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POSITION PAPER

SENATE BILL NO. 860

"An Act creating a Department of Corrections; and providing for an effective date."

Senate Bill No. 860 would have the effect of removing criminal justice system functions from the Department of Health and Social Services by creating a Department of Corrections which would assume those same duties. All Division of Adult Corrections' responsibilities would be merged with the Youth Corrections component of the Division of Family and Youth Services, and the new Department would oversee functions of the Alaska Parole Board.

The FY '83 Governor's Budget would provide DH&SS \$51,246,600 and 844 full-time employees to complete those responsibilities which would be transferred to the proposed Department of Corrections. This represents 38.7% of all DH&SS employees (844 of 2180) and over 21% of DH&SS general fund operating requests. A comparison of operating budgets for all departments, as listed in the FY '83 Executive Operating Budget, indicates that the proposed Department of Corrections would have a larger budget than 7 of the 14 other departments; and a greater number of employees than 8 of the 14 other departments. If the Youth Corrections component were not to be included in this bill, the proposed department would have a larger budget than 4 of the 14 other departments; and a greater number of employees than 7 of the 14 departments.

Within the criminal justice system, the proposed Department, excluding Youth Corrections, exceeds the Judicial Branch and Department of Law, both in number of employees and in size of budget. Corrections is exceeded in size only by the Department of Public Safety. All criminal justice system agencies, including the Division of Adult Corrections, are budgeted together in the Administration of Justice category for appropriations. Corrections is in practice and responsibility a full partner in the criminal justice system. However, Public Safety and the court system organization are such that administrative heads are selected due to a refined knowledge in their specialized fields. The Director of the Division of Adult Corrections possesses that expertise; however, those in the DHSS Commissioner's Office must advocate for a broad range of human services, including corrections. For the benefit of the criminal justice system, the increasing complexity of corrections makes it important that top administrators be expert corrections practitioners; they should not have their attention segmented to the other human service needs.

Briefly, departmentalization of Corrections would (1) ensure that Corrections is in fact a full partner in the criminal justice system; (2) enable the needs and problems of Corrections to be routinely presented to the Governor; (3) enable the agency to actively and effectively support its budget request throughout the administrative and legislative process; (4) provide continual professional guidance based on sound correctional experience, training, and management expertise in correctional systems from top departmental administrators; and (5) streamline the organizational structure for more effective correctional management.

If the Division of Adult Corrections remains a part of the Department of Health and Social Services, many of the benefits just discussed could be addressed by the establishment of a new Deputy Commissioner for Corrections position. The Deputy Commissioner could direct attention to specific Corrections needs and serve to streamline procedures and coordinate departmental activities regarding criminal justice issues.

While, generally, Corrections and other divisions would be likely to benefit from the result of this bill, the effect of separation would not be entirely beneficial to components of Department of Health and Social Services. The dual constitutional mandate for protection of the public and rehabilitation of the offender makes it essential that a human service emphasis be included among the highest Corrections' goals and objectives. Since most of the State's social and human support services are available from agencies within the Department of Health and Social Services, there is some cause to continue Corrections as a component agency within this department. While needed Department of Corrections' services could be secured from Department of Health and Social Services' agencies by negotiated agreement, there is great value in providing these services within the departmental planning and policy development structure in order to most effectively integrate social and human support services within the State. Creation of a separate department would not entirely relieve other Department of Health and Social Services' divisions and agencies from Corrections demands for services since the need will continue to exist and the demand will simply be made by a separate department rather than by another division within this same department.

In terms of administrative support, the creation of a Department of Corrections could be beneficial to both the criminal justice component of DH&SS, as well as to the remaining divisions and offices of the Department. The urgency and nature of Corrections' issues require an increasingly larger portion of the efforts and attention of top DH&SS administrators. Not only are the other human service programs impacted by more top administrative time being directed to corrections issues, but also by an increasing portion of the Department's fiscal resources being committed to address Corrections urgent needs. It must be remembered that the basic human services programs are not incidental, but rather are vital programs impacting every Alaskan. It is not likely that the demands of Corrections will slow significantly in future years. Each new institution will require a large number of new employees and pending litigation offers the prospect for committing the state to continued policy and program development, extensive renovation of existing facilities, and the need for even more fiscal resources to support expanded operations.

