

Dept. of
Correction
Overview,
1992

CORRECTIONAL INDUSTRIES COMMISSION MEETING
January 16, 1992

MOTION: The Commission recommends to the Commissioner of Corrections the finding that the proposed use of inmate labor to clear Alaska Railroad right-of-way minimally impacts the private sector. The Commission further finds that the proposal is in the best interest of the State. This finding and recommendation will be evaluated by the Commission in the fall of 1992.

Motion carried by unanimous consent. Commissioner Hames abstained from voting.

MOTION: The Commission recommends to the Commissioner of Corrections the finding that the proposed telephone information service for State agencies has a minimal impact on the private sector and is in the best interest of the State to operate as a correctional industry.

Motion carried by unanimous consent. Commission Hames abstained from voting.

ALASKA CORRECTIONAL INDUSTRIES COMMISSION

FEASIBILITY ANALYSIS

PROPOSED INDUSTRY

TRAVEL TELEMARKETING, RESERVATION, AND MAIL FULFILLMENT SYSTEM

EFFECTIVE DATE: January 10, 1992

FEASIBILITY ANALYSIS

I. PROPOSED INDUSTRY - TRAVEL TELEMARKETING, RESERVATION, AND MAIL FULFILLMENT SYSTEM

A. INDUSTRY CONCEPTUALIZATION

The proposed purpose of this correctional industry would be to allow Alaska Correctional Industries to assist other state agencies in conveying information to the general public, inside and outside the State of Alaska, in order to answer questions regarding the state services and/or information now provided. This proposed service industry would respond to requests for travel and tourism information in Alaska. A proposal to also establish a reservation system to secure reservations on any of the state operated transportation systems may be considered. The telemarketing of this information would also be considered as a potential function of this industry.

B. POTENTIAL MARKET

Four state agencies have expressed an interest in securing services potentially offered as part of this industry from the Alaska Correctional Industries program. The Alaska Marine Highway System/Department of Transportation, the Alaska Railroad Corporation (a quasi-state agency), the Division of Tourism/Department of Commerce and Economic Development, and the Alaska Tourism Marketing Council are considered as the initial markets for this service.

Currently, all four agencies offer their unique services through in-house staff positions and/or through contracts with private sector vendors. Due to the extensive travel boom to Alaska over the last decade and a reduction in the availability of state general fund resources, these agencies have found it difficult to keep pace with the public's increased inquiries for their services and information. Delays in responses, unavailability of adequately staffed offices, and the inability to follow up on late schedule changes have created complaints from in-state residents and potentially a loss of revenue from out-of-state residents unable to plan and/or schedule their vacations.

Therefore, the initial defined target market for this industry would be for Alaska Correctional Industries to provide a level of supplemental services to those state agencies that can not be currently met by their existing level of staffing. Consideration must also be given to capturing any

business that has consistently been awarded to a private vendor out of state if correctional industries can provide a cost efficient alternative with comparable service.

C. PROPOSED SERVICES TO BE PROVIDED

Four types of services have been identified by the four state agencies initially involved in this feasibility study. All or some level of the following services could be provided by Alaska Correctional Industries to assist the state in its current level of service. The following is the description and definition of the services under discussion:

1) Informational Mailing Service- Alaska Correctional Industries could operate a mail fulfillment operation. State agencies would forward lists of addresses and identify what type of packaged information should be forwarded to their customers and/or customer mailing lists.

2) Toll Free Information Line- Alaska Correctional Industries could establish a toll free national 800 telephone number which would be advertised in all State of Alaska promotional travel brochures. All inquiries would be answered by ACI inmate employees. Programmed information prepared by the state agencies would be disseminated over the telephone. Any free published information requested could be forwarded by the ACI Informational Mailing Service. Those customers requiring assistance from specific agencies could be advised of the proper telephone contact for direct assistance.

3) Reservation System- A reservation system to allow the state's customers to secure reservations on any of the state operated transportation services would be operated by Alaska Correctional Industries. The ACI staff would supplement existing state agency personnel in peak high demand times and/or be charged with specific functions (for example...schedule delays or cancellations notices). The ACI staff would require access to the state agency's existing reservation system.

4) Telemarketing Services- State agency promotional campaigns that identify a target market where telephone solicitations would be effective could contract with the Correctional Industries Program for telemarketing services. The agency would prepare the marketing presentation and ACI would be responsible for the delivery of the presentation to the specified market.

D. SUGGESTED SALES APPROACH

One sales approach would be to complete a product line

determination for review by GS&S in order to utilize the "state use law" that is currently in effect within Section 33.32.030 of the Alaska Statutes. It is anticipated that Alaska Correctional Industries would be effective in providing a better than comparable service at fair market value. Under this scenario, state agencies would then be required to purchase the service as provided by Alaska Correctional Industries in the contract awards manual. Some quasi-state agencies (ie. the Alaska Railroad) are not required to purchase under the requirements of the contract awards manual.

Another approach, and probably more effective, would be to have the state agencies that are currently interested in some level of service develop a memorandum of understanding with Alaska Correctional Industries to describe and define the services they would be interested in securing. A fair market price for the program's services could then be established in conjunction with a pricing determination by the Division of General Services and Supply, Department of Administration.

E. IDENTIFICATION OF ANY POTENTIAL CONFLICTS

Existing research of this service occupation indicates that the state agencies currently service their reservation needs and information processing within their own agencies utilizing state positions. However, private sector contracts, both in-state and out-of-state have been established in some instances to assist in providing the following services:

Marine Highways System -AMHS currently provides all their own information mailings with their existing reservation staff. All of their telephone inquiries are routed to their reservation clerks who also currently answer general tourism related questions.

According to George Foster, Reservations and Marketing Manager, AMHS for the first time has secured a private sector contract with the advertising firm of Bradley and Associates (an in-state vendor) to complete a telemarketing survey.

Alaska Railroad Corporation -ARRC has completed most of the noted service functions in-house with no assistance from private sector businesses and/or contracts. The ARRC does however purchase mailing lists from the Alaska Visitors Association (20,000 addresses) and other related travel sources for direct mail marketing campaigns. During the past, these mailings have been accomplished through an in-state mail fulfillment house.

Division of Tourism -The Division of Tourism employs staff in Juneau that primarily process mail and telephone inquiries in-

house from the public. In providing information to answer these inquiries, the division also provides documentation in support of the Alaska Railroad, the Alaska Marine Highways,as well as federal and other state agencies (ie. Fish and Game, Job Service, etc.).

Alaska Travel and Marketing Council -In previous years, the Council has contracted with an in-state private vendor to compile a computerized listing of individuals that had initiated requests for the Alaska Travel Planner. The private vendor then forwarded the computerized listings to a mail fulfillment house in Portland, Oregon for the actual mailing of the planner. This arrangement experienced problems when the in-state private vendor was unable to maintain and process an up-to-date current listing of interested parties that would allow for the mailing of the planners in a timely manner. Highly fluctuating demands on the vendor's data entry workloads caused delays. According to Tina Lindgren, Executive Director of the Council, this contract has not been continued this year.

Currently, the Council maintains a contract with the out-of-state informational mail forwarding house in Portland, Oregon. This vendor now receives post cards direct from the interested parties for the travel planners and then the vendor mails the travel planners directly to the interested parties. The vendor also is responsible for providing computerized reports and data base lists to tourism partners. Services are also secured from a Canadian mail fulfillment house to provide the information to Canadian consumers utilizing Canadian postage in a cost efficient manner.

Approximately 720,000 travel planners were forwarded last year to consumers planning trips to Alaska and travel agencies that facilitate travel plans for tourists. Ms. Lindgren has indicated that the Council has not been able to award the printing contract for the travel planners to a commercial printer in Alaska. She indicated that up to this point in time, it has not been cost effective to ship the printed planners from the "lower 48" printer to Alaska, warehouse the planning books, and then ship the planners back to locations in the "lower 48".

In the past there has been some criticism regarding the use of an out of state mail fulfillment house to answer Alaskan travel inquiries. In addition, there have been inquiries on why an out of state printer has been utilized. Cost efficiencies and quality of service have been the controlling principals attributing to these decisions.

F. IMPLEMENTATION BY OTHER STATES

According to the 1991 Correctional Industries Directory as produced by the Correctional Industries Association, Inc., there are at least 15 states involved in some form of data entry, record conversion, mail surveys/marketing, telemarketing, and/or travel information assistance.

A New York Times article (attached) published on 11/24/91 indicates that approximately one dozen states have used inmates to answer travel and tourism inquiries or are considering doing so. Another New York Times article (attached, 1/2/92) indicates that approximately 15 states have set up telemarketing centers where inmates dial or receive business calls.

According to a 1990 update to the Guidelines for Prison Industries, Institute for Economic and Policy Studies, Inc., January 1990, 9 states are actively involved in telemarketing activities for either state agencies or in cooperative ventures with the private sector. Among these 9 states, there are 15 individual telemarketing operations either servicing state and/or private sector needs. In total, 318 inmates were employed in these telemarketing operations.

ACI staff has noted that successful reservation systems have been implemented in the Arizona and California correctional systems. Best Western Hotels will be celebrating their tenth anniversary by expanding their operation at the Arizona State Penitentiary for Women. Mary Drummond (602-255-1464), a contracts administrator for the industries program in Arizona has informed staff that their operation has been very successful for both Best Western and the Arizona Department of Corrections. TWA has implemented a reservation system within the California Youth Authority. Mr. Fred Mills (916-427-6682), the correctional industries administrator for the youth authority, has offered any support he could provide if ACI was to implement a reservation system employing inmates.

II. STAFFING REQUIREMENTS

A. SUPERVISORY STAFF

Three approaches could be utilized to supervise the ACI inmate staffing that would be employed within this correctional industry service industry:

- 1) Under ACI supervision, one Production Manager II would be required to supervise this operation.

2) If individual agencies wanted closer control of the operation, they could provide their own supervisor to train inmate employees and manage their individual operations.

3) A private vendor could be contracted to supervise the operation for all state agencies.

Given the defined circumstances, that at least four state agencies will be involved in this venture and their workloads are seasonal, it is suggested that ACI employs one full time production manager to manage this operation and coordinate the training of inmate employees. Unfortunately, no vacant production manager positions currently exist within the Department of Corrections.

B. INMATE STAFFING

Seasonal workload demands are customary in all four referenced state agencies. The Marine Highways System typically incur their heaviest workloads in December (when their initial bookings are opened) and April through September. However, unlike previous years, AMHS recently has been experiencing a full workload throughout the year. The Alaska Railroad's workload increases in March and extends at its highest levels through August. The Division of Tourism and the Alaska Tourism Marketing Council receives most of its demands in the off tourism season ...October through April.

The interested agencies are now being surveyed to approximately project the number of positions and approximated time-frames that would be required of ACI staff, if ACI was assisting their individual agencies. This information will provide the basis for the projected required level of inmate staffing. Preliminary data suggests the following staffing levels:

ALASKA MARINE HIGHWAYS

AMHS currently maintains a national 800 number that was implemented to provide a toll free reservation system for the ferry system.

In conversations with Mr. George Foster, Reservations and Marketing Manager for AMHS, he has indicated that approximately 55% to 60% of their reservation calls are for tourism related information. A new telephone reservation system to be installed within a month will provide their staff with the capabilities of automatically sorting their incoming calls through touch tone dialing. General information calls that do not require reservations can then be specifically routed to any location.

Mr. Foster has indicated that it would be beneficial for ACI to provide assistance in answering the tourism related inquiries. If that assistance was provided, then AMHS could be effective in providing their reservations and related scheduling information.

ESTIMATED SERVICE STAFF YEARS- ALASKA MARINE HIGHWAYS SYSTEM

Information Mailing-	Function performed by existing staff
Toll Free Information-	Approx. 4.0 full time positions
Reservation System-	Pending additional analysis
Telemarketing Services-	Private sector vendor under contract

Total Projected Staff- 4.0 full time positions

ALASKA RAILROAD CORPORATION

ARRC currently maintains a national 800 number that was implemented to provide a toll free reservation system for the railroad system.

Staff was copied on a letter (attached, 11/25/91) from Mr. Richard Knapp, Vice President, Marketing and Sales of the Alaska Railroad, to Senator Pearce. Mr. Knapp suggested the establishment of a 800 number for all tourism related "information only" calls. Mr. Knapp indicated that during the first 10 months of 1991, their Passenger Service staff responded to approximately 87,000 telephone calls. He estimates that as many as 40% of the calls are for information only. If ACI was to service the information only calls and effectively assist ARRC in reducing the number of non-reservation related calls, we can project that this would establish approximately 3.0 seasonal related jobs within the service functions of Toll Free Information and Information Mailing.

In conversations with Mr. Knapp, he has indicated that if the "information only" service was successful, then the Alaska Railroad might further evaluate the possibility of ACI being actively involved in processing actual reservations for railroad travel. The Alaska Railroad is actively reviewing their in-house reservation system to determine the costs of a new reservation system in comparison with a third party vendor.

ESTIMATED SERVICE STAFF YEARS-ALASKA RAILROAD CORPORATION

Information Mailing-	Function performed by existing staff
Toll Free Information-	Approx. 3.0 positions, March-Aug.
Reservation System-	Pending additional study
Telemarketing Services-	Not applicable at this time
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Total Projected Staff-	3.0 positions for 6 months

DIVISION OF TOURISM/DEPARTMENT OF COMMERCE AND ECONOMIC DEVELOPMENT

The Division of Tourism employs 4 staff in Juneau that primarily process mail and telephone inquiries from the public. Their in-house staff processed approximately 125,000 telephone and letter inquiries last year. The division is focused to provide a one stop shopping outlet for a variety of tourism information with governmental (state and federal) publications that includes information on the Alaska Railroad and the Alaska Marine Highways. By policy, the division is not allowed to forward private sector brochures and/or recommend specific private vendors unless they are a sole private vendor source (for example, the White-Pass Railroad). These procedures are designed to avoid unfair competition by the division between competing private sector vendors.

The division does not maintain an 800 informational number to answer tourism questions but there is currently a test being conducted on the use of a 800 number by the Alaska Tourism Marketing Council. This 800 number only provides travel planners to all individuals that call and leave their addresses on the recording system with a request for that information. This test may indicate the need for a full service toll free tourism information 800 number.

The Division of Tourism staff has indicated that at this time all of their inquiries are being answered in a timely manner. Consideration could be given to moving the data entry functions back to an in-state vendor and/or ACI if the service could be provided in a timely and efficient manner. Any service would best be closely coordinated with the current efforts provided by the Tourism Marketing Council. At this time, the value of any ACI assistance is under evaluation.

Conn Murray, Director of the Division of Tourism, in a letter to Senator Pearce (attached, 12/18/91) suggested that the use of ACI inmates should be used in conjunction with central state 800 information number with an appropriate voice and FAX tree. He indicated that the mail fulfillment of the

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requests for information be included as part of the overall commitment.

ALASKA TOURISM MARKETING COUNCIL

The ATMC operates as a quasi state agency representing both the private sector and state government. ATMC is a 21 member council consisting of 10 private sector members and 10 members appointed by the Governor. All of the members are associated with and/or operating within the tourism industry. The Director of the Division of Tourism acts as chairperson of the council. The council members make the final determination on the distribution of the Alaska Travel Planners. While the council dedicates no staff to mail fulfillment operations, its' function is to facilitate the associated contracts and coordinate the distribution of funding (both private and state) in marketing Alaska tourism. Any considered Alaska Correctional Industries involvement with this agency would be through a contractual arrangement replacing the services now provided by the private sector.

ESTIMATE SERVICE STAFF YEARS-DIVISION OF TOURISM

Information Mailing-	Under evaluation
Toll Free Information-	Under evaluation
Reservation System-	Not applicable
Telemarketing Services-	Under evaluation
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Total Projected Staff-	To be determined

STATE AGENCY SUMMARY

A full spectrum of services and levels of involvement for correctional industries exists and have been discussed by the individual agencies and interested parties. It will be necessary for a final determination to be completed by the involved state agencies in order to finalize what functions could be provided by Alaska Correctional Industries. This information and a contractual financial commitment to Alaska Correctional Industries by the interested parties would be necessary to make the final determination as to whether this industry can be feasible and could operate in a cost efficient manner.

The initial evaluations with the agencies indicate that there is active interest in providing initial employment for 4 full time and 3 seasonal (6 month) inmate employees in this service industry. A core inmate staff of approximately two inmates would be necessary to maintain continuity of service, counterbalance attrition, and allow for the efficient training of employees. It is also anticipated that after the initial implementation, the services provided by this operation could be expanded to be utilized by other state agencies that need supplemental assistance in meeting project and/or seasonal workload demands in the aforementioned functions. Some type of additional state government workload and/or private business would have to be identified and secured to make this ACI operation cost efficient.

C. INMATE SKILL LEVELS

Basic office and computer skills would be needed and/or developed to maintain the functions of this service operation. Most of these functions are currently being performed in our existing ACI operations by inmate clerks who support the production managers with bookkeeping, purchasing, marketing, CAD efforts, etc.. The TIE concept could be utilized to maintain a sufficient level of trained inmate staff.

D. TRAINING REQUIRED

Currently, the state agencies providing these services primarily utilize seasonal employees and entry level positions making turnover sometimes prevalent. Employees are trained to become productive in a relatively short term (3 to 4 weeks). An adequate level of training could be provided to inmate employees through two basic methods:

- 1) It is suggested that the production manager supervising this operation would train within the individual agencies to fully understand their requirements and service needs. The production manager would then be responsible for the training new ACI employees as they were hired.
- 2) The serviced agencies could also provide training seminars to ACI inmate employees on site to increase productivity and maintain the quality of service.

All ACI inmate employees would be closely supervised and counseled on site to maximize quality control in all the services provided.

III. Investments

A. EQUIPMENT COSTS

Proper investment costs for equipment can only be established after a determination on the final level of services has been provided and an estimated ACI work force is established. However for discussion purposes and a general evaluation, an initial investment that would allow the capability of an informational mailing service, a toll free information line, and the capability of telemarketing can be generally approximated. Equipment for an on-line reservation system will not be considered at this time since that function was not identified as an intended need by the potential user agencies. The types of anticipated costs depending upon workload are as follows:

(10) office panel system work stations	\$10,000
(2) personal computers	6,500
(1) FAX system	2,500
(1) Copier (\$180/MTH for 3 years or purchase)	4,500
(1) Mail Machine with Postage Meter	4,000
(1) Postage Scale	1,800
(1) Folder/Inserter	3,300
Miscellaneous mail room equipment (sorting racks, mail carts, tape dispenser, bags, etc.)	2,500
Miscellaneous office equipment/supplies (file cabinets, chairs, tables, etc.)	4,000
(1) ACD telephone system -initial 10 stations with expansion	N/A
Total Estimated Equipment	\$39,100

Priority on all equipment to be secured would be ACI manufactured and/or state surplus, if available, to reduce the initial investment. The ACD telephone system is currently under evaluation and discussed in section V.-B Technical Problems.

B. BUILDING

This operation is estimated to require approximately 2,000 square feet for the individual work stations, production manager's office, mail room, processing area, storage of

associated information, and break room. Additional storage may be required for finished mailing lots depending on logistical requirements.

The facility requirements would be basic to any office area and would include adequate access to power (110 volt/clean lines for computer access), adequate access to telephone lines and potentially dedicated lines, office lighting, loading dock or loading area with double door access, and rest rooms access. No extenuating ceiling height requirements are anticipated.

As previously indicated, any available space within our Alaska correctional centers is at a premium and very scarce. If we are anticipating to identify space to implement this service industry in the short term, staff has identified only two potential facility options at the current time:

1) Approximately 2300 square feet of space could be made available within the correctional industries building at the Lemon Creek Correctional Center, in Juneau. This space was the former location of the ACI Bakery Operation and the Alaskans Leather MFG. cooperative venture which has discontinued operations. 110/220 volt electricity is in and the plant could be easily renovated to accommodate a service industry of the type described.

The institutional maintenance staff has informed ACI that an adequate telephone trunk line capable of at least 40 lines is currently installed to the correctional industries building. Switching equipment would have to be evaluated. Part of this space is currently being utilized to warehouse the Alaska Marine Highways laundry inventory in the off season. Some bakery equipment (including a rotary oven), a refrigeration unit, and supply storage is also currently occupying this location.

2) Current state negotiations for securing additional space is underway for the Wildwood Correctional Center. A plan to reallocate existing and potential new space is now being evaluated. There is at least the possibility that space could be identified for implementing a service industry to meet the required needs. The implementation time-frame would possibly be delayed in required renovations. The proposed customer service unit might operate in conjunction with the telemarketing industry.

The Division of Institutions, Department of Corrections, will have to be part of the reviewing process for evaluating the feasibility of this industry and identifying a potential site. A final evaluation would have to include their comments

regarding the potential location of this industry. Their evaluation and needs assessment would insure that an adequate level of properly classified inmates is available to provide the necessary work force for this potential correctional industry operation.

If existing adequate space can not be identified, a possibility of requesting capital funds for construction could be examined as part of the FY 93 budgeting process. This of course would delay any short term implementation of an initial operation.

IV. EMPLOYMENT POTENTIAL

Opportunities for employment after incarceration in the tourism and/or office vocation are well above average. The operation of a reservation system, personal computer skills, telephone etiquette, etc. presentation, are all skills that are readily transferable to many vocations in Alaska and the lower 48 states.

V. ADDITIONAL CONSIDERATIONS

A. SECURITY CONCERNS

The correctional officer in charge of jobs at any potential institutional work site would have the responsibility of identifying a list of potential inmate employees with proper security classifications prior to their interview and selection by the production manager. As previously indicated, it would be necessary for the Division of Institutions/DOC to provide an employment needs assessment of any potential sites to insure the availability of an adequate inmate work force.

