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STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: Executive Order No 54 Date on Bill: _____
 Title: Creating a Department of Corrections
 Sponsor: Governor
 Requestor: _____



1. Estimated fiscal impacts on: Department of Corrections

a. Expenditures:

(Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86
Capital				
Operating	250.0	951.6	1008.7	1069.3
Total				

b. Revenues:

Revenue				
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2. Source of funds to offset fiscal impact of bill:

For FY 83 a delete/add supplemental appropriation request has been submitted. The funds are to be deleted from the Permanent Fund Dividend Hold Harmless BRU.
 FY 84 funding will be included in budget revisions submitted by the Department of Corrections.

3. Assumptions:

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It does not represent the policy of the Sheffield Administration or the final estimate of fiscal impact.

Prepared By: Division of Budget & Administration *M. Wickell* Phone: 465-2082
 Division: Division of Budget & Administration Date: February 17, 1983

Approved by Commissioner: Pat Landon Smith, M.D. Date: 2/22/83
 Department: Health & Social Services

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

POSITION PAPER
EXECUTIVE ORDER 54

Executive Order 54 would establish a Department of Corrections. 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.

Within the Alaska criminal justice system, a Department of Corrections would exceed 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.

While, generally, Corrections and other divisions would be likely to benefit from the result of this departmentalization, 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 DHSS, as well as to the remaining divisions and offices of the Department. The

urgency and nature of Corrections' issues require increasingly larger portion of the efforts and attention of top DHSS 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 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 DHSS. The Department supports the approval of Executive Order 54.

Recommended by: *Rogey V. Endely*
Rogey V. Endely
Director
Division of Adult Corrections

Date: 2/8/83

Approved by: *Robert London Smith*
Robert London Smith, P.H.D.
Commissioner
Department of Health and
Social Services

Date: 2/22/83

Estelle says working with youth answer to rising prison population

By DAN HILL
Staff Writer

Texas Department of Corrections Director W.J. Estelle challenged a crowd gathered at the monthly Chamber of Commerce First Friday luncheon, to "do something" about the rising prison population, by working with young people in their own community to keep them out of the criminal justice system.

"We've all got to stop and re-evaluate our priorities," Estelle said. "They don't just turn 18 years old, and suddenly turn criminal, they grow up that way."

Estelle said it was every individual's responsibility to take care of the children in his own home

and community, and take enough interest in them to let them know that there are alternatives to crime.

"You and I have taken that interest in our own children, most of us have anyway, but there are many others who have not, and that's why our prisons are full," Estelle said.

Estelle added that working on the problem of keeping individuals out of trouble is something that's going to take a lot of work.

"The real heroes in the criminal justice system are those who are spending their valuable time working with troubled youth, and even bigger heroes are those that totally get involved with our young

people before they get in trouble, giving them something wholesome to do, to keep them out of trouble in the first place."

Estelle said that the time has come for action and for a commitment to the children and youth, and that it had to start on the neighborhood and community level.

"We've got to come to the understanding that we've got to solve the problem ourselves, and you can start by controlling what goes on within a one-mile radius of where you work and live," he said.

Estelle said that everyone understands that you have to pay taxes to have good schools, and he See Estelle, Page 2A

ed house center of controversy





Estelle speaks

Department of Corrections Director W. J. Estelle speaks at the Lufkin Chamber of Commerce First Friday convention. (Staff Photo)

Entertainers signed up for '83 Houston Rodeo

at the Livestock Show and officials announced Friday a line-up of performers scheduled for the Show, February 23 through March 6.

Entertainers include:

- 1. Kool and the Gang.
- 2. Mel Tillis.
- 3. Merle Haggard.
- 4. Hank Williams, Jr.
- 5. Lacy J. Dalton.
- 6. Eddie Rabbitt.
- 7. Conway Twitty.

8. Ricky Scaggs, Janie

- 9. March 2, Don Williams.
- 10. March 3, Crystal Gayle.
- 11. March 4, Larry Gatlin and the Gatlin Brothers Band.
- 12. March 5, Charley Pride.
- 13. March 6, Oak Ridge Boys.

Ticket sales began Saturday, Dec. 4 at the Astrodome box office, Ticket Master, and Ticketron outlets. Prices are \$8 and \$4.

They are also available by mail. Write Rodeo Ticket Director; P.O. Box 25395; Houston, Texas; 77265.

Rodeo tickets include admission to all livestock show events, except the NCHA World's Championship Finals and the World's Championship Finals.

Estelle

Continued from Page 1A

said that the same sort of idea applies in the criminal justice system — you can't have the protection you want without paying for it.

Estelle has been the TDC since 1972, a sought-after speaker and lecturer in the field of justice.

Abortion

Continued from Page 1A

abortion," Taylor said.

"Some people (in Planned Parenthood) are very well-meaning," Martin said, and do not know Planned Parenthood includes abortions in their counseling.

Taylor said Planned Parenthood does not actually perform abortions but provides "referral listings of places they can have it done."

The organization will recommend to the woman that she not have an abortion after the first trimester of pregnancy, Taylor said.

Planned Parenthood serves a need in Angelina County, Prince said. About 3,800 people in the county received services from it last year.

"We'll have to make a decision that is best for the majority. We can't satisfy everybody," he added.

Planned Parenthood in Lufkin will receive \$2,500 from United Way this year, according to Prince, less than one percent of the \$285,000 distributed by United Way in the county. That is about two percent of Planned Parenthood's total budget.

The Right to Life board is trying to incorporate for two reasons. Members want to become a tax-exempt charitable organization and to be more credible. "In the eyes of the public, you're more credible if you have an organization with structure," Martin said.

Right to Life also plans to form a political action committee. During elections the committee will publish a list of candidates and their positions on abortion, Martin said.

Eventually, the board would like to provide a counseling service for women on abortion alternatives. "If you take a stand against something, you have to provide viable options," Martin said.

Until then, they will work closely with Birthright, a national counseling service with an office in Nacogdoches.

Mrs. Karen Castillo, director of Birthright there, said the service provides counseling on alternatives such as adoption and maternity homes.

Birthright is not church-

Birthright will offer services and teach Right to Life volunteers how to counsel.

Since Birthright is not in politics, Mrs. Castillo said she will handle the aspect.

Martin said there are national pro-life and anti-abortion movements, and the board hasn't decided which one to associate with.

Dr. Brian Carlin, a member of the group, said his views on abortion are "fairly mild" compared to the views of Right-to-Life members. The doctor said he is not a certain when the unborn is human.

He said he is against abortion because there is a possibility life begins at conception. "At least a person can say it is a possibility," he said. "If there is a possibility that there is a life there, you ought not to abort."

Carlin said that if the unborn is human, then it has the right to a process of law before death. "They don't have any reasons for the kid."

Most abortions are done because of the inconvenience of the pregnancy, he said.

Even if the pregnancy is the result of rape, Carlin said the unborn has rights. "The mother didn't do anything."

One of the national Right to Life organization's main goals is the passage of an amendment to the U.S. Constitution that would make abortion unlawful, Martin said.

Martin said Right to Life has nothing to do with birth control but "once a life has been conceived, that life must be protected."

Martin said that although Right to Life opposes pro-abortion movements, they "don't plan to be ugly to anybody about it. You're not going to change anybody's mind by being ugly. With an issue that's as emotional as that, you need to present it so people know you're doing it out of love for the unborn, rather than out of hate for someone else."

Although most people involved in Right to Life are church-

CRIME: punishment vs. prevention

Crime wins hands down as the political issue most likely to appear in every campaign. The anti-crime bandwagon is one nearly every candidate is ready to ride—waving slogans and solutions: capital punishment, tougher laws, stiffer penalties, more police, more jails, and more money.

Alaskan candidates were no exception this fall. They called for stronger anti-crime measures, although six new jails are in the works for Anchorage and the state's new criminal code is putting people behind bars at an extraordinary rate.

More jails and police may make the populace sleep a little sounder, but those who study crime, criminals and the justice system seem to agree that although these measures will cost a lot of money, they won't work.

"What we need to look at is alternatives to the use of law," said John Angell, director of Justice Center at the University of Alaska, Anchorage. "The only thing the law can do is administer retribution, and retribution doesn't seem very effective.

"We appear to be dealing with crime and corrections using the common sense of people who have not studied the problem, and the result is public policy that is not consistent with research findings on how to deal with the problem.

"The common sense solution to crime may be to build more prisons so you can lock more people up for longer periods of time, but it's the common sense of people who haven't studied the problem.

"Common sense, for example, tells you that conspicuous police patrols will control crime. It was tried and studied and it didn't change the incidence of crime," said Angell.

"We know that increasing the harshness of the criminal code will increase prison populations, but there has never been any research to show that tougher laws lead to a decrease in crime rates."

After Alaska's new criminal code was developed, modified by the legislature, and enacted in 1980, the prison population grew 28.3 percent in one year—the highest jump in the nation next to Mississippi's (28.8 percent).

"Alaska may soon be leading the pack in the proportion of its citizens behind bars, but that doesn't mean there will be less crime," Angell said.

Roger Endell, corrections specialist at the Justice Center, concurred. "Crime prevention strategy is the only strategy that makes sense in the light of what we now know.

"In Anchorage there are many calls for increasing the number of police officers: more police, more arrests, more people in the justice system, more people in jail. But we don't hear the question, *What do we get for all this?* Public policy should be newsworthy. We ought to be looking at the why.

"The policy decisions that are made are not always consistent with the recommendations of professionals and the best information we have on what is effective.

"Instead, society tends to fund projects and then, after the fact, try to evaluate the results. We need to design the evaluation into our justice projects. Funds should be provided to evaluate the effect of the public policy before it is put into effect.

"The legislature adopted a new criminal code that has resulted in the jailing of many more people, which is very costly, but it doesn't mean we now have a safer society. The probable impact of the code wasn't studied before it was adopted," said Endell.

Angell pointed out that justice-related policies are often formulated from recommendations of citizen's crime commissions that are popular in most cities and states.

"No one would think of appointing a citizen's committee of non-engineers to figure out how to get to the moon, and the problems associated with crime are infinitely more complex," he said.

"Unfortunately, people recognize the value of research for technology, but there seems to be no strong feeling that we should put money into research related to social problems. In the justice area, people are willing to spend money for things they can see, like police and jails, but not for understanding the pro-

blem.

"Politicians have made putting more police on the street a priority issue, although it's never been shown that this will cut crime. And there is no evidence that enacting the death penalty reduces violent crime. The homicide rate in North Carolina went up after the death penalty was imposed. It may be that the death penalty in some way legitimizes the violence by formalizing the punishment that will be inflicted."

The popular anti-crime measures often advocated in public will have no effect on that half of all criminal acts which are never reported to authorities. They are also unlikely to affect the "white-collar" crimes committed by people of a higher socio-economic status than the majority of people who end up in jail.

"Punitive laws have the largest impact with people who have something to lose—status, reputation, money—and there are many people who don't have these things," Endell said.

"We have to get away from the punishment model, because research clearly indicates that punishment has no effect on the crime rate."

If common sense and punishment don't work, how can we have a safer society?

The first step advocated at the Justice Center was meeting the need to obtain a clear picture of what crimes are being committed, where, when and by whom. The second was the urgent need to develop alternatives to the punishment model, and the third was to improve what happens to people who are put in jail.

"One thing we're aware of is the need for a statewide system for collecting adequate data," Angell said. "People talk about rising crime rates, but we really don't know if life in Alaska is more hazardous today. We need to improve our record keeping system. And because 50 percent of all crimes are unreported, we need to carry out victimization studies."

Rather than counting the number of known crimes, victimization studies are

designed to find out how many people have been the victim of a criminal act.

The major source of data used to capture the trend and distribution of crime in the state is the Uniform Crime Reporting (UCR) Program. Data is collected by law enforcement agencies as crimes are reported. Seven offense categories representing the most common local problems, are defined as Crime Index Offenses: murder, forcible rape, robbery and aggravated assault make up the violent crimes; burglary, larceny-theft and motor vehicle theft make up the property crimes. They are serious because of their nature and the frequency with which they occur.

The UCR program was established in 1930 by the International Association of Chiefs of Police to provide crime statistics through which the nature and scope of the nation's crime problem could be understood. The Federal Bureau of Investigation took over the responsibility of receiving, tabulating and publishing the crime statistics, which are voluntarily submitted by police agencies. They are published each year as *Crime in the United States*.

There are several problems with the UCR program, according to *Crime in Alaska*, the state report prepared by the Office of Justice Assistance of the state Department of Law.

"The population bases which are used in computing crime rates are sometimes only estimates. This is especially true in non-census years. Also, crime may be either undiscovered and therefore unreported, or, as recent victimization surveys have indicated, unreported even though discovered.

"Despite these problems, UCR statistics do represent the basis for public awareness of crime and are the major source for a statistical understanding of the national crime problem. It is more reasonable to improve the existing program than to scrap it in favor of a new collection system which might prove more fallible," the report states.

A basic measurement in crime statistics is the crime index rate, defined as the number of incidents per 100,000

inhabitants. Because it relates the incidence of crime to the total population, it provides a means of comparing current and historical data for the state and allows Alaskan statistics to be compared with nationwide data.

During 1981, the Crime Index rate for Alaska was 5,949 per 100,000 persons, which represented a one-half percent increase over the 5,918 rate for 1980 and was slightly higher than the nationwide rate.

"It is important to understand how statistics are accumulated and what they represent," Endell said. In Alaska, the incidence of violent crime seems to be disproportionately high in smaller communities, but is under-reported. Non-violent crimes, white-collar crimes and corporate crimes are also likely to be unknown.

It is important to realize that crime statistics can be manipulated by changing the way things are classified," Endell said. "In Oakland, there was a very high burglary rate, which included all parking meter break-ins. Removing parking meter break-ins from the burglary category resulted in a two-thirds drop in the burglary rate in one year."

Endell said that in another city, the crime statistics showed a large drop in the number of drug-related offenses in one year. A law enforcement official was called to Washington to be commended for this success in combating crime. However, it was actually caused by a money-saving cut-back in the number of law enforcement agency clerks, which reduced the quality of record keeping and resulted in the apparent victory in the war against crime.

Endell described our current corrections system as an economic drain which has done little more than create warehouses of crime.

"One-half to two-thirds of the prison population is receiving far more custody than required, and the greater the degree of custody, the greater the cost," he said. "We need to look at alternative programs and facilities."

He said the concept of requiring offenders to make restitution for their

crimes is a reasonable one that should be politically appealing.

"We could institute programs through which non-violent inmates earn their way out of prison by working in public service jobs, such as construction of public projects in rural areas; or through employment in prison industries. The state has an obligation to provide inmates with legitimate work opportunities for which a legitimate wage is paid."

Under a restitution program, a person found guilty of a crime would be evaluated in terms of the threat he or she posed to society, and an evaluation would be made of the monetary restitution appropriate for the crime committed.

The criminal code would include a provision under which the court could choose to order restitution and the inmate would be assigned to work through which he or she could earn an eventual release from custody.

"We need to shift our focus from catching and convicting criminals to preventing criminal behavior," Endell said. "But we also need to improve what we're doing in corrections. It's a question of whether a person comes out of jail better or more bitter."

Another development which may lead to more effective policies is the bio-environmental approach to understanding and control of criminal behavior. Bio-environmental criminology uses genetics, biochemistry, psychology and sociology to explore questions about the early detection of deviancy and the environmental aspects of crime.

"There is no one cure-all for the problem of crime, but there is no magic in time-only punishment either," Endell said.

It may be impossible to have a society that is completely free of fear, but our justice system seems to hold much room for improvement in the effort to reduce both crime, and the fear of crime.

At the Justice Center, this kind of understanding and impact is the goal.

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Overcrowding Forces States to Re-Examine Sentencing Philosophy

Keeping the Lid on Prisons

BY DAVID RANII

National Law Journal Staff Reporter

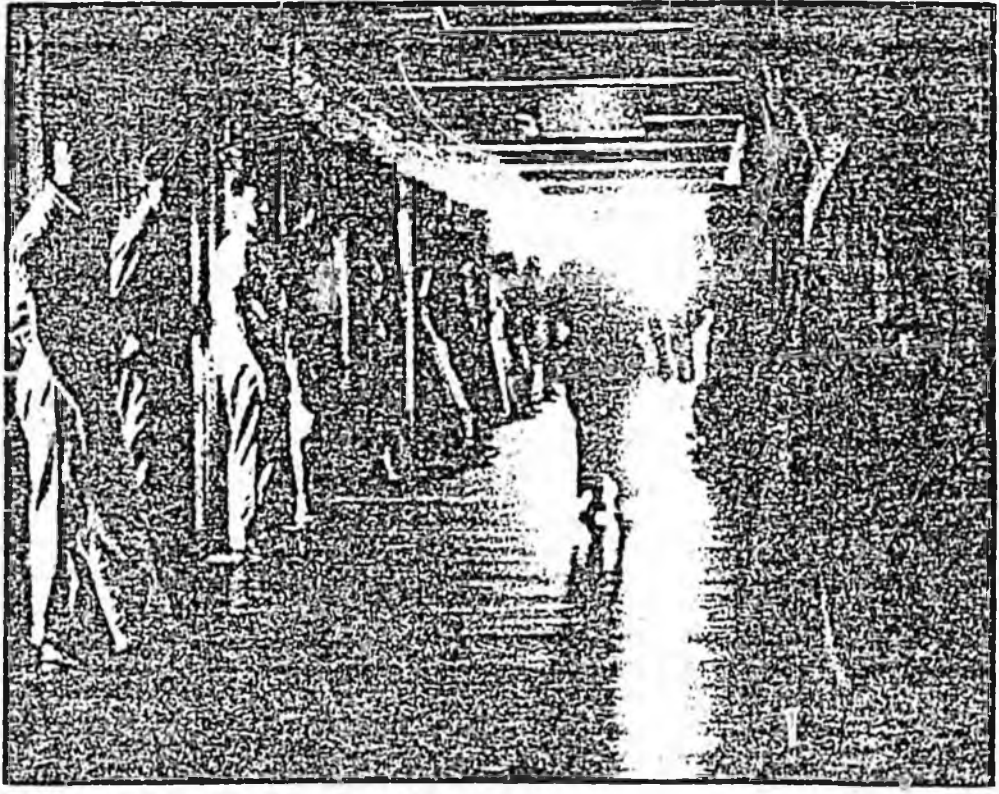
THE ENTHUSIASM of state lawmakers for a tougher response to crime is beginning to be tempered by the cold, hard fact that prison beds are a scarce commodity.

In a handful of states, the lack of space for prisoners has already caused legislators to change their minds about who should go to prison and how long they should stay there.

And, in some states, lawmakers are having these decisions made for them. At the end of last year, 31 states were under court order to reduce overcrowding and, in instances where a state has been slow to respond to judicial pressure, judges have even ordered the early release of prisoners.

Even in the states that are willing to bite the bullet and construct more prisons — and many are — the overcrowding problem is frequently so massive that the new supply of beds cannot keep up with the demand. In fact, a report prepared for the National Institute of Justice estimates that, at a cost of \$32,000 to \$40,000 per

Continued on page 10



'Even a Man of Wealth Can Have Trouble Finding

HIGHLIGHTS

Marshals Revolt p. 2

U.S. DEPUTY marshals in Miami are suing their superiors, claiming that promotions have been improperly blocked.