The Department of Health and Social Services is opposed to the inclusion of programs dealing with delinquent minors within the proposed department. Since December 1980, confinement, rehabilitation, and probation programs for delinquent minors have been administered by the Division of Family and Youth Services in conjunction with other programs serving youth and families.

The removal of programs for delinquents from administration by the Division of Corrections, and the organization of all juvenile services within one agency was recommended by the Division of Legislative Audit in its September 1979 report on a performance review of juvenile confinement programs. The advantages of placing responsibility for all juvenile services in the Division of Family and Youth Services are several: (1) Improved coordination and efficiency of efforts to provide a continuum of services to youth and families; (2) Increased efficiency and effectiveness in the development and utilization of private resources; (3) Improved coordination and efficiency in the development of policy and procedures affecting services for youth; (4) Improved staff development through the utilization of combined training programs for social services' workers and juvenile corrections' personnel; (5) Greater capacity to provide a range of services, particularly in rural areas, with greater cost effectiveness through cross training of staff; (6) Development of comprehensive planning for children, youth, and families; (7) Development of a singular program budget for services to youth and families; and (8) Increased cost effectiveness of single administrative responsibility for development of regulations, and licensing of foster homes and child care facilities.

In summary, the Department of Health and Social Services believes the creation of a Department of Corrections would allow increased focus on the critical problems inherent in the operation of programs for adult offenders, would increase the effectiveness of the criminal justice system as a whole, and would be generally beneficial to the operation of other offices and divisions within DH&SS. However, we oppose the inclusion of programs for delinquent minors within the proposed Department as the problems, needs, and resource requirements of the adult and juvenile offender programs are sometimes incompatible, and in combination result in less effective and less efficient administration to the detriment of both programs.

It is the position of the Department of Health and Social Services that the proposed effective date of July 1, 1982 is wholly inadequate. It will be a time-consuming process to effect the complicated administrative reorganization required by this bill. To unduly speed the creation of the proposed department would be somewhat counterproductive to the intended effect of this bill which would be to provide for the most effective administration of correctional services. Alternative strategies were considered; however, it was determined that a change in mid-fiscal year would be financially impossible and, therefore, it is recommended that this bill, if passed, have an effective date of July 1, 1983.

The Department has prepared a fiscal note representative of implementation costs beginning in FY '83, if the effective date is July 1, 1982. In addition, we have prepared a fiscal note to accommodate a July 1, 1983 effective date which would establish within DHSS in FY '83 the Deputy Commissioner for Corrections position in order to facilitate the necessary transition process which would allow for an orderly and efficient transfer of responsibilities.

Recommended by:

Robert S. Hatrak K.W.V.
Robert S. Hatrak, Director
Division of Adult Corrections

Date:

April 12, 1982

Approved:

Helen D. Beirne
Helen D. Beirne, Commissioner

Date:

April 13, 1982

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

I. REQUEST

Bill/Resolution No. Senate Bill 860
 Title An Act Creating A Department of Corrections
 Requested by State Affairs Committee

II. FISCAL DETAIL

Agency Affected Department of Health and Social Services
 Program Category Affected Administration of Justice
 BRU, Program, Or Subprogram(s) Affected Admin.&Support - Director's Off.
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES	-0-	1,042.9	1,136.8	1,239.1	1,350.6	1,472.2
200 TRAVEL	-0-	57.6	62.8	68.4	74.6	81.3
300 CONTRACTUAL	-0-	231.0	251.8	274.5	299.2	326.1
400 COMMODITIES	-0-	3.9	4.2	4.6	5.0	5.4
500 EQUIPMENT	-0-	19.2	19.2	5.0	5.0	5.0
600 LAND & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
700 GRANTS, CLAIMS, ETC.	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL	-0-	1,354.6	1,474.8	1,591.6	1,734.4	1,890.0