Depending on the selected location, it may be necessary for DOC to identify the availability and/or funding requirements for an additional correctional officer to manage the security needs of this new industry. If the industry was operated in conjunction with an existing industry, adequate security staffing may be available. The Division of Institutions would make the final determination for any security requirements.

B. TECHNICAL PROBLEMS

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The type of telemarketing functions being evaluated for implementation will require a state of the art telephone system to assure a quality level of service and security control. Such a system is called Auto Call Distribution or ACD. An ACD system is typically utilized when a large number of incoming calls (possibly related to a "toll free" 800 number) need to be distributed on a first come first serve basis to your in-house staff. A system of this type would also provide the following benefits:

- control on out-going calls
- monitoring device to control and measure employee performance
- statistics generation to include which operators serviced incoming calls, average call length, number of calls, etc.
- individual access codes for control purposes

The exact location of this industry may identify and determine specific requirements and different equipment needs. Installation and equipment costs may vary. An ACD may possibly be obtained as an option to an already existing telephone system (already located at the correctional facility) and/or be available from the local telephone company.

Currently, the State of Alaska has awarded a bid for a telephone system that could have the ACD capability available for the Juneau area. The Division of Information Services, Department of Administration has been notified of our proposal to evaluate telemarketing and is already working with the Alaska Marine Highways system. Additional information has been requested on the types and costs associated with ACD systems for our requirements and may be available for consideration at the public hearing. The specific correctional center location of the proposed industry would however determine the requirements for an ACD system.

C. IMPLEMENTATION TIME-FRAMES

The development of realistic time-frames for implementation of the proposed system is of concern to the agencies potentially involved in this service industry. These agencies have already been active in planning for the upcoming tourism season. A description of services to be provided with a tentative time-frame for implementation would have to be established and identified by the participating agencies.

The available space at the Lemon Creek Correctional Center has been the only space currently identified that could potentially be utilized to house an operation in the short term without considerable renovations. Additional locations

may require the identification of capital funding.

As indicated previously in this analysis, no vacant production manager positions currently exist within the Department of Corrections operating budget. In order to create a new position, a revised program and/or an increment would have to be introduced in the FY 93 budgeting process. At this point in time no action has been finalized or is in process

A recent review of the classified registers for the Production Manager II job class indicates that there are no qualified applicants that could be considered for immediate employment in such an industry. Vacancy based recruitment could be initiated for such a position after a vacant position has been established. Standard time-frames for a processing a 30 day vacancy based recruitment with central personnel, advertising, initiating a recruitment process, and finalizing a selection would take at a minimum2 months.

The participating agencies would have to be involved in the initial training of the production manager. The manager at some point would be required to attend the Corrections Academy and/or at a minimum the department's supervisory security training.

In all probability, implementation of this service industry after a suitable site has been identified could realistically take 6 months barring any unforeseen problems. Less implementation time might be possible provided that a very high priority be assigned to the development of this project.

D. PRIVATE SECTOR CONCERNS

Public comments have been requested for the proper evaluation of this industry.

Section 33.32.015 of the Alaska statutes allows the "Commissioner of Corrections to authorize a prisoner to engage in productive employment within or outside a correctional facility for the employment of a prisoner if the Correctional Industries Commission determines that the employment will have minimal negative impact on an existing private industry or labor force in the state."

A public hearing has been tentatively scheduled for January 16, 1992 so that the Correctional Industries Commission may hear public comment on the potential establishment of this service industry. The Commissioner of Corrections would then review the commission's recommendations before making a final decision on the implementation of this industry.

Adequate public notice will be provided through newspaper advertisements and a notification to all state local Chamber of Commerce chapters will be issued.

E. QUALITY CONTROL OF SERVICES

Quite naturally there is some anxiety and concern over the possibility of utilizing inmate workers to interact telephonically with the public and that the level of quality control will not be sufficient to maintain an effective operation. However, it has already been indicated that this type of service is currently being provided through several other state correctional systems.

As part of this fact finding process, the states that have similar correctional industries operations as the one proposed will be contacted to gain additional insights into their operations. This additional information may offer to reference their successes and identify any problems they have encountered. Staff contacts and additional information will be forwarded as provided from these sources.

Inmates Fill the Front Lines for Tourism

*In Prisons, States Find
Way to Keep Up With
Requests by Public*

By EDWIN McDOWELL *11/24/91*
Special to The New York Times

RALEIGH, N.C. — If North Carolina had a booster club, Cornelia Margaret Gonzalez would be well qualified to be its president. Instead, she channels her enthusiasm into answering inquiries from people who telephone North Carolina's toll-free number for tourist information.

Yet the 53-year-old Ms. Gonzalez had never set foot in this state until about four years ago, when she was brought here from Florida in handcuffs.

She still has not seen any of the state, except through bars or a barbed wire fence. But while serving a 22-year sentence for drug trafficking, the voluble Ms. Gonzalez is one of 10 inmates here at the Correctional Institution for Women who handle the almost 23,000 calls a month to the toll-free number, (800) VISIT NC.

Just down the hall from the telephone room, in the shadow of the death row building that currently houses six convicts, five other female inmates in this maximum-security prison are busy stuffing and labeling some of the 250,000 packets of tourist information that will go out this year. All the participants in the 4-year-old program are volunteers, as well as "long termers," felons sentenced to 15 years or more.

Plans for Tourism Job

"I love this job, and I think I do it well because of my gift of gab," Ms. Gonzalez told a visitor recently. "When I get out of here the first thing I'm going to do is travel around the state; then I'm going to settle here and get a job in tourism."

While the prospect of rehabilitating prisoners helped inspire the program, budgetary considerations also played a part both in North Carolina and in about a dozen other states from Maryland to Oregon that have also turned to inmates to help with their travel and tourism inquiries or are considering doing so.

"We estimate we save about \$150,000 a year in salaries and benefits," said

Continued on Page 15, Column 3



Dennis Hall for The New York Times

Cornelia Gonzalez, an inmate at the Correctional Institution for Women in Raleigh, N.C., handles tourists' inquiries for the state.

Behind Bars, but Filling the Front Line for Tourism

Continued From Page 1

Thomas Harper, supervisor of the inquiry section of North Carolina's Travel and Tourism Division, which has a 1991-1992 budget of \$3.2 million.

There were other considerations as well. "Before this program, we just could never keep up with the inquiries," said Lynne Sessoms, the director of the division's visitor services. "Many phone calls went unanswered and we were days behind in mailing our travel packages."

No More Delays of Packages

Such delays were not only inconvenient for potential tourists but costly for North Carolina, which earned an estimated \$7 billion from visitors in 1990, 79 percent of that from out-of-state visitors. Now room travel packages — as many as 2,000 a day from January through April — are shipped within two days.

Similarly, Oregon's Division of Tourism once used staff members to field telephone calls and mail promotional packets. "But we began getting so many requests that we started subcontracting parts of the program," said Julie Curtis, the assistant director. "Then we heard about programs in other states that used inmates, so in February 1988 we moved our fulfillment operations and our toll-free number to the Women's Correctional Center" in Salem.

Betty Allred, the assistant education director at the 436-inmate prison in this North Carolina city, says that while inmates volunteer for the program, telephone operators must have a friendly speaking voice and some knowledge of the state's geography. Hotel and airline reservation agents have come to the prison to help train the inmates.

Everyone connected with the program says problems with inmates have been minimal: two were dropped when their family members phoned them on the toll-free number. In a related program in California, an inmate received an additional two-year prison term for receiving up to thousands of dollars worth of bills for jewelry and other purchases with stolen credit card numbers.

Some Pay for Inmates

Turnover is low for most such programs, for obvious reasons, but some participants have been paroled, others have dropped out and still others could not keep pace.

Participants are paid from \$1 a day

For \$1 a day, touting the wonders of places they are not free to visit.

in North Carolina to 45 cents an hour or less in Montana, and state officials said they had never received complaints from public employee unions. James Andrews, the secretary (treasurer) of the AFL-CIO in Raleigh, said his organization "might have taken action if it had been a bigger program or if they suspended employees who were part of our union."

Two states have even forged travel-related partnerships between prisoners and private enterprises: About 30 inmates in Phoenix are paid the minimum wage for helping to take hotel reservations in peak holiday periods on the toll-free line that Best Western set up in the Arizona Casler for women. And 10 inmates of the Ventures School in Ontario, Calif., a correctional institution for youthful offenders of drug crimes, earn a maximum of \$3.57 an hour



North Carolina is one of a dozen states using prison inmates to help with tourism inquiries. Teresa Teasley, left, and Patricia Childress, right, inmates at the Correctional Institute for Women in Raleigh, N.C., answering phones for the state's tourist line. With them was Gail Frazier, a prison guard.

helping to book reservations by telephone for Trans World Airlines. About 20 of them have gone to work for the airline after leaving the institution.

At the mention of her \$1 a day wage, a sum required by North Carolina law, Patricia Childress smiles at her work cubicle here in the prison. (flanked by a state map and a hand-lettered reminder: "Be polite. Be patient. Have a smile in your voice.")

"Everybody's wanting somebody to work without paying them," the 43-year-old former truck driver said with a laugh. But Ms. Childress, who is serving a life sentence for first-degree murder, said she was proud to answer calls from tourists.

"It brings me back into contact with the public, and that's important because I'd never been in prison before four years ago," said Ms. Childress, who earned a high school diploma here. "It was real shocking to me."

She and her four co-workers, dressed in the blue shirts of medium-security prisoners, usually greet each caller: "Thank you for calling North Carolina. How may I help you?" They enter callers' names and addresses in a computer, and they answer a range of questions.

As representatives of a state agency, inmates may not recommend one destination over another, but they can respond to inquiries. And since most questions are about temperature, distances or destinations, the answers are usually within easy reach in the listless of toll-free numbers for North Carolina cities, in weather and highway mileage charts, or in The North Carolina Gazetteer or a dictionary of geographical names and places.

Several cubicles are decorated with postcards from grateful users of the toll-free line, and Teresa Teasley's cubicle also displays a photograph of her 7-month-old son, who was born in prison. "That's the hardest part about being here, not being able to be with him," said the soft-spoken Ms. Teasley, 23, who is serving a minimum 15 years sentence on drug-related charges.

After answering a Florida caller's questions about the weather in Ashe-

Armed with phones and facts, inmates sell their states.

Ms. Teasley added: "But I enjoy this job. I'm always learning something new. A lot of girls in the dorm are asking, 'Do you have openings?' and I tell them no."

Because the inmates are prohibited from leaving the prison, tourism officials come here from around the state to familiarize the inmates with what they have to offer. On this day, telephone operators and packers gathered in a classroom to hear presentations by Jane Peterson, the president of the Cape Fear Coast Convention and Visitors Bureau in Wilmington, and Marylou Webber Baggett, general manager of the Blockade Runner hotel in Wrightsville Beach, 10 miles from Wilmington.

Ms. Peterson showed a 12-minute

tape of Wilmington's tourist attractions. And Ms. Baggett, who gave each inmate a colorful beach towel bearing the name of her family-owned resort, spoke of the island's 38 restaurants, its proximity to several of North Carolina's 400 golf courses, and told her audience that the Blockade Runner was on a north-south beach, "so that you can see both sunrise and sunset over the water."

Later the enthusiastic Ms. Baggett remarked, with no apparent irony, "It's so nice to go to a place where they want to hear you."

The inmates also look forward to such visits. "We're here, yes, but we're still people," Ms. Gonzalez said, "and we're trying to learn all we can so we can tell a caller we don't know something."

There was also an unexpected benefit to this visit. "When I was brought to North Carolina from Florida," Ms. Gonzalez said, "I was in jail near Wilmington. So I knew something about the city. I at least what was in the papers, but I never really saw it. What I saw of it today is a pretty good substitute, at least until I get out and see it with my own eyes."



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Stocks edged up, setting another batch of records, while bond prices rallied and the dollar fell. The Dow Jones Industrials rose 4.7% points to 3188.83 in volatile and heavy trading. For all of 1991, the industrial average surged 536.17 points, or 20.3%, while the S&P 500 was up 26% and Nasdaq's composite index soared 58.8%.

Stock-fund sales rose sharply in December after the funds took in \$3.5 billion in November, bringing their inflow for 1991's first 11 months to \$31 billion, well above the amount needed to set a record for the year. Many fund companies were surprised by the heavy buying in December.

Retirees' funds increased their holdings of small-company stocks in 1991, with 51% of corporate pension managers holding such stocks, up from 46% in 1989, a study found.

Investment contracts sold by insurance companies accounted for 34.6% of total pension fund assets in 1991, down from 41.2% in 1989.

SmithKline was allowed to market a new arthritis drug as the FDA approved a flurry of year-end drug approvals. SmithKline shares rose \$9 to \$28.05. Pfizer was approved for a new anti-depressant, but the company's stock fell on news of a short delay in introducing a pneumonia treatment.

Merck's Pajodol ulcer drug doesn't increase the absorption of alcohol into the bloodstream, unlike other ulcer drugs. Glaxo's Zantac and SmithKline's Tagamet, etc., a study found.

GE plans to more than double the size of its railcar-leasing operation by leasing most of Irel's railcar fleet, silencing Irel, a diversified holding concern, to refinance high-cost debt.

Maxwell Communication's court-appointed overseers in Britain and the U.S. reached a pact on running the company while it goes through parallel bankruptcy-law proceedings.

Post-Masek partner Walter Skonstein has emerged as the top candidate to be the SEC's chief accountant, say people close to the agency.

Tecumseh Electric's creditors failed to force the filing utility company into bankruptcy proceedings. Its stock jumped \$1.15, or 26%, to \$5.58.

Tuesday's Markets: Stocks: Volume 347,678,000 shares. Dow Jones Industrials 3188.83, up 4.92; transportation 1561.88, up 11.88; utilities 228.15, up 2.44. Bonds: Lehman Brothers Treasury Index 435.88, up 15.68. Commodities: Oil \$18.14 a barrel, up 47 cents; Dow Jones futures index 120.14, up 0.38; soy index 180.75, up 0.11. Dollar: 124.26 yen, off 0.79; 1.3170 marks, off 0.002.

Yugoslav... with the... there will be more food immediately available on the store shelves.

A Salvadoran peace pact was reached by government and rebel leaders to end a 12-year-old civil war that has claimed more than 75,000 lives in El Salvador. The agreement, which calls for a one-month truce starting Feb. 1, was signed by Perez de Cuellar, who spent the last day of his 10 years as U.N. chief negotiating the accord.

U.N. envoy Vance announced a breakthrough in his Yugoslav peace mission, saying the republics of Serbia and Croatia had agreed to a plan for peacekeeping forces to Yugoslavia. Vance told reporters after meeting with Croatian leader Tudjman that both sides in the civil war accepted the proposed peace plan "in its entirety."

Ghali took over as U.N. secretary general, succeeding Perez de Cuellar. The former Egyptian deputy prime minister told a Belgian interviewer that he intended to start reorganizing the world body soon. He didn't give details of the planned reforms.

Israel went to the polls without a budget for the first time in its 41-year-old state as small parties overrode the ruling coalition, causing Parliament to reject Yitzhak Rabin's deadline for approving the 1992 budget plan. Religious parties in Prime Minister Rabin's coalition said late Monday they would support their feud, clearing the way for a vote.

A March summit will take place between the presidents of North and South Korea, still technically at war, but moving toward rapprochement, according to a South Korean television report. The two countries on Tuesday reached a preliminary agreement to ease nuclear weapons from the Korean peninsula.

The EEOC announced it wouldn't seek to enforce the recently enacted civil rights law retroactively. In a policy directive to be sent today to field offices, the commission said it wouldn't pursue punitive damages in cases alleging job discrimination that occurred before the legislation took effect Nov. 21.

Standard officials are warning the Defense Department that a government research center from the state may find that the university-owned government cost up to \$100 million. But school officials are already disputing the assertions of the auditors. Federal accountants have been reviewing Stanford's records for several months.

Pakistan and India exchanged lists of nuclear sites under a January 1991 accord pledging not to strike each other's installations. A Pakistani official announced. The two nations, which have fought three wars since 1947, say they've nuclear programs are peaceful. But each accused the other of having the potential to make nuclear arms.

Chad sent reinforcements to its western Lake Chad region after forces loyal to deposed President Habre launched attacks on the army, the government said. President Deby denounced Tuesday's attack, which was said to involve a party as 3,000 Habre loyalists based in neighboring Niger.

Ban reassured allies in Asia and Australia that the U.S. remains committed to their security, despite the breakup of the Soviet Union and other world developments. "We won't let you down," the president vowed in Sydney, Australia. His comments came on the first full day of a 12-day, four-country tour.

Angioplasty works better than medication alone to relieve chest pain, according to research published in today's New England Journal of Medicine.

Newborns' chances for survival improve in surgery when strong anesthesia is used to shield them from pain, according to a study in today's New England Journal of Medicine.

I had Salsa Pests... Interrupting Dinner... Is by a Real Con Man

Prisoners Man the Phones For Telemarketing Firms. And Use Their Old Skills

By MICHAEL W. MILLER
Staff Reporter of THE WALL STREET JOURNAL

OMAHA, Neb. — Kim Britt, prisoner 38112 at the Omaha Correctional Center, has permission to make a phone call. He has an important question to ask Mark Parrish, a farm contractor in Ohio.

"Mark, how you doing?" he begins in a thick drawl. "How's the weather out there in Ohio?"

Then he gets to the point: "Mark, I was wondering, do you need any LeGrange 79 'welding rods? ... Mark, this rod will make you weld like a professional! Normally, it would run about \$150, but we do have it on special tonight."

Mr. Britt was given eight to 12 years for pushing drugs, but his sales skills aren't getting rusty. For the past four years, he has been selling hardware over the phone for a Nebraska telemarketing company.

Inside Jobs, Outside Lines

Unbeknown to most consumers, a growing number of the disembodied voices who call during dinner with a sales spiel or survey are prisoners. Besides Nebraska, 15 other states have set up telemarketing centers where inmates dial or receive business calls.

Did you ever get a call from a polite young woman from "Consumer Research Surveys" asking about your grocery-shopping habits? She may well have been one of a dozen inmates at the Shakopee, Minn., women's prison working for Super Value Stores last fall. It's a \$1 billion, semi-private sales center.

Hundreds of factories around the country have heard phone pitches from a telemarketing firm called Midwest. The callers? Inmates at a medium-security prison in Lion Lake, Minn. Trans World Airlines uses the services of 70 young offenders at a California prison called to take the reservation calls. Its regular agents can't handle. The Illinois State and Super 8 lodging chains have telemarketing centers in Arizona and South Dakota.

Prison telemarketing drew fire last year when a former inmate who had worked for TWA was arrested for running up thousands of dollars in personal charges on other people's credit cards. Minnesota's Oak Park Heights prison canceled a telemarketing project because of fears that inmates would menace customers.

"You don't want them calling folks over, perhaps saying inappropriate things, attempting to develop relationships," says Thomas Groves, the prison's industry director. "These folks are in here because they exploit other people."

Model Employees

But some telemarketing companies say prison programs yield their best employees. "They've got fewer distractions and fewer alternatives," says Jim Braun, president of TGS Marketing Inc. The \$1.5 million Rahmon, Neb., hardware firm has contracted with the state since 1987 to hire prisoners—and given jobs to some two dozen of them after their release.

Running a sales force inside a prison poses novel management problems. A TGS supervisor once thought he snifled marijuana, and the entire room had to quit working while guards frisked every telemarketer. Mr. Braun stopped letting inmates take credit-card orders two years ago after two prisoners used customers' cards to order flowers for girlfriends. But he notes that at his branch offices outside

PLEASE TURN TO PAGE 31, COLUMNS 5

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CRIMTY CARD rates should drop in 1992, but slightly, and they're very sticky. Despite the general decline in interest rates, "banks are not going to lower [rates] across the board," says Ed and Jim... an industry consultant. They do have segment... various...
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David Robertson, president of the industry newsletter, says 4% of applicants can expect to be rejected.

TEETERING ON THE BRINK, many magazines will struggle in 1992. City and regional publications are hard hit: Regardie's, satirical business publication, now seeks subscribers to stay alive. Rumors circulate about New York Woman, which was put up for sale by parent American Express Co.

RECESSION COLOGNE goes cold shoulder. Alan Salzberg, options trader-cum-creator of "Marquetti De Cline's Reception (love de cologne/poor hombre)," blames slower sales on sourpuss retailers. "Some stores felt it really wasn't a job anymore," explains a distribution executive of the \$1.5-a-bottle concoction.

MADONNAPOMICS: Pop hits predict consumer confidence, says Columbia University researcher Harold Zullo: "Pessimistic rumination in popular songs predict decreased economic growth with a one- to two-year lead." Evidence: Cher's early 1990 hit "If I Could Turn Back Time."

UTILITY RATES will be flat next year, but hikes are on the horizon. Most gas and electric utilities expect little or no rate increases in 1992 due to stable fuel prices and low interest rates. California's Pacific Gas & Electric expects to lower gas rates slightly while Duke Power, Charlotte, N.C., foresees no change. "Any increase [power companies] might charge would be lower than inflation," says Michael Foley of the National Association of Public Utilities.

NOTICE TO READERS
Today's Wall Street Journal appears in two sections, the second of which is the year-end review of markets.

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...and six-wheel remanufactur-
...shop GE Capital and its fleet would
...the most diversified youngest
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The transaction is a 12-year lease with a fixed price purchase option, effectively combining the railcar operations of the two companies. Rod Dammeyer, Itel's president, said proceeds "will be used to reduce existing higher cost debt on both the railcar fleet and other debt of Itel Corp., as well as for general corporate purposes."

In what it calls an effort to simplify its capital structure and trim its debt load, Itel has recently been shedding assets at a rapid pace.