Firm Burned p. 3



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By JAM National

and prisons that are horrendously overcrowded — and getting more so all the time — have begun to alter their thinking about who should be imprisoned, and for how long.

"What appears to be happening is that people who work in the [corrections] system are realizing that prisons are a scarce resource," said Deborah Jackson of Abt Associates, a consulting firm based in Cambridge, Mass., which is studying prison overcrowding for the National Institute of Justice, a federal agency. "It is very expensive to incarcerate people and very expensive to build prisons," she added. "Ten or 15 years ago, I don't think that was widely accepted."

"There are states where they are really beginning to look at what they are doing" with regard to incarceration policies, particularly "states that can't afford to keep on building [prisons]," echoed Gerald Kaufman, head of the Prison Overcrowding Project. The project, based in Philadelphia, is working with "decision-makers" in four states to develop strategies for controlling prison population size.

Ideally, taking into account the availability of prison beds may not be the best way to decide who goes to prison and how long they stay there, but it is a practical, rational approach to the overcrowding problem, said Diane Steelman of the National Council on Crime and Delinquency.

Those states that are giving serious consideration to overcrowding when setting criminal justice policies — and they are in the minority — have responded to the problem in a variety of ways.

A few of them are attacking the problem head-on, either by deciding to send fewer offenders to prison or by reducing their sentences. Others have decided to push prisoners out "the back door" — release them earlier

but it is a practical approach to the problem.

legislators have focused their attention on releasing prisoners sooner to relieve congestion. The state has adopted a systematic plan for the early parole of non-dangerous prisoners when the inmate population reaches capacity.

Not all states, however, have pulled back from the idea of "getting tough" on crime after considering the costs involved. In Pennsylvania, Gov. Richard Thornburgh simultaneously proposed mandatory minimum sentences and appropriation of \$102 million for new prison construction. The legislature approved both plans.

Following is a closer look at what some of these states have done — or not done — because of prison overcrowding.

South Carolina

When South Carolina legislators proposed stiffer penalties for habitual criminal offenders, including a mandatory life sentence for anyone convicted of three property offenses, they gave minimal consideration to the effect longer prison terms would have on the state's miserably overcrowded prison system, which is currently at 140 percent of capacity.

But William D. Leeke, commissioner of the state Department of Corrections, made it impossible for the legislators to ignore the bill's potential impact. His staff developed data which demonstrated that, if employed to the maximum extent possible, the proposed longer sentences would create a demand for as many as 3,748 new prison beds by 1998.

Considering construction costs of \$40,000 per bed and \$5,000 in annual operating costs for each prisoner, the total bill through 1998 could be as much as \$387.1 million, corrections officials estimated.

The legislators ultimately passed a

property offenders — to receive prison sentences.

The emphasis on violent crimes made the guidelines "very easy to sell politically," said Ms. Knapp, and they were approved by the legislature in 1980.

Michigan

In 1978, Michigan voters approved a referendum abolishing the accumulation of "good time" — reduction of sentences for good behavior — for prisoners convicted of a felony. This measure, combined with the voters' rejection of a proposal to raise the state income tax to build more prisons, was a major contributor to prison overcrowding. That situation, in turn, led to passage of the Prison Overcrowding Emergency Powers Act.

The law, which took effect in January 1981, provides a mechanism for reducing the inmate population whenever it exceeds the state prison system's design capacity of 13,047 for 30 consecutive days.

When state prison officials inform the governor that this has occurred the governor "triggers" the emergency powers act and orders the officials to subtract 90 days from the minimum sentence of all inmates convicted of non-violent offenses.

This creates a pool of prisoners who are eligible for parole sooner than expected. But the prisoners' records are still scrutinized by the parole board, and only those who meet the board's qualifications are released.

The net effect is that prisoners who would have been paroled anyway are released up to 90 days ahead of time, said state corrections commission spokesman Calvin Goddard. "If you are not eligible for parole, you are not going to get out," he said. "That is the safeguard as far as the community is concerned."

... many plus an additional 500 to relieve present overcrowding, according to Mr. Miller.

Mr. Blumstein, a professor at Carnegie-Mellon University in Pittsburgh who once taught Mr. Miller, said Pennsylvania initially considered mandating minimum sentences for a broader range of offenses but decided that would be too expensive. "I think it would be irresponsible not to [make such calculations] at a time when prisons are overflowing," he said.

That, however, is precisely what most states have been doing. And Mr. Blumstein, along with many other corrections experts, believes that will continue to be the rule rather than the exception.

The prison overcrowding problem, according to these experts, should be prodding state officials into a fundamental rethinking of their criminal justice systems, but that is unlikely to happen.

At best, more states are going to adopt the "Michigan plan" for their own use, which will ease overcrowding without addressing the underlying causes. "We are going to see more and more relief valves," said Allen F. Breed, director of the National Institute of Corrections, a prison reform group based in Washington.

Mr. Breed also predicts a "rebirth of parole" in states that have abolished the practice or curbed it by instituting mandatory sentences. Most experts, however, expect the well-established trend toward tough, mandatory sentences to continue.

"The pressure on the states to continue as they are, because of the popularity of the political position [of being tough on crime] is enormous," Ms. Steelman said. "I think very often the pressure will be [on legislators] to say: 'This will cost a lot down the pike. We will get to that later.'"

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Can Early Release Plans Keep the Lid on Prison?

Continued from page 1

now prison bed, between \$8 billion and \$10 billion in new prison construction is needed merely to meet the current demand for space in state and federal institutions.

And the space problem is getting worse. According to the latest federal Bureau of Justice Statistics data, the nation's prison population this year is growing at an annual rate of 14.3 percent, the biggest spurt ever. A major contributor to this population explosion, according to the bureau, is the abolishment of parole in four states, and the implementation in a number of states of mandatory and determinate sentencing laws.

These laws have generally been passed without an analysis of their impact on a state's prison population, according to corrections experts. Instead, legislators are merely pushing more people into state prisons — and making sure they stay there longer — without providing state corrections officials with the funding they need to absorb the flood of new arrivals.

The result, noted one prison reformer, has been "more and more bodies and less and less space." **A Change in Thinking:**

"Pushing tougher sentences can be viewed as the legislative version of the free lunch," said Alfred Blumstein, an expert in prison demographics and chairman of the Pennsylvania Commission on Crime and Delinquency.

Recently, however, some states faced with the twin problems of recession-induced fiscal restraints

than their sentences would normally permit.

State officials in some states have gone on record in favor of alternatives to incarceration.

Earlier this year, Georgia Gov. George Busbee wrote a letter to state judges asking them to consider alternatives to incarceration, such as victim restitution and "intensive probation," for non-violent offenders. And in Nevada, which claims the highest incarceration rate of any state, some legislators' support for alternatives was spurred by the State Department of Prisons' request for \$70 million in new prison construction.

Similarly, in South Carolina, legislators decided against passing a tougher sentencing law after learning they would need to undertake an exorbitantly expensive prison construction program to accommodate the growth in inmate population that would result.

Utilizing a unique approach, Minnesota has altered its sentencing guidelines with an eye toward the available number of prison beds. The guidelines are designed to reduce the prison population slightly.

And in Michigan, where the state prison system has been found to be unconstitutionally overcrowded, the

"watered-down version" of the bill earlier this year that has had little impact on the state prison population, according to state officials.

"We weren't arguing that the legislature shouldn't incarcerate [habitual offenders] for long periods of time," said Mr. Leeke. "Our argument was: where are you going to put these people? . . . Don't put an impossible burden on the corrections system until you know you can pay for it."

Minnesota

When the Minnesota legislature established a Sentencing Guidelines Commission in 1978, it asked the commission to take current "correctional resources" into consideration when developing new guidelines. The commission staff, interpreting this broadly, responded by proposing guidelines that were designed so that the average projected prison population would be 85 percent of capacity.

The result, according to Mr. Blumstein, is "a very good illustration of establishing a sentencing policy that tries to be responsible in terms of its impact."

The commission also sought to give less weight to an offender's past crimes than the earlier sentencing guidelines. Previously, property offenders with moderate criminal histories were likely to receive prison sentences, but first offenders, even if convicted of "a fairly serious crime," were rarely sent to prison, said Kay A. Knapp, commission director.

Consequently, the new guidelines call for a greater proportion of violent offenders — and a lesser number of

A "prison overcrowding emergency" has been declared three times since the law was passed, enabling the early release of about 2,300 inmates.

Four other states — Connecticut, Georgia, Iowa and New Jersey — have adopted similar laws, according to the National Institute of Corrections.

The so-called Michigan plan, said Ms. Steelman, "is terrific. I wish all these states would adopt it. What they have done is provide a rational and orderly way to deal with prison overcrowding."

Even when states have the money for prison construction, it takes four or five years to build a prison, she said. In the meantime, "the only logical way to deal with excess people is to let them out."

Pennsylvania

Governor Thornburgh, a former U.S. attorney in Pittsburgh, has earned a reputation for being tough on crime. So it was no surprise when he pushed the legislature to pass a tough new mandatory sentencing law that calls for a minimum of five years' imprisonment for those who are repeat violent offenders, those who commit violent crimes on public transportation and those who commit violent crimes with a firearm.

But, unlike most politicians, Mr. Thornburgh also asked for \$102 million for new prison construction to handle the expanded inmate population the tougher sentences are expected to produce.

"We knew if we were going to put people away, we had to know where we were going to put them" said Harold D. Miller, an aide to the governor who helped develop the new corrections program. The state, estimating that the new sentencing laws will create a demand for a minimum of 1,880 new beds, has decided to build that many plus an additional

Taking into account the availability of prison beds may not be the best way to decide who goes to prison and how long they stay there.

State given time to reduce jail crowding

ANCHORAGE (AP) — The state has been given more time to reduce the inmate population of the crowded Sixth Avenue jail.

Superior Court Judge Victor Carlson said Friday he is convinced "the executive branch of government, at its highest levels, is making an effort to deal with the problem."

Carlson cited recent legislative approval of a request from Gov. Jay Hammond to add 70 new prison guards to the state system.

Assistant Attorney General Mike Stark asked for additional time to complete the hiring and training of a staff for the recently renovated 45-bed wing at Post Six, known for-

merly as the Ridgeview Correctional Center.

The wing is to be used to handle the overflow from the Sixth Avenue facility where the population fluctuates between 120 and 150, although the design capacity of the jail is 100.

A pre-trial detention center is under construction on Post Road, just east of the downtown area, and is expected to be completed by December. Until then, prisoners awaiting trial will continue to be mixed with convicted prisoners.

Tim Stearns, an attorney for a group of inmates who sued the state in 1977 over jail conditions, objected to the 30-day extension granted by Carlson.

"If corrections had wished to comply with the court order, it would have been complied with by now," Stearns said. "I don't think a delay in moving the people from Sixth Avenue is going to help that institution or the other institutions."

While Carlson gave the state until March 15 to get the Sixth Avenue population down to 100, he ordered an April 12 court appearance to prove that the state has complied with a 1979 order mandating general improvements at the jail.

Among other things, prisoners complain about cold food, a lack of linens and toiletries, and having to sleep on the floor without mattresses.

Anchorage Times
Anchorage, AK

Court upholds 'emergency aid doctrine'

Associated Press

The state Court of Appeals has ruled that police acting in response to an immediate life-saving emergency legally can enter a private home without permission and gather incriminating evidence without a warrant.

The court issued that decision Thursday in upholding the conviction of David Gallmeyer of Wrangell on a charge of being a felon in possession of a firearm.

Police were called to the Gallmeyer home on April 12, 1978, by his wife, Linda. She told them by telephone that her husband had pushed

her out of the house after a fight, and she asked their help in getting her 15-month-old baby out of the house.

While officers were en route, Gallmeyer placed the baby on the porch. When they arrived, Mrs. Gallmeyer told them her husband was intoxicated and had several guns in the house.

One of the responding officers decided he should talk with Gallmeyer to make certain he was calm before any attempt was made to remove the baby.

The officer called to Gallmeyer, then entered the home without permission. Once inside, he saw that

Gallmeyer had a gun stuck in the waistband of his trousers. He grabbed it, and Gallmeyer was charged with being in possession of a firearm while intoxicated.

Police subsequently discovered that Gallmeyer was a convicted felon, and he was charged with and convicted of being a felon in possession of a firearm.

In upholding the conviction, the Court of Appeals said the "emergency aid doctrine" justified the warrantless entry of the home because police held a reasonable belief that a life-threatening emergency existed.

Overcrowded Sixth

Avenue Jail hits deadline today

By SHEILA TOOMEY
Daily News reporter

A court-ordered deadline for reduction of the population at the overcrowded Sixth Avenue Jail expires today and a Superior Court Judge is expected to rule this afternoon on a state request that the deadline be extended to March 15.

Dec. 17, Judge Victor Carlson found the state in contempt of a 1979 court order and gave corrections officials 60 days to reduce the

number of prisoners at Sixth Avenue to no more than 100. The jail population Thursday was 140, but was expected to fall to the high 120's today due to scheduled releases, according to Superintendent Russ Moody. An additional 45 pre-trial prisoners are being housed in a wing at Post Six (formerly Ridgeview), he said.

Prisoner affidavits filed in Superior Court Thursday, in preparation for today's hearing, complain of inadequate

sanitary facilities, a lack of towels and sheets and inmates being forced to sleep on the floor because of a bed shortage.

The Legislature approved the hiring of 70 new corrections officers last week, according to Assistant Attorney General Mike Stark. The requested deadline extension will give the Division of Corrections enough time to hire and train the personnel needed to staff another 45 beds at Post Six by March 15, Stark

said. Moddy plans to transfer inmates with low security classifications to the Post Six facility as soon as it is staffed, he said.

Today's hearing is the latest in a battle that began in 1977 when a group of prisoners filed suit against the state demanding that prison conditions be improved. In 1979, Judge James Singleton ordered seven pages worth of improvements including areas such as food, medical care,

clothing, exercise, plumbing, bedding, censorship of outgoing mail and telephone access. "With the apparent exception of mail censorship, defendants continue to be in violation of the above provisions of (Judge Singleton's) order," charged lawyer Tim Stearns, who represents the inmates.

The Sixth Avenue Jail houses arrested men awaiting trial and some convicted felons awaiting sentencing. The building is

old, with poor plumbing and a faulty heating system. It consists mostly of dormitories holding up to 32 prisoners each. "We are overcrowded and understaffed," Moody said Thursday. "All things considered, and by comparison to any other institution like ours, I think we're doing very good."

Stearns charged that most of the violations at Sixth Avenue are not directly related to overcrowding.

Anchorage Times
Anchorage, AK

Court to study jail conditions

Overcrowding at Anchorage's Sixth Avenue jail is scheduled to come under court scrutiny again today when the state asks for more time to relieve the overcrowded conditions.

In December, Superior Court Judge Victor Carlson gave corrections officials 60 days to reduce number of prisoners at the jail to no more than 100. On Thursday, the jail population was about 140.

But state officials, who hired 70 new correctional officers last week, say they need an extension until March 15.

Carlson will hear arguments in the case this afternoon.

The Peninsula
Clarion
Kenai, AK

FEB 19 1980

33 indictments of false native dental care

ANCHORAGE (AP) — A Delta Junction dentist has been indicted on 33 counts of fraud for allegedly cheating the government by submitting claims for care never provided natives in rural Alaska, U.S. Attorney Michael Spaan says.

The indictments against James Coodman, 32, were returned Wednesday.

According to Spaan, the dentist was under contract with the U.S. Public Health Service to provide the care.

Jail given another month to cut population

By SHEILA TOOMEY
Daily News reporter

State corrections officials won a one-month reprieve in Superior Court Friday when Judge Victor Carlson gave them until March 15 to reduce the prisoner population at the Sixth Avenue Jail to no more than 100 inmates.

Assistant Attorney General Mike Stark asked for the additional time to permit the hiring and training of guards for a new 45-bed wing at Post Six, formerly Ridgeview Correction-

al Center. The recently renovated wing is intended to house the overflow from the crowded Sixth Avenue Facility.

Noting recent legislative approval of a request from Gov. Jay Hammond for 70 new prison guards, Carlson said he is convinced "the executive branch of government, at its highest levels, is making an effort to deal with the problem."

The inmate population at Sixth Avenue fluctuates between about 120 and 150 prisoners awaiting trials or sentencing. A new pre-trial jail is now under construction on Post Road, east of downtown. It is scheduled to open in December.

While he agreed to a 30-day extension, Carlson ordered the state to appear in court April 12, prepared to prove that it has complied with a 1979 court order mandating seven pages of general improvements in jail conditions. Carlson also ordered Sixth Avenue supervisor Russ Moody to report to him by

Monday on the current availability of blankets, towels, sheets, toothbrushes and soap in the jail.

The judge instructed Moody to take the temperature of food served to inmates over the weekend in order to test inmate charges that jail food is usually served cold.

In December, Carlson gave the state until Feb. 19 to comply with the requirements of the 1979 court order.

Tim Stearns, an attorney representing a group of inmates who filed suit against the state in 1977, argued against any extension. "If corrections had wished to comply with the court order, it would have been complied with by now," Stearns said. "I don't think a delay in moving the people from Sixth Avenue is going to help that institution or the other institutions."

Stearns said he believes Moody's personal efforts to improve jail conditions are not being supported by his superiors. Affidavits from inmates, filed with the court Thursday, charge that prisoners often have to sleep on the floor without blankets or sheets. They also complain about the alleged lack of medical care and physical exercise.

Carlson agreed that he, too, was concerned about the possibly explosive situation in the overcrowded jail.

Assistant Attorney General Stark called the complaints "a long recipe list," with some charges false, some exaggerated and some true.

Fairview halfway house approved

By LARRY CAMPBELL

Daily News reporter

Fairview residents turned out in large numbers Monday night to argue against allowing a halfway house for recently discharged mental patients to be located in their neighborhood.

But the Anchorage Planning and Zoning Commission, by a 5-1 vote, approved a permit allowing the

center to remain in operation.

Residents' comments — heavily weighted against what mental health experts call a "transitional living center" — came during a public hearing before the commission. The commission earlier had approved a permit for the facility, which has been operating in a limited capacity since November, but a technical staff required the

issue to be considered again.

Fairview Community Council officials and area residents said they feel the neighborhood's opinions were ignored. The hearing was held at the Fairview Community Center.

Gordon Glaser, president of the Fairview Community Council, told

See Back Page FAIRVIEW

Fairview residents oppose halfway house, but permit is approved

Continued from Page A-1

commissioners the prior decision on the halfway house violated the neighborhood's sense of involvement with the planning and implementation of the project.

"Community involvement and fear in this community are linked," Glaser said.

Glaser emphasized the involvement of Fairview residents with other community programs such as S.T.A.R. (Stand Together Against Rape) and the AWAIC (Abused Women's Aide in Crisis) shelter. Both programs are located in the Fairview area.

"We are participating wholeheartedly in programs like these," Glaser said. "But with the halfway house, nobody seemed to bother to ask us."