FUNDING (Thousands of Dollars)

GENERAL FUND	-0-	1,354.6	1,474.8	1,591.6	1,734.4	1,890.0
FEDERAL FUNDS	-0-	-0-	-0-	-0-	-0-	-0-
OTHER (Specify Source)	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS

FULL TIME	-0-	24.0	24.0	24.0	24.0	24.0
PART TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)

As there is insufficient time available to transfer positions and costs from the current Department of Health & Social Services budget structure to the new Department of Corrections budget structure, we request that the current structure be appropriated as a single appropriation to allow the new department to transfer the necessary positions and costs to the new budget structure after the beginning of the new fiscal year, FY 83.

SEE ATTACHED CHARTS FOR:

- A) New Positions Chart
- B) Transfer Positions chart
- C) Transfer Reduction Sheets for:
 Management and Budget BRU
 Administrative Services BRU
- D) Proposed BRU structure for the Department of Corrections and Current BRU structure for the Div. of Corrections in the Department of Health & Social Services
- E) New Request Total for Corrections Admin. & Support, Director's Office

IV. DATE April 9, 1982 PREPARED BY Marsha Hubbard, Director, M&B

Original: Legislative Finance PHONE 465-3331

cc: Budget and Management
 Prime Sponsor (First Legislator Named)

CHART A

DEPARTMENT OF CORRECTIONS
NEW POSITIONS

<u>DIV</u>	<u>TITLE</u>	<u>R/S</u>	<u>SALARY</u>	<u>BENEFITS</u>	<u>PER. SVS</u>	<u>TRAVEL</u>	<u>CONTRACT</u>	<u>COMMOD.</u>	<u>EQUIP.</u>	<u>TOTAL POS. COST</u>
CO	Commissioner	*	66,900	15,509	82,409	7,200	5,460	160	800	96,029
CO	Secretary III	12B	23,352	7,511	30,863	0	5,460	160	800	37,283
CO	Deputy Commissioner	28A	60,780	14,492	75,272	7,200	5,460	160	800	88,892
CO	Secretary II	11B	21,984	7,200	29,184	0	5,460	160	800	35,604
CO	Information Officer II	17A	31,668	9,404	41,072	1,800	5,460	160	800	49,292
CO	Special Assistant I	21A	41,700	11,319	53,019	3,600	5,460	160	800	63,039
CO	Clerk Typist III	8B	18,360	6,375	24,735	0	5,460	160	800	31,155
CS	Director	26A	56,700	13,813	70,513	7,200	5,460	160	800	84,133
CS	Secretary I	10B	20,712	6,910	27,622	0	5,460	160	800	34,042
IS	Clerk Typist III	8B	18,360	6,375	24,735	0	5,460	160	800	31,155
AS	Director	26A	56,700	13,813	70,513	7,200	5,450	160	800	84,133
AS	Secretary I	10B	20,712	6,910	27,622	0	5,460	160	800	34,042
IS	Clerk Typist III	8B	18,360	6,375	24,735	0	5,460	160	800	31,155
AS	Supply Officer III	18A	34,056	9,947	44,003	3,600	5,460	160	800	54,023
AS	Personnel Officer III	20A	38,988	10,868	49,856	1,800	5,460	160	800	58,076
AS	Accounting Clerk III	10A	20,076	6,765	26,841	0	5,460	150	800	33,261
AS	Accounting Clerk III	10A	20,076	6,765	26,841	0	5,460	160	800	33,261
AS	Facility Planner II	21A	41,700	11,319	53,019	7,200	5,460	160	800	66,639
AS	Facility Planner I	20A	38,988	10,868	49,856	3,600	5,460	160	800	59,876
AS	Facility Planner I	20A	38,988	10,868	49,856	3,600	5,460	160	800	59,876
AS	System Analyst II	20A	38,988	10,868	49,856	3,600	5,460	160	800	59,876
AS	System Analyst I	18A	34,056	9,947	44,003	0	5,460	160	800	50,423
AS	EDP Programmer III	17A	31,668	9,404	41,072	0	5,460	160	800	47,492
AS	Data Entry Clerk II	9A	18,936	6,506	25,442	0	5,460	160	800	31,862
AS	OBSCIS Development	---	0	0	0	0	100,000	0	0	100,000
NEW POSITION TOTALS			812,808	230,131	1,042,939	57,600	231,040	3,840	19,200	1,354,619