Slightly more than a year ago, Itel sold GE Capital its container-leasing assets for about \$360 million, recording a hefty gain on the deal. The company has also sold its 1% stake in American President Cos. for 78.7 million, booking a loss. Also in 1991, Itel sold its Great Lakes Dredge & Dock unit to limited partners for about \$165 million. And in October, Itel sold its 15% stake in Santa Fe Pacific Corp. through a public offering. And on its books, Itel lists the merchant-banking portfolio of Sigal Capital Corp., with a book value of about \$365 million, as an asset for sale.

An Itel spokeswoman stressed that the now-announced Tuesday isn't part of that asset-disposition effort. "The assets remain on our books," she said. "This is not a sale—strictly a lease agreement."

While Itel's holdings are subject to frequent changes, reflecting Mr. Zell's varying investing interests, the railcar leasing unit has for a long time been a core company holding. Itel's principal other remaining operation is its Anshar wire-and-cable distribution unit.

Disclosure of the agreement with GE sent Itel shares up 12.5 cents in composite New York Stock Exchange trading Tuesday, to a close of \$18.75.

Standard & Poor's Corp.'s reacted positively to the Itel announcement, saying it cut about \$950 million of Itel's subordinated debt and convertible preferred stocks, as well as other debt, on its CreditWatch list with positive implications. S&P said the proposal will "greatly enhance liquidity and allow Itel to prepay high cost existing debt."

S&P said the rentals would support about \$250 million of noncallable Itel Railroad debt and up to \$900 million of new notes to be issued through a trust.

Itel said the amount of debt to be offered depends upon interest rates, and the extent to which creditors of the railcar fleet elect to continue their loans or be paid with proceeds of the new debt. Principal and interest of the new debt, as well as existing fleet debt not prepaid, will be paid from about \$150 million in annual lease payments from the GE unit. GE Railcar will have the option to purchase the fleet for about \$500 million.

GE's unit leases a wide variety of railcars such as tankers, hopper cars and box cars for periods from six months to five years. As with other equipment leasing arrangements, lease payments are structured to cover the cost of the asset and provide for depreciation.

...Mr. Mullane's personal
...Mr. Mullane said in an interview that

...stay afloat.

That Sales Pitch During Dinner May Be Made by a Real Con Man

Continued From First Page
prison, he has had four incidents of credit-card abuse.

Mr. Braun says TGS interviews inmate applicants and generally tries to screen out anyone guilty of fraud, but otherwise doesn't care what kind of crime they committed. "If I'm sitting across from one guy who's in there for tax evasion and one who murdered 15 people, I don't want to deny either one the opportunity," he says. Sometimes criminals with longer sentences tend to make more devoted telemarketers, he says: "They're looking for something stable to hang onto in their lives."

At the minimum-security Omaha prison, TGS's 16 telemarketers sit in khaki uniforms behind steel desks covered with spider plants, index cards, and phone books. At one end of the room is a radio and a coffee pot; at the other, a notice with detailed instructions for what to do if guards burst in to take a head-count during a telemarketing session.

On a recent night, the room is crackling with sales pitches, which the inmates carefully read from a book full of scripts.

"How are you tonight, sir? I'm calling from TGS in Omaha, Nebraska..."

"If I called back at 8 o'clock, would that be too late? OK, I don't want to interfere with supper..."

"None of these ladies want to let me talk to their husband," grumbles one inmate. A TGS supervisor strolls through the room cheering the troops on: "Don't be afraid to dive in! Keep dialing!"

The most intense salesman in the room is Kim Britt, a burly 36-year-old with thick curls and a deep voice. He paces back and forth and pumps his fist in the air as he gives the hard-sell to Mark Parrish, the farm contractor.

"Hey understand this, Mark, I'm not sugar-coating this, you're actually gonna use less of this rod because of the tensile strength. All I ask you to do is trust me on this. Let me get it out to you, try it—if it doesn't work, I'll buy it back."

TGS pays its inmate employees the same 17.5% commission its other telemarketers earn. The inmates must pay \$1.25 an hour back to the prison and another 5% of their wages to a state fund for crime victims. Still, on a good week, Mr. Britt pockets about \$14. He credits his success in part to some important sales lessons he learned in his drug-dealing days.

"You got to have a gift for gab," he says with a big smile. "And be real nice to your customers."

Some inmates say working the phones makes prison more bearable. But it also presents special difficulties that most telemarketers don't face. Kenneth Lahr, a for-

mer insurance salesman serving six to 18 years for theft by deception, recently dialed a prospect and found himself talking to an old family acquaintance.

"He said, 'Hey, you used to come out to my Dad's place hunting—when are you coming out here?' I just said, 'Oh, I'll get out there one of these years. I haven't been out that way for a while.'"

At the Shakopee, Minn., women's prison, the inmate telemarketers work at a sleek new center that wouldn't look out of place in a modern office building. There are young women—many with acid-washed jeans, moose hair and polished nails—all with phone-headsets in rows of cubicles. Some have their legs curled under them or stretched out on the desk.

Should anyone ask where they are calling from, the women are instructed to say "from Chicago" or "from the Midwest." Sister Valis says that is a standard practice so competitors can't figure out which company is conducting the survey.

Though the calls consist of brief questions about grocery preferences, they sometimes provoke wistful emotions. "The other night I called three children where I live, the three first three digits I could have called my home," says Hagan. (The prison consented to inmate interviews only if last names weren't used.) She says she is serving 21 months for her role in a fatal car accident.

"I've called areas where the people wanted to talk—maybe they're glad I had to learn to cut them off, but that was really hard for me," says Sara, a 27-year-old who stabbed her mother to death.

To the telemarketing targets, the fact that prisoners are on the other end of the line may not be that alarming.

"It really doesn't make any difference to me," says Mr. Parrish, whom Mr. Britt tried to sell TGS's welding rod, ultimately without success. He was surprised to learn that TGS employs prisoners, but not particularly upset. "Telemarketers are aggravating," he says. "It's no worse if they're in prison."

Honda Renews Platinum Pact

JOHANNESBURG, South Africa—Ranstenburg Platinum Ltd., the world's largest platinum producer, said it renewed a long-term contract to supply platinum metals to Japan's Honda Motor Co.

The daily Business Day quoted Chairman Pat Retief as saying that the agreement had been "extended into the future." A company spokesman declined to specify details of the contract.

WARNING

ALASKA RAILROAD CORPORATION



P.O. Box 107500 • Anchorage, Alaska 99510-7500

November 25, 1991

JNO CENTRAL

NOV 27 1991

The Honorable Drue Pearce
Senator, Alaska State Legislature
3111 C Street, Suite 150
Anchorage, Alaska 99503

Dear Senator ^{Drue} Pearce:

Mr. Hatfield has requested that I respond to your letter to him of November 5, 1991 and to provide you with an update of our progress regarding prison inmates or some other third party doing Alaska Railroad telemarketing.

To date, Passenger Service Department personnel have contacted Mr. Wally Roman of the Department of Corrections to express interest and explain our existing reservation system. Mr. Roman has informed us that he will be contacting your staff and Mr. Conn Murray of the Division of Tourism within the next week in an attempt to coordinate our efforts. Additionally, we have formed an in-house team that is taking an in-depth look at the entire Passenger Services reservation system. This team's objective is to determine the costs of a new reservation system compared with the costs and benefits of a third party contractor taking over all Alaska Railroad reservation functions.

During the first ten months of 1991, Passenger Service staff responded to approximately 87,000 telephone calls. We estimate that as many as 40% of the calls are for information only. The large percentage of "information only" calls directly competes with the caller wanting to book a reservation or tour.

With this in mind, we suggested to Mr. Roman that possibly some arrangement could be made with the Department of Corrections to respond, on a statewide basis, to all tourism related "information only" calls. Conceptually, a well-publicized 800 number could be established and advertised, for example, 1-800-VISIT and prison inmates trained to answer tourism-related questions covering the entire state.

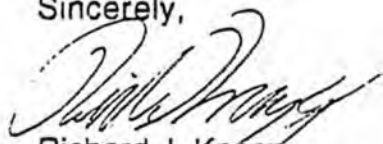
We believe that a pool of clients sponsored by the Division of Tourism, representing the full spectrum of tourism vendors, could be formed. This client pool might include the National Park Service or Holland America Westours, the Marine Highway System, or a small independent whitewater raft company from the Mat-Su Valley.

The Honorable Drue Pearce
November 25, 1991
Page Two

Once this program is successfully established, we could then explore the possibility of prison inmates taking the actual reservation for travel.

We look forward to further discussions on this matter. Should you have additional questions, please do not hesitate to contact me directly at 265-2428.

Sincerely,



Richard J. Knapp
Vice President, Marketing and Sales

cc: R. S. Hatfield, Jr.
ARRC, President and CEO
Mr. Wally Roman
Dept. of Corrections
Mr. Conn Murray
Division of Tourism
Mr. Larry Houle
ARRC, Mgr., Passenger Services

JNO CENTRAL

DEC 23 1991

December 18, 1991

Honorable Drue Pearce
Alaska State Senate
3111 C Street, Suite 150
Anchorage, AK 99504

Dear Drue,

Okay, all parties have been heard from on the subject of inmates handling some of the state's telephonic correspondence.

I believe this system would be not only feasible but also cost effective. But I would particularly like to see it functioning in conjunction with a central state 800 information number with an appropriate voice and fax tree. I am sending you some information from Point to Point Communications in Santa Anna, California, which is one firm designing such systems. In fact, I would urge you to call their demo line to get an idea of how it works. I think that, probably, all state agencies would have the same experience Dick Knapp reports, forty percent of all calls would be for information only, i.e., soliciting schedules for the railroad or marine highway, the travel planner, basic information for prospective new residents (which we normally obtain from local CVAs and chambers), fish and game information and regulations, and so forth. An appropriate system would permit a caller requesting only schedule information for the ferries or the railroad, for example, to punch in his fax number and have the appropriate information faxed to him instantly and automatically. If the parties wished to have the information mailed, they would simply leave their name and address. If they wished to speak to an operator, the system would automatically switch the call to an appropriate operator at the Department of Corrections.

As you can see, I am thinking in broader terms than just tourism.

Jim Ayers mentioned a new telephone system for the state, which is due to be operational by early spring. I have heard nothing about such a system, which is surprising in view of the fact that if an 800 number is utilized - and it would be folly not to do so in my opinion - then the heaviest use would undoubtedly be by tourism. While I realize that many of the senior citizens who make up the core of our tourism market tend to resist innovation, I believe we can design an automated system that is not only user friendly, but is just plain friendly enough to overcome objections.

December 18, 1991

A concomitant of this program, of course, would be the mail fulfillment of requests for information. We currently handle telephonic requests from our offices in Juneau. Responses to the business reply cards included with our media advertising are handled on a contract basis through a direct mail house in Portland, Oregon. I personally believe the latter task could also be taken care of by inmates.

I note with interest the report in the news clips that other states' organized labor has never questioned the practice of using inmates for work of this nature. I am not so sure we will be that fortunate in Alaska, but even if the state were required to pay minimum wage, I believe we would still get superior service while saving money. As for training the inmates, I am certain that between our efforts and those of the private sector, as well as CVBs and chambers, we would have no problem developing a well-informed sales staff.

Drue, I think that now that we are all more or less singing from the same song sheet, the interested participants should get together to see what steps need to be taken to convert this idea into a reality. Perhaps your office could take the point on this. I am prepared to meet anytime, at any place, because I am convinced that our existing set up is costing us visitors and their cash.

Very truly yours,

Connel Murray
Director

CM/rs2236s

121891b

Enclosure

cc: Lloyd F. Hames, Commissioner
Department of Corrections

Glenn A. Olds, Commissioner
Department of Commerce and Economic
Development

Wally Roman, Correctional Industries Manager
Department of Corrections
Division of Statewide Programs

James R. Ayers, System Director
Alaska Marine Highway System

Richard J. Knapp, Vice President
Marketing and Sales
Alaska Railroad

Representative Tom Hoyer, Chairman
House Special Committee on International Trade
and Tourism

DEPARTMENT OF CORRECTIONS RESPONSE TO PEAT MARWICK STUDY

The Department responses to the recommendations from the Peat Marwick study are given below. The responses follow the order and layout of the recommendations as presented in that report.

3.1 GENERAL ORGANIZATION AND MANAGEMENT

Recommendation: The Department should consolidate responsibilities for department evaluation, planning and research.

Response. This recommendation has been implemented, with the creation of the Office of Technical Services. The staffing and duties of this office are still under review, and it will take some time for this office to set up data gathering mechanisms and begin policy review.

Recommendation: Departmental policies and procedures must be brought up to date and maintained on an annual basis.

Response: The Department concurs with the recommendation, and has assigned this responsibility to the Office of Technical Services. Implementation of this recommendation will take time, as this Office is newly established and has more work to do than the assigned staff can do in a short time frame.

Recommendation: An internal audit function should be established.

Response: The Department concurs with this recommendation and will implement this program as soon as funds and positions are identified for this purpose. Funding and positions will either be available from the organizational changes emanating from this study, or else will be requested in the budget process.

Recommendation: The Division of Statewide Programs should be eliminated and the related programs be reassigned to the appropriate Divisions.

Response:

The Department is still analyzing this recommendation. The consultant's recommendation, if implemented, will not result in the savings that the consultant projects. The functions of the Director of Statewide Programs will continue, whether the division remains as is, or is restructured into a section within the Division of Institutions.

Recommendation: Increase staffing in the Director of Institutions office as proposed in the departmental reorganization.

Response: This recommendation has been implemented.

Recommendation: The department should implement the transfer of the Classification and Transportation component to the Division of Institutions.

Response: This recommendation has been implemented.

3.2 CLERICAL

Recommendation: Clerical procedures should be reviewed and revised to ensure that they are relevant and applicable to the current operations of the Department.

Response: The Department concurs with this recommendation. Clerical procedures will be reviewed in general during the updating of the policy and procedures manual (currently underway). The allocation of clerical functions will be studied as a part of the non-clerical/clerical review described in the response to the next recommendation.

Recommendation: Existing clerical staff should have their duties reallocated within Institutions as needed to replace Correctional and Probation Officers performing routine clerical functions.

Recommendation: Clerical staff should be used to replace Correctional Officers in certain functions including inmate records, complaint and grievance logging, inmate commissary records and accounts, and booking.

Response: The Department generally concurs with these recommendations. It is presently undergoing a review of all clerical functions in the institutions, to determine which functions can be streamlined, which can be performed by clerical staff rather than correctional officers, and which can be automated. Streamlining should reduce the clerical costs. Transferring duties from non-clerical to clerical staff will require the creation of additional clerical positions, and should also reduce overall employee costs. Automating various clerical functions will reduce some clerical costs and will increase the availability of data, but will require a capital expenditure. The Department requests the assistance of OMB and Legislative Audit staff in conducting these reviews.

Recommendation: Clerical pools in both the Anchorage and Juneau offices should be eliminated and the staff should be reassigned both organizationally and budgetarily.

Response: Clerical pools were eliminated during reorganization.

3.3 PRISONER SUPERVISION AND SECURITY

Recommendation: The department should hire additional Correctional Officer staff to serve as relief workers in the various Institutions.

Response: The Department agrees that additional Correctional Officers are needed to reduce the amount of overtime. However, the consultant's analysis showing at least 30 additional Correctional Officers needed for relief is overstated. Efficient use of relief staff would call for 15-20 additional Correctional Officers.

It is anticipated that the studies being conducted on the use of clerical personnel will identify positions that are currently filled by Correctional Officers that will be replaced with clerical positions. The Correctional Officers in these positions will then be transferred into shift or relief positions. There will be cost savings with each clerical position added, to the extent that the Correctional Officer displaced is used primarily for relief or overtime coverage. One way of achieving efficient use of relief personnel in the Anchorage area may be the establishment of a relief pool to serve all the institutions in the Anchorage, Eagle River, and Palmer areas.

Recommendation: Administrative staff should be reduced in certain institutions.

Response: The use of the ratio "Inmates per Administrative Staff Position" as a measure of efficiency does not reflect the fact that institutional populations range from 60 to over 450. Every institution has a superintendent, assistant superintendent, and administrative officer. The function of each of these positions is separate, but critical for the operation of each institution. In smaller institutions, these positions may have adequate time to assume additional duties, but this is reflected in the overall staffing of each institution.

The Department is examining the feasibility of eliminating the position of assistant superintendent at the Wildwood and Matanuska-Susitna pre-trial facilities. Each of these facilities have adjacent or nearby correctional facilities, which would allow adequate coverage of the management responsibility at all times, without these two positions.

Recommendation: Time accounting procedures, policies and manuals should be revised or written as soon as possible.

Response: The Parole Board is currently monitoring a contract for a rewrite of the time accounting manual. This should be complete in the near future.

Recommendation: Time accounting procedures should be revised to

classify cases which require review by more experienced officers.

Recommendation: A sample of time accounting records should be audited each year from each institution.

Response: The Department agrees that a procedure needs to be established for difficult cases to be reviewed by experienced personnel. It also agrees that time accounting records should be audited on a regular basis. To accomplish these steps, a Central Records Control position with adequate clerical staff needs to be created.

Recommendation: Increase the proper usage of the OBSCIS system for recording sentencing data.

Response: The Department agrees that better sentencing data needs to be maintained in OBSCIS. The new policies and procedures will address this issue. Revising the staffing pattern for clerical functions should allow for more consistent entry and review of information after it is entered. The long term, and most economical solution, would be for Corrections to share sentencing data already entered into a computer data base by the Court System, Public Safety, or Department of Law.

Recommendation: Establish clear staffing standards based on the actual number of time accounting cases expected for a particular institution.

Response: This issue will be included in the review of all clerical functions in the institutions.

3.4 PRISONER SERVICES

Recommendation: Responsibility for collecting, logging and reporting on prisoner complaint and grievance activity should be transferred to existing clerical or administrative staff within the institutions to relieve security and management staff of these responsibilities.

Response: The clerical aspects of grievance and compliance procedures will be reviewed as part of the overall study of clerical duties that can be assigned to clerical staff rather than Correctional Officers. These duties can be reassigned to existing clerical or administrative staff only where procedural efficiencies create additional available time for these staff. Otherwise, additional clerical positions will be required to accommodate this recommendation.

Recommendation: Duties of the Compliance Officers should be integrated into the responsibilities of the line management of the institutions.

Response: The Department disagrees with this recommendation. The Consultant does not fully understand the grievance/compliance function in the institutions. If he did, he would be recommending strengthening, not eliminating this critical function.

Grievances will continue in each institution, regardless of how well it is run. Inmates have a right to grieve any condition of their care and custody that they believe is improper. The way that these grievances are handled is critical to the operation of the institutions and the relationship of the inmates to the staff. A clearly defined and efficient process allows for expedient handling of complaints, whether the result is dismissal of the complaint as unwarranted or corrective steps are taken to cure the cause of the complaint.

Many of the compliance officers already have excessive workloads, and are not able to adequately investigate all grievances. By shifting some of the clerical functions associated with these positions to clerical staff, the compliance officers will have more time to properly report and investigate grievances. These functions can not be assigned to line staff who already are fully occupied in the daily operations of the institutions.

In the smaller institutions, it may be possible to assign additional duties to the compliance officers, particularly if additional clerical support for the compliance function is available. The Department will be examining the workloads of the compliance officers and other administrative staff, as part of the study on reassigning clerical functions. It may be possible to reassign some of the Correctional Officers from administrative duties to relief or shift work. This issue will be examined on a institution by institution basis.

Recommendation: Establish a meaningful internal audit procedure to inspect and review the operations of each institution on at least an annual basis.

Response: This is a duplicate of the recommendation made in section 3.1.

Recommendation: The Department must establish clear standards for "jail" facilities and "prison" facilities for all required prisoner programming.

Response: This issue is being addressed in the Master Plan currently being developed by Chris Murray and Associates.

3.5 Health Services

Recommendation: The Department should consider consolidation of the Pharmacy with the state/local health providers to achieve better

efficiency and higher service.

Response: The Department agrees with this recommendation, and requests that an interagency coordinating group be established to develop plans for and implement a State Pharmacy. An alternative to be examined is the privatization of the pharmacy function.

Recommendation: Documentation and inventory controls for the Pharmacy should be put in place immediately.

Response: The Department has instituted procedural changes to address some of the problems noted here. A longer term solution is the development or purchase of adequate computer software to track drug inventory and usage, either by this pharmacy or in a new State Pharmacy.

Recommendation: The Department should revise its Reimbursable Services Agreement for the Pharmacy to ensure that all the relevant costs are being recovered.

Response: This issue will be resolved in the creation of a State Pharmacy. Otherwise, the Department will revise its RSA with the Department of Health and Social Services to recover the overhead costs.

3.6 FOOD SERVICES

Recommendation: Procurement for food service should be centralized to increase efficiency and promote better control.

Response: This recommendation has been implemented. Cost savings, if any, will be determined over the next two order cycles.

Recommendation: Food service staffing levels should be established for the Department.

Response: Food service staffing levels must be established separately for each institution, just as security staffing levels are unique for each institution. The inmate population size, the extent of use of inmates for food service staff, and the mission of the institution all reflect on the staffing levels for food service staff. The Department will review the current staffing levels at each institution to determine if any adjustments are necessary.

Recommendation: The Department should consolidate the kitchen operations at the Palmer Correctional Center.

Response: This issue will be reviewed in the Master Plan currently being developed by Chris Murray and Associates.

3.7 HUMAN RESOURCES

Recommendation: The Personnel office should be consolidated in a central location to provide for more efficient operation.

Response: The Department agrees with this recommendation. However, it is difficult to combine all services in Anchorage, due to the need to communicate regularly with the Payroll Section and Personnel Division in the Department of Administration in Juneau. Combining the offices into one Juneau office would remove the ready access to personnel functions by the division directors and other programs operating in Anchorage. This issue will need to be studied further before a final plan can be implemented. Any decision may also be impacted by the outcome of the organizational changes currently taking place in the Division of Personnel in the Department of Administration.