Dr. Gary Vreeman, director of the Anchorage Community Mental Health Center, testified that the halfway house is needed, and that the Fairview area is an ideal location for the facility because it is located close to public transportation, shopping centers, recreational

facilities and a Post Office.

Vreeman tried to allay fears expressed by some residents that the halfway house might bring patients with violent tendencies into the neighborhood.

"People with a mental illness are typically withdrawn," Vreeman said. "A center like this helps to make them feel they are not failures."

He said the center's screening procedures for accepting residents to the facility eliminates patients with histories of violence, sexual aberration or alcohol or drug abuse.

But most of the Fairview residents who spoke at the hearing were unconvinced.

"They never consulted us and we are bitterly against this halfway house," said Helen Mason, secretary of the community council. "This isn't a good place to be if you don't get community cooperation."

Mason also spoke of concerns felt by a number of residents that the Fairview area already was inundated with social service

facilities, such as those mentioned by Glaser.

The halfway house was originally granted a permit in November to operate as a quasi-institutional facility designed to assist newly released mental patients from Alaska Psychiatric Institute and other mental institutions in re-entering society.

Residents receive basic training in house-keeping, cooking, shopping and other self-support skills. Eventually, halfway house residents who successfully complete the program will leave the center and live on their own.

Eight patients had already moved into the six-plex at 921 E. 10th Ave. when community residents appealed the commission's earlier permit approval. When it was learned that a malfunctioning tape recorder made it impossible to provide a verbatim transcript of the earlier proceeding, a new permit and hearing process was begun.

In the interim, the halfway house was prevented from accepting 10 more residents.

Overhaul of prisons advised

By HAL SPENCER

The Associated Press

JUNEAU — Gov. Bill Sheffield should create a separate department for Alaska's beleaguered prison system, build more jails including a maximum security prison and put prisoners to work, a task force said Monday.

The task force, headed by Roger Endell, a University of Alaska, Anchorage, professor, also recommended that the state launch alcohol and drug abuse programs in jails, keep a number of violent offenders in the Federal Bureau of Prisons system and close no existing correctional facilities, with the exception of the Anchorage Careage House until replacement facilities are found.

The Careage House should be used as the Division of Corrections headquarters, the task force said.

The task force also recommended that jail construction be viewed as a high priority among all units of state government, that corrections be managed on a decentralized, regional basis and that corrections staff be well trained.

The recommendations were among 35 presented to the governor, who said the suggestions "will be highly valuable to the administration as we prepare the state budget and possible bills for introduction to the 1983 Legislature."

Sheffield appointed the panel in mid-December with instructions that it forge solutions to Alaska's growing corrections crisis — a crisis most evident in the state's overcrowded jails.

But Sheffield had no immediate reaction to the specific proposals, and his office said he would have none pending further study.

No cost figures were attached to the task force's recommendations. Independent work now being done by various state agencies will develop the potential costs of the recommendations, according to John Greely, Sheffield's deputy press secretary.

See Back Page, T-5

Task force recommends overhaul of state corrections system

Continued from Page A-1

"It is clear that there is a crisis in corrections," the task force said. "It is also clear that with sound, long-term and professional management, most of the current problems can and will be resolved."

The Division of Corrections, currently within the Department of Health and Social Services, should be elevated to cabinet-level status, the task force said.

Citing what it called a "crisis in correctional management," the panel said, "We have found unanimous agreement from virtually all persons interviewed, from all regions of the state, and from segments of the criminal justice system — police, courts, corrections, law — and from the citizen sector that departmental status is not only justified but necessary."

The task force said the department should be created in a "quick and clean" fashion through executive decree.

"The division has been managed by four different directors in the past six-year period," the panel said.

"The most recent director as well as the current director were both hired by the previous administration to move the Division of Corrections toward a more stable management situation. Their task was made more difficult because of their lack of knowledge of the unique problems and potential advantages of Alaska corrections."

The Division of Corrections is currently headed by Robert Hatrak, who could not be reached for comment on the study Monday.

The panel also said a commissioner of corrections should be appointed as soon as possible. A deputy commissioner and four regional directors should be appointed by the commissioner, the task force said.

"In regard to the need for a maximum security facility in Alaska, the task force received clear and compelling testimony from state and local police, the court system" and others that the state needs such a facility.

The group also urged that "new site acquisitions, construction additions and building renovations be completed expeditiously as the

highest priority through the channels of state government while minimizing both hindrances and costs."

The task force said the Department of Transportation and Public Facilities "should recognize prison construction as a high priority. Building supplies and prisoner labor should be used in building renovations and in the construction of non-secure buildings."

"The prisoner population should be put to work," the panel said.

The task force said corrections "must be given the resources to provide meaningful work opportunities for the offender population," listing as examples clearing land, rehabilitating streams and maintaining parks.

Recognizing that alcohol and drug abuse help to swell jail populations, the task force said the state, in cooperation with local governments, should provide prisoners with substance abuse programs. "There is a crucial need for a comprehensive approach to the problem of substance abuse," the panel said.

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State chief will support KILA home

NEWS MINER

By SCOTT YATES

Staff Writer

3-4-83

HOME

(Continued from page 1)

alarm system. Doors are wired to a central switchboard which lights if they are opened. Two teams of six supervisors each will work at the halfway house and at least two people will be awake at all times. The personnel will not, however, be responsible for restraining individuals. If someone leaves, state troopers will be called to apprehend them.

"Before we get excited about that, let me tell you the type of person lodged there is not the type who would go into a community, either Fairbanks or Ester and raise havoc," Link said.

Jones added that the prisoners are screened and only those posing the lowest risk possible will be considered.

"They have to show they can function in that environment. Everyone who is eligible doesn't go through a halfway house," Jones said.

Jones said that of 314 people who went through halfway houses during the past year, 265 completed the program successfully, that is, they didn't violate any rules which caused them to be sent back to jail.

Jones explained that those who fail the program usually commit infractions like drinking or returning late.

Armed with the contract between the state and KILA, residents asked who is ultimately responsible for the prisoners and any damage they might cause. A clause in the contract says the state is held harmless, but there was a difference of opinion whether that would hold up in court. Several members of the audience asked that the attorney general make a determination as to responsibility.

Link said during the meeting that KILA had spent \$30,000 of its own funds getting the building opened. He indicated the mortgage came due Thursday and was now delinquent because the state contract hadn't been signed.

Deciding there had been "adequate public dialogue" a state corrections official said he will recommend that the state sign an agreement with KILA Inc. to run a 56-bed halfway house near Ester.

Walt Jones, assistant director of corrections, made the announcement near the end of a KILA board of director's meeting which saw 42 Ester residents show up to express their concern over the facility. Although the halfway house has been occupied by 21 persons since Feb. 26 under an existing agreement with the state, a contract amendment has not yet been signed to take into account the expanded capacity.

Rep. Mike Davis, who listened to the meeting over a teleconference hookup, said he did not think a KILA board of directors meeting constituted an adequate public hearing.

He was surprised to learn that the facility has been occupied despite earlier objections by Ester residents.

Leaders of the Ester opposition meanwhile said they will continue to wage their fight against the halfway house. Mark Davis said this morning he's "almost positive" that residents will go to court.

"The people of Ester were denied due process."

Apologies notwithstanding, residents remained unsatisfied with the explanations of KILA board President John Link Thursday night. Explaining that he was out of town when the controversy surfaced, Link said, "From what I can reconstruct, I think we are all suffering from the disability of not knowing what's going on."

Link told the group that he never considered the halfway house part of Ester and he accepted blame for not talking with residents.

"We never for a minute thought the people of Ester would raise a fuss. Believe me, if we had, we would have been out at the community center. Whatever blame there is rests on my shoulders. You have our apology."

After presenting a brief history of KILA, which means "friendly spirit" in Inupiat, Executive Director Frank Gold sat silently through most of the proceedings while Link and Jones were bombarded with questions.

Residents were told that security at the facility relies primarily on an

(See HOME, page 5)

New prisons chief scraps Woronzof jail

By TOM KIZZIA
Daily News reporter

1/7/83
The new head of Alaska's prison system said Thursday he wants to set aside plans for a new prison at Point Woronzof and find a way to solve overcrowding problems without immediate construction of a new jail in Anchorage.

Roger Endell, a university professor and former Alaska corrections official, was named Thursday to replace Robert Hatrak as chief of corrections. A spokesman for

Gov. Bill Sheffield said the change was made to bring "fresh ideas and fresh leaders" to the prison system.

The new approach was immediately evident. A plan outlined Thursday by Endell would do away with the proposed jail at Point Woronzof, west of Anchorage International Airport. Former Gov. Jay Hammond and Mayor Tony Knowles agreed last November to build a new prison there.

Endell's plan also would close the controversial Car-

riage House jail in the middle of a Tudor Road residential neighborhood. Endell said he wants to convert it to a Southcentral headquarters for corrections within weeks after he begins his job Monday.

As an alternative, Endell wants to purchase and remodel as jails existing facilities in the Matanuska-Susitna and Kenai Peninsula boroughs. He also wants to keep open the Ridgeview Correctional Center, which the Hammond administration had declared decrepit and wanted to close.

Endell said his plan would be a cheaper and quicker way to relieve overcrowding in Alaska's prisons. It also would do away with the long-standing problem of finding a new prison site in Anchorage.

The Point Woronzof site would require a lengthy permit process by the municipality and a costly extension of utilities, Endell said.

A likely alternative site appears to be a former missile base at Goose Bay, on the

See Back Page, CORRECTIONS

Corrections chief decides against Point Woronzof jail

Continued from Page A-1

north side of Knik Arm. Allen Korhonen, acting commissioner of the Department of Health and Social Services, said Thursday that corrections officials favored it as a site for a medium-security prison and planned to tour the base next week.

Other sites under discussion include the Wildwood Center in Kenai, a former radar base on Ohlson Mountain in Homer, and sites in Seward and Palmer.

Under the Hammond administration, corrections officials had argued that a medium-security prison was essential in Anchorage.

Medium-security prisons for 100 inmates at any two of the new locations possibly could be erected in a year, using modular materials, En-

dell said. These sites could also be used for maximum-security prisoners, according to Endell, who said the state may reconsider its earlier decision to build a single, 300-bed prison for its biggest security risks.

Endell said he favored small regional facilities and said problems could develop if all the most difficult prisoners were housed together.

The need for minimum-security space in Anchorage can be met by keeping the Ridgeview and Third Avenue jails open, Endell said. The state had previously planned to close them after a new pre-trial facility on Post Road opens sometime this spring.

Endell, who was head of a special Sheffield administration task force on corrections, is inheriting most of the same problems faced by Hatrak, who was on the job only nine months.

The task force report appeared to give more attention to concrete solutions to overcrowding than to rehabilitation programs. But it could be called only a moderate shift of emphasis from his predecessor's reliance on "community-based" programs such as halfway houses.

"He's a professional corrections administrator," Endell said of Hatrak, who was not criticized by name in the task force report. "A number of the problems in corrections he obviously inherited."

The task force was critical of the high turnover in corrections management. The next director, the task force said, should be someone already familiar with the state's jails.

The job description fits 42-year-old Endell well. A resident of the state for more than two decades, he served as assistant superintendent of

the Juneau Correctional Center from 1971-73, the Third Avenue Jail in Anchorage from 1973-74, and the Eagle River Correctional Center from 1974-76.

He was most recently an associate professor of justice at the University of Alaska, Anchorage Justice Center. A Sheffield spokesman said Endell has written extensively about the penal systems in the Soviet Union and Finland.

The Endell task force recommended that corrections be removed from the Department of Health and Social Services and placed in a new Department of Corrections. Endell said Thursday he expected the new department would be created soon, with him as commissioner, but he was not sure whether it would be created by the legislature or by executive decree.

Anchorage Daily News

Winner, 1976 Pulitzer Prize Gold Medal for Public Service

Katherine Fanning
Editor and Publisher



Howard Weaver
Managing Editor

Gerald E. Grilly
General Manager

Steve Lindbeck
Editorial Page Editor

Lawrence Fanning, Editor and Publisher 1967 to 1971
Alaska's Only Morning Newspaper • Founded in 1946 by Norman C. Brown

Let convicts do jobs for the city

Petty criminals may spend time behind a broom instead of behind bars under a promising state-municipal proposal that could spruce up the city while easing overcrowding in local jails. Still in the discussion stages, the proposal would put selected individuals convicted of misdemeanors to work sweeping, bike trails, clearing roadside rubbish or even shelving library books instead of cooling their heels in already overcrowded jails.

Under the program, individuals convicted of such non-violent crimes as shoplifting, writing bad checks and littering could be assigned community service instead of jail time or a suspended sentence. Predetermined guidelines would screen out offenders inappropriate for the program, which could put up to 2,500 to work for the community at a cost of \$150,000.

The local proposal dovetails appropriately with a report released Monday by the Governor's Task Force on Corrections. The report recommends community services opportunities as a method of acquiring eight-hour-a-day work habits and law-abiding skills. The report emphasizes the need for such programs now. We agree.

Although community service is not a new idea — the state Pretrial Intervention Program already coordinates community service projects with local non-profit agencies — the public works aspect of this proposal makes it especially attractive at a time of dwindling dollars and overcrowded prisons. It costs money to incarcerate a person; idle hours in overcrowded conditions do not make that money well spent.

Although a rough draft of the proposal is still a month off, we think this expanded local intervention program has merit — especially in light of the city's budget crunch and the state's jail crunch. If properly implemented, it's a program that could benefit the city — which is raising taxes to help fund basic capital projects maintenance — the jails, and even the petty offenders who could be channeled through the system in a productive, positive manner.

Welcome mat

NEW STATE JAILS and maybe a maximum security prison or two will be hot topics on the political scene during the coming legislative session. Let's hope the legislators will not overlook offers from communities that want this kind of business.

Seward, for one, has invited state officials to consider their port city as the site of a new jail or prison. For one thing, it would be good for the community's economy, bringing a new and steady payroll to town along with considerable construction dollars. For another, new detention facilities have to go *someplace*, and Seward would be fulfilling a civic duty by providing the site and the support required.

The Kenai Native Association has proposed converting the old Wildwood military station near Soldotna, which it now owns, into a minimum security prison. The Kenai Peninsula Borough gave it a strong endorsement and state officials, we're happy to say,

apparently have responded favorably. Opposition, however, has surfaced in the form of an editorial in the Peninsula Clarion that took issue with Wildwood as a site. It said "putting a prison in the midst of a community is dubious public policy," and suggested better options should be available.

SEWARD AND KENAI are possibilities, obviously. And other smaller cities, looking for a steady addition to the local economic base, likewise might be receptive to the prospect of playing host to a state jail or prison.

But there still seems to be a lack of enthusiasm among those in the corrections system to give serious consideration to outlying areas.

The attention always seems to have been focused on Anchorage. Detention facilities here are more convenient for the lawyers, the judges, the convicts and the state employees in the system.

And if those are the primary criteria, it's no wonder there hasn't been much serious discussion of sites beyond the confines of urban and suburban Anchorage.

But with the stated interest from Seward and the Kenai Native Association, there is reason to think the prospect of finding new locations is not a gloom-and-doom as officials would have people believe.

IT HAS BEEN suggested that surplus pipeline camps be used and that's a worthy idea.

A former congressman from the East captured headlines earlier this year by proposing the use of an uninhabited Aleutian Island as a federal prison. That's not necessarily a hair-brained idea.

No matter what solution found eventually, there's no doubt the problem will be a big ticket item for the new administration and the legislature to address. But it is not a problem that can't be solved — with enough thought (and probably a lot of dollars).

Oops

AN EDITORIAL in these columns the other day said nice things about Sen. Don Gilman's efforts to learn more about what's going on in Anchorage, since he now represents the south end of town even though he lives in Kenai.

The same opinion piece expressed the hope that Sen. elect Paul Fischer of Kasilof, who represents the same district with Mr. Gilman, would follow suit.

Well, it turns out that Mr. Fischer was in attendance at the now-famous secret meeting this week when the municipality presented the mayor's \$196-million "wish list" to area legislators.

The mix-up came because it was inaccurately reported that the Fischer who was present was Sen. Vic, not Sen. Paul. Whoever did the reporting got the two confused.

State may need to double space 3-4-83

Prisons said to be 'busting at seams'

By DAVID RAMSEUR
News-Miner Bureau

JUNEAU—Alaska may have to double its prison space to nearly 2,000 beds within four years at a cost of perhaps \$130,000 a bed, if the state is to keep up with the skyrocketing number of persons convicted of crimes.

That's one of the findings of a newly released report by the research arm of the state House of Representatives.

The 60-page report says the state's prison population is expected to exceed 2,000 by 1987, compared to the current inmate population of nearly 1,300.

The current rate means that one out of every 400 Alaskans is in prison, which is significantly higher than the national average of one in every 600 persons.

Release of the report comes on the heels of considerable state activity on prison issues. Gov. Bill Sheffield recently proposed creating a separate state Department of Corrections.

His capital budget submitted to the Legislature calls for the construction of a new \$45 million, 302-bed maximum security prison.

And lawmakers are considering a multitude of measures to tighten state criminal laws on everything from sexual assault to drunk driving. Many of those revisions will result in more inmates who would require additional prison space.

The House Research Agency report, authored by Betty Barton and Jon Sherwood, says the crime rate is partly responsible for the growing need for prisons.

In 1980, Alaska's crime rate was less than one percent lower than the national rate. In that year, Alaska ranked 14 among the states for its crime rate. Between 1980 and 1981, Alaska's violent crime rate—murder, assault, rape and robbery—increased 27 percent.

The report points to several reasons for that increase. Among them: an in-

crease in the population of young adult males who are responsible for a large percentage of crime; poor economic conditions; and social problems such as alcohol abuse.

Other factors will affect a growing prison population in Alaska, says the study. One of the most important is a 1981 class action suit filed by an inmate which requires the state to relieve over-crowding and improve prison conditions.

The report outlines several courses state officials can take on corrections issues. Those include:

- Increasing prison bed space, which appears to be the most popular among the Sheffield administration and key legislators.

- Modifying state laws that determine who goes to prison and for how long.

- Strengthening prison management through reorganization.

- Improving communications and

(See PRISONS, page 5)

PRISONS . . .

(Continued from page 1)

decision-making in criminal justice agencies.

Some state officials, such as those in former Gov. Jay Hammond's think-tank agency, say building more prisons without looking at other problems is an incorrect solution to a skyrocketing prison population.

But "locking them up and throwing away the key" appears a popular notion with this Legislature and administration.

The report reaches no conclusions about the dilemma other than to suggest any answer will be costly.

"The rate of increase in prison populations—at least in the immediate future—is expected to grow," concludes the report.

"In light of this, it is becoming increasingly important that government become more efficient in its management of offender populations and its use of existing facilities."

More than \$133 million is budgeted for this year for the administration of justice, an increase over 1982 of nearly 30 percent.

Sheffield has proposed an \$83.9 million prison building program for next year which includes an 80-bed Fairbanks pre-trial facility and 32 additional beds for the youth wing in Fairbanks.