CHART B

 DEPARTMENT OF CORRECTIONS
 TRANSFER POSITIONS FROM
 DEPARTMENT OF HEALTH AND SOCIAL SERVICES

<u>DIV</u>	<u>TITLE</u>	<u>R/S</u>	<u>PCN</u>	<u>DIV</u>	<u>LOC</u>	<u>(100)*</u>	<u>(200)</u>	<u>(300)</u>	<u>(400)</u>	<u>(Total)</u>
AS	Budget Analyst V	22A	0047	MB	AWA	53,326	1,200	300	160	54,986
AS	Personnel Officer I	16D	0056	AS	EBA	39,135	600	300	160	40,195
AS	Personnel Asst. I	12B	0095	AS	AWA	28,484	0	300	160	28,944
AS	Clerk Typist II	7D	0046	AS	EBA	22,956	0	300	160	23,416
AS	Supply Asst I	12B	0025	AS	AWA	28,484	0	300	160	28,944
AS	Clerk Typist III	8C	0058	AS	EBA	23,566	0	300	160	24,026
AS	Mail Carrier II (PPT)	7B	0094	AS	EBA	10,905	0	300	160	11,365
AS	Accounting Clerk II	9R	0021	AS	AWA	24,233	0	300	160	24,693
AS	Accounting Clerk III	10A	0014	AS	AWA	24,857	0	300	160	25,317
AS	DP Chargeback	--	----	AS	AWA	0	0	15,000	0	15,000
TOTAL						255,946	1,800	17,700	1,440	276,886

* Vacancy and Turnover Calculated at 1.5%

CHART C

TRANSFER REDUCTION SHEET FOR AFFECTED BRUs

BRU: Management and Budget

<u>LINE ITEM</u>	<u>GOV AMD REQUEST</u>	<u>TRANSFERS</u>	<u>NEW TOTAL</u>
100	466.2	<53.3>	412.9
200	9.8	<1.2>	8.6
300	54.1	<.3>	53.8
400	1.6	<.2>	1.4
500	.8	0.0	.8
TOTAL	532.5	<55.0>	477.5

BRU: Administrative Services
COMPONENT: Personnel

<u>LINE ITEM</u>	<u>GOV AMD REQUEST</u>	<u>TRANSFERS</u>	<u>NEW TOTAL</u>
100	513.5	<90.6>	422.9
200	3.7	<.6>	3.1
300	26.0	<.9>	25.1
400	2.7	<.5>	2.2
500	0.0	0.0	0.0
TOTAL	545.9	<92.6>	453.3

BRU: Administrative Services
COMPONENT: Supply

<u>LINE ITEM</u>	<u>GOV AMD REQUEST</u>	<u>TRANSFERS</u>	<u>NEW TOTAL</u>
100	321.9	<63.0>	258.9
200	0.0	0.0	0.0
300	19.4	<.9>	18.5
400	1.4	<.5>	.9
500	0.0	0.0	0.0
TOTAL	342.7	<64.4>	278.3

BRU: Administrative Services
COMPONENT: Finance

<u>LINE ITEM</u>	<u>GOV AMD REQUEST</u>	<u>TRANSFERS</u>	<u>NEW TOTAL</u>
100	842.2	<49.1>	793.1
200	1.4	0.0	1.4
300	56.2	<.6>	55.6
400	3.2	<.3>	2.9
500	0.0	0.0	0.0
TOTAL	903.0	<50.0>	853.0

BRU: Information Systems
COMPONENT: Data Services

<u>LINE ITEM</u>	<u>GOV AMD REQUEST</u>	<u>TRANSFERS</u>	<u>NEW TOTAL</u>
100	1,122.0	0.0	1,122.0
200	30.9	0.0	30.9
300	2,834.5	<15.0>	2819.5
400	10.0	0.0	10.0
500	0.0	0.0	0.0
TOTAL	3,997.4	<15.0>	3,982.4