3.8 FINANCE

Recommendation: The unreconciled differences in the inmate trust account should be researched and, if necessary, monies should be authorized to cover any deficiency in the inmate trust account.

Response: The Department agrees with this recommendation, and requests assistance from the Division of Audit and Management Services to reconcile the inmate trust account.

Recommendation: Department of Corrections management should monitor accounting activity in the inmate trust accounts to ensure that established procedures are followed and that appropriate reconciliations are performed for both cash and tokens.

Response: The Department agrees with this recommendation. Once an internal audit section is established, one of the positions will be utilized for financial auditing services.

Recommendation: Departmental policies and procedures should be formalized to require that all cash drawer reset requests be made in writing and be authorized by the Superintendent or his designee.

Response: The Department agrees with this recommendation, and department policies will be rewritten to reflect this procedure.

Recommendation: The Department should review the segregation of duties for inmate accounting at each facility.

Response: The Department agrees with this recommendation and requests

the assistance of the Division of Audit and Management Services to review the segregation issue. Once an internal audit section is implemented in the Department, the financial auditor will monitor the ongoing issue of segregation of duties.

Recommendation: The existing policy regarding prisoner intake should be closely followed to obtain existing OBSCIS numbers to reduce duplication.

Response: The Department agrees with this recommendation. As part of the review of clerical procedures and staffing in the institutions, functions such as obtaining OBSCIS numbers and entering inmate data will be assigned to clerical staff who will follow existing policies. There will also be additional policies established to assure the accuracy of data input into OBSCIS.

Recommendation: In order to meet the requirements that all monies due an inmate upon release are paid, the releasing officer should inquire if the inmate has payroll coming for a recent pay period and adjust his or her account accordingly.

Response: The Department agrees that inmates should be paid all that is due them at release. However, many inmates are "released" from custody from jail or multi-use facilities, or directly from court. There is often no time allowed for pre-release planning. Therefore, there will often be a gap of time between release and final settlement of outstanding inmate pay. The Department will attempt to enforce Policy 803.1 whenever and wherever possible.

Recommendation: Existing policies to verify inmate account balances must be enforced to ensure sufficient balances are available at such time a transaction occurs to prevent the accumulation of insufficient funds commissary request slips.

Recommendation: The Palmer Minimum Security Commissary should enforce the Department's policy prohibiting the extension of credit by the Commissary.

Recommendation: The commissary checking accounts should not be used for unrelated transactions.

Recommendation: Internal and external audits required on all commissary accounts, as described by Departmental policy, should be performed regularly by appropriate individuals.

Response: The Department agrees that management of commissary funds needs further review. Once the internal audit section is established, commissary operations will be included in on-site audits. The practice of extending credit to inmates for commissary items has been discontinued.

1

Recommendation: The costs of operating the inmate commissaries should be carefully calculated and considered in pricing merchandise for sale.

Response: The Department agrees with this recommendation, and requests help from the Division of Audit and Management Services in developing the appropriate pricing policies.

Recommendation: Existing inventory procedures should be enforced to ensure that the required commissary inventories are conducted in accordance with standard accounting practices and made under the supervision of the Commissary Officer.

Response: The Department agrees with this recommendation. Future monthly inventories will be conducted according to existing procedures. A periodic audit of these inventories will be a part of the on-site reviews by the internal audit staff.

Recommendation: The Palmer Correctional Center should enforce existing procedures to require oversight by the Commissary Officer in ordering merchandise for sale in the minimum security commissary.

Recommendation: Existing policy to record prisoner purchases of audio/visual, recreational or other high value commissary items should be enforced to the degree necessary to ensure that accurate records of prisoner personal property are kept.

Recommendation: Consolidation of inventory orders for the Palmer Minimum and Medium Security Commissaries could reduce charges by approximately half.

Recommendation: Existing policies should be enforced to prohibit the use of the inmate commissaries by staff personnel. [At the Palmer Correctional Center]

Response: The Department agrees with these recommendations, and has directed that these procedures be followed. This is another area that will be covered in the periodic on-site reviews by the internal audit staff.

Recommendation: A cooperative effort by Department of Corrections personnel within the Juneau Central Accounting Office and the facilities must be made to increase the efficiency of invoice processing.

Response: The Department agrees that steps need to be taken to reduce processing time for vendor payments. Vendors expect to be paid in a timely manner, and vendor relations suffer when payments are delayed unreasonably (though the actual cost to the State is not the estimated \$760,000 in late fees computed by the Consultant, since

most vendors do not bill the State for late fees.)

The Department will implement the steps suggested by the Consultant to better monitor the payment cycle. In addition, the Department is examining the feasibility of processing payments directly in each institution, thereby eliminating one entire step in the payment process.

Recommendation: Revenues should be recorded in accordance with generally accepted accounting principles.

Response: The Department agrees that moneys received for inmate care from other governmental agencies should be broken out separately for each agency. There is no revenue accounting purpose in keeping revenue records by institution. The Department requests that the Division of Audit and Management Services assist in setting up the proper account structures and procedures for reporting these revenues.

Recommendation: A cooperative effort by Department of Corrections personnel and Office of Management and Budget personnel should be used to produce realistic appropriation levels during the budget development process which can be successfully defended before the Legislature.

Response: The Department agrees with this recommendation. It has started and will continue to work closely with OMS staff to arrive at the proper budget levels for an FY'92 supplemental budget and an FY'93 operating budget that will not require further supplemental appropriations. One of the major priorities of the Department is to establish a reasonable base appropriation that allows it to plan and manage its finances in a proper manner.

Recommendation: Appropriate cash drawer levels should be determined for each facility, taking into account the nature of the facility and the turnover of the prisoner population.

Response: The Department agrees with this recommendation. Regular audits by the internal audit staff will help to verify compliance with the established limits.

Recommendation: Consideration should be given to changing Departmental policies with respect to the payment of prisoner account balances upon release.

Response: The Department will consider changes to its policies to reflect the intent of this recommendation.

Recommendation: In order to control a situation with a potential loss

of an undetermined amount, the Palmer Correctional Center must ensure that existing procedures to collect fees for meals served to staff and visitors are adhered to and that accountability for discrepancies, which are currently nearly impossible to determine, is clearly established.

Recommendation: Departmental policy, such as the collection of the \$2 meal fee for facility employees and visitors, should be enforced uniformly and it should not be possible for a Superintendent to waive requirements at his discretion.

Response: Departmental policies will be enforced, to the extent possible. These areas will be part of the audit review at each institution.

Recommendation: The Department should adhere to State law regarding the number of hours inmates are allowed to work, as well as specific provisions for approving overtime by inmates.

Response: The Department will make every effort to enforce the State law and Department regulations. Use of inmate labor is another area that will be reviewed on a regular basis by the internal audit group, once it is established.

Recommendation: The fiscal responsibilities of the Department should be carried out by individuals knowledgeable in accounting matters and in the proper use of internal controls.

Response: The Department concurs with this recommendation. The review of clerical functions in the institutions will be expanded to include accounting functions. This review will hopefully allow the Department to realign duties to the proper positions/job classes and to establish reporting relationships that reflect the accounting requirements of many of these positions.

3.9 PHYSICAL PLANT AND FACILITIES

Recommendation: Facilities planning should be integrated into the departmental planning process.

Response: This recommendation is referencing a need for the Department to contract with professional facility planners to assist in planning facility modifications and new facility projects. An RFP for a facility master plan was already being prepared when the Consultant started his study of the Department. The firm of Chris Murray and Associates is well underway with their preparation of a facility master plan, and the completed product is expected this spring. The facility planning unit has been transferred from the Director of Administrative Services to the Director of Institutions, which will further the integration of this function into the planning process.

3.10 TRANSPORTATION

Recommendation: The transportation function should be more centrally controlled and coordinated to allow for better management and more efficient use of resources.

Response: The issue of prisoner transportation is being studied jointly by the Department and the Department of Public Safety. It is anticipated that all prisoner movements will be coordinated by one agency, most likely the Department of Corrections. Issues such as the use of Palmer transportation staff will be resolved as part of this restructuring.

Recommendation: The Department should reduce its use of Corrections Officers on non-security delivery and other errands.

Response: The issue of non-correctional work being performed by Correctional Officers will be studied as a part of the review of clerical work in the institutions. It may be possible that adding positions for functions such as non-security deliveries can reduce the overall cost to the Department.

Recommendation: The Department should establish a procedure to ensure that transportation staff and medical scheduling staff coordinate their efforts to avoid cancellations and missed appointments.

Response: The Department concurs that prisoner movement scheduling can be improved. Most problems in this area result from communication problems between medical staff and prisoner transportation staff. The use of a properly configured computer scheduling program could eliminate most of this communication problem. As part of the study of the consolidation of prisoner transportation between Corrections and Public Safety, the issue of scheduling software will be an important element.

Recommendation: Budgeting and management of prisoner transportation costs should be consolidated.

Response: The Department agrees with this recommendation. This issue was preliminarily analyzed this summer through a technical assistance grant from the National Institute of Corrections. The Department expects to work with the Department of Public Safety to develop a consolidated approach to prisoner transportation.

Recommendation: The Office of Management and Budget should reduce the Department's prisoner transportation authorization.

Response: The Department does not agree with this recommendation.

Travel funds for prisoner transport, budgeted by Corrections and Public Safety, are just adequate to cover all prisoner movements. There has existed some confusion between the departments about who is budgeting for which travel, and which travel is being reimbursed. This issue will be resolved if a consolidated approach to prisoner movement is implemented.

Recommendation: The Department must prevent further miscoding of invoices and misreporting of expenses.

Recommendation: Unit supervisors and managers must be provided with reports and training to effectively monitor and manage their budgets.

Response: The Department agrees with these recommendations. The budget preparation, monitoring and expenditure processes in the Department are currently undergoing review, and changes will be made to assure that these problems are not recurring.

3.11 MATERIAL MANAGEMENT

Recommendation: The Department should centrally manage the use and procurement of all departmental forms.

Response: The Department agrees with this recommendation and will take the actions necessary to ensure that forms are managed properly.

Recommendation: Warehouse inventories should be reduced to a two-week supply and warehousing operations should be eliminated or reduced.

Response: The Department agrees with the policy of reducing food supplies in the institutions. This policy has been changed as part of the centralized food procurement process already underway. The Department disagrees with the Consultant that this change in policy will eliminate the need for twelve employees, one in each institution. Reducing food inventory levels from three months to ten days will not eliminate a major portion of the supply function.

3.12 COMMUNICATIONS

Recommendation: Increased communications with field staff should be initiated promptly to help ensure that policy and procedural changes are adequately disseminated and understood before being adopted.

Response: The Department concurs with this recommendation. To eliminate most of this problem, the Department proposes returning to the monthly shift briefings, in which each shift reports a half-hour early, and the Department management and/or institution management spend this time in discussing proposed or enacted policy changes. These shift briefings were eliminated due to contract/budgetary constraints. If these can be reinitiated, most of these

communications problems can be eliminated.

3.13 DATA PROCESSING

Recommendation: The OBSCIS and HOFA systems require major redesign or replacement in order to meet the operating needs of the Department.

Response: The Department agrees that these information systems need extensive updating, if they are to adequately meet the needs for departmental information. The problem of an inadequate information base is hindering the efforts of the Office of Technical Services; it also creates inefficiencies in data management at the institution level. If adequate resources can be directed toward this problem, the long-term cost savings to the Department could be significant. The Consultant suggests that clerical positions can be eliminated by discontinuing duplicate records systems. This is true, but elimination of functions or positions can only be accomplished after the information systems have been properly redesigned.

CORRECTIONS/MARWICK

	1/15/92	ASSIGNED TO	ASSISTED BY	NOTES
1	Policies and procedures brought up to date	Office of Policy/Plan/Res		
2	Internal Audit function established.		DAMS	
3	Clerical procedures-Review.		DAMS	
4	Correctional officers/clerical functions Analyze positions.		DAMS	
5	Relief officers for overtime reduction.		DAMS	
6	Admin staff-reduce in some institutions.			
7	Time Accounting policies-update manual.		Parole Board	
8	Time Accounting-revise procedures to classify cases requiring special review.			
9	Time Accounting-annual audit			
10	OBSCIS- proper reporting of sentencing data.			
11	Staffing-for time accounting by institution		DAMS	
12	Programming standards for "jail" and "prison" facilities		Chris Murray	

CORRECTIONS/MARWICK

	1/15/92	ASSIGNED TO	ASSISTED BY	NOTES
13	Pharmacy-consolidate with other agencies			
14	Pharmacy- inventory controls		DAMS	
15	Pharmacy- revise RSA for overhead		DAMS	
16	Staffing- food service workers		DAMS	
17	Kitchens-consolidate at Palmer		Chris Murray	
18	Personnel Offices-consolidate			
19	Inmate Trust Account-Reconcile		DAMS	
20	Inmate Trust Account-monitor regularly			
21	Cash drawer resets-policy. In writing and authorized by superintendent	Office of Policy/Plan/Res		
22	Inmate accounting-policy for segregating duties		DAMS	
23	OBSCIS numbers- do not duplicate			
24	Inmate pay-timely on release			
25	Commissary-no nsf request slips -checking accts not use for other purposes -audit accounts		DAMS	

CORRECTIONS/MARWICK

	1/15/92	ASSIGNED TO	ASSISTED BY	NOTES
	-policy for pricing merchandise			
	-monthly inventory			
	-no use by staff personnel			
	-Palmer Commissary Officer oversee purchasing			
	-Palmer-consolidate orders			
	-record purchase of high value items on inmate records			
26	Bill Paying-make timely			
27	Revenues-accounted for properly		DAMS	
28	Budget-set reasonable level		OMB	
29	Cash drawers-set appropriate levels		DAMS	
30	Cash payouts to inmates upon release-set a standard amount of cash vs. check	Office of Policy/Plan/Res		
31	Fees for meals- collect from employees and visitors, and account for the money		DAMS	
32	Inmate labor-limit hours according to regulations.			
33	Accounting by trained personnel-report to admin officers		DAMS	

CORRECTIONS/MARWICK

	1/15/92	ASSIGNED TO	ASSISTED BY	NOTES
34	Transportation-central control of Palmer staff. (should be part of larger trans study) -use of CO's for deliveries and errands			
36	Transportation for medical-coordination with medical scheduler			
37	Transportation-Corrections/Public Safety -proper accounting and management			
38	Accounting- miscoding of invoices			
39	Budget-monitoring and info to managers			
40	Forms- centrally buy and distribute			
41	Food- reduce warehouse inventories			
42	Communications with field staff-improve			Shift Briefings, Video
43	OBSCIS and HOFA redesign or replace			

SEX OFFENDER TREATMENT TASK FORCE
(Final Report and Recommendations)

State of Alaska
Department of Corrections

January 2, 1992

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MISSION STATEMENT

To evaluate and make recommendations on the most effective institutional placement of sex offender programs.

INTRODUCTION

The Department of Corrections has been offering sex offender treatment programming since the early 1980's. Programs presently exist in Lemon Creek, Hiland Mountain and Fairbanks. Technical evaluations of these programs have been done by Rob Freeman-Longo and William Pithers. The Pithers report was not available to the task force. The task force decided that the quality of the programs was beyond the scope of the inquiry and elected to focus on issues of efficiency, institutional ability to provide treatment, and number and type of inmates needing treatment. The passage of HB366 which requires prisoners to participate in sex offender treatment will no doubt impact in ways that are difficult to predict (see March 18, 1991 memo from Mike Taylor).

METHODS OF RESEARCH AND EVALUATION

Documents used by the Task Force are as follows:

- * Department's statewide Sex Offender Tracking Report
(HCRO170P)
- * Sex Offender Statement of Standards 1990
- * Rob Freeman-Longo's Report
- * 1991 Survey by Trevor Jones
- * Memorandum from Sue Ford dated 11-6-91
- * Memorandum from Paul Turner dated 10-27-91.
- * Memorandum from Mike Taylor dated 3-18-91.

The Task Force initially identified the factual information that would be needed in order to make informed recommendations to the department. It was clear from the outset that there was a dearth of factual data readily available. Various members of the task force were assigned specific subject matters to research. The greatest task was in "pulling" information from the Tracking Report.

DISCUSSION

Statistical Data to be Maintained by Department

The sex offender tracking report contains a good deal of information, but not in usable form. Jim Pagels and other staff at HMCC took several days to hand count and organize tracking information so that the questions below could be answered. Based upon information given to the task force, there is good reason to suspect that the tracking system itself is "breaking down" because staff are not inputting required information. Staff are not doing this because the document is not being circulated consistently and there is the impression that information that is put into the system doesn't stay there. In short, the sex offender tracking document is not maintained accurately.

Listed below is the statistical data that should be maintained in a "user friendly" format:

1. Number and location of sex offenders.
2. Custody of sex offenders.
3. Number of sex offenders with court ordered treatment.
4. Lengths of sentence and bracketed release dates.
5. Number and location of treatment slots.
6. Number of sex offenders who have refused treatment.
7. Number of sex offenders who failed to complete treatment.
8. Number of vacant sex offender beds.
9. Number and location of approved treatment providers.
10. Number and location of sex offenders with less than 18 months.
11. Number of sex offenders being released each year without treatment.
12. Number and location of sex offenders on formal probation.
13. Cost of treatment beds/vendor.
14. Number and location of sex offenders in treatment beds.

Utilization of Treatment BedsCustody of Sex Offenders

Community	41
Minimum	43
Medium	236
Close	199
Maximum	16
Unclassified	15
Total	550

Existing Sex Offender Treatment Programs

	<u>Beds</u>	<u>Inmates in Treatment</u>
FCC	35	18
HMCC	80 (10 of which are pre-treatment)	70
LCCC	12	9
Total	127	97

Inmates eligible, interested and not receiving:
7 close and 12 other = 19

It appears that the present beds are adequate for the existing populations if they were all filled. However, it also appears that the Cleary cap on Fairbanks makes the continuation of a Sex Offender Treatment Program there unlikely. This question will be addressed more fully under Treatment Programs at Fairbanks Correctional Center and in recommendations six and seven. If the Fairbanks program is closed, HMCC and LCCC could be expanded as follows:

<u>HMCC</u>	<u>LCCC</u>
80 + (10 bed increments up to an additional 40)	26
120	26 = 146

LCCC should be able to take care of all close custody inmates (12 in treatment now and seven more interested), and HMCC could grow according to increased demand as the effects of HB366 are felt. Obviously, no one can predict the long term impact of HB366 but certainly it could be dramatic. Also, as HMCC converts to more SOTP beds it displaces inmates who are not sex offenders and housing must be found for them.

Of the total number of sex offenders in the prison system, 48 have requested treatment, but are not in treatment. Of those 48, only 19 are actually eligible by virtue of the time remaining until the end of their sentence. Twenty-four have too long and four are too short (under 18 months).

The treatment beds at FCC are not being appropriately utilized primarily because of the Cleary population cap which forces the department to keep transferring inmates from FCC to other locations around the state. Of the 35 beds at FCC, 18 were occupied on the date data was gathered. This number is considered representative since the Cleary cap became effective.

It appears that the number of treatment beds is adequate for the existing number of appropriate and interested sex offenders, but as discussed elsewhere in this report, Fairbanks presents a special set of concerns that are addressed in recommendation six and seven.

Close Custody Sex Offender

The task force felt it was important to determine whether or not close custody sex offenders required treatment. The question was whether or not the department should wait for close custody offenders to be reduced in custody before being eligible for treatment. Based upon the large number of close custody offenders and the ability of the department to provide beds with appropriate security, the task force concluded that treatment could and should be provided to these offenders.

Treatment Program at Fairbanks Correctional Center

FCC is not utilizing its 35 beds as noted under "Existing Sex Offender Treatment Programs" above. Unless the department expands the correctional center there is little hope that the treatment program can survive. The priority concern for FCC at this time and for the foreseeable future is maintaining the overall population count. Little if any weight is given to whether or not an inmate is in sex offender treatment when the decision is made to transfer. The task force attempted to get statistical information regarding transfers precipitated by the Cleary cap as compared to other types of transfers, but was unable to do so. The impression of the institution is that transfers have increased dramatically since implementation of the Cleary cap. In any event these beds are not being used even though there are inmates to fill them. It should also be pointed out that the present Cleary Maximum Operating Capacity of 202 will change to 183 on January 1, 1992. It is, frankly, unlikely that the department will be able to meet this cap without exceeding the capacity of other institutions.

Community Corrections

Although the task force was not assigned any community corrections issues, the task force felt that there were institutional issues that were inseparable from community corrections issues. Attached is a report from Sue Ford that identifies the number of sex offenders in community treatment, those not in treatment, those who "successfully" completed treatment, and those who would be in treatment if approved providers were available. P.O. Ford points out that the statistics are conservative due to her limited ability to collect information. Nonetheless, the number of sex offenders in the community who have not completed treatment and who are not presently in treatment is significant and will likely increase in the future. Also, P.O. Ford points out that some appropriate offenders are not being referred for treatment even though it is available, but the largest number of untreated sex offenders reside in areas of the state where there are no providers.

Paul Turner has written a memorandum (attached) recommending the utilization of the Alaska Division of Mental Health and Developmental Disabilities community mental health system to provide outpatient sex offender treatment services. The community mental health system would seem to be a logical resource for providing treatment to offenders in their local community. A major obstacle for providing treatment to sex offenders in the community has been that many of them do not live where services are available. This is especially a problem for Natives. As Dr. Turner points out,

Good psychological adjustment and better outcome results for mandated sex offender treatment would be expected if offenders lived in their communities with their family (as applicable) and maintained their ties to their culture, extended family, social network, lifestyle and vocational opportunities.