Prison staffing fortified

by Jeff Berliner
Times Writer

4/28/83

Fourteen new corrections staffers begin work at the Iner prison today and 40 guards remain on mandatory overtime in the wake of two escapes last week.

An emergency situation continues at the prison, said superintendent Stanley Zaborac.

"Prison policies and procedures have been modified to limit the freedom of inmates to move from their living areas to other areas of the institution," Zaborac said today.

"Correctional officers are working 12-hour shifts and we're bringing people in on their days off," Zaborac said. Each guard is averaging one day of overtime per week, Zaborac said.

Zaborac has asked the legislature to declare the situation an emergency and approve a supplemental budget to pay for the 14 new staff members and overtime for the entire 54-person corrections staff.

Funding to complete a fence around the medium security wing of the prison also is in the request. One hundred of the prison's 242 inmates are in medium security. The minimum security section houses 142 prisoners. The prison is designed to hold 206 men.

Although all 14 people hired by Zaborac are termed temporary, he said he is seeking additional money to make them a permanent part of the staff.

The need for more staff is so critical, Zaborac said, that the new officers will receive an abbreviated training course: they'll complete 16 hours of classroom training today and then spend the weekend under the tutelage of experienced staff before being put on their own Monday.

Although the state of emergency continues at the prison, Zaborac said the facility is more secure than it has been in the past.

Five inmates escaped in two separate incidents. All five were recaptured and have been charged with escape.

Anchorage Daily News

Winner, 1976 Pulitzer Prize Gold Medal for Public Service

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Lawrence Fanning, Editor and Publisher 1957 to 1971
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Report on prisons deserves attention

No price tag has been attached yet, but the ideas collected in a single report by a special task force on state prisons represent an apparent consensus on Alaska's corrections needs. Expect state policy to begin to coalesce around the major conclusions.

The major themes: construction of more jails and a maximum security prison; elevation of the Division of Corrections to department status; and creation of "meaningful work opportunities" for prisoners. Other important aims: establishing drug and alcohol abuse programs in Alaska prisons, decentralization and regionalization of prison administration, an end to persistent "crisis in correctional management," and greater stability at the head of the system.

There are weaknesses in the report — chiefly the shorthanded consideration of alternatives to incarceration, in a state that imprisons more of its citizens than it can handle — but the conclusions and recommendations will be useful as Gov. Sheffield and the legislature begin coping with current stresses in the system. What's important about this effort is that it gives added currency to important ideas about prison management.

The most intriguing is the idea of putting prisoners to work — for both themselves and the society. Meaningful labor long has been the missing component in prisons whose stated aims included "rehabilitation." But rehabilitation is an elusive goal when enforced idleness, — not to mention boredom, substance abuse, overcrowding, and actual or potential violence — is the major fact of prison life. Assuming proper security safeguards can be arranged, prisoners put to work clearing land, rehabilitating streams or maintaining parks, to name a few tasks, could both spend their time usefully and repay their debt to society in a constructive way.

Substance abuse, too, deserves serious attention. It has become almost cliché for prison studies to point out the impact of alcohol and drug abuse on prison populations, and the overwhelming need for prisoners to cope with their compulsions before re-entering society. What the task force report accomplishes is to add that perspective to the public agenda — to encourage a response from the political system on what should be a mainstay of prison programs in Alaska.

In all, the task force has produced a useful report. The conclusions are neither startling nor revolutionary — but they deserve attention in Alaska's halls of power in the months and years to come.

Corrections director searches out site for prison

By RONNIE CHAPPELL
Daily News correspondent

2/13/83
KENAI — Corrections Director Roger Endell has crisscrossed the Kenai Peninsula since taking office earlier this year, making stops in Homer, Kenai and Seward. Next week, he returns to visit Nikiski.

The reason for all of this travel is simple. He's got 1,500 prisoners on his hands right now and there's space

Native corporation optimistic state will pick Wildwood site
Story, Page B-2

for only 900 in the state's existing prisons. He is looking for places to build new prisons, and he is looking for communities that want them.

According to Endell, there are two such communities on the Peninsula.

People in Seward are ac-

tively encouraging the state to build a new \$40 million, 300-man maximum-security prison there. Endell said earlier this week that plans to develop a 220-man medium-security prison near Kenai have won the endorsement of the local City Council.

A decision on the maximum-security prison — and where to put it — will be made by the legislature this year.

The state had planned to build the new facility near Palmer, but that changed late last year when the Seward City Council contacted the Division of Corrections.

Endell described Seward's business and government leadership as "outright enthusiastic" over the prospect of becoming the home of the state's first penitentiary. "They are in an excellent position to be a contender"

for the prison, he said.

The medium-security prison would be developed at Wildwood, an old Air Force Base that is owned by the Kenai Native Association. The Native corporation has offered to lease a three-story, concrete barracks building, garage and gymnasium to the state.

Endell is enthusiastic about

See Page A-2 CORRECTIONS

Corrections director on a search for site for state prison

Continued from Page B-1

the Wildwood site. "It has the highest potential of any existing site" now being considered for use as a corrections facility, he said.

Once the state has completed its evaluation of the buildings offered by the Native corporation, Endell said he plans to move quickly to close negotiations on the acquisition.

"We're close to an agreement now," he said. "In the next couple of weeks we hope to sit down and finalize it."

According to Endell, the state is looking for a long-term lease with the option to purchase at a fixed price.

The Native corporation has offered to lease the state three buildings for 20 years for \$800,000 a year. The corporation would like to retain title to the property, said corporation President George Miller, but is willing to consider a sale if the state insists.

The value of that transaction to the Native corporation could increase substantially in coming weeks as the state is now talking about acquiring seven buildings instead of three, Miller said.

A movie theater, medical clinic, bowling alley and grocery store with ample cold storage space are all adjacent to the concrete barracks building that would form the heart of the new prison.

If the Native corporation and the state conclude an agreement later this month, the new prison could be up and running by early fall, Endell said.

A "nucleus staff" will be dispatched to Kenai immediately to oversee renovation of the physical plant, begin program development, establish contact with local businesses and begin the process of screening and hiring 40 to 70 new employees.

Endell estimated it will cost about \$1 million to convert the old Air Force base

into a prison. A sprinkler system will have to be installed in the barracks building. Wooden doors will be replaced with metal ones, and existing windows will be replaced with secure ones.

Control rooms and an electronic security system also will be installed.

The perimeter of the 10-acre prison will be surrounded by two security fences that are 20 feet apart. Both will be 18 feet high and topped with razor ribbon. An observation tower will be constructed on top of the three-story barracks building.

The proposed prison has not earned the support of everyone in the community. More than 250 Central Peninsula residents signed a petition opposing the Wildwood site.

In response to that opposition, the borough assembly rescinded a resolution endorsing the idea. In its place it enacted a measure calling on the Division of Corrections to

hold public hearings on the Peninsula before reaching a final decision on the Wildwood site.

Endell said he is satisfying that request by meeting with city councils and chambers of commerce in Seward, Homer, Kenai and Nikiski.

Endell assures those he talks with the state will not locate a prison in a community where there is strong public opposition, and he said he hasn't seen strong opposition on the Peninsula.

Assemblyman Kenn Stephens, who fought the prison, agrees opposition to the proposal has cooled.

"People have calmed down," Stephens said. "Folks aren't complaining on Soundoff (a radio call-in show broadcast by a Kenai radio station), and I haven't gotten any phone calls on it at all."

"The state's got its mind set, and people are resigned to the fact that there's going to be something there."

to create corrections department

By HAL SPENCER 1/21/83
The Associated Press

JUNEAU — The problems facing Alaska's prison system are firmly rooted in poor management — a situation that would change with creation of a corrections department, Roger Endell, state corrections chief, said Wednesday.

A corrections commissioner, who would oversee the department, could "pick up the phone and hire people, and more significantly, can pick up the phone and fire them," Endell told a joint meeting of the House and Senate health, education and social services committees.

Endell, whose corrections

division is now within the Department of Health and Social Services, said that under the current situation, management officials, with the exception of the corrections director, are classified employees who cannot be easily dismissed.

The joint committee met to consider Gov. Bill Sheffield's Executive Order 54, which calls for creation of a corrections department. The move was recommended by a corrections task force, of which Endell was chairman.

The lawmakers deferred action, agreeing to meet as separate committees to take a closer look at the projected cost of the department.

Endell was able to provide only the "bottom-line" figures — about \$250,000 for the rest of fiscal 1983, ending June 30, and almost \$1 million for fiscal 1984.

"I can't believe it would be that high," said Sen. Rick Halford, R-Chugiak.

Endell said the department would have six management level employees and "support staff." The six would include a commissioner; two deputy commissioners working in Juneau and Anchorage respectively; and three regional directors overseeing correctional facilities in Southcentral, Southeast and the Bush respectively.

Endell urges prison industry

by Steve Rinehart 1/21/83
for The Times

Homer — Prison industry — everything from growing potatoes to building campsites — could help the corrections system pay its bills while teaching inmates better skills, said new state corrections chief Roger Endell.

While inmates can't be forced to earn their keep, he said, "my attitude is they will have to earn their privileges."

"I'm not advocating a return to the ball and chain," Endell said in a speech here this week. "It will be the inmates' choice. But those who chose not to work would be 'warehoused,' with space to sleep and little else."

Endell was in Homer to address the Homer Chamber of Commerce. Ohlson Mountain, a former military installation near Homer, is being considered as a site for a

new medium-security prison.

Endell, who was appointed director of corrections by Gov. Bill Sheffield, said it has been his experience that most inmates prefer to work, gain some skills, and make some money.

Legally, inmates can be paid up to half the minimum wage, he continued, although they can also be charged for some services and forced to use a portion of their wages for family support.

Among suggestions Endell offered were that inmates do park and recreation work in remote locations. Trails, recreation cabins and fire pits could all be built by inmates.

There are many prison industries which would not compete with private enterprise, he said. For example, inmates could grow potatoes in the Palmer area since

local growers can't meet consumer demand.

Currently, Endell said, the state contracts with a Canadian firm to do the laundry for the state ferry system. Juneau inmates could do the job as well and for less cost, he said.

As for the traditional prison industry — stamping license plates — Endell said he has been told there aren't enough vehicles in Alaska to make the business pay. However, he said, the state has sign-making equipment in storage, which could easily be put to use by prisoners making road and street signs for state and local governments.

Inmate labor could also be used to renovate prison sites, Endell said, thus lessening the high cost of needed improvements in the prison system.

Jail overcrowded — now

By CHRIS JARVIS 1/26/83
Empire Staff Reporter

Although Gov. Bill Sheffield has proposed a \$81.8 million appropriation for construction of new jails, that doesn't help the overcrowding now being experienced at the Southeast Regional Correctional Institute at Lemon Creek.

Officials there are hoping a new maximum security wing now under construction will house prisoners by fall, easing some of the crowded conditions.

The rated capacity at Lemon Creek is 111 beds with 18 extra beds for those being held before arraignment and people serving weekend sentences. Monday night, however, 146 people were housed at Lemon Creek, jail Superintendent Bill Huston said today.

While no major disturbances have occurred at the jail because of the overcrowding, Huston said a series of "small things you just don't put your finger on" often lead to troubles.

"The emotional level increases when you

have this many people being held against their will," he said.

"Some discipline problems crop up when you have a lot of bodies," he said. For an example he cited a prisoner turning over a table in the mess hall out of frustration caused by tensions from overcrowding.

With only 45,000 square feet of living space, problems are bound to happen, Huston said. Until the new 58-bed maximum security unit is opened and other facilities are built in the state, there is potential for problems.

The Lemon Creek construction project started this fall and should be ready for occupancy by the fall of 1983, Huston said.

Eventually, Huston would like to convert the 24 and 22 bed dormitories now at the jail into single and double bed cells.

When you have 24 people living together in the same room during a long period of time, problems and tensions often come to the surface, Huston said.

The jail also needs additional space for activities, Huston said. But until the need for beds is lessened, none of the existing

living space will be eliminated, he said.

Another problem facing jail administrators is the inability to plan ahead, especially on weekends when bookings increase because of arrests made by Juneau Police and Alaska State Troopers.

Noting that troopers and police have the option to not jail people arrested for traffic and other offenses, Huston said he is unwilling to second guess their actions.

"It's easy to sit back and say how Roger Staubach should have thrown that ball, but it's different when you're out there," he said referring to decisions police and troopers must make in the field.

"They not only are responsible for public safety but for the safety of the person too," Huston said.

Because police and troopers seldom want to make crack downs public before carrying them out, and unlike the Lower 48 where short term prisoners are housed in city and county jails, Lemon Creek must house long term prisoners as well as make room for those prisoners arrested or there for weekends or awaiting trial.

TOM KIZZIA
RONNIE CHAPPELL
News reporters

3-4-83

The state has proposed to divert three surplus federal prisons into medium-security prisons in an attempt to eliminate prison overcrowding by early 1984.
In a plan ordered by Superior Court Judge Douglas Sereno as part of a settlement in a class action lawsuit over prison conditions, Director of Corrections Roger Endell also proposes to build a 250-bed prison from scratch at Point Barrow in Anchorage, as well as a maximum-security prison at an undetermined location.
The plan calls for the state to increase the number of

misdemeanants diverted from jail to community programs, and proposes to increase the number of "soft beds" used primarily by offenders with chronic alcohol problems.
Endell said that Alaska currently has 1,445 inmates — 431 more than it has room for.
The state could move 220 inmates into a former military base at Wildwood near Kenai in six to nine months, the plan says. In addition, the state has proposed to convert a former missile base at Goose Bay on the north side of Knik Arm into a jail for 200 inmates by fall of 1984 and a federal communications site at Chinlak, 49 miles by road from Kodiak, into a jail for 130 to 150 inmates;

perhaps in early 1984.
However, at a public hearing in Kenai Thursday night, Endell said that a final decision on whether to put a prison at Wildwood has not been made.
"It's a plan, that's all," he said, adding that the state has not yet negotiated an agreement with the owners of the base, Kenai Native Association.
Endell said the state would not develop the Wildwood site if residents oppose it. "If you don't want us here, we'll fold up our tents and go somewhere else," he said.
About half of those testifying at the hearing opposed

putting a prison at Wildwood. Petitions containing the names of 400 people in opposition were presented to Endell.
Others, however, testified in favor of the prison, and the Kenai Chamber of Commerce and Kenai Peninsula Fire Chiefs' Association gave Endell resolutions supporting it.
Endell said the Goose Bay site is owned by the federal government, while the other two sites are now in private hands.
With these three sites in hand, the plan would scrap plans to expand an \$11.7 million pre-trial facility in Fairbanks and a \$9 million pre-trial facility in Juneau.
The plan does not outline the costs of the three pro-

posed prisons, but said they would result in "tremendous cost savings."
The legislature would have to approve \$45 million to build a maximum-security prison for 300 to 400 prisoners. Sites under consideration are Palmer, Seward, Kenai and Haines.
The state would also have to come up with \$35 million to build a new jail in Anchorage to hold sentenced prisoners waiting for a permanent assignment to prison. This new facility would allow the state to retire the existing Third Avenue and Sixth Avenue jails.
The state is seeking \$5.6 million to finish a 50- to 80-bed Nome Regional Correc-

tional Center, and plans to add a new 50-bed jail in Bethel with existing funds.
Endell said lack of funding from the legislature, plus "poor management practices" by previous administrations, has contributed to the overcrowding problem.
Endell said factors that have led to overcrowding include a stronger criminal code, fewer releases by the Board of Parole, tougher sentencing, and an increase in the number of police and prosecutors.
"Getting tough is admirable, but it is also tremendously expensive. It is now time to pay the bill," he said.

Remote prison sites

THE MENTION of putting state prisons in remote areas brings cries of horror from the lawyers, the courts — and the prisoners.

They are quick to say that prisoners need easy access to their lawyers and to the courtrooms. They also say the prisoners need to be close to law libraries, psychiatrists and counselors.

A re-orientation of that kind of thinking could be in order.

It's true that these services and various aids to prisoner welfare are mandated by the legislature and the courts.

But there's no reason why the lawyers and doctors and books and counselors can't be taken to the prisoners when they're needed, rather than

having the prisoners themselves in the center of things.

Selecting prison sites for the convenience of the prisoners doesn't make much sense, particularly the long-term prisoners. This is especially true when it's so difficult to get residents of a community to accept a prison as a neighbor.

There are exceptions. Prisoners on trial or awaiting sentence or whose terms are measured in days, not months or years, for instance, really do need to be close to the lawyers and the courtrooms. But the ones with lengthy terms don't.

Alaska is a land of remote places. It should be easy to find sites for prisons.

GOVERNOR names Endell prisons chief

by Jeff Berlner
Times Writer

Director of Corrections Robert Hatrak resigned Wednesday at the request of Gov. Bill Sheffield, and was immediately replaced by University of Alaska professor Roger Endell.

Endell, 42, headed a Sheffield-appointed corrections task force that offered policy recommendations radically opposed to those followed by Hatrak.

Endell, a 22-year Alaska resident and a 1968 graduate of UAFairbanks, has been an associate professor of justice at the University of Alaska for six years. For six years before that, he served as an assistant superintendent at state prisons in Anchorage, Eagle River, and Juneau.

Hatrak's nine-month stint as prisons chief was marred by accusations of conflict of interest, charges that he had improperly let corrections contracts, and questions about his past.

While prison superintendent at New Jersey's Rahway State Prison, he was the object of a criminal investigation in New Jersey and later fired. Then, as Multnomah County (Ore.) correction director, a Portland grand jury recommended that he be fired from the job.

Endell said today that the Division of Corrections will steer state corrections in a different direction than it was going under Hatrak.

Endell will take over the helm Monday. His first task will be "getting the division reorganized and set up as a department, assuming the governor agrees it will go to department status," he said.

The task force headed by Endell recommended that the Division of Corrections be taken out of the Department of Health and Social Services and that it be elevated to department status run by a commissioner who answers to the governor.

Prisoners will be moved out of the controversial Careage House — the nursing home turned prison which caused a storm of protest from the mayor and neighbors of the Tudor and Lake Otis facility — and the building will be transformed into the state corrections headquarters, Endell said today.

The efforts of Hatrak and assistant attorney general Mike Stark to settle an inmate lawsuit will be dropped, Endell said, indicating he'll work with the new attorney general to fight the inmate's suit over prison conditions. That was another task force recommendation.

"Serious prison overcrowding has to receive the constant attention of the director," Endell said.

But Endell said he thinks the problem can be solved at a lot less expense than proposed by the Hammond administration, notably Hatrak and acting commissioner of health and social services Allen Korhonen.

Without naming a dollar

Endell

(Continued from page A-1)
amount, Endell said, "I'm hoping we can do it for less."

Endell said he has ideas for coming up with as many as 400 new prison beds without "building concrete structures from the ground up."

He said the "very serious problems facing corrections are solvable" but will require "cooperation between the judicial, legislative and executive branches."

The corrections system has "a lot of catching up to," Endell said, so that the state prison system can handle all the people being funneled into it by the courts and as a result of new laws passed by the Legislature.

The task force report showed "very clearly there were substantial problems in management,"

Endell said, noting that the report stopped short of singling out Hatrak by name.

