	4544
Correctional Officer I	R/13	4545
Correctional Officer I	R/13	4546
Correctional Officer I	R/13	4547
Correctional Officer I	R/1	

STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

DEPT. OF HEALTH AND SOCIAL SERVICES

DIVISION OF CORRECTIONS

POUCH H-03
JUNEAU, ALASKA 99811

March 19, 1979

The Honorable Don Bennett
Alaska State Senate
Pouch V
Juneau, Alaska 99811

Dear Senator Bennett:

In response to your request of March 15 to Deputy Director Charles Sothan of the Alaska Division of Corrections, we have compiled the following information:

- (1) There are now 166 Alaska prisoners housed in the Federal Bureau of Prisons.
- (2) Approximately 5% of these prisoners were very short time residents of Alaska prior to their arrest and conviction.

The attached list was manually extracted from the case files by examining each of the pre-sentence reports for our 166 F.B.P. placements. Not less than 3% of the offenders (four cases) were resident in Alaska less than thirty days prior to their offense. The other five cases found were less clearly described but all indicated a very limited residency prior to arrest.

If you have need of further classification or additional statistical information, please do not hesitate to contact me.

Sincerely,

Charles F. Campbell
Director

attachment

CFC:mb

1. Wallace Creer - In Alaska 60 days before committing crime.
2. Vern Wagner - Offense and arrival during the same year, no specific dates.
3. Harriet Pittman - committed crime 5 days after arrival in Anchorage.
4. Thomas Johnson - crime committed 3 days after arrival in Alaska.
5. Tony McCabe - approximately 1 month after arrival in state.
6. Allen Smith - came to Alaska sometime in 1977, committed crime in September, 1977.
7. James Sparks - offense within 2 weeks of arrival.
8. William Collins - crime committed within 1 month of arrival.
9. Lee Jones - Extradited.

Conclusion: Between 3 and 5 percent of our current MBP case file are definite "transients" (i.e. new arrivals) - There is no systematic source for this kind of data. Information was extracted manually by reading each pre-sentence report.

THE FOLLOWING PAGES WERE TREATED AS
A UNIT IN THE ORIGINAL FILE.

DRAFT

NOT FOR RELEASE OR PUBLICATION

Alaska Corrections Master Plan:
A Preliminary Draft Summary

Prepared for the

Alaska State Legislature
House of Representatives
Committee on Finance

Chairman: Representative Russ Meekins

by

Roger Endell
University of Alaska
Criminal Justice Center

July 11, 1979

INTRODUCTION

The following summary of the Alaska Correctional Master Plan has been prepared in order to facilitate a more easily digestible overview of the various sections of the plan prior to the final meeting of the joint Master Plan Advisory Committee.

Because the plan itself is not yet in final approved form, this summary only reflects the plan as it exists prior to finalization. Certain potential weaknesses may be inherent in any summary of a major planning document which attempts to provide a comprehensive blueprint for public policy action over the next twenty year period. At stake are costs, or savings, to Alaska taxpayers of tens of millions of dollars and goals and objectives for the humane and secure treatment of Alaskan offenders.

It is suggested that reviewers begin with reading the section titled "Criminal Justice Decision Making" before reading other sections of the summary.

Finally, the summary makes every attempt to provide to the reader the essence of the material in objective fashion for each section. It is possible that fine details and supportive arguments contained in the master source document are essential to full understanding of the summary sections.

TABLE OF CONTENTS

PHILOSOPHY, GOALS AND OBJECTIVES.	1
CORRECTIONS MANAGEMENT.	1
ADULT COMMUNITY CORRECTIONS SERVICES.	2
ADULT INSTITUTIONAL SERVICES -- INTRODUCTION.	4
SENTENCED INMATE PROFILE.	5
PRISONER CLASSIFICATION	7
INSTITUTIONAL PROGRAMS.	7
PRISON INDUSTRY	10
INSTITUTIONAL HEALTH SERVICES	14
FEMALE INMATES AND CO-CORRECTIONS	17
STAFFING ALASKA'S CORRECTIONAL INSTITUTIONS	17
EXISTING FACILITIES:	20
Third Avenue, Anchorage	20
Anchorage Annex	20
Eagle River	21
Juneau.	21
Fairbanks	21
Ketchikan	21
Palmer.	22
Rural Facilities.	22
FACILITY CAPACITY NEEDS UNDER VARIOUS POLICY OPTIONS.	26
FACILITY RECOMMENDATIONS.	26
1978 BOND ISSUE PACKAGE	27
JUVENILE CORRECTIONS.	29
RURAL CORRECTIONS	32
TECHNICAL SERVICES.	35
CRIMINAL JUSTICE DECISION MAKING.	38
PAROLE DECISION MAKING.	40

PHILOSOPHY, GOALS AND OBJECTIVES

The planners have presented a historical perspective of the evolution of the Alaska Division of Corrections. The D.O.C. philosophy and goals are stated with emphasis on cost effectiveness, diversion from incarceration, least possible custody and community interaction and involvement.

Based upon the mandate of the Alaska Constitution (article 1, section 12): "[P]enal administration shall be based upon the principle of reformation and upon the need for protecting the public," it is stressed that protection of the public can be accomplished through focusing on rehabilitation of convicted offenders as well as through an emphasis on institutional security. A reintegrative approach is recommended based on five "moderate" but basic principles which will "help to maximize the cost effectiveness of a corrections system through limiting use of correctional institutions" without detracting from the overall goal of protecting the public.

CORRECTIONS MANAGEMENT

This section emphasizes participatory management concepts in order to implement a management by objectives (MBO) strategy. Recommended are that the D.O.C. remain located in the DHSS, elimination of the current deputy director and the creation of four units under the director, each headed by an administrator: technical services, youth services, adult community services and adult institutional services (responsibilities and supervision of each defined).

The D O.C. should take over all jail contracts and eliminate Public Safety entirely from this activity; regionalize (three regions) superintendents (Anchorage, Juneau, Fairbanks) who manage all institutions including jail contracts; create prison industry coordinator, program coordinator, legal counsel (assistant attorney general), public information officer, citizens' advisory board for D.O.C. (five members), prison industries advisory board, citizens' advisory boards for three major regional areas.

The management structure should not be statutorily prescribed but authority should be given to the director of D.O.C. to organize and reorganize as necessary. Restructuring as recommended in the management scheme can form the basis for translating philosophy into action.

ADULT COMMUNITY CORRECTIONS SERVICES

The D.O.C. should reorganize current field services (probation/parole) units to include probation and parole supervision, restitution and community services monitoring, presentence assessments and investigation, pretrial release assessments and supervision, and pre-release programs and facilities based on regionalization (three regions: Anchorage, Fairbanks, Juneau).