Obviously, the department would need to play a major role in training the staff of the Division of Mental Health for this new and specialized task.

The following tentative release dates for sex offenders are:

<u>Time Period</u>	<u>No. of Released Sex Offenders</u>
10/16/91-12/31/91	64
01/01/92-12/31/92	52
01/01/93-12/31/93	100
01/01/94-12/31/94	50
01/01/95-12/31/95	54
01/01/96-12/31/96	37
01/01/97-2025- Unsentenced	<u>77</u> <u>86</u>
Total =	520

The department needs to be prepared for the increase that will occur between 1/93 and 12/93

SUMMARY OF RECOMMENDATIONS

1. Sex offender treatment should be provided to all custody levels, excluding maximum custody. The traditional time frame of between 18 months and six years of the tentative release date or parole eligibility date should be continued. Lemon Creek should serve only close custody sex offenders, and the number of beds should be increased to 24 or 26. (A decrease in custody would not necessarily cause a transfer.)
2. The number of sex offender treatment beds at Hiland Mountain should be increased from the present 80 as needed. This could perhaps be in increments of 10 since that is the number of beds per wing. The beds are for medium/minimum/community custody inmates.
3. The contract for sex offender treatment at Fairbanks Correctional Center should be allowed to expire. If there are any financial savings from closing FCC, those monies should be considered for expanding the training for community mental health workers and field probation officers in sex offender monitoring skills.
4. The department should review the present level of compliance with court ordered sex offender counseling in community corrections.
5. The sex offender tracking report needs substantial revision in the way it organizes and makes information available. One should be able to answer the following questions readily:
 1. Number and location of sex offenders.
 2. Custody of sex offenders.
 3. Number of sex offenders with court treatment.
 4. Lengths of sentence and bracketed release dates.

5. Number and location of treatment slots.
 6. Number of sex offenders who have refused treatment.
 7. Number of sex offenders who failed to complete treatment.
 8. Number of vacant sex offender beds.
 9. Number and location of approved treatment providers.
 10. Number and location of sex offenders with less than 18 months.
 11. Number of sex offenders being released each year without treatment.
 12. Number and location of sex offenders on formal probation.
 13. Cost of treatment beds/vendor.
 14. Number and location of sex offenders in treatment beds.
6. The task force recommends closing the sex offender treatment program in Fairbanks, however, the consequences of such a dramatic change at Fairbanks need to be evaluated immediately. The task force identified the following concerns:
- a) Fairbanks Correctional Center will be left primarily with short-term and pre-trial offenders.
 - b) As a result of the above, FCC's programs need to be evaluated for applicability to the new prisoner population profile.
 - c) What is FCC's mission?
 - d) What will be the impact on the prison industries at FCC?

7. For many years Fairbanks Correctional Center has housed long-term and close custody inmates. The prison culture has adapted to this role. If the department is going to allow FCC to evolve into a different kind of prison, a good deal of work needs to be done. The department should be cautious in allowing the Cleary prison cap to be the singular driving force for the future of FCC. In the past, plans had been made for the expansion of Fairbanks. It is a regional center drawing inmates from a substantial geographical portion of the state. It is questionable policy to allow FCC to become a "drive-through" correctional center. If the Cleary cap were excluded, all of the other forces which determine the growth or absence of growth for a correctional center, would likely cause FCC to expand. The department needs to take a very close look at the dynamics of this situation.
8. The department should explore the utilization of the Alaska Division of Mental Health and Developmental Disabilities as a resource for providing sex offender treatment and monitoring in the community. The Department of Corrections would need to provide training to mental health staff in order to ensure that the appropriate treatment model was used.
9. The task force recommends the Department of Corrections look closely at utilizing special needs halfway houses for sex offenders who did not receive or complete in-house sex offender treatment. The utilization of a sex offender halfway house could fulfill the treatment needs and concerns of those sex offenders who fall into the following categories:
 - a) Those who received less than 18 months to serve.
 - b) Those who refused in-house sex offender treatment.
 - c) Those who were terminated or failed to complete sex offender treatment.

A sex offender halfway house would provide room and board to sex offenders from the bush and other outlying communities while they receive treatment. Further research would need to be undertaken by the Department to determine whether to have these facilities run by state or private organizations/contracts.

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KEB/afs
 C/KEB282
 1-2-92

APPENDIX A

Memo from Mike Taylor dated 3-18-91

MEMORANDUM

State of Alaska

Department of Corrections

TO: Marianne McNabb
Criminal Justice Planner
Anchorage Central

DATE: March 18, 1991

TELEPHONE: 465-3376

THRU:



SUBJECT: Legislative Research
Agency Request for INFO

FROM: Mike Taylor
Program Coordinator
Statewide Programs

Per your request I am forwarding the following information regarding statistics related to the Sex Offender Treatment Programs administered by the Division of Statewide Programs.

- An analysis of the cost of running the programs;

	Anchorage Langdon Clinic -----	Fairbanks Fairbanks Tx. Asso. -----	Juneau Tongass C.C.C. -----
Annualized Funding	\$ 488,200.00	\$ 192,348.00	\$ 192,340.00
Treatment Slots			
Prison	80.0	35.0	12.0
Community	60.0	15.0	40.0

(NOTE: Based on allowable levels per contractual obligations);

Current Participants			
Prison	79.0	32.0	11.0
Community	8.0	17.0	10.0

(NOTE: Based on Contractor reported participants per January 1991 monthly billing for services);

Budget Distribution			
Prison	\$ 217,760.00 (89.2%)	\$ 82,831.50 (81.5%)	\$ 77,140.00 (79.8%)
Community	\$ 26,340.00 (10.8%)	\$ 18,742.50 (18.5%)	\$ 19,500.00 (20.0%)

I have also attached a copy of my data base for each program which shows the distribution of hours which have been billed to the Department of Corrections by billing category. Please give me a call if you require any additional information regarding any the Sex Offender Treatment Programs to fulfill the Legislative Research Agency request of February 26, 1991.

MT/mt

cc: Richard Bentson, Director
Statewide Programs

(NOTE: All figures are based on Contractor proposed budget distribution)

Annual personnel costs
for corrections officers
working on programs

\$ 200,000.00

n/a

n/a

(NOTE: This cost was arrived after discussion with superintendent, and correctional officer responsible for programs at Hiland Mountain. The amount represents the personnel costs for four full time correctional officers. Currently there are a total of nine corrections personnel involved in the HMCC Sex Offender Program. The four officers assigned to the sex offender treatment cost was based on the institutional personnel's estimate of allocation of the officer's roles between security and treatment.)

Man/Day cost based on
projected participants

Prison

\$ 21.82

\$ 13.00

\$ 35.32

Community

\$ 2.41

\$ 6.87

\$ 2.68

(NOTE: This is the cost of treatment for full utilization of treatment slots and full expenditure of contractual encumbrances.)

Man/Day cost based on
participant level (1/1/91)

Prison

\$ 22.10

\$ 14.22

\$ 38.53

Community

\$ 18.09

\$ 6.06

\$ 10.71

- How many hours per day and per week are inmates involved in the programs?

Following are general distribution numbers indicating proposed allocation of hours in the Contractor submitted budgets for the period January 1 - June 30, 1991.

Service Distribution

Direct Services

76.11%

89.0%

89.3%

Indirect Services

23.89%

11.0%

10.7%

Individual Treatment

Prison

50.0

31.0

48.0

Community

8.3

12.0

12.0

Group Treatment

Prison

62.3

58.0

64.0

Community

30.0

16.0

12.0

(NOTE: All figures are based on Contractor proposed budget distribution)

APPENDIX B

Survey by Trevor Jones dated October 1991

A Survey of Studies and Papers
Referring to the Treatment of Sex Offenders

compiled by

Trevor Jones
Fairbanks Treatment Associates employee

October 1991

The goal of this project at its onset was to statistically identify the recidivism benefit of treatment vs. non-treatment of sex offenders. Unfortunately, I have to report that it would be difficult to impossible to identify any general evidence supporting or opposing the efficacy of treatment. It might be more accurate to state that from the pool of research available, one could draw any conclusion one wanted. For example, Sturgeon & Taylor (1980) demonstrated a recidivism rate of 15.4% for a group of 260 treated pedophiles and rapists. Their control group of 122 untreated Sex offenders demonstrated a recidivism rate of 25%. Interpretation would suggest that treatment reduced recidivism by 9.6%. In another study, Frisbe (1969), the recidivism rate for 617 treated offenders was reported at 19.4%, and the control group of 365 untreated offenders was 11.5%. If one were to apply the same type of interpretation here as in the first study, one would have to conclude that treatment increased recidivism by 7.9%. While it is my own personal opinion that treatment is beneficial, the use of recidivism statistics would be a poor measure to base this opinion on. The reasons for recidivism being a poor measure of treatment outcome are multitudinous. It would be impossible to construct an exhaustive narrative on this subject, so I will only suggest a few. Probably the most important factor hampering the assessment of recidivism is the difficulty of discovering that any offense has occurred. It has been suggested that as few as 10% of

sexual offenses are reported. Equally difficult is the burden of proof and maintaining a conviction for the few cases that are reported. The use of recidivism statistics can only be useful when they are applied in some form of comparison, either to an untreated control group or to another treatment program. Unfortunately, in almost all cases reviewed, the treated and control groups differed at the outset in ways other than if they received treatment or not. For example, in Alaska because sex offender treatment program's are not filled to capacity, and nearly all who wish to participate in a treatment program have that opportunity, the only offenders who could be used as a control group would be those who refused treatment, because of the dissimilarity, any statistical comparison to such a control group would be questionable. Similarly, comparing one program's statistics to another's is misleading because of the many differences between various treatment programs. One of the most significant problems in comparing programs lies in the samples that could be developed. For example, if we were to compare Alaska's programs to those in the lower 48, there are no other inmate populations that have a Native American population of 32% (1989). The national average is only 2.8% (1989). Samples also differ based on program admission policy. Some programs accept only the most amiable offenders while others treat the least amiable offenders. Other problems arise with the definition of recidivism. Some studies define recidivism as being

reconvicted for the same sexual offense, others as being convicted of any criminal offense, and still others as such activities as walking to close to a school or playground.

Although recidivism would seem to be such a poor measure, we unfortunately have little else to work with. With the cautionary discourse provided above, we must begin to do what we are cautioned against. The best one can do is control the statistical application to only appropriate cases. Because the variability between treatment programs hampers the ability to generalize between these programs and research projects, a concerted effort must be made to apply only studies to programs that best match one another, and in which careful work has been done to define and accurately identify all research criterion. If we were to make some sort of comparison to the programs in Alaska, the best would be one of three relapse prevention programs in the Lower 48. The Vermont Treatment Program for Sexual Aggressors (VTPSA) has been working with sexual offenders using a relapse prevention model since 1982. Initial treatment outcome statistics that they have provided on their program suggests this approach represents an effective method for decreasing recidivism particularly with pedophiles. The VTPSA study's relapse rate was in stark contrast to most sex offender recidivism data previously reported for similar time periods. In the VTPSA study, relapse prevention appeared to effectively diminish reoffense rates. (Pithers, Cumming 1989)

As policy makers grapple with difficult decisions concerning sex offenders, programs, the community, costs and so on, and if recidivism rates are removed, what measures are available? Potentially, one could employ an assessment of victim impact, fiscal cost to society, what the community at large feels is an appropriate treatment of an offender (such as retribution, restitution, or rehabilitation). Of these, the most measurable is fiscal cost to society.

As the fiscal costs of sexual offenses are considered, one can only ask, "What would it take for a sex offender treatment program to pay for itself?" In an attempt to answer this question, I have taken some figures from the sex offender treatment program in Fairbanks, Alaska. The cost of this program is ^{On 31 Beds} ~~\$5,828.00~~ _{5,347.96} per man, per year (1991). In addition to this, it costs another ~~\$130,987.00 (1989)~~ _{31,156.40 (1990)} per year to incarcerate each offender (based on statewide statistics). Assuming that an individual reconvicted of a sexual offense would receive the presumptive sentence of 8 years, at cost of ~~\$209,451.00~~ _{249,251.20}, we can project that if only 1 individual released each year were deterred from reoffending, this would more than pay for the entire program at a cost of \$192,348.00 per year (1991). This estimate only considers the direct cost to the Department of Corrections and ignores the cost of apprehension, trial expenses, and parole supervision. In addition to this, there are other victim related expenses such as costs incurred by services from Department of Social Services,

hospital expenses, victim evaluation, victim witness services, and victim treatment. If these costs were considered they would add an additional \$24,898.00, (Prentky and Burgess 1989), to our original estimate of cost for a reoffense.

Since these figures seem somewhat incredible, I would like to stress that they are in no way exaggerated. Because of the incredible cost of incarceration it takes little success for a treatment program to become cost effective. But more important than the potential fiscal gain of treatment, is the immeasurable benefit of any reduction in victimization.

COMMUNITY TREATMENT

In addition to what has been discussed above, I was also asked to provide any information concerning community treatment that I became aware of during my study.

Presently, I am aware of an interest in the possibility of shifting an emphasis toward community treatment as opposed to prison based treatment. It seems that in the face of limited resources, a decision must be made as to where these resources can best serve the client and community. Based on my own limited experience, prison based treatment seems more efficient simply because the continuity of the therapy process is maintained much more successfully

than is possible in the community. I believe that it is difficult to maintain the continuity and momentum of treatment in the community because members attend only weekly groups, and monthly individual sessions. This is furthered hampered by any absences which not only affect the individual absent, but also the members of his group who are deprived of a consistent treatment environment and the absent individuals participation in the group process. It is simply easier to maintain progress through daily groups, with full attendance. There is little problem with getting back on track from the previous group meeting when that group met yesterday as opposed to the week before. In Fairbanks, during the summer, it is unfortunately not uncommon for a group's composition change nearly 100% from week to week due to work related, vacation related, and unexcused absences. While most might agree that a residential milieu treatment structure may be of greater benefit to treatment of participants, it is difficult to determine if emphasis on this type of program best serves the community. I make this statement based on information provided by Linda Smith. In a report she wrote in 6/91, she commented:

"Of interest is that 42 (of 76) offenders, or 55%, were sentenced to straight probation or received sentences of such short duration that they weren't able to participate in the institutional programs. Although it has been the position of DOC that the best treatment

for sex offenders is residential milieu, it's clear the judges aren't buying that completely. DOC may want to reconsider that position and look at perhaps expanding the length of DOC supported community based sex offender treatment" (Smith 1991).

While I am unaware of the exact typeologies of these offenders, I can easily say that unless these two groups (prison sentences and probation sentenced) are very dissimilar, this failure to find prison dispositions should be of great concern. If it is unlikely that longer prison sentences will be given, then longer, much more intense community treatment should be seriously considered.

OTHER ISSUES OF COMMUNITY TREATMENT

Wodarski and Whitaker pointed out many concerns surrounding community treatment. In their article they provided:

1. "If the perpetrator is simply released on condition of completion of a treatment program, victims do not believe their emotional damages have been properly compensated through adequate punishment of the perpetrator." (Wodarski and Whitaker 1989)
2. "If the offense is incest, it is not unusual for the victim to be removed from the home while the perpetrator remains in the home."

3. "If the perpetrator is placed on probation, it is possible for the family unit to reconcile and to remain intact as a family unit. If, on the other hand, he is absent from his family for a long period, the family tends to dissolve." (Giarreto, 1982)

4. The environmental settings of prisons and hospitals are completely different from the community, thus behavior changes which might take place as a result of counseling in these settings have little generalizability to the "real" world.

5. Community treatment is also less costly in the sense that it provides an opportunity for the offender to provide for his or her family care.

6. In terms of human costs, community treatment furthermore is indicated, In the community, incest perpetrators retain the opportunity to modify family relationships and to establish a supportive, as opposed to exploitive, relationship.

Wodarski and Whitaker concluded their article by stating:

"The treatment of certain sex offenders in the community makes sense in terms of social and monetary costs. Individuals will be less demoralized while more family units will be preserved... The development and provision of appropriate services, however, represent a substantial challenge. The necessary research to accomplish these goals has yet to be undertaken."

Originally, I had hoped to make some comments on the comparability of prison based vs. community treatment. Based on the research literature I reviewed in preparation for this paper (summarized in the first portion of the paper), it seems pointless to attempt such treatment outcome comparisons. What I did find that addressed prison and community treatment suggested that the transition between the two should be made in as many small steps as possible, that a treatment participant should not suddenly graduate from a prison setting into a community program, that the participant should be transitioned gradually into the community program.

THE USE OF PARAPROFESSIONAL STAFF

While this is not a subject much reviewed, I did find some things written about it in program descriptions. Although it seems that nearly all treatment programs employ one form or another of paraprofessional staff, there seems to be no specific ratio. Of what I could find, the number of paraprofessional staff ranged anywhere from 28 down to 2 in each program. Duties of the staff also varied between programs. Some provided direct treatment such as the facilitation of groups, while other programs may have used these staff as research assistants.

CONCLUSION

In conclusion, I again have to regretfully report that there is little consistent empirical evidence to base treatment outcome conclusions on. Presently, there are studies that in progress that may be of significance. Based on their projective research design, they look to be more promising than the retrospective research designs of the past. Unfortunately, information from these studies is not fully available. I like to add to all my cautionary notes that the authors who most influenced me in this opinion, (Furby, et al), even in light of finding little statistical support for treatment, believe that outcome data from specialized treatment programs will demonstrate therapeutic efficacy. (Weinrott, 5/88) Initial data from these studies would seem to be very promising, and will be of great interest to the sex offender treatment programs of Alaska, because they are based on relapse prevention which is the treatment model employed by the programs being researched. Lacking these studies, we are left with cost benefit analysis. Although these studies as presented tend to rely heavily on recidivism data, the estimates of costs are very accurate. The understanding of how little it takes for treatment to become cost effective can only prompt us to persevere in providing sex offender treatment.

Ultimately the process leading to decisions regarding efficacy of treatment becomes a "shot from the hip." People who are engaged in making policies regarding the treatment of sex offenders are "gamblers." Knowing the costs of sex offender treatment and the cost of recidivism, one in support of treatment must gamble that the prevention of at least one or two offenses is a possibility. And if that is the case, the gamble will pay off fiscally and in ways that are immeasurable when victimization is considered.

APPENDIX C

Memo from Sue Ford dated 11-6-91

STATE OF ALASKA
 Department of Corrections
 Adult Probation/Parole
 110 Trading Bay, Suite 190
 Kenai, AK 99611

MEMORANDUM

TO: Ken Brown
 Superintendent
 Wildwood Correctional Center

FROM: Susan J. Ford
 Probation Officer III
 Kenai

DATE: November 6, 1991

RE: Task Force Data on
 Sex Offenders

COMMUNITY CORRECTIONS SEX OFFENDER STATISTICS

<u>City</u>	<u># in SOT</u>	<u># not in SOT</u>	<u># successfully completed</u>	<u># who would be in SOT if approved provider available</u>
Ketchikan	7	8 (3 no treatment order)	0	6
Juneau	28	16	13	4
Sitka	0	9	0	3
Kodiak	12 (all non-approved providers)	3	1	15
Dillingham	0	17	0	17
Kenai	11 (9 non-approved providers)	8	7	13
Palmer	21	0	3	0
Anchorage	150	14 (8 no treatment order)	22	3
Bethel	0	60 (41 no treatment order)	1	19/50
Barrow	0	14	0	14
Nome	0	33	4	17
Kotzebue	14 (all non-approved providers)	0	0	0
Fairbanks	20	56 (13 no treatment order)	19	N/A
TOTAL:	<u>291</u>	<u>238</u>	<u>70</u>	<u>152</u>

To better understand the numbers presented above it is important to recognize that Department of Corrections approved sex offender treatment providers are only available in the communities of Ketchikan, Juneau, Kenai, Anchorage and Fairbanks. In Kenai the approved provider has an eight month waiting list. A new sex offender treatment group is just getting underway on a trial basis.

In other areas of the state, as well as communities with DOC approved providers, probation and parole officers are utilizing the services of non-approved DOC mental health providers to provide some level of treatment to their sex offenders. Thus, the category entitled "# of sex offenders in treatment" reflects a mixture of both approved and non-approved treatment providers.

The statistics provided by the Palmer and Anchorage offices are incomplete. Palmer had an employee on extended maternity leave and did not report the sex offender statistics from her caseload. The Anchorage office had only 50% of their probation officers respond to the questionnaire. However, Probation Officers Lee Jones and Ron Travis carry a specialized caseload of sex offenders. Lee believes there are only 20 to 30 additional sex offenders who are not included in their statistics.

Another factor which should be taken into account when reviewing the statistics is that a percentage of the sex offenders on probation and parole have no order for sex offender treatment. For instance, in Bethel there are 60 sex offenders on supervision but only 19 have orders to be in treatment. In some areas of the state individual probation officers are not enforcing Court or Parole Board orders for sex offender treatment because of a conflict with their own personal philosophies, i.e., they don't believe sex offender treatment is effective or that sex offenders can be "cured."

The Fairbanks Probation Office completed a study of their sex offenders under community supervision in May, 1991. Of the 56 sex offenders not in treatment, 13 had no Court or Parole Order for treatment, 10 were treatment complete per a DOC approved provider, 7 had not been referred to treatment by the P.O., 6 had received the maximum treatment benefit according to a DOC approved treatment provider, 4 it was unclear why they weren't in treatment, 3 had completed one year of DOC funded community sex offender treatment and did not continue, 2 dropped out of treatment with no revocation action, 2 were on a waiting list for treatment, 2 were pending revocation action for non-compliance, 2 were treatment complete per non-DOC approved treatment providers, 2 were assessed as not in need of treatment per a DOC approved provider, 1 received the maximum benefit per a non-DOC approved provider, 1 was assessed as not in need of treatment per a non-DOC approved provider, and 1 was assessed to be too severely brain damaged to be in treatment.