CHART D

CURRENT BRU STRUCTURE
HEALTH & SOCIAL SERVICES

Adult Confinement

Palmer Corr. Center
Anch. State Corr. Center
Juneau Corr. Center
Fairbanks Corr. Center
Ketchikan Corr. Center
Anch. Annex Corr. Center
Eagle River Corr. Center
AK Women's Facility
Nome Corr. Center
Juneau Women & Juv. Fac.
Ridgeview Men's
Anchorage Pre-Trial
Statewide Services
Prison Industries
Out of State Contractual
Major Medical & Guard Hire

Adult Prob. & Community Based Programs

Adult Probation 1st Jud. Dist.
Adult Probation 2nd Jud. Dist.
Adult Probation 3rd Jud. Dist.
Adult Probation 4th Jud. Dist.
Community Based Programs

Corrections Admin. & Support

Director's Office
Career Enhancement Training

Parole Board

Youth Correctional Services

Administration
First District
Third District
Second and Fourth District
McLaughlin Youth Center
Fairbanks Youth Facility
Nome Youth Facility
Jun. Women's & Juv. Fac.
Ketchikan Facility

PROPOSED BRU STRUCTURE
DEPT. OF CORRECTIONS

Institutional Services

Southcentral Region
Other Region
Statewide Services

Community Services

First Jud. Dist.
Second & Fourth Jud. Dist.
Third Jud. Dist.
Statewide Services

Support Services

Commissioner's Office
Deputy Commissioner's Off.
Administrative Services

Parole Board

CHART E

CORRECTIONS ADMINISTRATION & SUPPORT

DIRECTOR'S OFFICE

LINE ITEM	GOV AMD REQUEST	+	FISCAL NOTE	+	TRANSFERS	=	NEW TOTAL ALLOCATION LEVEL TO REFLECT IMPACT OF SB 860
100	1,026.4		1,042.9		256.0		2,325.3
200	78.8		57.6		1.8		138.2
300	236.9		231.0		17.7		485.6
400	16.9		3.9		1.4		22.2
500	<u>5.0</u>		<u>19.2</u>		<u>0.0</u>		<u>24.2</u>
TOTAL	1,364.0		1,354.6		276.9		2,995.5

THE LEGISLATURE OF THE STATE OF ALASKA
TWELFTH LEGISLATURE

I. REQUEST

Bill/Resolution No. Senate Bill 860 with proposed amendment by DHSS
 Title An Act Creating A Department of Corrections
 Requested by State Affairs Committee

II. FISCAL DETAIL

Agency Affected Department of Health and Social Services
 Program Category Affected Health
 BRU, Program, Or Subprogram(s) Affected Commissioner's Office H&SS
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES	-0-	104.5	-0-	-0-	-0-	-0-
200 TRAVEL	-0-	7.2	-0-	-0-	-0-	-0-
300 CONTRACTUAL	-0-	10.9	-0-	-0-	-0-	-0-
400 COMMODITIES	-0-	.3	-0-	-0-	-0-	-0-
500 EQUIPMENT	-0-	1.6	-0-	-0-	-0-	-0-
600 LAND & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
700 GRANTS, CLAIMS, ETC.	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL	-0-	124.5	-0-	-0-	-0-	-0-

FUNDING (Thousands of Dollars)

GENERAL FUND	-0-	124.5	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-0-	-0-	-0-	-0-	-0-	-0-
OTHER (Specify Source)	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS

FULL TIME	-0-	2.0	-0-	-0-	-0-	-0-
PART TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)

In order to prepare for an effective date of 7/1/83, the Department of Health and Social Services would need an additional Deputy Commissioner and support staff.