Included is an analysis of probation and parole personnel clients and practices. Within the discussion of pretrial assessment and supervision is the critical statement that "the overall statewide impact of speedier pretrial release is potentially quite significant." The report goes on to state:

Because construction and operation of facilities to house pretrial detainees is so much more expensive than the salaries of community corrections staff who would operate the pretrial release screening services to reduce the needed capacity of these facilities, the implementation of such a program in Anchorage, Fairbanks, Juneau and Ketchikan certainly seems justifiable. Further legislation prescribing a uniform policy and procedure will be necessary to initiate such a program. Particularly needed is a uniform method of screening and investigating persons waiting trial as to their suitability for pretrial release, and provision for the supervision of any persons granted pretrial release who are deemed to require it. Beyond authorizing community corrections staff to undertake this added responsibility, adequate funds to obtain needed staff must also be appropriated.

There must be transitional programs provided as pre-release mechanisms available to about-to-be-released and released offenders through community residential centers. Approximately 18 percent (100 persons) of the present inmate population were found to be eligible for pre-release program status, i.e.: an obvious impact on critical institutional space, particularly in Anchorage (45) and Fairbanks (24).

Development of programs which would enable the courts to sentence offenders directly to community residential centers should also be carefully considered. Halfway Houses could be used as an alternative to total incarceration for those who would otherwise be imprisoned but should not be used for persons who are now successfully placed on probation. It is suggested that the D.O.C.'s community corrections staff focus its efforts on developing pre-release, transitional programs for inmates.

Central Office Community Services staff must be increased in order to design, implement and administer these programs (two people).

From 15 to 24 additional probation line staff may be required but may be added on a prioritized sequential basis as programs develop.

Consider converting the Annex to use as a pre-release facility and housing for Anchorage adult community services staff in that facility.

"Community corrections centers" which would include in one complex the various facilities required for all correctional purposes -- probation and parole staff offices, secure confinement of offenders and even halfway house sectors -- provides a promising proposal for smaller communities and may be particularly cost effective where new institutional construction seems indicated (e.g., Ketchikan, Bethel and Barrow). The planners state:

The reductions in the incarcerated population (and thus the capacity required to be provided in facilities) to be attained through even partial or gradual implementation of expanded community service programs are substantial enough to justify addition of needed staff and funds for providing and contracting for services. The long-term cost benefits of maximal use of alternatives to incarceration, particularly in Alaska where new construction can potentially be minimized or avoided, are undeniable (emphasis added).

ADULT INSTITUTIONAL SERVICES -- INTRODUCTION

It is anticipated and recommended that the state will not continue the practice of placing sentenced inmates with long sentences in Federal Bureau of Prisons facilities. Alaska faces the prospect of replacing or renovating most of its major state correctional facilities in order to house inmates in accordance with national and state program and facility standards.

SENTENCED INMATE PROFILE

Of the 547 total sentenced offenders incarcerated in Alaska's state operated facilities (including 134 state offenders incarcerated in federal institutions) on August 9, 1978: 94 percent were male; one-half of the inmates were Caucasian; 70 percent were under age 30; 62 percent had never been married; 53 percent had obtained a high school diploma or equivalent; 80 percent had no vocational training; only 25 percent had been employed full-time at intake; 25 percent were not considered to have been in the labor force; 43 percent were considered unemployed; 31 percent were reported to have a drug abuse problem; alcohol abuse was a problem for 53 percent and especially among older inmates and among both Eskimos and Indians (82 percent). There is a high correlation between unemployment and being sentenced to a term of incarceration and between alcohol and drug abuse and unemployment.

Nearly 85 percent of the inmates had been arrested at least once prior to being arrested for the current offense. About one-third of all inmates had no prior misdemeanor convictions, and nearly one-half had no prior felony convictions. Sixty percent of female inmates had never been incarcerated prior to their current offense. The single most serious current offense of the largest proportion (54 percent) of sentenced inmates could be classed as assaultive felony. Non-assaultive felony offenses were characterized by 37 percent of the inmates.

In general, it is apparent that females are incarcerated for relatively less serious offenses than are males. The presence of

either an alcohol or drug abuse problem does not appear to be associated with the likelihood of committing an assaultive felony.

Despite the generally low level of educational achievement, the lack of vocational training and the high levels of intake unemployment and alcohol abuse among Alaskan inmates, few were reported to be participating in any self-improvement programs during their current incarceration. Fully 28 percent of the total state inmate population did not have a current work assignment and were not participating in any program. This represents nearly one-third of the total Alaskan sentenced inmate population who apparently had no productive way to use their time while incarcerated.

The majority of Alaska inmates (60 percent) are either low or very low assaultive risks while about the same proportion (62 percent) are low property risks. Among female inmates an even larger proportion (73 percent) are low or very low assaultive risks while a slightly smaller proportion (58 percent) are low property risks. Fully one-third of Alaska inmates have a 64 percent or better chance for success on parole. An even larger proportion of female inmates (43 percent) have at least a 64 percent chance of success.

Utilizing an approach to custody classification of sentenced inmates developed by Moyer Associates as applied to the 547 inmates surveyed, it was found that 181 persons would be housed in maximum security, 175 persons in medium security, 93 in minimum security and 98 in work release statewide with obvious implication for types of facilities and programs.

Ten correctional service areas are defined and the offender group profile originating from each service area is described with obvious resulting implications for facility and program needs.

PRISONER CLASSIFICATION

In Alaska the development of an effective classification policy and procedure is impeded by a preoccupation with custody; the needs of individual prisoners have low priority and, in any event, programs intended to meet potential needs are rudimentary. Substantial improvements in policy and procedure can be made.

Eleven recommendations are made for improving the Division's classification policies and procedures, many of these to be implemented through relatively simple changes in current practices and increased authority given to the chief classification officer.

INSTITUTIONAL PROGRAMS

Characteristically, prison programs exist more on paper than in reality. They are usually badly underfunded and equipment and space are often inadequate. The desirability of prison rehabilitation programs is obviously agreed to by the State of Alaska. The state constitution provides for them and they are reflected in the Alaska Administrative Code and the regulations of the Division of Corrections. They are also substantially supported by the citizens of Alaska.

The institutional programs of the Division of Corrections are seriously deficient, the budget is inadequate and most of the

the offender
described with
as.

limited in their capabilities, actual or standards, manuals and the Alaska Adminis- as each institution are analyzed with regard program services, i.e.: education, vocational , substance abuse, recreation, libraries, work and programs.