Ken Brown
Memorandum
Page -3-

In summary, it is clear that in those areas where there is no DOC approved sex offender treatment offered, probation officers and judges are not requiring/ordering treatment at the same rate it is being required/ordered in those communities with DOC approved treatment. A large percentage of the sex offenders on probation and parole are residing in those communities where there is no approved sex offender treatment or no treatment at all. It would appear there is a need for more sex offender treatment providers in the village and bush areas where so many of the offenders reside. The utilization of community mental health centers as providers for sex offender treatment would appear to be a recommendation that this task force might want to seriously consider.

cc: Bonnie Majak, FCC
Hubert Nelson, WCC
Susan Jannusch, ACO
Jim Pagels, HMCC
Paul Turner
Dan Carrothers, LCCC
Art Schmidt, PCC
Peggy Brockman, SCCC

APPENDIX D

Memo from Paul Turner dated 10-27-91

PAUL E. TURNER, PH.D.

Clinical Psychologist

Post Office Box 270
Kenai, Alaska 99611
(907)283-7015

October 27, 1991

Ken Brown Superintendent
Wildwood Correctional Center
Chugach Avenue
Building 10
Kenai, Ak. 99611

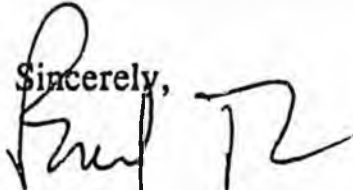
Re: Task Force

Dear Mr. Brown:

I am enclosing my outline of the mental health issues you asked me to address at the task force meeting. Please consider editing these draft liberally and in keeping with the overall draft of the task force.

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

Sincerely,



PAUL E. TURNER, PH.D.
Clinical Psychologist

Enclosure

W.C.C.

OCT 29 1991

RECEIVED

**KEN BROWN, SUPERINTENDENT
WILDWOOD CORRECTIONAL CENTER
MENTAL HEALTH RECOMMENDATIONS
PAGE 2**

USE OF MENTAL HEALTH RESOURCES WITH SEX OFFENDERS

This task force recommends the utilization of the resources within the Alaska Division of Mental Health and Developmental Disabilities community mental health system to provide outpatient sex offender treatment services.

The Division of Mental Health and Developmental Disabilities has a system of community mental health providing the state with comprehensive mental health services through over 20 community mental health programs. These services are provided on an itinerant basis in some instances and are available on a sliding fee scale basis. Historically, there has been some reticence to treat sex offenders within the community mental health system.

A major problem for the Department has been the lack of approved providers for sex offenders. There is differential enforcement of the requirement that offenders be in treatment with approved providers. Further, many offenders live in remote, bush or rural areas in Alaska and are not afforded the availability of any sex offender treatment. At times, probationers cannot return to their community because of a lack of treatment resources. The requirement of treatment was not intended to sever the ties between a probationer and his family or community. This issue is particularly serious with regard to individuals and Native Alaskans from bush or rural areas. This issue is even more confounded when the victim(s) are not located in the offender's community. Good psychological adjustment and better outcome results for mandated sex offender treatment would be expected if offenders lived in their community with their family (as applicable) and maintained their ties to their culture, extended family, social network, lifestyle and vocational opportunities. This does not mitigate the need for mandated sex offender treatment or the stipulations of limitations on contact with victims.

It would be a straightforward task to sample the community mental health system to determine the problems these agencies have with sex offender treatment including such things as a lack of training, problems with coordination of services with the Department and so forth.

It is recommended that the Department enter into a cooperative agreement with the Division of Mental Health and Developmental Disabilities to provide outpatient services to sex offenders on probation or parole. The cooperative agreement should clearly outline means and methods to provide a continuity of services from incarceration to the community in order to provide outpatient sex offender services to all probationers and parolees of the Department of Correction who are amenable to community sex offender treatment. The cooperative agreement should outline means for coordination of services between local community mental health and probation offices. It is recommended that the Department provide training of community mental health staff for treatment of sex offenders on an outpatient basis. It is recommended that training be provided in association with the annual

KEN BROWN, SUPERINTENDENT
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Division of Mental Health training conference, regular meetings within the community mental health system or at separate training meetings specifically for sex offender treatment. Training should occur on an annual basis. It is recommended that the Department draft a model outpatient sex offender treatment contract for use within the Division of Mental Health community mental health system.

Sincerely,



PAUL E. TURNER, Ph.D.,
Clinical Psychologist

cc: File

STATE OF ALASKA
DEPARTMENT OF CORRECTIONS
SEX OFFENDER TREATMENT PROGRAMS

CONSULTANT'S REPORT ON PROGRAM EVALUATION

Janice K. Marques, Ph.D.

Purpose of Consultation

The purpose of the consultation was to assist the Alaska Department of Corrections in evaluating its Sex Offender Treatment Programs (SOTP). Assistance was to be provided both in developing an evaluation component for SOTP, and in integrating the evaluation into the existing treatment programs. More specifically, the primary goals of the consultation were to: (1) evaluate the current SOTP to determine evaluation questions to be answered, and measures to be included in the evaluation; and (2) propose a data collection framework that would allow the Department of Corrections (DOC) to integrate this evaluation effort into its ongoing SOTP. The consultant was also asked to provide general background information on recidivism research, including a brief summary of recent findings, an assessment of the current state of the art in treatment outcome research, and a description of the problems facing those trying to conduct or interpret treatment outcome studies.

A number of more specific goals and tasks were also established in the consultation contract, including:

- (a) determine the Department's primary evaluation issues and priorities regarding the SOTP;
- (b) provide a conceptual analysis of the treatment programs and their application of the relapse prevention model;
- (c) formulate evaluation questions, and propose specific measures and data collection procedures for the evaluation;
- (d) assist DOC in preparing a report addressing the measurement of SOTP effectiveness;
- (e) determine what current data are relevant to evaluation questions;

(f) propose a framework and guidelines for data management, analysis and interpretation; (g) advise DOC on methods for comparing Alaska statistics with those from other states; and (h) suggest methods for ensuring data reliability and validity.

This report will address each of these goals. For clarity, the background information on recidivism research will be presented first. Information and suggestions relevant to specific goal (d) will be included in this first section, since DOC's report on program effectiveness will need to cover the issues surrounding the conduct of treatment outcome research with sex offenders. The remaining sections of the report will address the rest of the specific goals in the order listed above.

Method

This report is based on information from: (a) the existing literature on sex offender treatment and program evaluation; (b) various written materials provided by DOC, including SOTP treatment manuals, DOC's Statement of Standards, evaluation reports written by Rob Freeman-Longo and William Pithers, contracts with treatment providers, reports prepared for legislators, and samples of current data collection instruments; and (c) interviews with staff in the Anchorage Central Office, Hiland Mountain/Meadow Creek Correctional Center, and the Justice Center of the University of Alaska, Anchorage.

Treatment Outcome Research with Sex Offenders¹

Background. In recent years, victimization research has consistently documented that American women and children are at significant risk of sexual assault, and that these experiences often have long-term and serious effects on their lives. For example, a recent report from the Los Angeles Epidemiologic Catchment Area Project found that 13.5% of women report being

raped during their adult lives (Sorenson, Stein, Segal, Golding & Burnam, 1987). For children, the risk of sexual abuse is likely to be even higher, with prevalence rates from a recent national survey indicating that 27% of women and 16% of men experienced some form of sexual abuse as children (Finkelhor, Hotaling, Lewis & Smith, 1990). These figures, along with equally disturbing reports of the potential impact of sexual assaults on victims (e.g., Briere, 1988; Burnam et al., 1988), clearly document the enormous cost of sexual aggression.

Greater recognition of the extent and impact of this problem has resulted in increased efforts to determine how sexual aggressors can be stopped. Although the past decade has seen an unprecedented number of special commissions, conferences, and legislation pertaining to sexual aggression, no consensus has been reached concerning the appropriate societal response to the problem. Indeed, at the same time that some states were passing laws to establish new rehabilitative programs, others were rescinding them. The State of Washington, for example, has enacted sweeping law changes within the last year, including a new commitment category for sexual predators, as well as increased availability of treatment for sex offenders in the prison system. The State of Florida, in contrast, has terminated its long-standing treatment program for incarcerated sex offenders. As Furby, Weinrott, and Blackshaw (1989) recently observed, "With respect to the relative appropriateness of simple incarceration versus inpatient treatment, states appear to be passing one another like ships in the night" (p. 3).

Research on the Effects of Treatment on Recidivism. While the controversy surrounding efforts to find appropriate social and legal responses to sexual aggression has a number of determinants, the lack of convincing empirical data on the effectiveness of sex offender treatment has certainly been an important factor. In their extensive review of sex offender recidivism studies, Furby et al. (1989) concluded that past

research has generally not supported treatment. Among the eight studies that directly compared treated and untreated groups of offenders, reoffense rates were higher for the treated than for the untreated subject in five, results were mixed or there were no differences in two, and findings were positive in only one.

The positive study in this review was conducted at Atascadero State Hospital and examined the conviction rates of Mentally Disorder Sex Offenders (MDSOs) for five years following their release from the hospital in 1973 (Sturgeon & Taylor, 1980). One group of MDSOs had been released with a staff recommendation that they were no longer a danger (known as the A Recommendation); a second group were MDSOs who were returned to court with a staff recommendation as still a danger and not amenable to treatment (known as the B Recommendation); and the third group was a cohort of sex offenders who were released from a California prison without receiving treatment. The results indicated that those who had received the A Recommendation were less likely to have committed a new sex offense (12%) than either those who received the B Recommendation (24%) or those in the prison cohort (25%). Unfortunately, these groups were not directly comparable; that is, they differed on a variety of factors such as offense type, race, marital status, and criminal history. Although the results indicated that staff recommendations may have been somewhat predictive of future success in the community, the authors appropriately noted that "none of these data prove that any particular treatment is effective in helping rehabilitate sex offenders" (p. 62) and that such evidence would require a randomized experimental design.

Since the publication of the Furby et al. (1989) review, several other recidivism studies have been completed. Rice, Harris and Quinsey (1990) reported on a 46-month follow-up of 54 rapists released from a maximum security psychiatric hospital. They found that 28% were subsequently arrested for a new sex offense, 43% for a subsequent violent offense, and 59%

for any type of offense. In a similar study (Rice, Quinsey, & Harris, 1991), the same authors reported the recidivism rates of 136 extrafamilial child molesters. During the follow-up period, which averaged 6.3 years, 31% of the subjects were convicted of a new sex offense, 43% committed a new sex offense or other violent crime, and 58% were arrested for some crime that returned them to an institution. They did not find any significant differences between those subjects who had only been evaluated and those who had also received some form of treatment. Again, however, since these groups differed on a number of variables, this finding could not be clearly interpreted.

A review of recent outcome studies that was published by the Solicitor General of Canada (1990) was more encouraging. Four of the five studies that included both treatment and comparison groups found that treatment significantly reduced reoffense rates. In one study of a cognitive-behavioral treatment program, Marshall and Barbaree (1990) found recidivism rates of 17.9% among heterosexual child molesters (men who molested girls) and 13.3% among homosexual molesters (men who molested boys). These offenders had all received treatment, and had been at risk in the community for an average of four years. Untreated child molesters in a comparison group had a reoffense rate of 42.9%. It is unclear, however, if the comparison group differed from the treated group on any important risk factors for recidivism.

The one study in the Canadian review that used random assignment to treatment (Romero & Williams, 1983) failed to find a significant treatment effect. Nevertheless, in contrast to the conclusions of Furby et al. (1989), the Canadian reviewers concluded that there is evidence that current sex offender treatment programs are effective, particularly cognitive-behavioral programs that "address a range of sexual offenders' risk factors/ needs and include relapse prevention components" (p.19).

Despite this trend toward more positive findings regarding sex offender treatment, most outcome studies continue to be plagued by methodological weaknesses. For example, many studies that report low recidivism rates for treated subjects fail to specify their definition of recidivism, the length of time subjects were at risk in the community, or the recidivism rates that were found for similar subjects who did not receive treatment. As a result of these methodological problems, solid conclusions about treatment effectiveness cannot be drawn at this time. In order to make a substantial contribution to answering the question of whether treatment can reduce the likelihood of reoffending among sex offenders, a variety of important methodological issues must be more adequately addressed in future outcome studies. These include:

1. Control group adequacy. A common strategy in the past has been to simply record the percentage of offenders who reoffend after release from a treatment program. This percentage is then compared with the percentage of sex offenders without treatment who have reoffended in a variety of other studies. Unfortunately, such an approach does not take into account the fact that the sex offender population is heterogeneous, with individuals varying in terms of their degrees of risk to reoffend. It is clear that if studies of treatment effectiveness are to make a contribution, they must have adequate control groups. It is commonly recognized that the ideal comparison group would be offenders who were equally interested in treatment but who were randomly assigned to an untreated control condition (Furby et al., 1989; Grossman, 1985; Marshall & Barbaree, 1990; Rice et al., 1991).

2. Sample selection and description. Care must be exercised in the design of the sampling procedures in research on sex offender treatment. The number of subjects selected must be large enough to ensure that adequate statistical power will be available for data analysis and hypothesis tests. Random assignment to treatment and control conditions should be considered if possible. It is also important to assess

background characteristics of subjects thoroughly, in order to determine whether a reasonably representative sample has been selected.

For sex offenders, such factors as age, employment, marital status, criminal history, victim preference and types of offenses committed appear to affect the likelihood of reoffending (Abel et al., 1987; Amir, 1971; Chappell, Geis, Schafer, & Siegel, 1971; Finkelhor, 1984; Fitch, 1962). The use of highly selective samples, or the failure to provide a sufficiently thorough description of the subjects, will limit the utility of the findings. In addition, the ability to partition the sample on the basis of such characteristics as offense type or previous criminal history may provide useful information regarding the differential responsiveness to or effectiveness of treatment. A comprehensive sample, however, requires more detailed subject descriptions and more complex data analyses (Furby et al., 1989).

3. Treatment interventions. Although there is an emerging consensus regarding the important components of sex offender treatment, there is wide variability in how the recommended treatment strategies are implemented. Treatment structures and components vary across settings and even within a single setting across extended periods of time. It is necessary to thoroughly document the content and delivery of all treatment components if the results are to be replicable. The specific activities, their sequence, and the degree to which staff may deviate from protocols could affect recidivism rates. As a result, it is important to deliver the treatment in as consistent a manner as possible (Furby et al., 1989).

4. Measuring treatment effects. It is insufficient to simply demonstrate that a given treatment program, with its wide variety of treatment activities, may reduce recidivism. Why a program worked or failed to work is also a critical issue. Therefore, specific intermediate therapeutic objectives and the extent to which they are reached must also be examined. Without the ability to relate specific in-treatment changes to

outcome, little practical knowledge is gained from an evaluation effort. Ideally, an outcome study is designed so that each treatment intervention has its respective measure that can be associated with future effects in long-term adjustment and success (Furby et al., 1989).

5. Attrition. In many treatment programs, large numbers of offenders are terminated or withdraw from treatment prior to completion. It is not unusual for this level to be as high as 30-50% (Knopp, 1984). It has been observed that the value of a program is not only indicated by the success of those who complete treatment, but also by the number who refuse to enter it or drop out once they have started therapy (Foa & Emmelkamp, 1983). Successful programs, therefore, must manage attrition in order to maximize treatment delivery to the widest range of offenders. Those who do withdraw or are terminated after some degree of exposure to therapy must also be taken into account when examining total treatment effectiveness.

6. Definition of recidivism. When designing an evaluation of treatment, careful consideration must be given to the ultimate criteria for effectiveness. There is currently no consensus on the best definition of recidivism for sex offender outcome studies. Should a child molester, for example, be considered to have reoffended if he exposed himself to an adult, or was found with a collection of child pornography? Should a rapist be classified as a recidivist if he commits a non-sexual assault on a woman, or on a man? The answers to such questions will greatly affect the results that will be derived from any study (Furby et al., 1989).

In addition, the criminal justice system serves as a major source of error in the measurement process (Repucci & Clingempeel, 1978). Whether a defendant is charged with a sex offense, or some other violent offense without a sexual connotation may often have less to do with the act committed than the propensities of the local police department, prosecutor's office, or court. An act that may be filed and vigorously prosecuted as a sex crime in one county may be

brought to trial and disposed in a very different manner in another county. Defendants and their legal counsel may plea-bargain sex offense charges to avoid the stigma of sexual perversion. Clearly, these sources of error can seriously undermine the objectivity of the ultimate measure of treatment effectiveness. As a result, studies that rely exclusively on official records of charges and convictions will yield incomplete, and low, estimates of recidivism (Grossman, 1985). Recidivism figures that are based on information from a variety of different measures should provide a more complete picture of treatment effectiveness.

7. Follow-up periods. Even with the incorporation of a control group into the study design, care must be taken to assure that characteristics of their postrelease supervision do not bias comparisons. Furby et al. (1989) note that because subjects receiving experimental treatments are likely to receive more intensive supervision, they are at greater risk for discovery than are controls, thus leading to possibly higher arrest rates for them and the erroneous rejection of potentially valuable treatment interventions.

In addition, the length of follow-up is important. The longer a group of sex offenders is followed in the community, the greater is their time at risk, and therefore the greater will be the expected rates of reoffending (Furby et al., 1989). California researchers have completed a re-analysis of one of the cohorts studied by Sturgeon and Taylor (1980), prisoners who received no treatment, for the purposes of estimating the sample size required for adequate statistical power in a follow-up study (Marques, Day, Nelson & Miner, 1989). The amount of time at risk for the cohort at the time of the re-analysis was 15 years. The results indicated that a minimum of five years at risk would be required for approximately 75% of the offenders who reoffend to be reported via official records.

8. Correlates of reoffending. A well-conceived evaluation study looks not only for treatment effectiveness, but also attempts to uncover correlates of reoffending. Rice and her

associates (Rice et al., 1990; Rice et al., 1991) have found such variables as criminal history, psychopathy and deviant sexual arousal to be significantly predictive of future recidivism. Investigation of the characteristics of those who reoffend allows for a determination of not only what treatment may be effective, but for whom it may be effective as well. Such information is critical in guiding the design and implementation of future treatment strategies.

9. Data analysis. A final consideration is the way in which the data are to be summarized and analyzed. Often, recidivism data have been presented as simple percentages of individuals who reoffend. This approach assumes that the time at risk for all subjects in the sample is uniform. More sophisticated analyses allow for incorporating varying times at risk by employing survival analytic strategies developed for actuarial or "life tables" that calculate the likelihood of subjects reoffending during a certain period of time. This method presents the percentage of offenders who reoffend during the first year at risk in the community, then removes them from the calculation for the second year and so on. It takes into account varying periods of risk for offenders and also permits an examination of not only how treatment affects the number who relapse but also how it affects the length of time until a reoffense occurs. A thorough evaluation should also include, in addition to the percentage of offenders who recidivate and length of time to reoffense, the number of offenses (and victims) involved, and some measure of the seriousness of the crimes (Furby et al., 1989).

In summary, the evaluation of the effectiveness of sex offender treatment requires the use of the most rigorous and comprehensive designs possible. The question is no longer viewed as simply: Does treatment work? Instead, it has become: What treatment works, for what kind of offender, in what type of setting, and with what definition of success?

Department of Corrections' Evaluation Issues and Priorities

Three major evaluation issues were described by DOC administrators. The first concerned the quality of the treatment provided by SOTP: Are the programs in the mainstream? Can the treatments provided be considered state of the art? Is the program adequate in terms of intensity, duration, and continuity (institution to community)? Is the program in compliance with DOC's Statement of Standards? Is treatment provided consistently across various sites and providers? Are treatment regimens determined by individual assessment data? Are the treatments provided the same as those described in treatment manuals?

The second evaluation issue described was the effectiveness of the SOTP. The questions here, of course, concern whether treatment works: Does treatment reduce the reoffense rate among sex offenders? What kinds of offenders are most effectively treated? Are the participants reaching the in-treatment goals established by the programs and the Statement of Standards? Is the SOTP a cost-effective alternative to incarceration alone?

The third evaluation issue concerned how SOTP should be evaluated. What are the best methods for determining the adequacy and effectiveness of SOTP? Are the established program evaluation procedures sufficient? What specific process and outcome measures are needed to address the evaluation questions listed above? How can program evaluation become an integral part of the ongoing SOTP? Can a reasonably valid treatment outcome study be conducted within the DOC system?

In terms of evaluation priorities, the question of effectiveness comes first. A well-documented, highly structured and intense program that has no effect on reoffending cannot be considered successful. On the other hand, good treatment outcome studies take a great deal of time and effort to complete. It is important, therefore, to

implement process measures early in any program evaluation in order to ensure treatment fidelity and monitor treatment progress. In the following sections of this report, specific outcome and process measures for the SOTP evaluation will be proposed.

Conceptual Analysis of SOTP's Relapse Prevention Program

The SOTP Statement of Standards and individual program descriptions from the three treatment facilities were reviewed in order to begin to address DOC's evaluation questions concerning the quality of treatment. It should be noted that this analysis will provide only a very general evaluation of treatment quality, since: (a) the consultant only visited one of the three programs for a few hours, and did not observe any treatment activities; and (b) comprehensive evaluations of the quality of treatment have recently been performed by both Mr. Freeman-Longo and Dr. Pithers. The focus of the following analysis of the program will be on whether SOTP is in the mainstream of sex offender treatment, and whether it is articulated clearly enough to be evaluated, especially with regard to treatment fidelity and the measurement of specific in-treatment changes relevant to the SOTP treatment model.