IV. DATE April 9, 1982 PREPARED BY Marsha Hubbard, Director, M&B
 AGENCY Dept. of Health and Social Services
 Original: Legislative Finance PHONE 465-3331
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)
 33-001 (Rev. 12/81)

PB-#48
4/9/82

NEW POSITIONS

<u>DIV</u>	<u>TITLE</u>	<u>R/S</u>	<u>SALARY</u>	<u>BENEFITS</u>	<u>PER. SVS</u>	<u>TRAVEL</u>	<u>CONTRACT</u>	<u>COMMOD.</u>	<u>EQUIP.</u>	<u>TOTAL POS. COST</u>
CO	Deputy Commissioner	28A	60,780	14,492	75,272	7,200	5,460	160	800	88,892
CO	Secretary II	11B	<u>21,984</u>	<u>7,200</u>	<u>29,184</u>	<u>0</u>	<u>5,460</u>	<u>160</u>	<u>800</u>	<u>35,504</u>
	TOTAL		82,764	21,692	104,456	7,200	10,920	320	1,600	124,496

DEPARTMENT OF CORRECTIONS

COMMISSIONER

PAROLE BOARD

DEPUTY COMMISSIONER
 Supervises major policy/
 planning/procedures,
 counseling, classification
 and training.

DIVISION OF INSTITUTIONAL SERVICES

Composed of Director & two Deputy
 Directors who supervise institutions
 and one Asst. Director who supervises
 statewide services of Industries,
 Education, Medical, Counseling
 Counseling Federal Bureau of Prison.

DIVISION OF COMMUNITY SERVICES

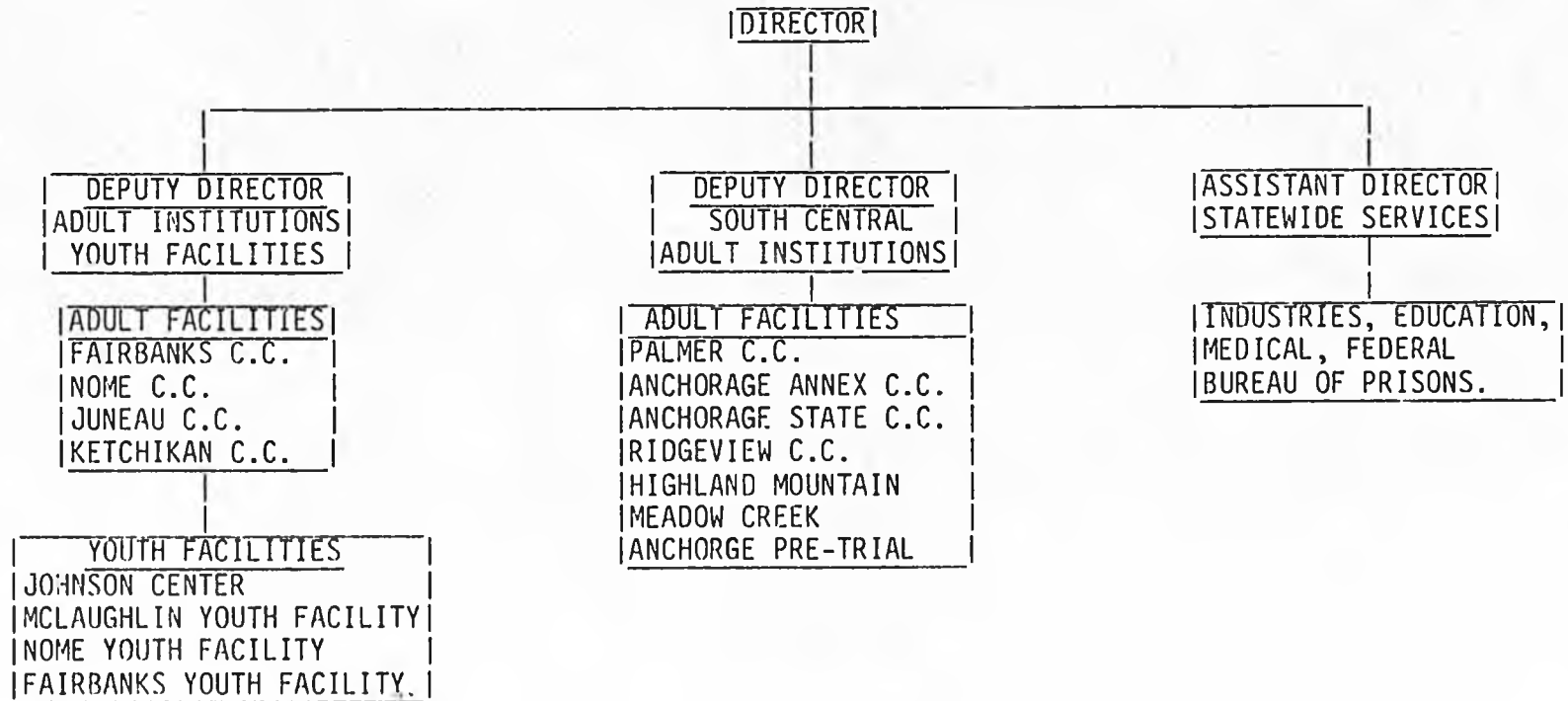
Composed of Director, an Deputy
 Director, three Reg. Managers
 who supervise field probation
 services and new start centers;
 and one statewide services
 manager who supervises halfway
 houses, the interstate compacts,
 foster care, childrens non state
 residential facilities.