The realization of the full potential for the development of programs in Alaskan institutions must await new construction (because of presently inadequate facilities). Certain steps can be taken by the Division in the near future that will bring about some measure of improvement. Among them: 1) the central office of D.O.C. should be allocated funds for development and staffing of the position of chief of programs to furnish leadership and direction for program development within the institutional system; 2) each institution should be authorized a program director; 3) sufficient funds should be requested and budgeted each year to support program development and operation including personnel, equipment and contractual program arrangements, on the basis of annual plans prepared by the chief of programs in consultation with the institutional program directors; 4) a process evaluation at least every three years of institutional programs by an outside agency, public or private; 5) the emphasis in program development should be in the direction of community, i.e., education and work release, furloughs, halfway houses; 6) consideration should be given to legislation which would assign to the public school

facilities are severly limited in their capabilities, actual or potential.

Various reports, standards, manuals and the Alaska Administrative Code as well as each institution are analyzed with regard to the provision of program services, i.e.: education, vocational training, counseling, substance abuse, recreation, libraries, work and pre-release programs.

The realization of the full potential for the development of programs in Alaskan institutions must await new construction (because of presently inadequate facilities). Certain steps can be taken by the Division in the near future that will bring about some measure of improvement. Among them: 1) the central office of D.O.C. should be allocated funds for development and staffing of the position of chief of programs to furnish leadership and direction for program development within the institutional system; 2) each institution should be authorized a program director; 3) sufficient funds should be requested and budgeted each year to support program development and operation including personnel, equipment and contractual program arrangements, on the basis of annual plans prepared by the chief of programs in consultation with the institutional program directors; 4) a process evaluation at least every three years of institutional programs by an outside agency, public or private; 5) the emphasis in program development should be in the direction of community, i.e., education and work release, furloughs, halfway houses; 6) consideration should be given to legislation which would assign to the public school

system the responsibility for providing educational instruction through the 12th grade within correctional institutions (contracting with local colleges and universities should be retained and, where possible, expanded); 7) budgetary provision should be made for the early development of fully equipped and adequately staffed vocational training programs at Eagle River and Palmer; 8) the counseling program is in immediate need of revamping and counseling positions should be established at Nome and Ketchikan; 9) there should be a concerted effort to provide alcoholism treatment to all inmates requiring such care, services should be provided to inmates by the State Office of Alcoholism and Drug Abuse (with additional funds allocated to this office for this specific purpose); 10) the chief of programs should address recreation needs at all institutions; 11) improve existing library services through contracting with local public libraries or the state library; 12) major improvement is required in effective implementation of pre-release programming including furloughs for educational and vocational training purposes, work release and halfway houses; 13) when new institutions are constructed the existing institutions that are unable to develop organized work programs due to unalterable physical plant limitations or an inmate population that is too small should not be used for very long-term prisoners, and a newly enacted federal law (Revenue Act of 1978, Targeted Jobs Tax Credit provision which modifies the Tax Reduction and Simplification Act of 1977) which provides that liberal dollar credits

may be granted employers who hire persons in seven specified categories, including ex-offenders, should be fully advertised and utilized.

Only with the appropriation of adequate funds to provide for inmate treatment and re'habilitation programs will the Division be able to fulfill the mandate of the state constitution which asserts that reformation of offenders should be a primary aim of the corrections system.

Not addressed by the plan are the Rust and the Abraham Alaska Supreme Court decisions which mandate treatment for arrested persons with alcohol or other treatment problems.

PRISON INDUSTRY

The analysis indicates that prison industries would be appropriate in Alaska and it is recommended that such operations be introduced to a number of facilities by the Division of Corrections. Long term centralized facilities seem to be most appropriate as settings for medium or large scale industrial shops while short term rural facilities are appropriate as settings from which to operate community service and/or public works projects.

Recommendations linking specific product/service lines with the most appropriate institutional sites for prison industry operations in Alaska are as follows:

	Eagle River	Fairbanks	Juneau	Palmer	New Centralized Facility
1. Highway signs				X	X
2. Office furniture					X
3. Decals/ stickers	X				X
4. Laundry			X		
5. Tire recapping				X	
6. Keypunch			X		
7. Janitorial supplies					X
8. Furniture refinishing					X
9. Agriculture				X	
10. Dairy				X	
11. Small engine repair	X	X	X	X	
12. Handicrafts	X	X	X	X	X

Before an industrial operation can be implemented in Alaska's prisons enabling legislation should be passed by the state legislature to give the D.O.C. authority to market prison industry products and services. Enabling statutes should address the following issues:

1. establishment of a "Prison Industry Advisory Board" whose members should be appointed by the Governor;

2. establishment of a "Prison Industry Revolving Fund";
3. authority to sell prison industry goods on the open market;
4. authority to lease prison facilities and grounds to private businesses which would employ prisoner workers;
5. exemption of prison industry workers from the \$3.00 per day ceiling on wages established in law by AS 33.30.225.

Short range (startup) and long range staffing recommendations offered are:

Staffing -- <u>Short Range</u>	<u>Long Range</u>
Industry Director	Salesperson
Cost Accountant	Industrial Engineer
Shop Supervisor	Planner/Analyst
	Assistant Accountant
	Industry Manager

The planners recommend that wage plans be styled so as to be incentive for maximum production. Five goals are recommended for adoption: 1) financial self-sufficiency for the total industrial operation; 2) enhanced employability for prison workers; 3) autonomy of operation for industry management within the legitimate constraints of a total institution; 4) protection of the human rights of prisoner workers, i.e., prison industry employment should not be used for punishment, compensation should be at a level sufficient to encourage and sustain high levels of productivity and serve as a motivating force, employment should be voluntary, the work environment should meet prevailing safety and health standards; and, 5) expansion of productive work opportunities within the institution, i.e., meaningful work, no featherbedding.

An initial market and profitability analysis has been included on each of the recommended products/services and their potential institutional location. Jails and correctional facilities in such places as Barrow, Bethel, Kotzebue and Nome, while not appropriate as hosts for prison industry projects, should offer an institutional work orientation reflecting the Native Alaskan lifestyle of the area in which the facility is located. Natives should become involved in the design of work programs in rural facilities. The IKAJURTRUVIK program at the Baffin Correctional Center in Canada's Northwest Territories is cited as an example to follow in rural Alaska, stressing in three phases, cross-cultural adaptation, alcohol management and counseling and pre-release community interaction.

The Division of Corrections could make a substantial contribution to the development of Alaska's agricultural potential by providing labor to that industry during the summer months. Representative of the D.O.C., Department of Agriculture, Rural Development Council and Native Alaska corporations should meet to discuss what role the D.O.C. could play in Alaska's agricultural development.

Properly supervised public work crews can provide a number of benefits to the institution, the offender and the public.