A general assessment of the quality of treatment can be made by comparing SOTP with the current trends in sex offender treatment. At this time, although the public policy controversy regarding sex offender rehabilitation continues, there appears to be an emerging consensus among treatment providers regarding the essential components of "state of the art" treatment for this population. First, it is generally accepted that the overall goal of treatment is one of management or control, not cure. This rejects the notion that sex offending is an illness from which one will recover and that successful treatment will result in the elimination of the disorder. Instead, it suggests that successful interventions are those that train offenders to reduce exposure to situations

that place them at risk for reoffense, and accept responsibility for their own illicit sexual behavior (Knopp, 1984; Marques & Nelson, 1989; Marshall, Laws, & Barbaree, 1990; Nelson, Miner, Marques, Russell, & Achterkirchen, 1988).

Second, sex offender treatment is viewed as a sophisticated clinical specialty dominated by multimodal assessment and treatment packages designed to measure and modify specific determinants of sexual offending. The three most common targets of treatment are: (a) deviant sexual interests or preferences; (b) cognitive distortions about illicit sexual behavior; and (c) a broad range of skill deficits such as social incompetence, lack of empathy, and impaired anger or affect management (Abel, Becker, & Skinner, 1985; Annis, 1982; Knopp, 1984; Marshall & Barbaree, 1990).

Another recent and promising development is that programs are focusing more on teaching offenders specific skills in the area of relapse prevention; that is, training the offender how to recognize the chain of events and specific risk factors that have led up to his sex crimes, and how to interrupt that chain of events in order to avoid reoffense (Marques, 1984).

Finally, there is an increased emphasis on a continuum of care for offenders that includes a strong community supervision component. Community aftercare services for sex offenders being released from institutional programs are essential to facilitate community readjustment, deliver booster sessions to prolong treatment effects, and provide direct supervision over an extended posttreatment period (Maletzky, 1991; Marshall et al., 1990).

The treatment philosophy described in the Statement of Standards and the individual program descriptions clearly represents a mainstream approach. Sex offending is seen as a complex, multidetermined behavior; treatment is geared toward control, not cure; personal responsibility is emphasized; and offenders are taught to recognize and interrupt their offense patterns. Two factors are listed as necessary for the commission of sex offenses: (a) deviant sexual interests and

(b) a personality disorder/thought process that allows the person to act on those interests. While at first this analysis seems a bit oversimplified, further review of the program descriptions reveals that the second factor (the enabling personality disorder/thought process) encompasses a number of the internal and interpersonal risk factors that are considered important in sex offender treatment.

As was pointed out by Dr. Pithers, the weakest part of the Statement of Standards is the description of assessment and treatment components. The assessment of sex offenders is crucial to effective treatment and to sound program evaluation. As was concluded by the Solicitor General of Canada (1990): "While there is no standard assessment procedure for sexual offenders, experts generally agree on broad areas that need to be assessed. These areas include sexual history, sexual preference, hormonal (testosterone) levels, sexual attitudes, substance abuse, cognitive abilities, interpersonal skills, and potential for violence. Detailed, corroborated information on the offence(s) is essential. Phallometric assessment (e.g., a physiological measurement of sexual arousal), although not immune to deliberate faking, is essential for identifying deviant sexual arousal and useful for planning and monitoring treatment" (p.27).

Assessment procedures should identify factors that contribute to sexual offending for each individual offender. With this type of assessment, treatments can be provided that directly address the risk factors that are identified. If the treatment is theory-based (e.g., SOTP's relapse prevention model), assessment procedures should include measures that directly reflect the variables of interest to the program (e.g., factors "a" and "b" above). In the SOTP, while the physiological assessment directly addresses the deviant interests factor, a number of measures related to the broader personality disorder/thought process factor are not included. Also, many of the specific variables included in descriptions of the treatment sequence (e.g., motivation, anger management

skills, locus of control, victim empathy, problem solving skills, relapse prevention skills) are not assessed.

In terms of treatment modalities, the descriptions in the Statement of Standards also fall somewhat short. As Dr. Pithers noted, state of the art sex offender treatment is now based on highly specialized therapeutic components. Although SOTP's behavioral treatments are clearly designed to modify deviant sexual interests, the specific targets for the other components are not described. It is not clear, for example, how individual, group, and educational modalities are used to address the issues considered central to the SOTP theoretical framework. Similarly, while the importance of aftercare is clearly reflected in the SOTP Standards for Community Treatment of Sex Offenders, the content and in-program goals of the community services are not specified.

In contrast, the treatment sequence sections of the Statement of Standards and the individual program descriptions include clear statements regarding the specific factors that are of interest in SOTP. While not systematically assessed pre-post, the factors that define treatment progress are listed in each phase's goals, requirements, and evaluation forms. One can assume that these factors are in fact the focus of treatment interventions; what is needed is a description of how the various individual, group, educational, and milieu activities are supposed to work. Again, as was recommended by Dr. Pithers, specific treatment protocols that specify the content, sequence, and goals of each group are needed. It should be emphasized that this does not necessarily mean that the staff must develop all of this material; many treatment manuals for the components of a relapse prevention program are currently available (e.g., those from the Sex Offender Treatment and Evaluation Project in California).²

At this time, the SOTP has a treatment philosophy and a framework that are definitely in the mainstream of sex offender treatment. Until the content and goals of the programs' assessment and treatment components more clearly articulated,

however, evaluation of treatment fidelity and relevant pre-post changes in program participants will be difficult.

One final thought on the quality of treatment. As Dr. Pithers noted, DOC's current level system for determining aftercare intensity has some problems. In addition to those noted by previous evaluators, there is another issue that deserves attention: the fact that offenders who have completed or are still in institutional programs when they are released are given the most intense aftercare service, while those who drop out or are expelled from treatment get the least. Although this system may indeed treat those who are the most "amenable", it also fails to offer the most intense treatment available to the highest-risk offenders (e.g., those who refused or failed institutional treatment). Recent research findings suggest that treatment may have its greatest impact on higher-risk offenders (Gordon, Holden & Leis, 1991). In the interest of public safety, then, DOC should consider trying to include institutional failures as well as successes in its most intensive community programs. One possibility is that treatment staff could refer more participants to aftercare, albeit with different treatment "grades", instead of dismissing so many participants late in the institutional program.

Proposed Evaluation Questions, Measures, and Data Collection Procedures; Current Data That Are Relevant to the Evaluation

This section of the report will formulate questions that can be addressed by specific evaluation measures, and will recommend evaluation strategies to be used in the SOTP. First, questions and strategies for the measurement of treatment outcome will be described; second, additional approaches that may be useful for evaluating the treatment process will be suggested. Since different evaluation strategies require different types of data collection procedures, this section will also discuss specific data sources that should be used, including those that are currently available in DOC.

The treatment outcome question of most interest, of course, concerns recidivism: "Does treatment significantly reduce rates of reoffending?" Related outcome questions include "What types of offenders are most effectively treated in SOTP?", "What are the best predictors of reoffense/successful adjustment?", and "Is treatment cost-effective?".

As was described earlier, treatment outcome studies are very difficult to conduct; as a result, few of the existing studies are free of major methodological problems. Only rarely (e.g., Marques et al., 1991) is treatment outcome research conducted within a valid experimental design (i.e., random assignment to treatment or control conditions). For DOC, in fact, a "pure" outcome study that involved assigning some treatment volunteers to a no-treatment control group would be in conflict with the program's mission, that of "providing a comprehensive system of sex offender assessment, treatment, aftercare, and community supervision for convicted sexual offenders committed to DOC."

This is not to say that agencies with a clear treatment mission should avoid outcome evaluation. Indeed, there is increasing public and political emphasis on accountability, and on spending only on programs that can show that they work. As a result, DOC is encouraged to start a program of outcome evaluation by: (a) analyzing existing data on how treated and untreated offenders have performed in the community after their release (a retrospective study); and (b) incorporating an outcome evaluation component into its ongoing SOTP program (for prospective studies).

While the most valuable information on treatment effectiveness will come from (b), the most immediate information will come from (a). That is, if a system is started in 1992 to collect data on sex offenders from their admission to DOC, through treatment (or no treatment) in SOTP, and then through five years postrelease, significant results will not be available for years. Despite this obvious problem, it is recommended that DOC construct a sex offender data base

that will allow for the conduct of prospective evaluation studies. Ideas for this system will be presented later in this section.

In the meantime, in order to respond more immediately to questions about the effectiveness of SOTP, DOC should conduct a modest retrospective study of SOTP's effectiveness. Rather than attempting to measure the impact of all the programs since their inception, a follow-up study involving a sample of treated offenders and a sample of untreated offenders is recommended.

It should be noted that a waiver of informed consent would be needed for this type of study, since subjects would not be contacted directly. The research protocol should be reviewed by an Institutional Review Board in order to ensure that the subjects of the research are adequately protected.

For simplicity, the study could focus on only one of the programs, preferably the largest one. During the consultation visit, DOC staff at Hiland Mountain/Meadow Creek indicated that they were, in fact, already attempting a follow-up study of 840 treatment participants from 1983 to the present time. Data available included entry status and date, dates of advancement within the program, total treatment days, exit status and date, and type of reoffense (rule violation/misdemeanor/felony, sex/non-sex crime).

The easiest way to do a modest outcome evaluation at this time would be to do a retrospective analysis of this existing information, supplemented by data on a number of demographic and historical variables and a more thorough search for evidence of recidivism. A Research Analyst, working under the (proposed) Director of SOTP, with the assistance of the DOC Planning and Research Unit, SOTP treatment staff and possibly interns or student assistants, could probably complete such a study within a year.

As is the case in all retrospective studies, the researcher will need to make some compromises regarding the quality and quantity of data to be used in the study. Also, since the

Hiland SOTP has evolved significantly since it began in 1982, the study should not include individuals treated before the current "assault cycle" cognitive treatment was introduced in 1984. After a power analysis is done to determine necessary sample size, decisions can be made about the number of subjects to include and the length of the follow-up period. A compromise will be needed to balance sample size and time at risk. That is, as more subjects (later graduates) are included, the average follow-up time will be shorter. It is not necessary, however, to have the same follow-up time for all subjects, as long as most have been at risk for at least five years. For example, if the sample is all offenders released between 1985-1988, time at risk will be 4-7 years as of 1992.

First, since the data are available, the evaluation should describe all the sex offenders at Hiland during the study period. DOC's OBSCIS data can provide demographic and history data on all the offenders, and data from DOC's sex offender tracking system or Hiland's internal system can be used to identify those who were ineligible for treatment. After the pool is described, further analyses should focus on those who were eligible.

Because of the high rate of attrition in the Hiland program, the study should include all eligible subjects in some of the analyses, with the sample stratified on some measure of exposure to treatment. Again, in the interest of simplicity, a combination of time in treatment and progress in treatment (e.g., phases completed) is recommended. In this regard, refusers would have "0" scores for treatment, early dropouts might range between "1" and "3", half-completers/medium stays "4" to "6", nearly complete/long stays "7" to "9", and treatment completers "10". Additional information on treatment progress from SOTP case files (e.g., discharge summaries) may also be used to refine the scores. Note that if these subgroups differ significantly on measures related to recidivism (especially type of offense and extent of criminal history), appropriate statistical controls will need to be applied in the outcome analyses.

Another measure of treatment exposure will be required to reflect the DOC system of providing aftercare service (community treatment for released offenders). That is, those who have progressed furthest in institutional treatment ("maximum/partial benefit") get more intense treatment after their release. As a result, some measure of the intensity of aftercare/supervision will also need to be included as a "treatment dose" variable in this study.

In terms of recidivism data, all possible sources of information on subjects' postrelease activities should be considered. Although Hiland staff are working hard to get information on all returns to custody, additional resources are needed to make sure that all events are included. OBSCIS movement files and rapsheets from the Department of Public Safety should be major sources of data. If staff are available, data from current and archived case files should be obtained in order to get more accurate descriptions of the time and type of offense committed. Getting information "closer to the crime" will allow evaluators to identify charges that were omitted on rapsheets or plea-bargained, and to rate the severity of the crimes.

For data analysis, the use of survival analysis, discussed in the background section of this report, is strongly recommended. The question "Does treatment work?" will be best addressed by comparing the reoffense rates and survival curves of the various study subgroups. Obviously, the most important independent variable is treatment exposure/progress. Rates of reoffending for subjects with various levels of treatment (e.g., none, some, most, all) should be reported, along with analyses of the effects of treatment on time to reoffense, number of offenses and victims, and severity of the crimes. In addition, other factors that may interact with the treatment effect should be investigated, particularly offender type (rapist, heterosexual molester, homosexual molester, bisexual molester), and criminal history (sex and non-sex priors).

The second outcome evaluation task, incorporating a program evaluation component into the ongoing SOTP, is a bit more complex. This system should allow evaluators to accurately report on overall treatment effects, and to describe varying effects on different types of offenders, predictors of reoffense, and the cost-effectiveness of treatment.

At a minimum, data elements for a basic outcome evaluation component include information on: (a) pretreatment offender characteristics (demographics, criminal history, type of instant offense, assessment data on various risk factors); (b) treatment variables (time in treatment, components/phases completed or other measures of progress); (c) prerelease assessments (scores on various risk factors at the end of the inmate's prison stay); (d) community treatment (type provided, compliance, progress); (e) community adjustment (housing, work, social supports, activities); and (f) all incidents resulting in contacts with law enforcement (parole violations, new charges for sex and non-sex crimes).

In terms of data collection procedures, the following recommendations are made. A research file should be created that includes all sex offenders entering DOC, beginning with the basic structure of the current sex offender tracking system (including reasons for ineligibility). Demographic, criminal history, and offense information should be entered for all offenders. Most of this information is currently available in the Department's OBSCIS files. Care should be taken to include historical risk factors in sexual offending (prior sex and non-sex offenses, multiple sexual deviancies and types of victims, use of force, etc.) Presentence investigations may be needed in addition to OBSCIS to complete the risk factor profile. Treatment candidates should be identified through the current system, and offered treatment when they are eligible.

Pretreatment assessment data should be collected by institution staff on all subjects who volunteer for treatment, and if possible, on those who refuse treatment as well. Again, the measures used should address major risk factors for sex

offending (e.g., deviant sexual interests, cognitive distortions, poor personal and social controls), as well as other factors that are important to the theoretical framework of the program (e.g., lack of knowledge about one's offense cycle and high-risk elements). A long list of standard assessment measures was provided by Dr. Pithers in his evaluation report; examples of additional theory-based measures are included below in the discussion of process evaluation.

Although detailed information on treatment is not necessary for basic outcome evaluation, some measures of exposure to treatment and treatment progress (see above description of "treatment dose") should be included. If Dr. Pithers' suggestion of providing more highly structured treatment components is implemented, the subject's file should include a list of components completed as well as other measures of progress. Reasons for voluntary or involuntary termination from the program should also be entered. Again, it is important that subjects who decline, drop out or are expelled from institutional treatment be tracked in the system. This will allow evaluators to analyze treatment effectiveness much more thoroughly.

Prerelease assessment data should be collected by institution staff on all subjects currently in treatment and, when possible, on all eligibles, especially those who at least started the treatment program. (Any studies of the predictors of reoffense will be much stronger if prerelease data are available for all subjects, not just those who are "treatment complete"). This would essentially involve readministering the pretreatment battery of standard tests, along with some mastery measures for the treated subjects. As always, assessment should focus on factors known or predicted to be related to recidivism, including those of interest to the relapse prevention model.

After the subject's release, aftercare providers should be required to submit information on treatment contacts, progress, and community adjustment. These data do not need to be extensive; a simple checklist would probably do.

For recidivism, the system should include multiple indicators of criminal activity. Again, current data sources include the OBSCIS movement files, rapsheets from the Department of Public Safety, and case files in Probation/Parole Offices. In the ongoing California outcome study (Marques et al., 1991) the use of actual incident descriptions from parole files has yielded significantly higher estimates of reoffense rates than the use of rapsheets alone. Incidents from files should also be used to get more accurate ratings of the time of offense, number of offenses, number of victims, and severity of crimes. If the population is especially mobile, FBI rapsheets may also be worth obtaining on some periodic basis. (There should be information on mobility from the retrospective study described above; otherwise, Permanent Fund files could be checked to find out how many are leaving the state).

As was suggested above, data analysis should employ survival analytic strategies that allow the researcher to calculate the likelihood of subjects reoffending during a certain period of time. In terms of what constitutes a reoffense, multiple definitions are suggested. That is, a complete outcome picture would require analyses of rates of reoffense and time to reoffense, with "reoffense" variously defined as "any offense", "any crime against a person", and "any sex offense". Sex offenses may be further distinguished as "hands-on" or "hands-off" crimes.

Once this system is in place, it can be used to generate outcome evaluation reports on a periodic or special request basis. Obviously, since collecting some of the information (e.g., case file data) will be labor-intensive, a schedule for updating this will be required. Whether this is done on a quarterly or annual basis will depend on available resources. In this regard, DOC may want to explore the use of interns from the Justice Center of the University of Alaska Anchorage to collect and/or analyze case file material.

It should be emphasized that the system proposed above is not an experiment, but rather an ongoing monitoring and

evaluation component. As was noted earlier, it is not feasible for DOC to conduct an experimental (e.g., random assignment) study of treatment, particularly in light of the Department's treatment mission. This does not mean that it would be impossible to conduct some methodologically stronger outcome research within SOTP. If there is interest, a design such as randomly assigning subjects to various levels or models of aftercare could produce some important findings. DOC's Research Analyst Steve Schwartz suggested this idea, and would certainly be qualified to collaborate on such a study.

Although it does not need to be part of the ongoing system, information necessary for the conduct of cost-benefit analyses should also be compiled by SOTP. In addition to information on the time, number, type and severity of reoffenses, this would require data on the cost of treatment services (above standard institutional and parole/probation costs), and the cost of reoffenses (law enforcement, courts, incarceration, supervision, victim services, etc.). A methodology for such studies has been developed by Prentky and Burgess (1990). A cost-benefit analysis might be another activity of interest to interns or collaborators from the UAA program.

Finally, the issue of process evaluation. This is an area that requires a clear conceptualization of the treatment model and components. First, some attention must be given to treatment fidelity: Is the program providing the treatment it describes? Unless treatment is thoroughly described and documented (in treatment manuals), and consistently delivered to participants, evaluation findings will be difficult to interpret. The thorough program reviews conducted by Mr. Freeman-Longo address the question of treatment fidelity, but only on an annual basis. Additional methods should include: (a) observation of treatment sessions by the (proposed) Director of SOTP, and (b) use of mastery tests to see if treatment participants are really learning the relapse prevention model and techniques. This can be done by simple pass/fail assignments.

The most important process questions concern why a treatment worked or did not. If a study includes a clear statement of in-program goals and corresponding measures for those goals, the relation between those measures and recidivism can be explored. As was noted previously, while the description of SOTP components is still somewhat vague, the requirements for advancement in treatment are stated quite clearly in the program descriptions. What is needed is for the SOTP clinicians to define, in a measurable sense, the most important of these in-program goals. What changes do they want to see in an offender to consider him successfully treated in the SOTP relapse prevention program? What measures in the SOTP pre-post assessment battery best address these changes?

For illustration purposes, examples of in-program goals and measures from the Sex Offender Treatment and Evaluation Project are provided in Table 1. It is recommended that SOTP develop a similar system of assessing the impact of treatment, and that the system focus on a small number of key attitudes, behaviors and skills. This will require some work by the treatment staff, especially on the task of selecting measures for the more personal items, e.g., "complete understanding of offense cycle and patterns". Again, however, a number of standard measures for factors such as locus of control, cognitive distortions, deviant sexual interests, and coping skills are currently available, many of which were included on Dr. Pithers' list of assessment procedures. For treatment goals that are highly idiosyncratic and not easily addressed by standard measures, the use of Goal Attainment Scaling (Kiresuk & Sherman, 1968; Quinsey & Harris, 1976) is recommended.

Finally, another group of process measures will be needed if SOTP goes to the more structured program of specialized treatment components recommended by Dr. Pithers. In that case, some measure of mastery or change should be included for each component. Again, for purposes of illustration, a list of the measures used for the Sex Offender Treatment and Evaluation Project is provided (see Table 2).

SEX OFFENDER TREATMENT AND EVALUATION PROJECT
TREATMENT PHASE GOALS

If SOTEP's Relapse Prevention (RP) model is being successfully applied, subjects completing the program should demonstrate the following:

1. AN INCREASED SENSE OF PERSONAL RESPONSIBILITY AND DECREASED USE OF JUSTIFICATIONS FOR SEXUAL DEVIANCE

Measures: Locus of Control (intake-prerelease)
Multiphasic Sex Inventory (CDI and J Scales)
(intake-prerelease)

2. A DECREASE IN DEVIANT SEXUAL INTERESTS

Measures: Physiological assessment (intake-prerelease)
Multiphasic Sex Inventory (intake-prerelease)

3. AN UNDERSTANDING OF, AND ABILITY TO APPLY, THE BASIC CONCEPTS AND TECHNIQUES OF RP

Measures: Tests of RP concepts (Core RP Group)
Clinician ratings of Cognitive-Behavioral Chain
and Decision Matrix (prerelease)

4. AN IMPROVED ABILITY TO IDENTIFY THEIR HIGH-RISK SITUATIONS (internal and environmental factors that can facilitate relapse)

Measures: Clinician ratings of Cognitive-Behavioral Chain
High-Risk Situations Test (treated and untreated
subjects at prerelease)

5. BETTER SKILLS IN THE AREAS OF AVOIDING AND COPING WITH HIGH RISK SITUATIONS

Measures: Sex Offender Situational Competency Test
(intake-prerelease)

SEX OFFENDER TREATMENT AND EVALUATION PROJECT
TREATMENT COMPONENT EVALUATIONS

1. CORE RELAPSE PREVENTION (RP) GROUP
 - Cognitive-Behavioral Model of Relapse
 - Test of RP Concepts

2. SEX EDUCATION GROUP
 - Standard measures of sexual knowledge (anatomy/function)

3. HUMAN SEXUALITY GROUP
 - Attitudes Toward Women Scale
 - Thorne Sex Inventory

4. RELAXATION GROUP
 - Digital skin temperature after relaxation exercises
 - Subject ratings of effectiveness of various techniques

5. STRESS/ANGER MANAGEMENT GROUP
 - Daily Hassles Inventory

6. SOCIAL SKILLS GROUP
 - Social Reactions Inventory
 - Social Interaction Role Play

7. SUBSTANCE ABUSE GROUP
 - Situational Competency Test
 - Self-Efficacy Card Sort

8. BEHAVIOR THERAPY
 - Physiological assessment

Framework and Guidelines for Data Management, Analysis and Interpretation

A number of issues concerning data management, analysis and interpretation have already been addressed. In this section, additional suggestions for organizing and analyzing the SOTP evaluation data will be offered. Since these activities will be determined by the type and level of evaluation effort ultimately pursued by DOC, these suggestions will be general in nature.