DIVISION OF ADMINISTRATION

Composed of a Director and one
 Dep. Director who supervises
 bill processing, budget;
 capital construction; person-
 nel; research, data, records
 management; and supply.

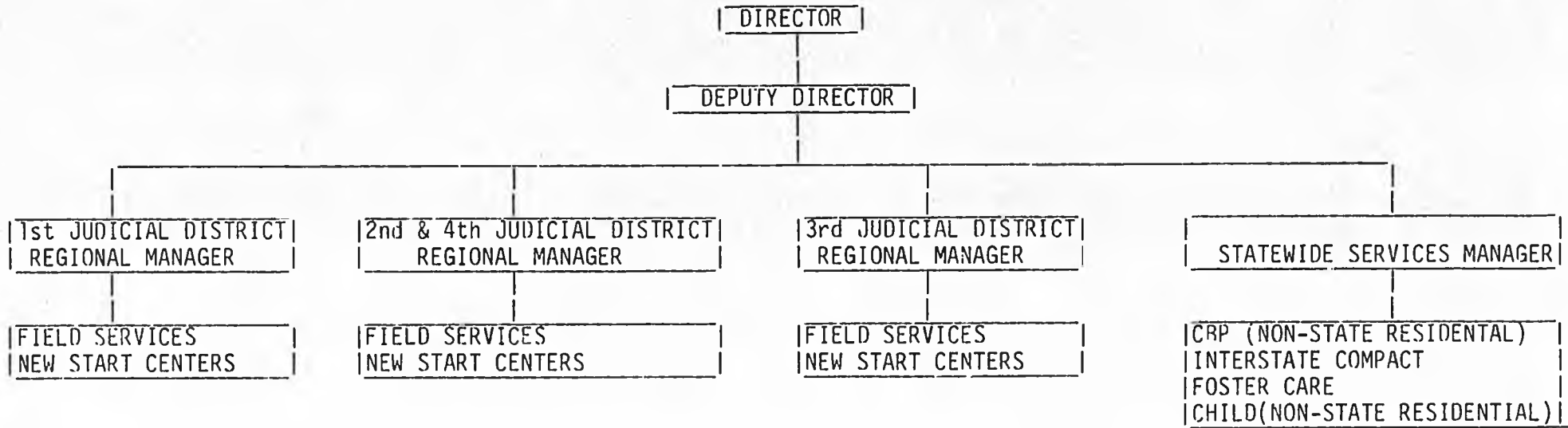
DEPARTMENT OF CORRECTIONS

DIVISION OF INSTITUTIONAL SERVICES



DEPARTMENT OF CORRECTIONS

DIVISION OF COMMUNITY SERVICES



DEPARTMENT OF CORRECTIONS
DIVISION OF ADMINISTRATION AND SUPPORT