Among the benefits are:

1. offender public work crews offer a cost effective way of providing services to a community which otherwise might be constrained or neglected due to state and/or local budget constraints;
2. offenders are given the opportunity to provide general restitution to the community;

3. positive relations can be developed between the correctional facility and other state and local government agencies;
4. good relations can be fostered between the correctional institution and the surrounding community.

Specific issues to consider in drafting legislation are detailed as are issues in general management and organization and prisoner worker pay plans. It is strongly recommended that the legislature is not the appropriate place to fix prisoner wages. However, the specific purposes for which prisoners' wages can be disbursed should be spelled out in prison industry legislation, including:

1. support of the prisoners' dependents;
2. reimbursement to the state for an award made for violent crimes compensation;
3. payment of a court award;
4. reimbursement to the state for room and board, but the amount should not exceed the average daily cost of incarceration;
5. purchase of clothing and commissary items;
6. enforced savings to assure that funds will be available upon release.

INSTITUTIONAL HEALTH SERVICES

This section describes the health care now being provided in each of the Division's institutions. Following that are a series of recommendations concerning staffing needs, written policies, service delivery systems, space needs and information needs for health care with particular attention to the guidelines of the American Correctional Association and the American Medical Association.

Since the Commissioner of Health and Social Services has had reporting to that office the director of Corrections, the director of Mental Health, the director of Public Health and the director of Social Services, all of which are under the Commissioner's management, a significant sharing of professional talent could be realized. The State Office of Alcoholism and Drug Abuse could provide needed assistance in developing drug and alcohol programs. It is recommended that the resources for the delivery of services flow through the Division of Corrections.

In terms of personnel needs, it is recommended that a full time health professional (physician or public health administrator) be identified as the manager of the health delivery system within the central staff (technical services unit) of the Division of Corrections. In addition to general health services, it is recommended that this individual (already hired by D.O.C.) also manage the mental health intervention and the drug and alcohol programs. The remainder of needed physicians should be placed under contract for coverage of each facility. A full time registered nurse should be assigned to each facility. A system-wide dietician or nutritional specialist should be available under contract.

The Anchorage area medical resources are singled out for attention including the potential resources of the School of Nursing at the University of Alaska. "It is evident that the medical community in Anchorage needs to be convinced that their professional interests would be well served by responding to the needs of the correctional client."

Especially noteworthy and of current interest is a reference to a 1975 study of the impact of alcoholism in Alaska which points out that the cost of alcohol related crime to Alaska's criminal justice system during that year was \$15.2 million. The study points out that "funds spent on effective treatment and rehabilitation for alcohol offenders would ultimately save the criminal justice system money" by "contributing to the prevention of future offenses that would not occur without the excessive consumption of alcohol."

Funds for alcohol and drug treatment should be provided so that the medical manager can contract with available drug and alcohol intervention services to provide treatment for offenders.

This treatment should not be limited to only incarcerated offenders, but should involve community corrections clients (probationers, parolees, work releases) as well.

The study urges greater cooperation between courts, alcohol treatment and rehabilitation agencies and corrections in order to develop systematic sanctions that would enable early identification of individual problems and designation of available treatment resources. It is essential that all inmates entering the system be evaluated, not only from a medical standpoint but also from a psychological standpoint.

Personnel needs, written policy/procedures, service delivery and space needs are addressed. Significantly, the Alaska Supreme Court decisions in the Rust and the Abraham cases which mandate/empower the Commissioner to provide treatment services are not mentioned by the master plan consultants.

FEMALE INMATES AND CO-CORRECTIONS

[Unfortunately, this appears to be one of the weakest sections of the correctional master plan. It is suggested that the evaluation of women offender needs in Alaska now being completed by criminologist/consultant Esther Heffernan be included here as soon as it is available.]

In general the master plan consultants conclude that although coeducational corrections facilities may experience unique problems, their advantages in Alaska would outweigh any potential difficulties, particularly if facilities are designed, staffed and programmed with co-corrections in mind.

In the short run, temporary modular housing for women inmates (sentenced and unsentenced) on the grounds of Eagle River offers the best solution to the problem posed by an imminent need to vacate Ridgeview. The most optimal long term housing of female inmates could be accomplished through designing both the new pretrial detention facility and the proposed new sentenced inmate institution to accommodate unsentenced and sentenced women, respectively.

STAFFING ALASKA'S CORRECTIONAL INSTITUTIONS

In general, the number of security and program staff required to operate a given correctional institution is determined by the number of inmates to be housed there, the custody level(s) to be provided them, the programs to be offered and the physical design of the facility. In Alaska, security staff-to-inmate ratios vary

across the nine major facilities from a low of 1:5 at Fairbanks and Juneau to a high of 1:2 at Eagle River, Ridgeview and Ketchikan. The table below summarizes the number of correctional officer positions authorized for each institution on August 1, 1978, the total number of inmates confined as of October 30, 1978 and the resultant staff-inmate ratios (rounded to the nearest one inmate):

Institution	Correctional Officers Authorized	Inmate Population 10/30/78	Security Staff: Inmate Ratio 10/30/78	Inmate* Population 3/28/79	Security Staff:* Inmate Ratio 3/28/79	
	<u>Total</u>	<u>Ave./ Shift</u>				
Juneau	25	5	115	1:5	111	1:4
Fairbanks	33	6	160	1:5	105	1:3
Anchorage	17	3	69	1:4	79	1:5
Anchorage Annex	31	6	94	1:3	88	1:3
Nome	10	2	25	1:2	21	1:2
Palmer	17	3	36	1:2	50	1:3
Eagle River	39	8	81	1:2	85	1:2
Ridgeview	15	3	27	1:2	22	1:2
Ketchikan	15	3	26	1:2	28	1:2
			<u>633</u>		<u>589</u>	

*In order to assess fluctuations in security staff -- inmate ratios, a second date not included by master plan consultants, are used here to demonstrate impact on final staff through changes in inmate housing or transfer policies. Source: Institutional weekly count sheets, D.O.C.

The average number of correctional officers on duty during each of the three shifts (second column) is perhaps even more informative than the general ratios. It must also be kept in mind that the actual staffing pattern varies with more officers on duty during the day and in the evening than on the night shift and that at least one officer is normally confined to a secure control center..

Each facility, no matter how small, should have one full time staff member who is given the responsibility of being program director for that institution. It is essential that classification decisions, contractual and in-house program offerings, and work programs all be coordinated and administered by one individual in each facility. Full time program staff should continue to be supplemented with community agency and/or volunteer part time personnel who provide program opportunities for inmates. Contractual arrangements with other agencies and programs already providing such services should also be continued and expanded.