Endell said he will meet with the prison superintendents at the outset and anticipates none of the in-fighting and management problems which marked Hatrak's tenure as prison chief.

The "crisis in correctional management" can be solved with "sound, long-term and professional management," Endell's task force wrote, noting that the department has had four directors in six years.

But Endell called his appointment as the fifth director "a positive sign," proving that qualified Alaskans are available (a reference to selecting the last two directors from out of state), and because he already has a good working relationship with corrections.

"I know most of the people. I know most of their strengths and weaknesses," he said.

Endell said there may be a

shake-up within corrections as a result of task force recommendations to establish regional corrections centers in Fairbanks, Juneau and the Bush. Attrition, through retirements of superintendents, may also clear some positions.

Endell candidly acknowledged Hatrak's problems but called him "a professional."

"He's had some tough experiences," Endell said of Hatrak. "He tried to do an admirable job. He's had some difficulties. But when he was appointed, the man knew he might be out of a job with the change in administrations."

Hatrak said today he was not told why he was losing his job — only that "my resignation would be accepted."

Hatrak, 45, was given the news Wednesday by acting commissioner of health and social services Korhonen.

Calls to Korhonen were returned by the governor's office and

Sheffield spokesman Pete Spivey said the change was prompted by the governor's "desire to change leaders."

"The division of corrections has obviously gone through a lot of turmoil and I assume Hatrak's part of it," Spivey said.

The main finding of the task force, Spivey said, was that "the division has not had very much strong leadership."

Hatrak said he had no warning of the sudden change.

"The governor has the right and prerogative to field his own team. And he's probably better off fielding his own team. I feel strong about that. It's his choice."

Hatrak said corrections problems promise to be a big issue in the Legislature in the coming session and "corrections needs to go into this with as strong a position as possible."

other people died in

EO 54 - Sheffield
HB 103 - Fritz

"Creating a Department of Corrections"

"An Act establishing a Department of Corrections and transferring certain functions of the Department of Health and Social Services to the Department of Corrections; and providing for an effective date."

BACKGROUND INFORMATION:

Executive Order 54 establishes a Department of Corrections, replacing the Division of Corrections currently operating correctional institutions and programs under the Department of Health and Social Services. Adult penal institutions, the correctional industries program and probation and parole is proposed to be placed in the new department's jurisdiction. Juvenile corrections remain the responsibility of the Department of Health and Social Services. Responsibilities for the transportation of prisoners and mentally ill offenders are not addressed.

The "TASK FORCE ON CORRECTIONS STATUS REPORT" was submitted to Governor William Sheffield in December/January, 1982-1983. A summary document of the impact of those thirty four (34) recommendations relative to EO 54 and HB 103 is attached here. As of this date Corrections is reporting that they are currently complying with fifteen (15) of the recommendations; they have future plans to deal with eight (8) of them; eleven (11) of the recommendations they agree with but at the present time have no plans with compliance.

Staff requested "organizational development" information in order to compare staffing levels and requirements of three phases : (a) Pre-transitional Management Team; (b) Transitional Management Team; (c) Operational Department of Corrections.

Staff additionally requested fiscal information relative to previous administrative levels of function and organization within the Division of Corrections as a comparison with the proposed elevation to departmental status and the accompanying fiscal impact that it would address.

As additional support to EO 54, the Division of Corrections through the Department of Health and Social Services has submitted their position paper, attached here for review.

The Committee presently has copies of the "Population Management Plan" which addresses some of the concerns and issues relative to the Executive Order and House Bill before them. Submission to the Committee of the "Mini Corrections Master Plan" has been requested and it appears as though that will be available some time on or about the fifteenth of the month of March, 1983.

Although the "TASK FORCE ON CORRECTIONS STATUS REPORT" addresses both the problem of juvenile corrections and the transportation of prisoners, these are questions that the committee still has to address to future testimonial before them.

IMPACT:

Sectional Analysis done by staff of HESS is attached.

FISCAL NOTE:

Attached

WITNESSES:

Roger Endell, Corrections

STATUS OF TASK FORCE RECOMMENDATIONS
 DIVISION OF ADULT CORRECTIONS

	<u>COMPLY</u>	<u>FUTURE</u>	<u>AGREE</u>
1.	X		
2.	X		
3.	X		
4.		X	
5.		X	
6.	X		
7.		X	
8.	X		
9.		X	
10.			X
11.	X		
12.	X		
13.	X		
14.		X	
15.	X		
16.			X
17.	X		
18.	X		
19.	X		
20.	X		
21.		X	
22.			X
23.			X
24.			X
25.			X
26.			X
27.	X		
28.			X
29.			X
30.			X
31.		X	
32.		X	
33.			X
34.	X		

B. FUTURE

NUMBER

TEXT

- (4 & 5) The Third Avenue and 6th & C correctional centers in Anchorage should be utilized to hold short term offenders and those incarcerated for alcohol related offenses.
- (7) Hiland Mountain correctional center near Eagle River must be permitted to return to its original mission.
- (9) Sentenced adult female housing space at Meadow Creek (Eagle River) should be added as necessary with much less expensive architecture than past practice.
- (14) The state should continue to maintain a number of dangerously violent Alaska offenders within the Federal Bureau of Prisons' system.
- (21) All jail contracts should be managed by the Department of Corrections.
- (31) All youth correctional functions should be organized as a separate division within the Department of Corrections when reorganization is completed and functional.
- (32) The prisoner population of the State of Alaska should be put to work.

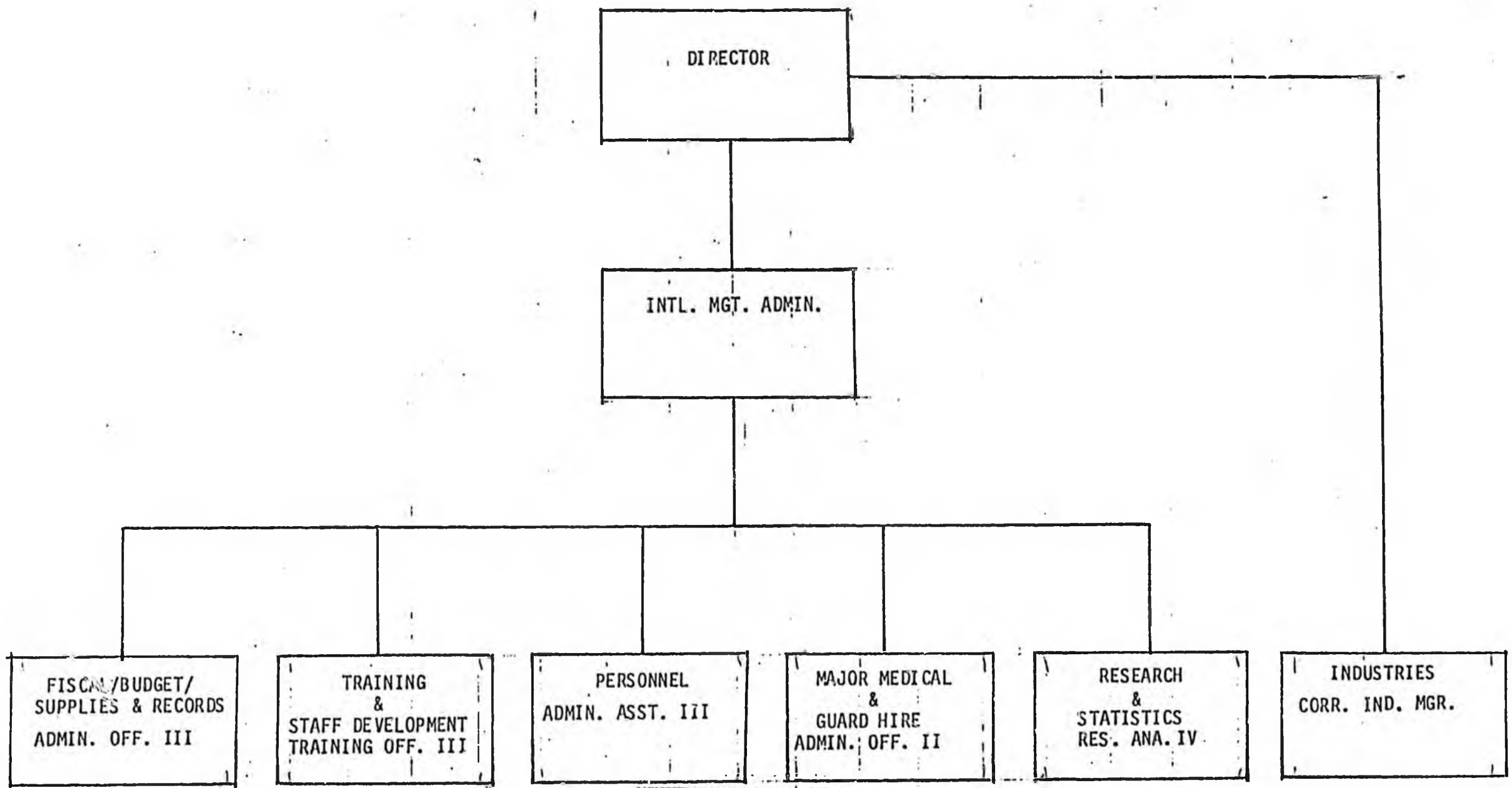
C. AGREE

NUMBER

TEXT

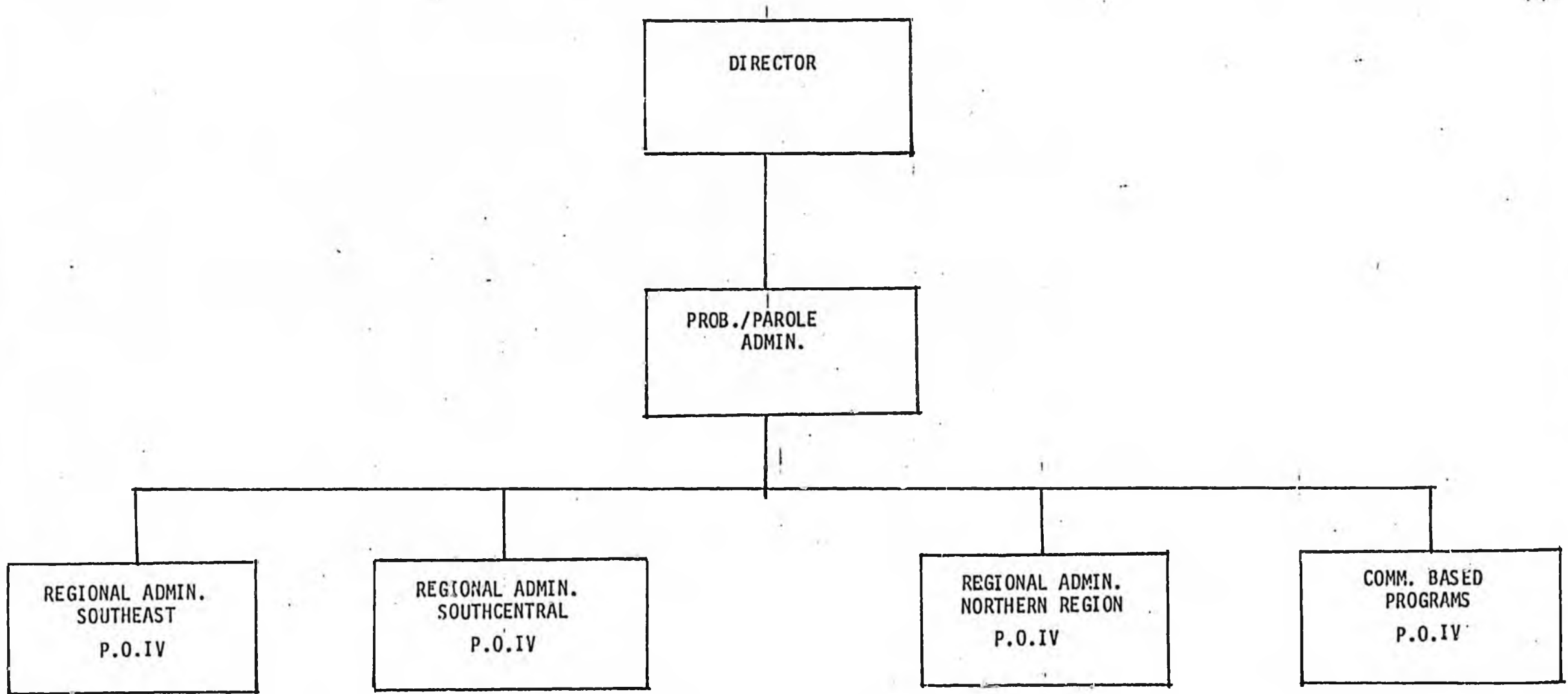
- (10) The type and methods of construction of the two institutions at Palmer should be copied elsewhere as needed in the State.
- (16) Correctional construction should be recognized as a high priority among all units of state government.
- (22) A well trained correctional staff is mandatory and critical to efficient management.
- (23) The Division of Corrections should be moved quickly and decisively in toto by immediate executive order to Departmental status.
- (24) A Commissioner of Corrections should be appointed by the Governor as soon as possible.
- (25) A cabinet level body should be directed to coordinate policy and law implementation for the effective administration of justice.
- (26) Management personnel of the agencies of justice (state and local) should coordinate the activities of these agencies at the local and regional level.
- (28) Municipalities should not be made responsible for the costs of pre-trial incarceration of offenders held on state criminal charges, but municipal-state coordination is essential.
- (29) The state should move immediately to address the law, policies and procedures with regard to public drunkenness and drunk driving.
- (30) The State Office of Alcoholism and Drug Abuse should provide comprehensive program services to correctional populations in cooperation with local municipalities.
- (33) Offender education and recreational programs should be made available to prison populations during the non-work hours of those prisoners.
- (35) Corrections should provide the opportunity to every offender the resources of a halfway house program for those about to be released -- corrections must correct.

DIVISION OF ADULT CORRECTIONS
ADMINISTRATION & SUPPORT

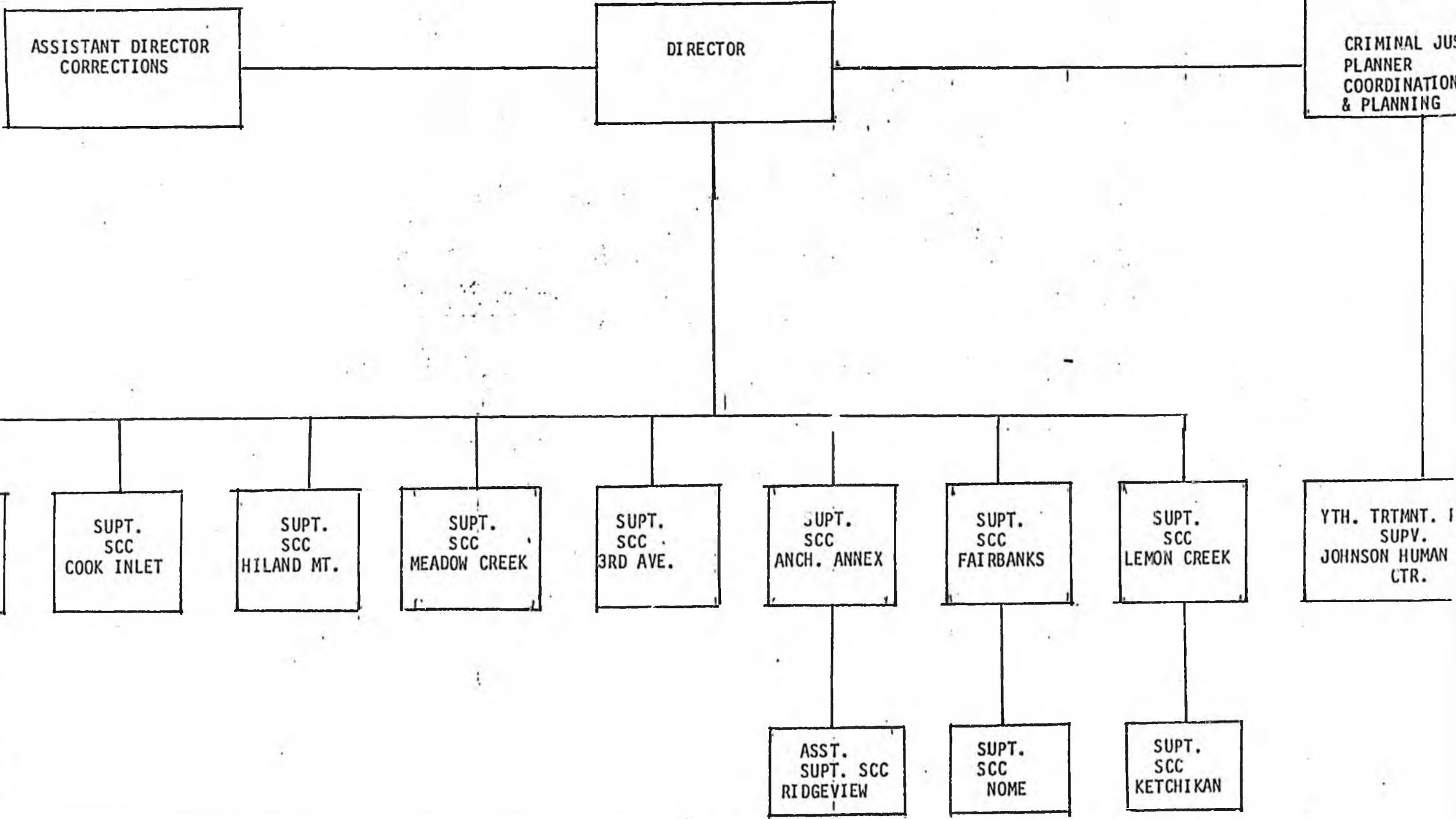


Organizational Chart
prior to transitional
Management Team

DIVISION OF ADULT CORRECTIONS
PROBATION & PAROLE



DIVISION OF ADULT CORRECTIONS
OPERATIONS



DIRECTOR

SEC.

ASSIST. DIR.
SOUTH CENTRAL

ASSIST. DIR.
ADMIN. SERVICES

ASSIST. DIR.
S.E. & NORTHERN

CLASSIFICATION

COM. SER. R.A.

INST. SER. SUPTS

COM. SER. R.A.S

INST. SER.

B.
OLE
ICE

NEW
START
CENTER

H/H

TRAINING

S.E.R.A

N.R.A.

P/P
OFFICE

N.S.
CENTER

H/H

P/P
OFFICE

N.S.
CENTER

H/H

PALMER
C.C.

HILAND
MTN.
C.C.

COOK
INLET
C.C.

SIXTH
AVE.
C.C.

THIRD
AVE.
C.C.

RIDGE
VIEW
C.C.

KTN.
C.C.

JOHN
SER. CC

JNU.
C.C.

FRKS.
C.C.

NOME
C.C.