A systematic method for determining reasonably accurate numbers of security staff required to operate each institution safely and effectively is included. Such a priority rating system, which rates positions according to how essential they are to institutional operations, can allow more rational budget preparation. Providing institutional management with the opportunity to project optimal staffing needs (rather than simply the minimal necessary to operate a facility) can encourage planning for future flexibility.

EXISTING FACILITIES

All corrections facilities presently utilized by the Alaska Division of Corrections have been assessed in order to establish the extent to which these facilities are adequate to serve both present and projected need under a variety of policy options. As a result, it is possible to estimate the level of capital resource requirement which is generated under the various policy options. A multitude of national standards have been utilized to evaluate these existing facilities as well as the recent Alaska court decision (Moseley v. Beirne). In summary form the following conclusions are drawn:

Third Avenue, Anchorage: This facility is totally inadequate in its present utilization for the housing of sentenced inmates. The functional obsolescence of this building would not be significantly alleviated by redefining its conditions of use. It is recommended that this facility not be considered for major renovation or improvement for long term utilization although the property upon which this building is located might be viewed favorably for the construction of a pre-release or work release center.

Anchorage Annex: Although this facility was built as recently as 1956 the Annex fails to comply with recognized requirements for correctional facilities today. Various short range improvements should be made to provide a more satisfactory accommodation of inmates under the present conditions, but this facility should not be viewed as providing acceptable secure bedspace for the

long term future. It is recommended that this facility be considered for future use as a pre-release center (a potential pre-release clientele in the Anchorage area of between 70 and 113 individuals has been identified). Current expenditures made possible by the November 1978 bond package would have long term validity under this option and additional funds for more extensive improvements to this facility would not be required.

Eagle River: This facility is wholly in compliance with virtually all current standards for correctional facilities -- it is viewed as exemplary. A limited amount of construction is necessary in order to accommodate a work program.

Juneau: Spaces provided for the various support functions are basically adequate. Dormitory housing is, however, inadequate for the proper surveillance of medium or maximum security inmates. An option suggested is to upgrade the housing portions of the physical plant so that they can accommodate the number of inmates at various security levels which the rest of the facility components are designed to provide for, i.e., construction of new single room residency and dayroom spaces as well as the construction of program space is less expensive than it is to establish equivalent bedspace at other locations where the support component must also be constructed.

Fairbanks: Improved housing, consistent with current standards is recommended. The same mixture of components is found at Fairbanks as in Juneau and the same observations are suggested.

Ketchikan: This facility is totally unsuitable for its present use in the housing of sentenced or unsentenced inmates.

Further, its age and the general inadequacy of total space availability preclude any recommendation for its renovation, expansion, or recycling.

Palmer: The facility is an excellent candidate for a potential expansion by the D.O.C. of its inmate programs and industries. The Division should consider increasing Palmer's capacity and range of programs through construction of additional housing and work facilities.

Rural Facilities: Bush facilities are uniformly inadequate for the safe, secure and humane housing of accused or sentenced individuals. In no instance were any of the existing facilities found to be suitable for correctional functions.

FACTORS AFFECTING CORRECTIONS POPULATIONS

The size and characteristics of offender populations in a corrections system should determine the policies and practices of that system. The average number of inmates in a prison (or on probation or parole) is directly related to the number of offenders admitted and their average length of stay in the facility or program. In Alaska, the average monthly inmate population has grown from 440 in 1972 to approximately 720 at the end of 1978; this represents a nearly 65 percent increase in the size of the inmate population. The increase in inmate population is apparently attributable to an interaction between increased admissions and increased length of stay for at least a proportion of these admissions. The probation/parole average monthly caseload has grown approximately 36 percent in the same time period.

The number of admissions to a corrections facility or program is dependent upon the crime rate, the arrest rate, the conviction rate and sentencing statutes and practices.

The average length of stay of convicted offenders in corrections programs or facilities is a direct result of sentencing statutes and practices, paroling statutes and practices, and "good-time" statutes and practices.

It is apparent that corrections population levels are the end result of a complex series of decisions, most of which fall outside the jurisdiction of corrections systems. Reasons advanced for the spiraling increases in prison populations reflect the impact of external forces. Prominent among these are rising crime rates and unemployment levels, improved law enforcement, more efficient court processing, tougher attitudes toward offenders, and the age group composition of the (general) population. Some factors to consider:

1. the rise in crime rates may in fact be abating;
2. in Alaska, the violent crime rate showed a decline from 1975 to 1976;
3. crime rates have historically had little or no correlation with incarceration rates;
4. future unemployment levels cannot be accurately predicted so they cannot be reliably utilized as indicators for prison population projection;
5. a changing attitude toward offenders can affect both statutory and discretionary aspects of criminal justice decision making (the Revised Criminal Code recently enacted in Alaska is likely to increase the average daily inmate population by nearly 50 percent);
6. in the realm of corrections population levels, small changes in any of a number of (these and other) factors can have a resounding impact.

Because substantial increases in Alaska's prison population are placing increasing pressure on many of the state's older and more deteriorated facilities, it may well be that a decrease in the inmate population is both necessary and desirable so as to minimize the need for new construction.

It is possible to pinpoint the factors which can reasonably be manipulated. A decrease in prison admissions can be accomplished through decriminalization of selected victimless or minor offenses, increased use of diversion options prior to sentencing, more efficient presentence release programs and increased use of non-incarcerating sentences.

A decrease in the average length of stay of prison inmates can be achieved through a reduction in the maximum sentences imposed for crimes and an increase in the release rate (parole rate, good-time rate, pre-release programs).

A lengthy discussion of inmate population projections is offered in the plan. Two national studies are cited which indicate that Alaska holds one of the top prison population ratios (incarcerations per 100,000 population) in the nation, ranking fifth in one study and seventh in the other (among all 50 states). It is concluded that Alaska's prison population ratio will undoubtedly continue to move towards the national average over the next several decades. Since the Alaska ratio is currently very high it is most likely to fall moderately rapidly towards the national average (77:100,000). Any long term projections for Alaska's population should reflect a gradually declining prison population

ratio rather than a rising ratio due to "normalizing" of the age and sex distribution of Alaskan population. The planners conclude:

It is our firm conclusion that Alaska's prison population ratio is likely to decline consistently from a high of about 150 in 1980 towards a rate in the year 2,000 which should begin to approximate that of the total U. S. A conservative estimate of this trend leads us to expect a ratio of 150 in 1980 dropping slowly to a ratio of 130 in the year 2,000.

However, due to monthly and even daily fluctuations in corrections populations (as much as 20% of the average figure on given occasions) considerable attention could be given to either providing temporary additional holding capacity or to management programs which seek to damp out the daily and monthly variations instead of attempting to provide the maximum number of cells for the highest possible number of prisoners.