A.O. III
FISCAL
PERSONNEL

C,J,P, F
PLANNING &
RESEARCH

PRISONS
INDUSTRIES

LEG. LIAISON
COMPACT
H/H SUPPORT

DEPARTMENT OF CORRECTIONS

OFFICE OF
THE
COMMISSIONER

OFFICE OF THE
ASSISTANT COMMISSIONER
OF OPERATIONS

S.C. Correctional Facilities,
S.C. Probation Offices,
Statewide Classification,
Training Academy, and
Statewide Prison Industries

OFFICE OF THE
ASSISTANT COMMISSIONER
ADMINISTRATION

Research, Planning,
Data Processing, Capital
Construction, Budget,
Finance, and Personnel

OFFICE OF THE
NORTHERN & INTERIOR
REGIONAL DIRECTOR

Northern & Interior
Correctional Facilities,
and Northern & Interior
Probation Offices

OFFICE OF THE
SOUTHEAST
REGIONAL DIRECTOR

Southeast Correctional
Facilities, and Southeast
Probation Offices

OFFICE OF THE
RURAL
REGIONAL DIRECTOR

OFFICE OF
THE
COMMISSIONER

EX	Commissioner		RC
PX	Exec. Sec. II	R/14	NP
PX	Spec. Asst. II	R/23	NP
GG	Info. Off. II	R/17	NP
GG	Clk Typ III	R/8	NP

OFFICE OF THE
ASSISTANT COMMISSIONER
OF OPERATIONS

PX	Ast. Com.	R/28	RC
PX	Spec. Asst. I	R/21	RC
GG	Sec. II	R/11	NP

OFFICE OF THE
ASSISTANT COMMISSIONER
ADMINISTRATION

PX	Ast. Com.	R/28	RC
GG	Sec. II	R/11	CP
GG	Sys. Anal II	R/20	NP
GG	Per. Off. III	R/20	NP
SU	Acct. Sup V	R/22	RC
GG	Adm. Off. I	R/17	NP

OFFICE OF THE
NORTHERN & INTERIOR
REGIONAL DIRECTOR

PX	Reg. Dir	R/24	RC
GG	Sec. I	R/10	RC

OFFICE OF THE
SOUTHEAST
REGIONAL DIRECTOR

PX	Reg. Dir	R/24	RC
GG	Sec. I	R/10	RC

OFFICE OF THE
RURAL
REGIONAL DIRECTOR

PX	Reg. Dir	R/24	NP
GG	Sec. I	R/10	NP

TYPE OF ACTION NECESSARY

RC - Reclassification of Current Position
NP - New Position
CP - Current Position

BARGAINING UNIT

E Exempt
PX Partially Exempt
GG General Government
SU Supervisory Unit

New Positions

Range	Title	Loc	Monthly Salary	Variable Benefits	Suppl Benef	Health Insur	Total	FY83 3 mos	FY84 12 mos
14 X	Exec Secretary II	AWA	2241	383	137	240	3001	9003	36012
11	Secretary II	EBA	1862	318	114	240	2534	7602	30408
23 X	Spec. Asst. II	AWA	4149	709	254	240	5352	16056	64224
17	Info. Officer	AWA	2757	471	169	240	3637	10911	43644
8	Clerk Typist III	AWA	1553	265	95	240	2153	6459	25836
24 X	Reg'l. Dir.-Rural	AWA	4936	844	303	240	6323	18969	75876
20	Pers. Officer	AWA	3469	593	213	240	5122	15366	61464
17	Admin. Officer I	AWA	2824	483	173	240	4720	11160	44640
20	Systems Anal. II	AWA	3394	580	208	240	4422	13266	53064
9	Secretary I	EBA	1803	308	111	240	2462	<u>7386</u>	<u>29544</u>
SUBTOTAL								116,178	464,712

Reclassifications

PCN	From	To	Net Change:	
			3 mos	12 mos
4001	Director, Div of Corrections	Commissioner, Dept of Corrections	1380	5520
4840	Dep. Director Operations	Asst. Comm. Operations	3210	12840
4613	Dep. Director Administration	Asst. Comm. Administration	3210	12840
4813	Internal Mgmt. Administrator	Accounting Supervisor V	-0-	-0-
4159	Asst. Superintendent	Regional Director (Fbks)	7032	28128
4036	Probation/Parole Admin.	Regional Director (Juneau)	-0-	-0-
4513	Clerk Typist III	Secretary I (Juneau)	759	3036
4679	Clerk Typist III	Secretary I (Anchorage)	759	3036
4510	Asst. Director Corrections	Special Assistant I	<u>-0-</u>	<u>-0-</u>
SUBTOTAL			16,350	65,400
GRAND TOTAL			132,528	530,112

DEPARTMENT OF HEALTH AND SOCIAL SERVICE POSITIONS WHICH ARE TRANSFERING TO
THE NEW DEPARTMENT OF CORRECTIONS OFFICE OF ASSISTANT COMMISSIONER OF ADMINISTRATION

FROM DIVISION OF MANAGEMENT AND BUDGET

<u>Title</u>	<u>Range</u>	<u>PCN</u>	<u>Loc</u>
Program Budget Analyst III	R/19	0004	AWA
Public Facilities Planner II	R/21	0501	AWA
Public Facilities Planner I	R/20	0503	EBA
Public Facilities Planner I	R/20	0502	EBA
Accounting Clerk I	R/8	0504	AWA
Clerk Typist II (PPT)	R/7	0505	EBA

FROM DIVISION OF ADMINISTRATIVE SERVICES

<u>Title</u>	<u>Range</u>	<u>PCN</u>	<u>Loc</u>
Personnel Officer I	R/16	0056	EBA
Clerk IV	R/9-	0095	AWA
Accounting Clerk I	R/8	0046	EBA
Clerk Typist III	R/8	0058	EBA
Acct. Clerk II	R/9	0020	AWA
Acct. Clerk II	R/9	0016	AWA
Acct. Clerk II	R/9	0049	AWA

FY 82

STATE OF ALASKA -- BUDGET UNIT SUMMARY

10:54

7/02/81

CATEGORY: ADMINISTRATION OF JUSTICE
 AGENCY: DEPARTMENT OF HEALTH & SOCIAL SERVICES

PROGRAM: CORRECTIONS ADMIN & SUPPORT

COMPONENT DESCRIPTION	FY81 ATH	FY81 SUP	CONT	REQUEST	GOV AMD GOVERNOR	HOUSE	SENATE	F.C.C.	BILLS	LEG.REC.
ADMINISTRATION & SUPPORT	1583.2		1478.4	1478.4	1467.9	1394.5	1335.0	1815.0		
TRAINING & CAREER DEVELOPMENT			270.9	270.9	270.9	257.3				
XX TOTAL	1583.2		1749.3	1749.3	1738.8	1651.8	1335.0	1815.0		
XX CHANGE VERSUS FY81 ATH				10.4%	-100.0%	9.8%	4.3%	-15.6%	14.6%	
OBJECT DESCRIPTION										
PERS. SERV.	1114.4		1264.5	1264.5	1264.5	1201.3	965.2	965.2		
TRAVEL	79.5		89.2	89.2	89.2	84.7	58.0	58.0		
CONTRACTUAL	295.4		354.4	354.4	343.9	326.7	288.7	288.7		
COMMODITIES	31.5		33.2	33.2	33.2	31.5	15.5	15.5		
EQUIPMENT	12.4		8.0	8.0	8.0	7.6	7.6	7.6		
GRANTS, CLMS										
MISC.	50.0							480.0		
FUNDING SOURCE										
GENERAL FUND	1583.2		1749.3	1749.3	1738.8	1651.8	1335.0	1815.0		
XX GENERAL FUND CHANGE VS. FY81 ATH				10.4%	-100.0%	9.8%	4.3%	-15.6%	14.6%	
POSITIONS										
FULL-TIME	34.0		32.0	32.0	32.0	32.0	27.0	27.0		
STAFF-MONTHS	408.0		384.0	384.0	384.0	384.0	324.0	324.0		

STATE OF ALASKA -- BUDGET UNIT SUMMARY

10154

7/02/81

CATEGORY: ADMINISTRATION OF JUSTICE
 AGENCY: DEPARTMENT OF HEALTH & SOCIAL SERVICES

PROGRAM: ADULT PROBATION & COMM PROGRAM

COMPONENT DESCRIPTION	FY81 ATH	FY81 SUP	CONT	REQUEST	GOV AMD	GOVERNOR	HOUSE	SENATE	F.C.C.	BILLS	LEG.REC.
ADULT PROBATION 1ST JUD DIST	210.8		370.5	489.2		468.8	370.0	370.0	417.8		
ADULT PROBATION 2ND DIST			101.1	159.2		159.2	144.0	144.0	144.0		
ADULT PROBATION 3RD JUDICIAL D	945.6		1344.2	1400.1		1360.5	1286.4	1286.4	1319.7		
ADULT PROBATION 4TH JUDICIAL D	452.1		532.4	706.7		672.2	590.0	590.0	657.0		
COMMUNITY BASED PROGS.	1018.0		1173.1	1173.1	644.1	1125.4	1658.6	1658.6	2052.7		
MM TOTAL	2626.5		3521.3	3926.3	644.1	3786.1	4049.0	4049.0	4591.2		
MM CHANGE VERSUS FY81 ATH				49.4%	-75.4%	44.1%	54.1%	54.1%	74.8%		
OBJECT DESCRIPTION											
PERS. SERV.	1621.8		2225.3	2528.3		2528.3	2285.0	2285.0	2428.8		
TRAVEL	29.8		39.6	66.6		66.6	60.3	60.3	62.2		
CONTRACTUAL	918.0		1056.4	1090.3	644.1	988.1	1531.2	1531.2	1538.7		
COMMODITIES	17.9		22.0	23.4		28.4	25.1	25.1	26.3		
EQUIPMENT	5.9		140.0	174.7		174.7	147.4	147.4	150.2		
LANDS/BLDGS	33.1		38.0	38.0							
GRANTS, CLMS									385.0		
FUNDING SOURCE											
GENERAL FUND	2626.5		3521.3	3926.3	644.1	3786.1	4049.0	4049.0	4591.2		
MM GENERAL FUND CHANGE VS. FY81 ATH				49.4%	-75.4%	44.1%	54.1%	54.1%	74.8%		
POSITIONS											
FULL-TIME	51.1		58.0	67.0		67.0	64.0	64.0	66.0		
PART TIME	1.0		1.0	1.0		1.0	1.0	1.0	1.0		
STAFF-MONTHS	612.0		702.0	810.0		810.0	774.0	774.0	798.0		

STATE OF ALASKA -- BUDGET UNIT SUMMARY

10150

7/02/81

CATEGORY: ADMINISTRATION OF JUSTICE
 AGENCY: DEPARTMENT OF HEALTH & SOCIAL SERVICES

PROGRAM: ADULT CONFINEMENT

COMPONENT DESCRIPTION	FY81 ATH	FY81 SUP	CONT	REQUEST	GOV AMD	GOVERNOR	HOUSE	SENATE	F.C.C.	BILLS	LEG.REC.
PALMER CORR. CNTR	1492.6		1479.6	1694.1		1694.1	1552.4	1495.3	1694.1		
ANCH. STATE CORR. CNTR	1270.9		1529.5	1529.5		1529.5	1453.1	1453.1	1529.5		
JUNEAU CORR. CNTR.	2377.5		2694.1	2694.1		2474.3	2350.6	2350.6	2474.3		
FAIRBANKS CORR. CNTR.	2677.0		3157.5	3157.5		3157.5	2999.7	3059.7	3174.0		
KETCHIKAN CORR. CNTR.	819.8		945.6	945.6		917.6	871.5	871.5	917.6		
ANC. ANNEX CORR. CNTR.	1713.9		1938.0	1938.0		1938.0	1841.0	1841.0	2052.6		
EAGLE RIVER CORR. CNTR	2314.0		2641.4	2641.4		2641.4	2509.4	2509.4	2609.2		
RIDGEVIEW MANOR	1046.8		1226.6	1226.6		1028.8	977.5	977.5	1018.5		
NOME CORRECTION CENTER	755.3		866.9	866.9		781.8	742.8	742.8	781.8		
JUNEAU WOM & JUV. FAC.				156.5	445.5	156.5	394.0	394.0	394.0		
MASTER PLAN STATEWIDE POOL	366.1		584.5	584.5		584.5	555.3	555.3	555.3		
PRISON INDUSTRIES				155.7		155.7	147.9	147.9	147.9		
LOCAL FACILITIES	1127.0		1412.2	1522.2		1522.2	1446.1	1446.1	1522.2		
OUT OF STATE CONTRACTUAL	2519.5		4175.5	4175.5		4175.5	3966.8	3966.8	4175.5		
MAJOR MEDICAL & GUARD HIRE	750.7		768.9	968.9		968.9	920.5	920.5	968.9		
** TOTAL	19231.1		23576.0	24257.0	445.5	23726.3	22728.6	22731.5	24015.4		
** CHANGE VERSUS FY81 ATH				26.1%	-97.6%	23.3%	18.1%	18.2%	24.8%		
OBJECT DESCRIPTION											
PERS. SERV.	10682.3		12785.7	13141.2	133.2	13141.2	12520.4	12463.3	13316.3		
TRAVEL	106.8		141.8	141.8	10.2	141.8	144.5	144.5	149.8		
CONTRACTUAL	5465.9		7583.1	7705.6	174.9	7394.7	7110.5	7110.5	7432.8		
COMMODITIES	1872.2		2031.4	2034.4	81.2	2034.4	1972.0	1972.0	2033.1		
EQUIPMENT	205.1		88.9	88.9	32.6	88.9	89.3	89.3	91.8		
LANDS/BLDGS	203.5		219.8	219.8							
GRANTS, CLMS	575.3		725.3	925.3	13.4	925.3	891.9	891.9	931.6		
MISC.	120.0							60.0	60.0		
FUNDING SOURCE											
GENERAL FUND	19231.1		23576.0	24257.0	445.5	23726.3	22728.6	22731.5	24015.4		
** GENERAL FUND CHANGE VS. FY81 ATH				26.1%	-97.6%	23.3%	18.1%	18.2%	24.8%		
POSITIONS											
FULL-TIME	308.0		308.0	319.0	6.0	319.0	323.0	321.0	328.0		
PART TIME	4.0		3.0	3.0		3.0	3.0	3.0	3.0		
STAFF-MONTHS	3727.0		3987.0	4119.0	72.0	4119.0	4167.0	4143.0	4227.0		

FY 83

STATE OF ALASKA --- BUDGET UNIT SUMMARY

13:21

6/10/82

AGENCY: DEPARTMENT OF HEALTH & SOCIAL SERVICES
 CATEGORY: ADMINISTRATION OF JUSTICE

PROGRAM: CORRECTIONS ADMIN & SUPPORT

COMPONENT DESCRIPTION	FY82 ATH	FY82 SUP	CONT.	REQUEST	GOV AND GOVERNOR	HOUSE	SENATE	F.C.C.	BILLS	HOUSE 2
DIRECTORS OFFICE	1615.0		1270.2	1526.8	1364.0	1364.0	1275.1	1364.0	336.7	1275.1
CAREER ENHANCEMENT TRAINING			277.9	277.9	281.1	283.9	269.5	281.1		269.5
CORRECTIONS CAREER ENHANCEMENT	130.3									
** TOTAL	1945.3		1548.1	1804.7	1645.1	1647.9	1544.6	1645.1	336.7	1544.6
** CHANGE VERSUS FY82 ATH				-7.2%	-15.4%	-15.2%	-20.5%	-15.4%	-100.0%	
OBJECT DESCRIPTION										
PERS. SERV.	1055.7		1145.1	1312.7	1229.9	1229.9	1143.0	1229.9		1143.0
TRAVEL	70.1		91.0	142.8	106.0	106.0	106.0	106.0		106.0
CONTRACTUAL	308.7		279.9	307.1	279.9	279.9	279.9	279.9		279.9
COMMODITIES	23.2		27.1	34.1	24.3	27.1	27.1	24.3		27.1
EQUIPMENT	7.6		5.0	8.0	5.0	5.0	5.0	5.0		5.0
LANDS/BLDGS									336.7	
MISC.	480.0						-16.4			-16.4
FUNDING SOURCE										
GENERAL FUND	1945.3		1548.1	1804.7	1645.1	1647.9	1544.6	1645.1	336.7	1544.6
** GENERAL FUND CHANGE VS. FY82 ATH				-7.2%	-15.4%	-15.2%	-20.5%	-15.4%	-100.0%	
POSITIONS										
FULL TIME	29.0		29.0	33.0	30.0	30.0	30.0	30.0		30.0
STAFF MONTHS	348.0		348.0	396.0	360.0	360.0	360.0	360.0		360.0

STATE OF ALASKA -- BUDGET UNIT SUMMARY

13:20

6/10/82

AGENCY: DEPARTMENT OF HEALTH & SOCIAL SERVICES
CATEGORY: ADMINISTRATION OF JUSTICE

PROGRAM: ADULT PROBATION & COMM PROGRAM

COMPONENT DESCRIPTION	FY82 ATH	FY82 SUP	CONT.	REQUEST	GOV AMD	GOVERNOR	HOUSE	SENATE	F.C.C.	BILLS	HOUSE 2
ADULT PROBATION 1ST JUD DIST	417.8		455.8	455.8	460.3	465.0	436.1	460.3		56.4	436.1
ADULT PROBATION 2ND DIST	144.0		177.4	177.4	175.6	177.4	166.2	175.6		93.6	166.2
ADULT PROBATION 3RD JUDICIAL D	1319.7		1327.7	1327.7	1318.2	1341.3	1256.9	1318.2			1256.9
ADULT PROBATION 4TH JUDICIAL D	657.0		676.3	676.3	726.4	683.3	640.9	726.4			640.9
COMMUNITY BASED PROGS.	2052.7		1751.5	2026.5	1966.0	2026.5	1985.5	1966.0			1985.5
** TOTAL	4591.2		4388.7	4663.7	4646.5	4693.5	4485.6	4646.5		150.0	4485.6
** CHANGE VERSUS FY82 ATH				1.5%	1.2%	2.2%	-2.3%	1.2%	-100.0%		
OBJECT DESCRIPTION											
FERS. SERV.	2428.8		2583.2	2583.2	2632.9	2613.0	2452.1	2632.9		93.2	2452.1
TRAVEL	62.2		104.0	104.0	104.0	104.0	104.0	104.0		22.6	104.0
CONTRACTUAL	1538.7		1654.8	1929.8	1876.1	1929.8	1929.8	1876.1		28.8	1929.8
COMMODITIES	26.3		28.7	28.7	27.3	28.7	28.7	27.3		1.9	28.7
EQUIPMENT	150.2		18.0	18.0	6.2	18.0	18.0	6.2		3.5	18.0
LANDS/BLDGS											
GRANTS, CLMS	385.0										
MISC.							-47.0				-47.0
FUNDING SOURCE											
GENERAL FUND	4591.2		4388.7	4663.7	4646.5	4693.5	4485.6	4646.5		150.0	4485.6
** GENERAL FUND CHANGE VS. FY82 ATH				1.5%	1.2%	2.2%	-2.3%	1.2%	-100.0%		
POSITIONS											
FULL TIME	66.0		65.0	65.0	65.0	65.0	65.0	66.0		3.0	65.0
PART TIME	1.0		1.0	1.0		1.0	1.0				1.0
STAFF MONTHS	798.0		786.0	786.0	780.0	756.0	786.0	792.0		26.0	786.0