The impact of three major policy changes, i.e., the Revised Criminal Code, increased use of pre-release programming for selected inmates, and more efficient use of pretrial release and recognition, was evaluated in arriving at year 2,000 inmate population projections (including all female inmates, a presumption that all Alaska prisoners will be housed in-state and only those who would require minimum, medium or maximum security housing in state operated facilities -- both sentenced and unsentenced).

The planners conclude:

If the alternative diversion programs were to be fully and immediately implemented, the current population of about 740 would be substantially reduced. With more efficient ROR, the total inmate population could be as low as 500; with only pre-release programs being implemented, the secure housed population could decrease to about 600. If both programs were implemented, the secure housed inmate population could be as low as 360 (including females and those federally housed (emphasis in original)).

FACILITY CAPACITY NEEDS UNDER VARIOUS POLICY OPTIONS

The impact of three major policy changes, the new Criminal Code, release on recognizance (ROR), and maximal use of pre-release programs, is translated from statewide average daily population (ADP) estimates into regional estimates of inmate population to be expected by the year 2,000.

Eleven tables are presented indicating estimated average daily populations for the year 2,000 for each of the ten service areas under the three policy changes. Service areas are: Ketchikan, Juneau, Anchorage, Kenai, Kodiak, Bethel, Nome, Fairbanks, Kotzebue and Barrow.

FACILITY RECOMMENDATIONS

In view of the condition of Alaska's existing corrections facilities and the projected capacity needs for the year 2,000 under a range of possible policies, some general proposals for facility replacement or renovation and accompanying new construction are recommended. The existing facilities have been classified into three categories: those which must be replaced and can serve no alternative correctional functions, those which require major renovation to meet standards and fulfill their proposed functions, and those which can be recycled with relatively minor physical modifications.

The facilities which must be replaced are: Ketchikan, Ridgeview, Anchorage Third Avenue and Nome.

The two facilities which require major renovation are Juneau and Fairbanks.

Those facilities requiring only minor additions or renovations are: Anchorage Annex, Eagle River and Palmer (the latter two for industries programs).

Facilities now in use in rural areas are generally inadequate, particularly if regional housing of some sentenced inmates is to be implemented. This implies a need for new facilities, potentially in all five of the remaining service areas defined and not now served by state facilities (i.e., Bethel, Kodiak, Kotzebue, Barrow and Kenai). At a minimum, a replacement facility is needed in Bethel.

The construction of two major new facilities and at least two smaller ones is proposed: a new pretrial facility in Anchorage, a new sentenced inmate facility in Anchorage and new regional facilities in Ketchikan and Bethel. Only the sentenced inmate facility has not been funded at all (emphasis added).

1978 BOND ISSUE PACKAGE

Under the bond issue package approved in November 1978 by the state's voters, correctional funding was allocated as follows (includes master planners comments):

<u>PROJECT</u>	<u>LOCATION</u>	<u>AMOUNT</u>	<u>PLANNERS' COMMENTS</u>
Construct and equip pre-trial jail facility	Anchorage	\$12,367,000	Concur, full, required
Construct and equip a regional jail facility	Ketchikan	1,992,700	Concur, fully required
Construct youth facility	Fairbanks	2,400,000	Plan specifically recommends a direction which would not require this facility

<u>PROJECT</u>	<u>LOCATION</u>	<u>AMOUNT</u>	<u>PLANNERS' COMMENTS</u>
Renovate 6th Avenue Jail Annex facility	Anchorage	\$ 1,421,800	Concur, but would not substantially renovate for continued jail use
Construct youth residence center	None	792,000	Cannot be supported by the analysis of youth services needs contained in the plan
Construct McLaughlin youth facility gymnasium	Anchorage	1,300,000	Concur, well-justified
Construct state jail recreation and program facilities	Juneau	1,300,000	Concur, however, housing and program "spare-trade" should receive simultaneous coordination
Construct classroom and learning lab	Juneau	200,000	Concur, well founded, coordinate with above
Construct correctional facility	Bethel	3,129,000	Concur, clearly warranted
TOTAL (of correctional projects authorized)		<u>\$24,902,500</u>	

In addition, the planners print out that \$1.5 million had previously been allocated for a juvenile/women's facility in Juneau. (Note: the Legislature has also allocated two million dollars for correctional use to house women offenders in anticipation of the closing of the Ridgeview Center in Anchorage.)

Capital cost forecasts are provided in a series of tables which indicate budget requirements under various policy options. The forecasts are offered primarily for the significance which they have in considering these policy options. It is apparent that implementing ROR and pre-release programming can substantially reduce the need for new construction, thereby saving the state of Alaska tens of millions of dollars.

Considering the relatively low cost of staffing and operating such programs, the benefits in terms of capital cost savings alone far outweigh the program costs. The policy choice remains with the State of Alaska, but the capital cost consequence of each course of action seem clear.

The capital costs of accommodating all Alaska inmates in standards-complaint facilities range from \$24,854,000, if maximum ROR and pre-release options were immediately implemented and the current population dropped from the current 740 inmates to an estimated 533, to a maximum projected capital improvements cost of \$130,224,200 in the year 2,000 under the Revised Criminal Code and no ROR or pre-release programs.

JUVENILE CORRECTIONS

Alaska, unlike the majority of states, has taken a strong leadership role in developing statutes and Rules of Procedure which emphasize the objectives of reforming the child and protecting society and require that these objectives be equally weighted. The Rules further require that the medium used to achieve these objectives be that of "providing care equivalent to that which should have been provided by the child's parents." The statute clearly distinguishes between the remedies the state may impose for children in need of aid and for delinquent children. The former has been made the responsibility of the Division of Social Services and the latter the responsibility of the Division of Corrections, both administered by the Department of Health and Social Services.

The present juvenile system is described and problems of divergent practices and procedures are analyzed including arrest, intake, detention and residential services (both private and public), in and out of state.

The following listing of issues and policy recommendations have been presented:

- ° The Alaska Department of Health and Social Services should actualize the purpose clause of the Children's Code and Rules as guiding principles for developing juvenile justice services in the state.

At the moment, institutions are the major medium of service for children who are removed from their family's custody. Foster care is used sparingly, group foster care is not used at all, and basic care group home services are used infrequently.

- ° Juvenile correctional services should remain within the Division of Corrections but should be located in a separate bureau.

- ° The functions of initial receiving and screening of delinquency referrals should be unified within juvenile correction. This service should operate on a twenty-four hour basis. The services provided by this function should be screening for detention and petition and crisis intervention.

- ° The Alaska Department of Law should be the petitioner in all children's matters.

- ° Intake screening and receiving should be solely responsible for the initial detention decision.

- ° The use of contract services as a means of providing services to children in their homes and communities should be greatly expanded.

Shipping children long distances within the state to receive service or, in many instances, transporting them to other states should come to a halt. In the envisioned reorganization of

services, the Bureau's major division would be a community intake, probation and contract services division.

- ° An adolescent residential treatment facility with a capacity of 15 beds should be developed either at API or at McLaughlin. If developed at McLaughlin, it should utilize existing capacity rather than increase the capacity of that facility.

- ° A small group residential facility with a capacity of 20 beds should be developed to serve the Fairbanks community. Preference should be given to contracting these services as that would enable more flexibility in specialization.

- ° Development of a child-based transactional information system should be taken immediately.

- ° Alternatives to detention -- the Alaska Division of Corrections should launch a major initiative immediately to develop alternatives to detention for children awaiting court dispositions.

Alaska is presently detaining at the rate of 15.6 per 1,000, not including that group of children who are detained less than 24 hours. If they were included, the rate would escalate to 44 per 1,000 (national rates are 9.8 per 1,000). "Alaska does seem to have a penchant for detention, no matter what standard you use for comparison," according to the planners. If the state does not pursue alternatives, the planners project that 120 secure detention beds will be needed by 1980. There are now 35 (MYC). A major building program will be required if alternatives to detention are not developed.

- ° The Alaska State Police and local law enforcement agencies should develop training in the use of discretion and diversion by police officers in handling juveniles.

- ° The Division of Corrections should immediately increase its efforts to develop alternative detention and correctional resources, especially in the Second Judicial District.

Staff requirements to perform DOC juvenile corrections functions by judicial districts are estimated for 1978, 1990 and the year 2,000. It is recommended that reorganization of juvenile service within the Division of Corrections and the staffing of community services functions be the first priority. Once that step is accomplished, alternative care should receive top priority, followed by alternative services for children in committed status.

Juneau and Fairbanks have both had bond issues passed approving the construction of juvenile detention facilities. Juneau clearly does not need a secure detention facility for children, neither should the Fairbanks community construct a secure juvenile detention facility. Fairbanks might develop as an alternative a generic facility with intensive programming not to exceed 20 beds in capacity and should not be a maximum security facility. (Elsewhere the planners have also recommended that no juvenile facility be built in Nome as permitted with passage of the 1978 bond issue.)

RURAL CORRECTIONS

This portion of the plan commences with two succinct statements: "the problems confronting corrections in rural Alaska are enormous," and "solutions in any instance must be unique in Alaska." Various geographic, climatic, cultural and economic problems are cited with a major focus on alcohol abuse. The

problems are more fully analyzed by examining standards, reports, studies and policies dating back more than a decade.

In Alaska, because of the significant differences between urban and rural life styles, regionalized service delivery to the extent it is economically feasible seems essential to a reintegrative or community based approach to corrections. There can be no easy or inexpensive solutions to the problems of corrections in rural Alaska. Compromises will be necessary and, at best, even the compromises will be expensive. The full range of correctional resources cannot be made available to all communities desiring them. Most communities are too small and their requirements for these resources are too limited to permit economical or efficient operations. Difficult decisions must be made requiring justification from the perspective of policy, needs and cost (both capital and operational).

A "partial regionalization" plan is promoted by the planners as the best compromise toward meeting inadequate facility needs. (However, the term is not well defined nor are there any priorities identified.) The planners feel that the need for formal diversionary alternatives and resources is substantially less in rural Alaska since "informal alternatives already exist and are relatively widely used."

Probation aides hired on a part time fee-for-services basis are recommended for increasing probation alternatives and supervision for rural clients while providing a meaningful mechanism for involving local communities in the corrections process.

Although alcohol plays an important role in rural crime, the planners recommend that the public drunk should not be the responsibility of the corrections system. The resources of the system should be reserved only for those charged or convicted of criminal offenses. The public drunk should be diverted to other agencies, both local and state. The legislature should authorize the State Office of Alcoholism and provide necessary appropriations to establish sleep-off centers in all communities where state operated correctional institutions or contract jails are now being used for persons detained under the 12 hour law. A plan similar to that of the North Slope Borough, but associating the use of the 12 hour law with a sleep-off center rather than jail confinement, should be adopted elsewhere. The Office of Alcoholism should be allowed full authority to design and operate alcoholism treatment programs, both in correctional institutions and in the community.

The Governor's order to set up advisory boards for state operated or contract correctional facilities in local areas should be promptly implemented. Local participation and community involvement should be achieved through the development of a highly cooperative relationship between the state and the communities. These measures would give local citizens opportunities for significant roles in the correctional process of their own communities and a means of providing input in the development of policies and programs in the state system as they affect offenders from rural areas.

Also recommended is that the legislature should clarify the authority of rural communities to enforce their own ordinances administratively with noncriminal sanctions, the courts should take action to enable the local communities to adopt the conciliation board concept, and corrections should develop standards for institutions and carry out a continuing program of inspection and enforcement.

TECHNICAL SERVICES

Although management style and structure are basic to the achievement of correctional goals, maintenance of adequate quality and quantity of staff at all levels of the organization is also essential. In order to attain this objective, corrections staff must receive adequate training for their positions and they must be encouraged through appropriate career ladders and salary incentives to maintain a professional involvement with the corrections field.

A current "staff profile" of the Division of Corrections is provided which includes various demographic characteristics, education and training levels, an analysis of staff morale and job satisfaction factors.

Staff training is discussed in some detail following the comment that correctional agencies have traditionally been granted low priority within state government budgets and "personnel training programs are all too often regarded as an unaffordable luxury, left unfunded or given only token funding. Alaska has in the past been no exception."

Various national standards as well as local task force, commission, plan and grand jury reports are analyzed for their focus on correctional training. The basic training issues outlined by the planners include: questions concerning the most appropriate type of training for each staff member, the context of training needed which varies with the level of education of the staff member, the amount of work experience in the corrections field, type of responsibilities of the job, location of the statewide training academy, residential vs. nonresidential approach to corrections staff training, and the balance between the use of in-house corrections training staff and tapping outside training resources.

A summary of recommendations would include: a move of the residential form of academy at Sitka to a nonresidential setting in Anchorage (Alaska Pacific University), a balancing of first year training hours to meet national correctional standards of 160 hours (down from DOC present 240 hour academy), a balancing of curriculum so that the emphasis on security does not obscure the need for other knowledge and services in working effectively with correctional clientele, participation of personnel from other sections of the criminal justice system in corrections training (Public Safety, Parole Board, Judiciary, Department of Law, Mental Health, Social Services, Office of Alcoholism and Drug Abuse), preparation of Division-wide annual training plans, formation of an Advisory Training Committee, on-the-job and in-service training programs, and legislative support for personnel and funds.