STATE OF ALASKA -- BUDGET UNIT SUMMARY

13:20

6/10/82

AGENCY: DEPARTMENT OF HEALTH & SOCIAL SERVICES
CATEGORY: ADMINISTRATION OF JUSTICE

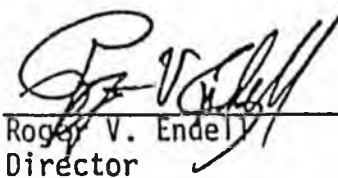
PROGRAM: ADULT CONFINEMENT

COMPONENT DESCRIPTION	FY82 ATH	FY82 SUP	CONT.	REQUEST	GOV AMD	GOVERNOR	HOUSE	SENATE	F.S.D.	BILLS	HOUSE 2
PALMER CORR. CNTR	1694.1	1206.5	1942.6	3569.2	3538.4	3574.1	3385.8	3689.6			3385.8
ANCH. STATE CORR. CNTR	1529.5	46.0	1557.5	1557.5	1548.3	1563.9	1482.0	1594.4			1482.0
JUNEAU CORR. CNTR.	2474.3	48.5	2494.1	2494.1	2475.0	2500.0	2376.6	2676.2			2376.6
FAIRBANKS CORR. CNTR.	3174.0	314.5	3264.7	3851.2	3819.0	3857.6	3671.3	3998.2			3671.3
KETCHIKAN CORR. CNTR.	917.6	73.3	1027.8	1352.0	1341.1	1354.6	1282.6	1359.3			1282.6
ANC. ANNEX CORR. CNTR.	2052.6	213.6	2239.0	2440.3	2421.6	2446.1	2314.3	2421.6			2314.3
EAGLE RIVER CORR. CNTR	2609.2	268.3	2847.9	4405.4	4366.7	4410.8	4196.6	4362.8			4196.6
AK WOMEN'S FACILITY	1018.5	58.3	1078.4	1078.4	1070.2	1081.0	1024.7	1070.2			1024.7
HOME CORRECTION CENTER	781.8	-38.9	854.7	854.7	849.2	857.8	811.7	869.3			811.7
JUNEAU WOM & JUV. FAC.	394.0	-42.6	681.5	681.5	674.7	681.5	652.8	674.7			652.8
RIDGEVIEW MEN'S		500.5	47.1	1324.0	1311.8	1325.0	1263.7	1311.8			1263.7
ANCHORAGE PRE-TRIAL			73.1	2371.3	2350.5	2374.2	2274.5	2350.5			2274.5
SEX OFFENDER TREATMENT	122.5										
STATEWIDE SERVICES	555.3	62.2	1657.1	1657.1	1659.9	1659.9	1736.7	978.4		8285.8	1736.7
PRISON INDUSTRIES	147.9	-46.3	159.1	159.1	160.2	161.8	148.9	160.2		355.5	148.9
LOCAL FACILITIES	1522.2										
OUT OF STATE CONTRACTUAL	4175.5	-310.2	3845.2	3845.2	3845.2	3845.2	3806.8	3845.2			3806.8
MAJOR MEDICAL & GUARD HIRE	968.9	396.3	1057.2	1466.8	1454.7	1469.4	1431.8	1454.7			1431.8
MM TOTAL	24137.9	2750.0	24827.0	33103.8	32886.5	33162.9	31860.8	33016.5		8641.3	31860.8
MM CHANGE VERSUS FY82 ATH				37.1%	36.2%	37.3%	31.9%	36.7%	-100.0%		
OBJECT DESCRIPTION											
PERS. SERV.	13316.3	1550.0	14741.0	20152.9	20107.2	20107.2	19006.5	20107.2		779.9	19006.5
TRAVEL	149.8	34.0	144.0	203.3	203.3	203.3	203.3	203.3		36.1	203.3
CONTRACTUAL	7432.8	252.9	6552.9	7592.5	7631.9	7631.9	7761.9	7761.9		182.4	7761.9
COMMODITIES	2033.1	563.9	2280.3	3384.6	3108.2	3384.6	3384.6	3108.2		187.4	3384.6
EQUIPMENT	91.8	116.2	95.8	236.0	236.0	236.0	236.0	236.0		154.0	236.0
LANDS/BLDGS		241.0								7268.5	
GRANTS, CLMS	931.6	-43.2	1013.0	1534.5	1599.9	1599.9	1599.9	1599.9		33.0	1599.9
MISC.	182.5	35.2					-331.4				-331.4
FUNDING SOURCE											
GENERAL FUND	24137.9	2750.0	24827.0	33103.8	32886.5	33162.9	31860.8	33016.5		8641.3	31860.8
MM GENERAL FUND CHANGE VS. FY82 ATH				37.1%	36.2%	37.3%	31.9%	36.7%	-100.0%		
POSITIONS											
FULL TIME	328.0	70.0	330.0	519.0	517.0	517.0	517.0	517.0		28.0	517.0
PART TIME	3.0		3.0	5.0	4.0	4.0	4.0	4.0			4.0
STAFF MONTHS	4227.0	350.0	4331.0	6098.5	6068.5	6068.5	6068.5	6068.5		336.0	6068.5

urgency and nature of Corrections' issues require an increasingly larger portion of the efforts and attention of top DHSS 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 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 DHSS. The Department supports the approval of Executive Order 54.

Recommended by:

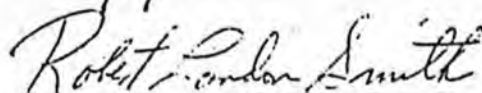


Roger V. Endely
Director
Division of Adult Corrections

Date:

2/8/83

Approved by:



Robert London Smith, P.H.D.
Commissioner
Department of Health and
Social Services

Date:

2/22/83

C

MEMO TO: Health, Education and Social Services Committee
FROM: Dave Palmer
SUBJECT: Executive Order 54 and HB 103
DATE: January 25, 1983

HB 103	11.71.305	Places rehabilitation of persons convicted of personal use of controlled substances with the Dept. of Corrections instead of the Dept. of Health and Social Services.
HB 103	12.55.025	Transfers authority from DHSS to DOC for determining which facility is to be used for those people imprisoned and not on bail.
EO 54		not addressed.
HB 103	12.55.055	Changes jurisdiction of prisoners performing community work from DHSS to DOC.
EO 54	"	Same
HB 103	12.55.185	Repeals the definition of the division of corrections within DHSS.
EO 54	"	Same
HB 103	12.70.220 (c)	Changes from DHSS to DOC authority to comment on extraditions. (Should probably refer to §(b) also).
EO 54	"	Same
HB 103	33.05.080	Changes definition from DHSS to DOC in Title 33, Probation, Prisons, and Prisoners.
EO 54	"	Same
HB 103	33.15.260	Substitutes Commissioner of DOC for Commissioner of DHSS in definitions of Title 33.
EO 54	"	Same
HB 103	33.30.130	Transfers authority from Dept. of Public Safety to DOC for transportation of persons pending arraignment or commitment.
EO 54	"	Not changed

HB 103	33.30.900	Changes reference from commissioner of DHSS to commissioner of DOC in Title 33.
EO 54	"	Not Changed
HB 103	33.32.070	Changes from DHSS to DOC in reference to Correctional Industries Program.
EO 54		
HB 103	33.35.010	Reference to Commissioner of DHSS is changed to Commissioner of DOC pertaining to the Agreement on Detainers.
EO 54	"	Referenced, but not changed
HB 103	33.35.040	Same as 33.35.010.
EO 54	"	Same
HB 103	33.36.040	Authorizes commissioner of DOC, not commissioner of DHSS to implement interstate corrections compact.
HB 103	33.36.100	Changes reference from DHSS to DOC pertaining to the Western Interstate Corrections Compact.
EO 54	"	Same
HB 103	41.20.110 (b)	Changes reference from Commissioner, DHSS to Commissioner, DOC for volunteer trail work by prisoners.
EO 54	"	Not Addressed
HB 103	44.17.005	Adds Dept. of Corrections to list of State of Alaska departments.
EO 54	"	Same
HB 103	44.29.020 (9)	Excludes administration of correctional institutions from DHSS duties (leaves probation and parole, however).
HB 103	44.29.020 (17)	repeals probation and parole from DHSS duties.
EO 54	44.29.020 (17)	same as above, but creates 44.28.010 to add probation, parole, and adult penal institutions to DOC.

HB103	47.08.050 (8)	Changes authority from DHSS to DOC for medical services for people in custody.
EO 54	"	Not addressed
HB 103	47.17.020 (a)	Changes reference from division of corrections to department of corrections relating to child abuse cases.
EO 54		Not addressed
HB 103	47.21.010 (b)	Changes from division of corrections to department of corrections authority over juvenile offenders. <i>ADVENTURE BASED EDUCATION</i>
EO 54		Not addressed <i>HSS</i>
HB 103	47.30.845 (5)	Changes authority from division of corrections to department of corrections regarding confidential records
EO 54	"	Not addressed
HB 103	47.37.040 (3)	Changes from division of corrections to department of corrections the agency to work with the office of alcoholism of DHSS for programs for inmates or parolees.

STATE OF ALASKA
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

JAN 27 '83
POLICY - STATE CAPITOL
JUNEAU, ALASKA 99811
907-465-3800

MEMORANDUM

January 26, 1983

SUBJECT: Department of Corrections
(HB 103)

TO: Representative Milo Fritz

FROM: *LHA* Linn H. Asper
Legislative Counsel

In preparing a Senate duplicate of HB 103 we have determined that an additional section should be added to your bill to delete a reference to the division of corrections that I missed when I prepared the draft of HB 103. This could be added in a committee substitute by the Health, Education and Social Services committee. The proposed addition is as follows:

Page 4, after line 1, insert a new section to read:

* Sec. 9. AS 33.15.010 is amended to read:

Sec. 33.15.010. STATE BOARD OF PAROLE. There is in the department a board of parole consisting of five members to be appointed by the governor, subject to confirmation by a majority of the members of the legislature in joint session. One of the members, who shall be chairman of the board, shall be a person with training or experience in the field of probation and parole, [AND THAT MEMBER MAY BE AN OFFICIAL OR EMPLOYEE OF THE DEPARTMENT] but that member may not be an official or employee of the department [DIVISION OF CORRECTIONS]. The term of each of the other four members of the board is four years and until a successor is appointed and qualified. Successors are appointed in the same manner as provided for the board members first appointed. A vacancy shall be filled for the unexpired term.

Renumber succeeding bill sections accordingly.

LHA:ljb

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

I. REQUEST
 Bill/Resolution No. EO 54
 Title Executive Order Creating Department of Corrections
 Requested by Governor

II. FISCAL DETAIL
 Agency Affected Department of Corrections
 Program Category Affected Administration of Justice
 BRU, Program, Or Subprogram(s) Affected Director's Office
 (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 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES	132.5	530.1	561.9	595.6	631.4	669.2
200 TRAVEL	45.0	48.0	50.9	54.0	57.2	60.6
300 CONTRACTUAL	60.5	356.5	377.9	400.6	424.6	450.1
400 COMMODITIES	4.0	17.0	18.0	19.1	20.2	21.4
500 EQUIPMENT	8.0					
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	250.0	951.6	1008.7	1069.3	1133.4	1201.3

FUNDING (Thousands of Dollars)

	250.0	951.6	1008.7	1069.3	1133.4	1201.3
GENERAL FUND	250.0	951.6	1008.7	1069.3	1133.4	1201.3
FEDERAL FUNDS	-0-	-0-	-0-	-0-	-0-	-0-
OTHER (Specify Source)	-0-	-0-	-0-	-0-	-0-	-0-
	-0-	-0-	-0-	-0-	-0-	-0-
	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS

	10.0	10.0	10.0	10.0	10.0	10.0
FULL TIME	10.0	10.0	10.0	10.0	10.0	10.0
PART TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-
	-0-	-0-	-0-	-0-	-0-	-0-

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

The Executive Order will create the Department of Corrections necessitating the transfer of the Division of Corrections and Parole Board from the Department of Health & Social Services to the new department, creation of ten new positions, the reclassification of nine Division of Corrections positions and the transfer of 13 positions from the Department of Health & Social Services Divisions of Management and Budget and Administrative Services to the new Department.

	FY 83	PFT	PPT
Adult Confinement	33402.1	498.0	4.0
Probation & Parole	4928.1	72.0	-0-
Admin. & Support	1645.1	30.0	-0-
Parole Board	258.3	4.0	-0-
	<u>40233.6</u>	<u>604.0</u>	<u>4.0</u>

IV. DATE 1/13/83

PREPARED BY Marsha Hubbard
 AGENCY Dept. of Health & Social Services
 PHONE 465-3331

Original: Legislative Finance
 cc: Budget and Management
 Prime Sponsor (First Legislator Named)
 33-001 (Rev. 12/81)

STATE OF ALASKA
PRELIMINARY STATEMENT OF FISCAL IMPACT

Bill No: Executive Order No. 54 Date on Bill: _____
 Title: Creating a Department of Corrections
 Sponsor: Governor
 Requestor: _____

1. Estimated fiscal impacts on: Department of Corrections

a. Expenditures:

(Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86
Capital				
Operating	250.0	951.6	1008.7	1069.3
Total				

b. Revenues:

Revenue				
---------	--	--	--	--

2. Source of funds to offset fiscal impact of bill:

For FY 83 a delete/add supplemental appropriation request has been submitted. The funds are to be deleted from the Permanent Fund Dividend Hold Harmless BRU.

FY 84 funding will be included in budget revisions submitted by the Department of Corrections.

3. Assumptions:

4. Disclaimer:

This statement has not been reviewed by the OMB in the Office of the Governor. It does not represent the policy of the Sheffield Administration or the final estimate of fiscal impact.

Prepared By: Division of Budget & Administration - C. H. Kell Phone: 465-8082
 Division: Division of Budget & Administration Date: February 17, 1983

Approved by Commissioner: Robert Landon Smith, M.D. Date: 2/22/83
 Department: Health & Social Services

5. Distribution:

- Original to Legislative Finance
- Copy to OMB
- Copy to Sponsor
- Copy to Requestor

2/8/83

FISCAL NOTE

I. REQUEST

Bill/Resolution No. HB 103

Title Creating a Department of Corrections

Requested by House HESS Committee

Date Feb. 9, 1983

II. FISCAL DETAIL

Department of Corrections

Agency Affected _____

Program Category Affected Administration of Justice

BRU, Program, Or Subprogram(s) Affected Director's office

(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 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		951.6	1008.7	1069.3		

FUNDING (Thousands of Dollars)

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
GENERAL FUND		951.6	1008.7	1069.3		
FEDERAL FUNDS		0	0	0		
OTHER (Specify Source)		0	0	0		
		0	0	0		

POSITIONS

	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
FULL TIME						
PART TIME						
TEMPORARY						

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

Functions of the department of corrections under HB 103 are essentially identical to Executive Order 54. This note is based on the fiscal note prepared for EO 54 and precedes the Dept. of Health and Social Services note, which is not expected to arrive for the hearing.

IV. DATE February 9, 1983

PREPARED BY Dave Palmer

AGENCY House HESS committee

Original: Legislative Finance

PHONE 465-3777

cc: Budget and Management

Prime Sponsor (First Legislator Named)

33-001 (Rev. 12/82)

MEMORANDUM

March 7, 1983

TO: Representative Charlie Bussell
Chairman, House Judiciary Committee

FROM: Mark K. Johnson
Staff Counsel, Rep. Flood *MKT*

SUBJECT: Executive Order 54 and HB 103: Creating a Dept. of Corrections

As you may know, before coming to the legislature, I worked for the Department of Health & Social Services and was directly involved in preparing the operating budget for the Division of Corrections. I continue to be in touch, on a personal level, with several members of the staff of that agency.

On at least two separate occasions, agency personnel have indicated to me that the fiscal note prepared in support of Executive Order 54 is inadequate and would not provide sufficient funds to cover the expenses of departmentalization.

Thus, funds for supply and personnel functions in the new department do not exist.

One area that might deserve the attention of the committee is the resources that are being given up by the Department of Health & Social Services in the administrative area. Corrections represents a major portion of the work load on the Division of Administrative Services and the Division of Management & Budget of the present department. Will the separation of Corrections result in transfers of appropriate personnel and funds?? The answer to this question is probably not. The creation of the new Department of Corrections is seen privately by some members of the Department of Health & Social Services as an opportunity to reduce their workload without related reductions in staff.

I would be pleased to discuss this matter further with you if you desire.

STATE OF ALASKA

DEPARTMENT OF LAW

CRIMINAL DIVISION

BILL SHEFFIELD, GOVERNOR

POUCH KC - STATE CAPITOL
JUNEAU, ALASKA 99811
PHONE: (907) 465-3428

March 4, 1983

Charlie Bussell, Chairman
House Judiciary Committee
State Capitol
Pouch V
Juneau, Alaska 99811



Dear Representative Bussell:

Enclosed please find a list of the issues remaining to be litigated in the Cleary, et. al. v. Beirne, et. al., prisoner lawsuit.

If you have any questions regarding these issues, please contact me at your convenience.

Very truly yours,

NORMAN C. GORSUCH
ATTORNEY GENERAL

By:

Michael J. Stark

Michael J. Stark
Assistant Attorney General

MJS/gb-32

Enclosure

Issues Remaining in Cleary v. Beirne

1. Sufficient clothing for exercise and recreation
2. Recreation - 7 hours per week for Nome - need staff
- *3. Visitation - a. increase hours - Proposed final provided
for 30 hours per week re institution with 100 or more
prisoners
27 hours per week re institution with 50-100
prisoners
24 hours per week re institution with 50 or more
prisoners
(Now only 6 hours per week at most institutions)

b. Contact Visiting (1 hour per week) requires more
staff
4. Safety - a. pre-hire psychological screening for staff
having regular contact with prisoners

b. Refuse admission re prisoners with substantial
mental problems until seen by medical personnel.

c. Crisis intervention counseling on 24 hour basis -
training & staff

d. Space for counseling and education etc. re
minimize competing interests for existing space.
- *5. Staff Training - a. Should include negotiation,
conciliation and non-physical confrontation
techniques and prisoners rights and expanded
curriculum.

b. (1) Prior to beginning work for staff
(2) Refresher training

c. Transportation - Public Safety now does most
prisoner transp.
- *6. Overcrowding - a. re required NOW to house sentenced
felons and pretrial detainees separately

b. Expand alternatives to incarceration
- *7. Rehabilitation/Treatment - a. Diagnostic and aptitude
tests for prisoners

b. Expanded programs? - e.g. basic life skills,
family counseling, stress reduction, employment
skills, employment for prisoners and staff to
supervise prisoners outside institutions.

c. Space for programs

8. Release support - programs re released prisoners (i.e. probation and parole)
- *9. Increased Staffing - Ault report and Hutto report.
(Consultants which state that institutions are overcrowded and understaffed)
- *10. Health Care -
 - a. Space and equipment in facilities
 - b. Availability of trained mental health professionals
 - c. Psychiatric facility and staff for acute and subacute case, short-term and long-term recuperative care.
 - d. Compliance with ACA standards for medical care (i.e. all mandatory standards and sufficient no of essential and important standards for ACA accreditation.
 - e. \$ and staff re medical care (Consultant report recommendations).
11. Transportation - re prisoners to health related appts.