A long discussion is presented on a corrections career ladder which effectively destroys a militaristic component or functional unit concept which had previously been proposed by the Division of Corrections. The planners stress the necessity for career ladder structure which is available to all correctional employees. Lateral transfers among the three major service units of the Division, lateral entry at any level from outside the system, the use of paraprofessionals, and a reasonable degree of flexibility in substituting education for experience requirements (or vice-versa) are recommended.

Policy development and management support services are explored with particular attention focused on an effective computerized corrections information system. The policy development unit should include a unit head and a staff of two researcher-planners and at least one full time inspector (all correctional facilities -- contract and local jails -- statewide). Management services include fiscal and budget personnel and clerical support. The addition of an accountant to this unit is recommended.

The fiscal management staff of the Division should work closely with the researcher-planners of policy development to ensure that anticipated policy and work changes are accommodated in the budgeting process. Funding should be tied to evaluation performance so that cost effectiveness can be maximized.

Similarly, personnel management is closely related to staff development and training and should be closely coordinated.

Career ladder issues, in particular, affect personnel management within the Division. All of the administrative support services planned within the Technical Services unit (including health care) seem as being very closely related functions.

CRIMINAL JUSTICE DECISION MAKING

Although each is in a separate branch of government, the corrections system is really the instrument of the courts and effective use of a corrections system is therefore highly dependent on the quality of sentencing. Imprisonment is the most serious and most costly of the sentencing alternatives. Unfortunately, offenders have frequently been required to undergo both an inequitable sentencing process and an inconsistent parole process. In addition, the courts largely determine the size of the unsentenced prisoner population detained in Alaska's corrections facilities.

The planners explore various issues in pretrial release and recommend that there is a substantial need to explore more fully the potential for expanded use of summons in felony cases as an alternative to arrest and booking and that legislation should be undertaken to create a uniform pretrial release procedure for Alaska.

Sentencing issues are explored in detail citing several recent research studies, reports and Commission policy statements.

This section's primary focus is on the impact of the Revised Criminal Code. The Code directly affects the sentencing

process and therefore the corrections system. The primary aim of the Code is to increase equity in sentencing while also protecting the public from and punishing multiple offenders. In this regard, the Code is quite consistent with the philosophy of corrections outlined in the first chapter of this plan. The section provides a brief summary of the Code and discusses a method of estimating the impact of the Code on the size of the sentenced inmate population. This type of impact estimate must form the basis for future correctional facility planning for the State of Alaska.

For the corrections system, the consequences of the new Criminal Code would appear to be the substantial reduction in the use of parole and an increase in the average time served and, therefore, an increase in prisoner population. Conclusions are drawn that indicate:

1. the current average length of stay of sentenced felons (including murderers) is 36 months;
2. the minimum average length of stay of sentenced felons (a conservative estimate of impact) may rise to 62 months under the Revised Criminal Code.

The difference in average lengths of stay represent a 72 percent increase in the sentenced inmate average length of stay (ALS) attributable to the new Criminal Code.

The capacity requirements for correctional institutions thus could increase substantially over the next several years due to implementing the Revised Criminal Code. The cost implementation of this increased inmate population, both in capital

and operating expenditures, are significant. The unintended consequence of enacting the Revised Criminal Code may well be to inflate the sentenced inmate population of Alaska's correctional institutions to extraordinarily high levels (emphasis added). Unfortunately, the Code may not go far enough to eliminate sentencing disparity and may go too far in imposing lengthy sentences on recidivist felons.

Implementing any sentencing reform requires the highest level of cooperation between the judiciary, the legislature, law enforcement and the Division of Corrections. Corrections alone cannot hope to improve Alaska's sentencing or pretrial release practices; only with cooperation of the other decision makers involved can true and lasting improvements be achieved. In the relationship between corrections and the courts, corrections planning necessarily must become criminal justice system planning as well.

PAROLE DECISION MAKING

Parole policies and practices have as direct an effect on corrections as do court actions in pretrial release and sentencing decisions. Parole policies determine, within statutory and judicially determined limits, the length of time a sentenced inmate serves in prison, and the type of conditions that are imposed on his or her parole. Even if a sentencing guidelines model is adopted and the need for parole as a means of adjusting for sentencing disparities disappears, parole reintegration

services should not be discontinued. Pre-release programs operated by the Division of Corrections, such as work release and furloughs, will become even more critical if parole is abolished. However, it is not likely that parole decision making will be abolished in Alaska in the near future. It may also prove to be necessary to statutorily provide for some portion of the end of every sentence to incarceration to be served under community supervision (similar to the mandatory release law now in effect).

Given that the Parole Board will continue to function in Alaska for the foreseeable future, it is important that the Parole Board's policies and practices are consistent with the state's overall corrections philosophy and that the Board is provided with sufficient resources and authority to efficiently accomplish its responsibilities.

At present, the Board hears about 300 cases annually, although there may be a considerable variation in number by quarter, from about 60 to 100 or more. On the average, prisoners serve nearly half their terms before being released on parole, approximately two-thirds are eventually granted parole and at any one time there are about 200 offenders on parole.

The planners offer a lengthy discussion of current Alaska Parole Board practices in comparison to the American Correctional Association Accreditation Commission's "Manual of Standards for Adult Parole Authorities" and arrive at the following recommendations:

1. the Alaska Board of Parole be composed of three full time professional members with salaries equivalent to that of a superior court judge.

2. The staff of the Board should be reorganized and augmented.
3. Hearing procedures should be changed upon initiation of a full time Board.
4. A formal prisoner or parolee appeals process should be established.
5. The Board should adopt a parole guideline or matrix system, to be considered as a long term project and the guidelines, based on research, should be used as an aid to decision making and should not entirely replace the discretion of Board members.
6. The Board should prepare and keep up-to-date a manual of policy, rules and procedures, and an administrative manual subject to the provisions of the Alaska Administrative Procedures Act.
7. Legislation should be considered to allow the Board to give credit to parolees whose paroles have been revoked for "time on the street," i.e., under written policy criteria for allowing or disallowing credit for time served in the community.
8. The Board should be authorized by legislation to discharge parolees from parole status at any time after two years of successful community reintegration.
9. Consideration should be given to legislation, and/or changes in Board procedure, under which the Board would conduct initial hearings in the case of prisoners with maximum sentences of five years or less within four months of their commitment, for the purpose of setting a presumptive release date. Prisoners with maximum terms of more than five years would be heard within a month prior to the completion of their maximum terms.
10. A mechanism should be established within the Department of Health and Social Services to assure that the Board of Parole and the Division of Corrections function under a common correctional philosophy and policy.

THE PRECEDING PAGES WERE TREATED AS
A UNIT IN THE ORIGINAL FILE.