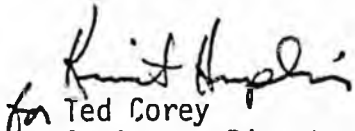
MEMORANDUM

State of Alaska

TO: Roger V. Endell
Director
Division of Adult Corrections

DATE: March 7, 1983

FILE NO:

FROM: *for* 
Ted Corey
Assistant Director
Division of Adult Corrections

TELEPHONE NO:

SUBJECT: South Central Population

The following information describes South Central institutional populations, operating capacities, action being taken, and future recommended action.

Institution Maximum Operating Capacities:

Sixth Avenue: 90 - The count of 90 must be maintained to allow a 10 bed buffer for booking.

Third Avenue: 65 Sentenced - Classification Center.

Hiland Mountain: 160 - Ten (10) beds are reserved for segregation.

Meadow Creek: 30 - Three (3) beds reserved for segregation.

Ridgeview: 66 Sentenced misdemeanants.

Palmer: 230 - The population is broken down as follows:
130 Minimum, 100 Medium. There are four (4) Maximum Security beds maintained at Palmer Medium for segregation. When future inmate housing comes on line, the capacity of the minimum custody institution should be reduced to 106 and the Medium facility to 95 for a total of 201.

Cook Inlet: 186 bed operating capacity with 12 bed maximum security unit reserved for segregation.

The total operating capacity of Anchorage area institutions is 827. On 03/05/83, the count was 857. Institutions counts on 03/05/83 were as follows:

Sixth Avenue: 95 - Five (5) prisoners over the operating capacity.

Third Avenue: 65 - At operating capacity.

Ridgeview: 120 - 54 prisoners over the operating capacity of 66 sentenced offenders.

Meadow Creek: 33 - Three (3) prisoners over the operating capacity.

Hiland Mountain: 240 - 80 prisoners over the operating capacity.

Roger V. Endell
March 7, 1983
Page 2

Palmer Medium: 100 - At operating capacity.

Palmer Minimum: 130 - At operating capacity.

Cook Inlet: 74 - 112 prisoners under operating capacity. The new facility is scheduled for full capacity operation by 03/14/83. This will result in a projected operation count including intake projections of 887 prisoners in the Anchorage area institutions by 03/14/83. The above indicates a shortage of 60 beds with all institutions operating at capacity on 03/14/83.

In order to provide emergency housing for the 60 bed projected shortage, institutions in the Anchorage area will maintain the following capacities until additional funds and prisoner housing are identified.

Sixth Avenue: 60 - Reserving 20 beds for felony women and misdemeanor booking.

Third Avenue: 65 - Sentenced felons.

Ridgeview: 66 - Sentenced Misdemeanants.

Cook Inlet: 186 bed operating capacity. The holding cells in the booking area will have to provide felony intake housing with the 12 bed maximum unit reserved for segregation.

Hiland Mountain: 195 bed operating capacity.

Palmer Medium: 100 bed operating capacity.

Palmer Minimum: 130 bed operating capacity.

Meadow Creek: 33 sentenced women operating capacity.

Glennwood Center (Contract): 50 beds for work release offenders.

Effective 03/14/83, institutions in the Anchorage area will operate at the the new emergency capacities as noted above which results in a total Anchorage area prisoner bed capacity of 905.

It is evident that the above action will not relieve the rapid increase in prisoner intake. Felony daily booking have increased from 8 to a daily average of 16. Misdemeanant bookings are averaging 22 daily. The prisoner count in the Anchorage area is rising rapidly. In the first five days of March, the prisoner count increased by a net gain of 36 over prisoners released.

Roger V. Endell
March 7, 1983
Page 3

It is my intent to continue double bunking the new Cook Inlet Institution resulting in an operating capacity of 240 with the 12 bed unit reserved for segregation bringing the institutions total bed count to 152, which is 36 beds over the maximum design capacity of 216. This action will require additional fire exits.

The Anchorage area prisoner population increased from 742 on 02/01/83 to 790 on 02/28/83. This is a net gain of 48 prisoners in one month. My projections indicate at that there will be a shortage of 200 prisoner beds by June of 1983 in the Anchorage area. With Anchorage area institutions operating at and over their maximum capacity, it will be necessary to bring additional staff and prisoner housing on line as soon as possible.

TC:dw

ANCHORAGE AREA SUMMARY
Division of Adult Corrections

On Saturday, March 5, 1983:

867 in custody in Anchorage Bowl
744 operating capacity (w/74 at CIPT)
113 more inmates than beds.

	<u>Actual Count</u>	<u>3-5 Maximum Operating Cap.</u>	<u>Immediate Revisions</u>
Hiland Mtn.	210	160	
Palmer	230	230	
Ridgeview	120	95	66
3rd Avenue	65	65	
Meadow Creek	33	30	
C.I.P.T.	74	74	200
6th Avenue	<u>95</u>	<u>90</u>	<u> </u>
	857	744	841

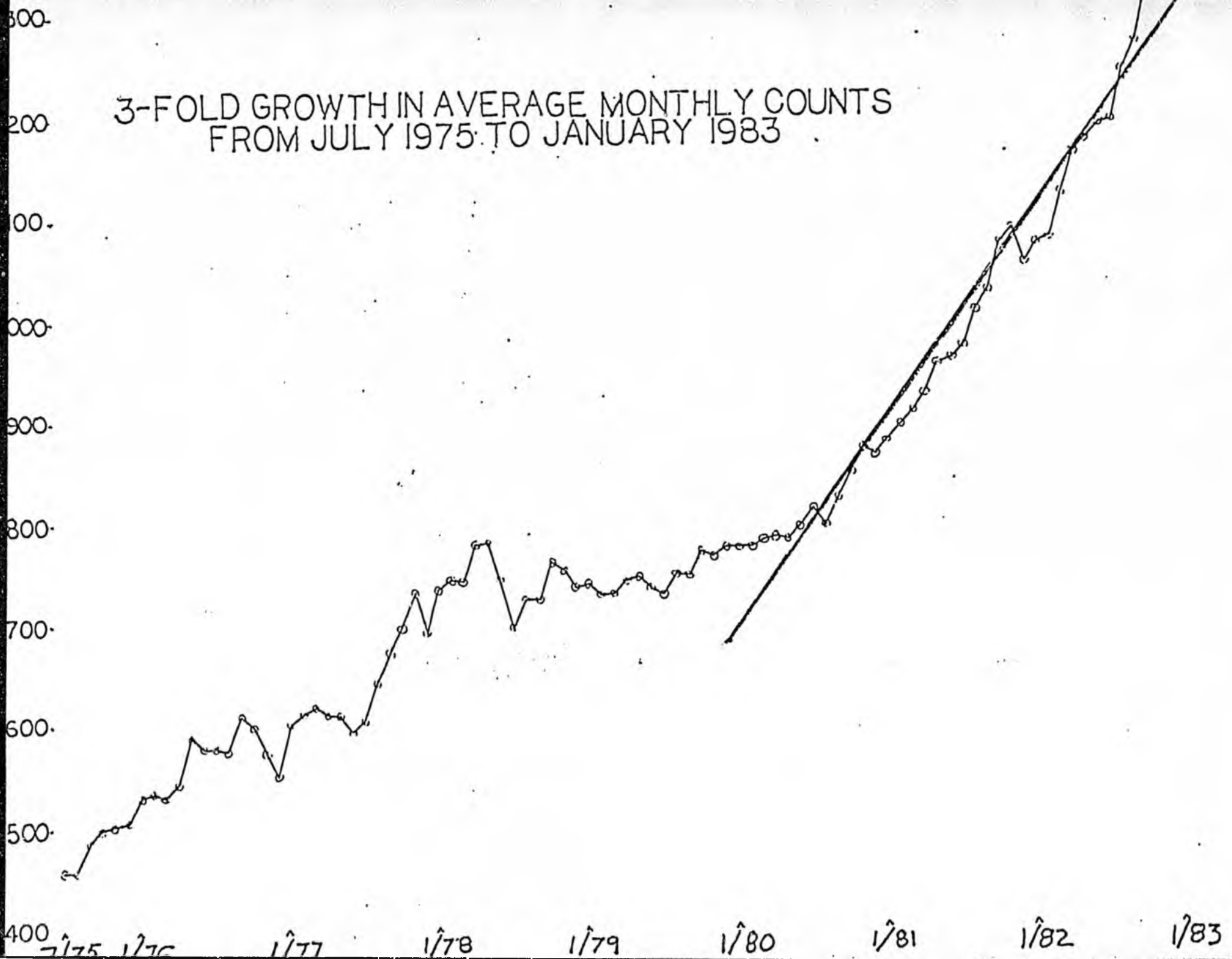
Action: Moving minimum of 110 additional inmates this week to C.I.P.T. In order to staff C.I.P.T., must close half of Ridgeview and move staff and 60 inmates to C.I.P.T. Another 20 inmates will transfer from Hiland Mountain Correctional Center. During the week 40 inmates will transfer from Sixth Avenue to C.I.P.T.

Staffing:

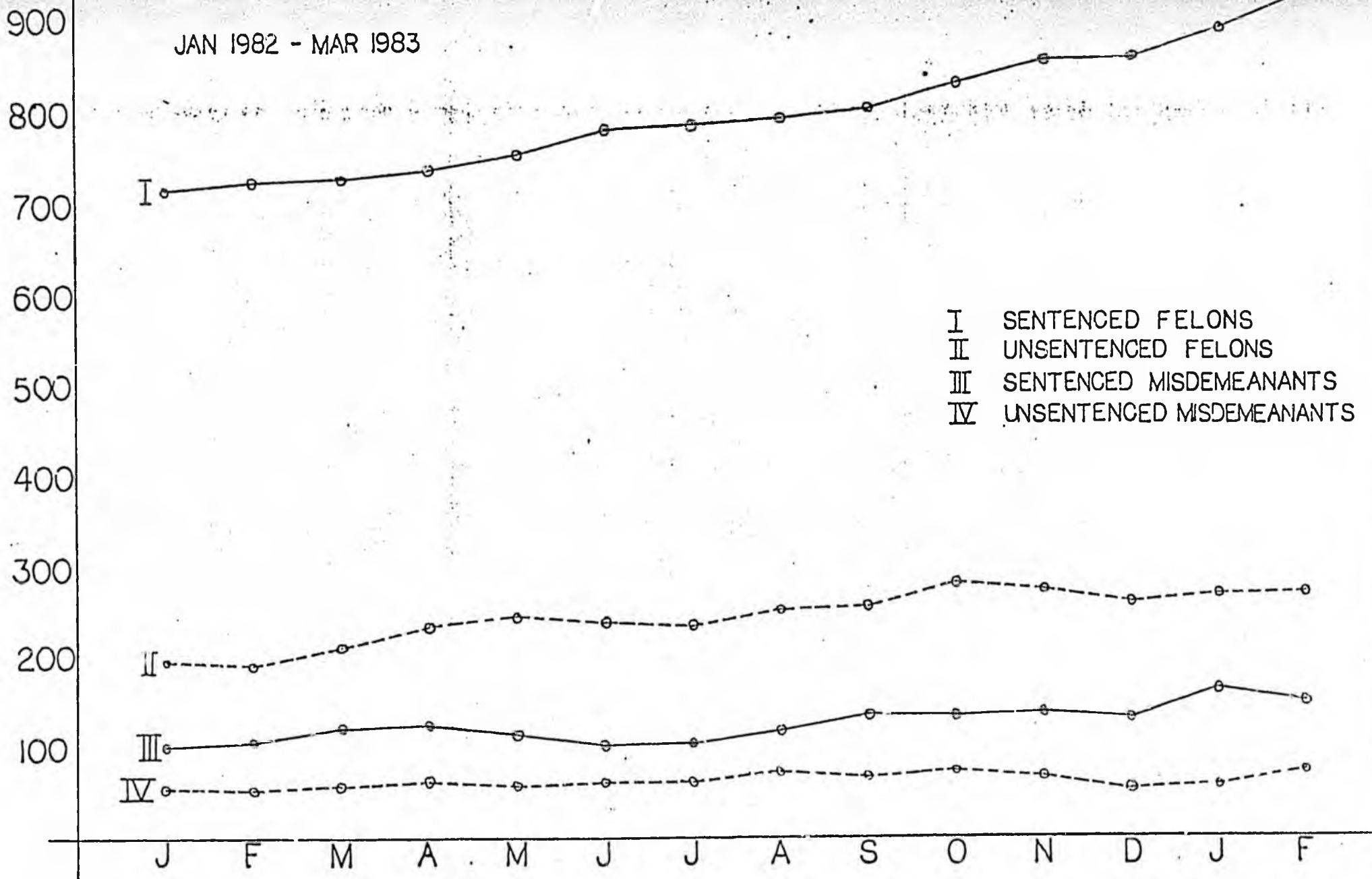
1. Move some from Ridgeview to C.I.P.T.
2. Voluntary overtime pool of correctional officers.
3. Potential raid of Academy trainees.

Summary: Even by adding 97 beds to operating capacity, we still are short 16 beds from last week's actual Anchorage area count. In the last 5 days there has been a net increase of 36 inmates in Anchorage, and an average of 40 bookings per day. There has been a statewide increase in the past two months of 120, to a total of 1,432 inmates.

3-FOLD GROWTH IN AVERAGE MONTHLY COUNTS FROM JULY 1975 TO JANUARY 1983



JAN 1982 - MAR 1983



SYSTEM TOTAL (Adult) (inc. FBI)

<u>MONTH</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
January	488	495	529	600	732	738	770	876	1069	1388
February	511	472	534	611	742	728	771	891	1076	1432
March	503	477	529	616	742	728	778	905	1120	
April	513	480	541	609	776	739	782	921	1161	
May	497	482	586	608	777	745	778	950	1172	
June	486	474	576	593	742	733	791	955	1183	
July	500	460	576	603	697	727	810	968	1186	
August	493	460	574	639	723	745	794	1004	1239	
September	476	486	608	670	724	743	819	1023	1269	
October	469	499	598	697	764	767	846	1068	1330	
November	473	502	569	731	752	763	867	1085	1347	
December	491	506	549	689	736	771	861	1050	1311	
ST/12	492	483	564	639	743	744	805	975	1205	

THE LEGISLATURE OF THE STATE OF ALASKA
THIRTEENTH LEGISLATURE

FISCAL NOTE

I. REQUEST
 Bill/Resolution No. Executive Order No. 54
 Title Creating Department of Corrections
 Requested by Governor Date Jan. 16, 1983

II. FISCAL DETAIL
 Agency Affected Department of Corrections
 Program Category Affected Administration of Justice
 BRU, Program, Or Subprogram(s) Affected Director's Office
 (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 83	FY 84	FY 85	FY 86	FY 87	FY 88
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	250.0	951.6	1008.7	1069.3	1133.4	1201.3

FUNDING (Thousands of Dollars)

GENERAL FUND	250.0	951.6	1008.7	1069.3	1133.4	1201.3
FEDERAL FUNDS	-0-	-0-	-0-	-0-	-0-	-0-
OTHER (Specify Source)	-0-	-0-	-0-	-0-	-0-	-0-
	-0-	-0-	-0-	-0-	-0-	-0-
	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

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

The Executive Order will create the Department of Corrections necessitating the transfer of the Division of Corrections and Parole Board from the Department of Health & Social Services to the new department.

IV. DATE January 16, 1983 PREPARED BY Marsha Hubbard
 AGENCY Dept. of Health & Social Services
 Original: Legislative Finance PHONE 465-3331
 cc: Budget and Management
 Prime Sponsor (First Legislator Named) *D. A. D.*
 33-001 (Rev. 12/82)

BILL SHEFFIELD
GOVERNOR



EO 54

STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

January 17, 1983

The Honorable Speaker of the House
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Mr. Speaker:

Under the authority of art. III, sec. 23, of the Alaska Constitution, and in accordance with AS 24.30.130(b), I am transmitting an executive order which creates a Department of Corrections. The new department is being created from the division of corrections which is currently located in the Department of Health and Social Services. This is similar to Executive Order No. 39's 1977 creation of the Department of Transportation and Public Facilities out of the former Department of Highways and Department of Public Works.

This Order's sec. 28 creates the new department. Section 29 then states that the commissioner is the principal executive officer and sets out some basic duties and powers. Section 29's AS 44.28.020 is based on AS 44.29.020(9) (amended in sec. 30 of the Order) and AS 44.29.020(17) (repealed in sec. 31), pertaining to the Department of Health and Social Services. Similarly, the new AS 44.28.030 is based on AS 18.-05.040(15).

Art. I, sec. 12, of the Alaska Constitution mandates that penal administration be based on protection of the public and reformation of the offender. Given the unprecedented increases in the prison population in the state, I believe that elevating the division of corrections to departmental status is necessary to achieve these twin goals and is in the best interests of efficient administration.

The problem of increasing crime in Alaska and how best to deal with those who are convicted of violations of the criminal law was the focus of a recent inquiry by a corrections task force that I created. In its January 3, 1983 report, the task force recommended the immediate elevation of the division of corrections to departmental status. According to members of the task force, this recommendation is strongly supported by all segments of the criminal justice system.

The Order does not transfer the responsibility for juvenile corrections matters and for offenders who are found guilty but mentally ill or not guilty by reason of insanity under AS 12.47.

Also, some responsibilities of the commissioner of public safety, principally the transportation of prisoners, have not been addressed in this Order. The decision on whether or when to transfer these responsibilities to the new commissioner of corrections will depend on such factors as the level of increased training that must occur before the new department can effectively and safely assume these responsibilities.

The phrase "Repealed effective July 1, 1987," which appears in brackets and capital letters in the AS 33.32 (correctional industries) headings for the sections being amended in secs. 15, 17, 19, 20, and 24 of this Order, appears in this Order because it appears in those headings in The Michie Company's publication of the statutes. That language is not being deleted, and the amendments made by this Order do not affect that statutory termination date of the correctional industries program. See sec. 7, ch. 53, SLA 1982.

Sincerely,



Bill Sheffield
Governor

COMMITTEE REPORT

2/14

HOUSE

(7)
1/17/83

JUDICIARY

FURTHER: FINANCE

Date: Feb 11, 1983

Mr. Speaker:

The Committee on HESS has had EO 54

Creating a Department of Corrections

under consideration and reports it back as follows:

- do pass do not pass
- do pass with attached amendments(s)
- replace with CS for _____ same title
 new title
- and recommends _____
- AND attaches a "Letter of Intent" New Fiscal Note
- reports it back without recommendation Zero Fiscal Note Attached
- referred to the _____ Committee

MEMBERS SIGNING
DO PASS

MEMBERS HAVING
OTHER RECOMMENDATIONS:

Peter J. ...

Milo H. ...

Michael W. Miller

MIL0 H FRITZ

Mr. ...

Mr. ...

MIL0 H FRITZ

CHAIRMAN