After developing some of the basic data collection instruments for the retrospective study, the investigator should work with DOC Planning and Research Unit staff on setting up the project's data management system. Due to the fact that a variety of computer systems will be involved, consultation from the faculty of UAA's Justice Center, and the cooperation of other agencies (e.g., Department of Public Safety) will also be required. While the study proposed in this report would not require repeated analyses over time, it is recommended that all of the study data be coded and entered into an electronic data base, to allow various analyses to be done without going back to raw data. Building this kind of data base will also aid in the later development of the ongoing program evaluation system recommended in the previous section.

Because the information in the system will include sensitive historical and clinical data, care must be taken to protect the identities of subjects and to limit access to the files. Review of the data protection procedures by an Institutional Review Board should ensure adequate safeguards in this area.

Once again, care should be taken to include all available data sources in the analysis of outcome. First, reoffense information from the most available source (e.g., rapsheets) should be analyzed, in order to report information quickly on as many subjects as possible. Then, data from the case files of all study subjects should be added to the analysis to

provide a more complete reoffense picture. Information from sources that are available for only part of the study sample (e.g., aftercare therapist reports) should be analyzed separately to avoid bias in the group comparisons. Analyses should also be conducted using various definitions of reoffense; for example, both sex crimes and other crimes against persons may be of interest, especially when dealing with official records that may reflect plea-bargained convictions.

As was discussed before, the large number of dropouts presents a problem in data analysis. If all subjects are included, and are grouped by "treatment dose" levels (categories from "none" to "treatment complete"), a number of approaches can be used. One could, for example, conduct an analysis of variance using all levels of exposure/progress, as well as an analysis involving only the extreme (untreated vs. complete) subgroups.

Since the evaluator will have no control over group assignment (treated vs. untreated), the study should also include methods such as analysis of covariance to at least partially separate the effect of treatment differences from that of selection differences. For example, if offenders with one incest charge predominate in the "treatment complete" group, while most rapists and predatory molesters with long criminal histories are in the untreated group, such selection differences must be taken into account in the analyses.

Finally, as there will be differential periods at risk, the life-table method used in survival analyses is recommended for calculating the likelihood of men in the sample recidivating during a specified follow-up period. A number of other summary statistics for recidivism research are discussed by Furby et al. (1989).

For the ongoing evaluation system, many of the same guidelines are proposed. A project manager needs to be assigned to begin to build the necessary evaluation data base from the OBSCIS base, and to design the elements to be included

in the system. Treatment staff should be included early in the planning process, especially since they will be needed to select appropriate process measures, and to report on the progress of treatment participants.

The analysis of treatment effects, even within an ongoing evaluation effort, is complicated and time-consuming. "Treatment", as discussed in this report, is not an all-or-none experience. In addition to varying on important pretreatment characteristics, subjects will bring different levels of skill and motivation into the program, and will have different exposures to treatment (in terms of length of treatment, number of treatment components completed, etc.). As above, analysis of covariance can be used to take these differences into account. Another approach, described by Furby et al. (1989), is to "place the treatment and potential biases in competition with one another as alternative explanations for the results. Typically, this will require multiple analyses, each of which estimates the effects of a different pattern of potential biases. If, after all plausible biases have been accommodated, a group difference still emerges, then one might feel reasonably comfortable about interpreting it. Of course, such a conclusion is solidified if the result converges with those of other studies"(p. 10).

Regardless of the analytic approach used, evaluation reports should include descriptions of the various study groups (including dropouts), descriptions of the treatment components provided in the program, pre-post comparisons on relevant assessment measures, analyses of the overall effects of treatment on various measures of recidivism, and specific analyses for various subgroups (e.g., offender types). In addition, reports should clearly identify variables that interact with treatment or predict reoffense. It is especially important to determine if the achievement of in-program goals or completion of any particular treatment component is significantly related to recidivism. These analyses are critical in designing data-based program improvements.

Due to the complexity of the analyses, it is recommended that a schedule be established early in the program for producing periodic reports for administrators and other interested parties, rather than attempting to provide results on a request basis. Unless there are special circumstances or undeniable requests, an annual report on the overall program evaluation should suffice.

The interpretation of outcome evaluation data must take into account all of the factors discussed in the background section of this report, as well as those in the discussion of validity below. Given the multitude of sources of error and bias, most applied studies do not yield clear-cut, easily replicable results. Interpretations must be limited to the subjects, treatments, and measures employed in the study. If the results are presented in the context of a detailed description of the treatment and research methods, however, they can definitely help answer the question of whether treatment works.

Methods for Ensuring Reliability and Validity, and for Comparing Alaskan Statistics with Those from Other States

In order to have confidence in the results of the SOTP evaluation, DOC administrators must be assured of the reliability and validity of the data included in the analyses. Also, since correctional treatment programs for sex offenders have been and are currently being evaluated in other states, DOC staff need to know whether Alaska's findings are comparable with those from similar studies elsewhere. This final section of the report will address these two issues.

All evaluation studies should include procedures designed to maximize the reliability of the measures that are used. Reliability is an index of the consistency of a measuring instrument in repeatedly providing the same score for a given subject. In some cases, such as coded criminal history data from OBSCIS files, reliability is a small issue. In others,

such as scores on measures of treatment progress (e.g., how thoroughly an individual understands his offense cycle), methods are required to ensure that reliability is at an acceptable level.

Most of the independent variables that have been recommended for study in this report can be measured in fairly reliable ways. Data on type of offense, stable offender characteristics (such as history and demographic characteristics), and time in treatment are likely to be very reliable. So are other treatment data such as number of components and phases completed, and scores on standardized pretreatment assessment measures. The major independent measures needing a close reliability check will be those that assess progress in treatment, especially if clinician ratings are more heavily weighted than data from standardized measures in the computation of scores. For data from ratings, care should be taken to have two trained raters independently score the same individuals. If interrater agreement is acceptably high, evaluators can have confidence that the measures are reliable enough to use in a treatment progress assessment. Since developing rating scales, training raters, and doing reliability checks are time-consuming activities, the use of standardized measures that are linked to specific in-program goals is recommended.

Ensuring the reliability of the major dependent measures is also crucial. It was suggested above that multiple measures be used in order to get as much information as possible on reoffense activities. Again, in some cases, such as rapsheets, measures are likely to be very reliable. As one gets away from official documents and into sources such as case files, however, reliability becomes an issue. For example, if research staff retrieve case files and collect information on all incidents described by Parole/Probation Officers, methods for coding and quantifying the data must be developed and tested for reliability. Often the description of an event is not easily categorized in terms of sex/non-sex and severity.

At times, the evidence presented is compelling, at times very weak. So, coding systems must be tested to ensure that interrater reliability is high and that conflicting scores can be resolved. Again, this does not necessarily require the development of a new procedure; such a coding system is being used by California's Sex Offender Treatment and Evaluation Project, and is available from the author.

Validity is a broader and more complex issue than reliability. In a general sense, validity refers to the methodological or conceptual soundness of the research. For example, the question "Does this study really test what it is supposed to test?" is about validity. There are many specific types of validity and methods of testing it, but for this report, only the general question stated above will be addressed.

In order to be assured that an outcome study with sex offenders is a valid test of treatment, all of the methodological issues described in pages 6-10 of this report must be addressed. The term "addressed" is used, rather than "resolved", because applied studies of ongoing programs are never methodologically perfect. What is needed for DOC's purposes is a clear statement of the goals of the evaluation and the type of treatment being tested, a description of how the study methods will attempt to achieve the goals, and a list of possible sources of bias/error with methods that are being used to minimize error. In some cases, limitations on the study's validity are inherent in the design. For example, excluding certain target groups limits the study's findings to offenders who meet the criteria for inclusion; offering a treatment program with a restrictive philosophy and a single treatment modality limits the test to that kind of treatment.

In other cases, attempts to reduce threats to validity must be a high priority for the investigator. Again, the most important variable in treatment outcome research with offenders is the criterion variable, reoffense. As was described earlier, it is very difficult to determine with any precision

the occurrence of a new crime, the type of offense, and the time that an offender¹ remained crime-free. If a majority of crimes are undetected, the test of treatment will not be valid. This is especially true if more crimes in one study group (e.g., untreated subjects) go undetected than in another group (e.g., treated subjects).

The previous section on data collection procedures includes a number of recommendations for maximizing the validity of the STOP evaluation. Most of these involve using multiple measures of the study's most important variables, treatment and reoffense. A valid test of treatment requires a detailed description of the interventions that were used, and the subject's progress in/exposure to treatment. For reoffense, the most detailed, closest-to-the-event descriptions of postrelease problems must be used in conjunction with more easily accessible rapsheet information.

Another approach to the validity question is to compare the methods and findings of DOC's evaluation with those of other studies. If, for example, a number of outcome studies that treat child molesters with an intensive cognitive-behavioral program found four-year recidivism rates of around 15%, the validity of a similar study in Alaska that found a rate of 0% would be questioned. Such a divergence would at least suggest a look at how recidivism was defined and measured in the Alaska study.

Unfortunately, given all of the variables that are included in applied outcome research, it is rare to find studies that are directly comparable. Although a number of states are currently conducting evaluation research in their sex offender treatment programs, there is significant variety in the types of offenders involved, the type and length of treatment, intensity of aftercare and supervision, and the definition and measurement of "treatment failure". Despite these differences, it is important to determine where one state's effort fits into the big picture of sex offender treatment.

It is strongly recommended that DOC's new Director of SOTP monitor the program developments and evaluation findings from other states and Canada. For example, as the reviews cited in the background section of this report indicate, a number of researchers have conducted retrospective studies of treatment similar to the one suggested here. In addition, many states with institutional programs are currently setting up evaluation components for ongoing monitoring of treatment outcomes. Of particular interest to Alaska would be the new evaluations planned for the treatment programs at Oregon State Hospital and the Washington State Program at Twin Rivers. The Washington program in particular seems quite similar to the Alaska program in regard to screening criteria, treatment setting and duration, cognitive-behavioral methods, and community aftercare. If a careful review of the treatment and research methods used elsewhere indicates a high degree of similarity, the results from their evaluations can be used to bolster the credibility of DOC's findings.

It should be noted that it is also important to compare findings with programs that include different treatment approaches from those in SOTP. For example, if another program has identified a highly effective treatment or supervision strategy, SOTP may want to include a similar component in the future. Comprehensive evaluation efforts such as the author's Sex Offender Treatment and Evaluation Project will likely produce this kind of component-level results.

At this time, some the strongest evaluation efforts are taking place in the federal and provincial treatment programs in Canada. The Correctional Service of Canada has been very active in developing new programs, assessing risk factors in sex offenders, and testing the effectiveness of its treatments. A recent issue of the Forum on Corrections Research describes this work, and is available from Frank Porporino, Ph.D., Director General, Research and Statistics Branch, Correctional Service of Canada, 340 Laurier Avenue West, Ottawa, Ontario, Canada K1A 0P9.

Author's Notes

- 1 Some of the material in this section was adapted from Marques, J. K., Day, D. M., Nelson, C., Miner, M. H., and West, M. A. (1991). The Sex Offender Treatment and Evaluation Project: Fourth Report to the Legislature in Response to PC 1365. Sacramento: California State Department of Mental Health.
2. Treatment manuals are available from Craig Nelson, Ph.D., Sex Offender Treatment and Evaluation Project, Atascadero State Hospital, P.O. Box 7001, Atascadero, CA 93423-7001.

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ALASKA DEPARTMENT OF CORRECTIONS
SEX OFFENDER TREATMENT PROGRAMS:
EVALUATION AND RECOMMENDATIONS

October 30, 1991

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Alaska Department of Corrections
Sex Offender Treatment Programs:
Evaluation and Recommendations

Goals of the Evaluation

This report evaluates the design and implementation of the Alaska Department of Corrections' sex offender treatment programs within institutions and the community. The following goals were established for this evaluation:

- a. Review of program design with specific emphasis on operating philosophy
- b. Review of treatment modalities currently in use
- c. Review length of treatment, including phases of treatment and intensity of treatment
- d. Review whether appropriate treatment are matched to individual offenders and offense types
- e. Review screening criteria for program referral and admission
- f. Review level and type of staffing
- g. Evaluate the appropriateness of institutional milieu versus community-based treatment
- h. Review continuum of treatment services from high-risk community education groups through intensive aftercare
- i. Evaluate centralized versus regional delivery of institutional treatment services
- j. Evaluate the extent to which sex offender treatment programs are integrated within institutional settings
- k. Review potential for use of Depo-Provera within institutional treatment programs
- l. Evaluate the extent to which developmentally disabled sex offenders are effectively treated
- m. Review role of specialized probation/parole officers
- n. Analyze established program evaluation procedures

The extent to which sex offender treatment programs are integrated within the legal and correctional systems can profoundly enhance or debilitate therapeutic efficacy. Therefore, this report also recommends a number of systemic changes that may improve the functioning of these programs.

Information Considered During Evaluation

The conclusions of this report are based on several sources of information. Between July 15 and 23, 1991, site visits were made to every institutional treatment program. Discussions were held with mental health practitioners involved in both the institutional and community-based programs. Within the institutional programs, meetings were held with treatment providers, offenders engaging in the treatment programs, corrections staff (including those directly (e.g., Wing Counselors at Hiland Mountain) and less directly (e.g., Wardens) involved with the programs). In each setting, at least one probation officer involved with the respective program was contacted. In total, these meetings involved a total of 51 employees or contractors with the Department of Corrections and approximately 40 offenders in treatment (most of whom were at Hiland Mountain). In addition to site visits, a total of 823 pages of written information was reviewed. This information consisted of Robert Freeman-Longo's reviews of program compliance with the "Sex Offender Treatment Programs Statement of Standards", the "Statement of Standards", program descriptions and treatment schedules, intake and screening forms, contracts with treatment providers, criteria used to determine treatment phases, three projects completed by offenders in partial fulfillment of phase criteria, discharge summaries for offenders who had been involved in institutional treatment, and a considerable collection of memoranda.

Thus, information reviewed during this analysis has come from many sources. However, conclusions drawn from this information are the responsibility and work of the author of this report.

This report is organized in the following manner. Information concerning the superstructure of treatment across sites and Departmental operation of programs will be detailed first. The second section of this report provides documentation relevant to the individual treatment programs.

Review of Program Design with Emphasis on Operating Philosophy

The basic program design, as delineated in the "Sex Offender Treatment Programs Statement of Standards" and descriptions of the three residential treatment programs, is generally good. The "Statement of Standards" clearly articulates the fundamental assumptions of the treatment design (i.e., multi-modal treatment implemented within a relapse prevention framework), recognizes that a range of therapeutic interventions must be employed to match the variation in sex offenders' assets and deficits, recommends a psychosexual assessment package to differentiate treatment needs, and asserts that these interventions should be delivered with respect for "individual dignity of program participants" (p. 2). The "Statement of Standards" clearly asserts that it intends to "provide minimal standards to insure professionalism" (p. 2).

From a management perspective, the "Statement of Standards" details the expectations of contractors. From a clinical

perspective, the "Statement of Standards" is sometimes vague. This may result from: 1) its attempt to define minimal expectations for both prison-based and outpatient treatment, 2) the difficulties inherent in defining standards for a program involving several sites and teams of providers, or 3) the developmental stage of the program. The clinical expectations of the "Statement of Standards" might be clarified by adding a higher level or "preferred" set of standards. In this manner, the "Statement of Standards" clearly will delineate the minimal expectations practitioners must meet to maintain contractual compliance and also demonstrate the expectation that mental health providers should strive to maintain a higher level of professional service.

Among the standards defined vaguely are those regarding psychological testing and group counseling sessions. Suggested modifications in these standards, which might best be considered recommendations for "preferred" standards, are detailed later in this report (See sections entitled "Review of Treatment Modalities Currently in Use" and "Screening Criteria for Program Referral and Admission").

While the written program design is generally good, and the three program descriptions are very similar, the degree to which the design actually has been implemented varies greatly across sites. This variation is evident in the therapeutic staffs at the three sites. Hiland Mountain uses mental health professionals and correctional officers (referred to as Wing Counselors); Fairbanks

uses mental health professionals, a paraprofessional, and a nurse; Lemon Creek employs only mental health professionals. In the case of Hiland Mountain, the largest program, notable variations exist across the mental health professionals within the site. The implementation of the program design at the various sites is detailed in the final section of this report.

The program design would appear to work adequately with Native Alaskans. However, the implementation of the design may need to be altered for these groups and treatment providers who are unfamiliar with Native Alaskan groups may need to take part in training to sensitize them to issues unique to these populations. If such modifications in implementation are made, a special program for Natives would not appear necessary.

The Tongass Community Counseling Center staff employed in the Lemon Creek program have done an exceptionally creative job of adapting the design for implementation with Natives. To assist new residents' involvement in treatment, residents making good progress are assigned the role of "Elder". The importance of the Native Alaskan's community is recognized by this program (and used to therapeutic advantage) by involving them in the "External Supervision Dimension" of Relapse Prevention, referring to this as the "Safety Net Contract". In addition, these providers have identified the importance of providing basic instruction in human development to subcultural groups, recognizing that their culture may endorse beliefs about childhood development that hinder

progress in treatment. Similar creative adaptations in the basic model can be implemented at minimal cost.

Review of Treatment Modalities Currently in Use

The "Statement of Standards" defines the need for:

1) individual counseling, 2) family counseling, 3) group counseling, 4) educational classes, 5) behavioral treatment, and 6) anti-androgen treatment (e.g., Depo-Provera). Thus, the "Standards" call for a comprehensive array of therapeutic services. However, the "Statement of Standards" does not adequately define the specific types of treatment included under each of these broad categories.

Greater specification of treatment modalities may not be necessary for individual, family, or anti-androgenic interventions. However, in order to demonstrate that the program is truly specialized for sex offenders, group and behavioral treatments need to be spelled out in greater detail. (The 1990 Edition of the Statement of Standards I reviewed indicates that a list of Educational Classes would be generated by contractors. I am not aware if this has been accomplished.) The current definition of group counseling in the "Statement of Standards" primarily addresses management concerns (i.e., minimum hours of group counseling per week, need for cotherapists in groups, number of participants per group), rather than specifying clinical concerns (e.g., specifying essential group treatment components).

Neglecting to define group treatment more precisely carries the risk that even highly motivated and professional providers may conduct relatively unspecialized group therapy with sex offenders. Abundant data exists to demonstrate that traditional group (and individual) therapy with sex offenders is ineffective and, in some cases, may make matters worse (See Furby, Weinrott & Blackshaw, 1990). Vague definitions also make it difficult to determine the extent to which treatment providers are addressing issues considered central to effective sex offender treatment (e.g., social competence, emotional management, identification and management of risk factors).

It is important to identify treatment components more precisely. Developing a table of accepted treatment interventions, similar to that shown below, would offer a structure that treatment providers could use to guide the development of highly specialized therapeutic components.

Treatment Components

I. Group Therapies

Victim Empathy
Personal Victimization
Emotional Recognition
Situational Anger Management
Management of Chronic Anger
Journaling
Offense Patterns
Couples Therapy
Communication Skills
Sexuality Education

Cognitive Distortions
Relapse Prevention
Peer Group
Transition Group

II. Behavioral Therapies for Arousal Disorders

Covert Sensitization
Verbal Satiation
Masturbatory Satiation
Olfactory Aversion

III. Individual Therapy

IV. Psychohormonal Intervention

V. Adjunctive Therapies

Marital Therapy
Family Therapy
Substance Abuse Counseling
Vocational Education
Educational Remediation

Once an accepted group of specific treatment groups has been identified, treatment protocols could be developed that would specify the content and sequence of each treatment group. Treatment protocols would facilitate program evaluation, enhance consistency of treatment across sites, demystify the treatment process, and assist training of new treatment providers.

Development of treatment protocols could be performed by the Central Director of Sex Offender Programs [see the section of this report entitled "Level and Type of Staffing"] in conjunction with selected contractual treatment providers. Funds would need to be provided to reimburse contractors for their participation in this process.

Length of Treatment; Treatment Phases; Treatment Intensity

Length of Treatment. Treatment of sex offenders would be a much easier enterprise if one was able to define, a priori, the proper duration of treatment for all such offenders. The program would be easier to explain to administrators, Judges, attorneys, media representatives, and the offenders themselves. Program management would be facilitated if one could plan on every sex offender deriving benefit from X amount of treatment delivered with Y degree of intensity. While one may operationalize assembly of automobiles in this fashion, it is beyond the realm of reason to anticipate that all sex offenders will benefit equally from treatment, let alone benefitting equally across the same time span.

Length of treatment is a complex issue. The time needed to effectively treat a sex offender is dependent on factors such as the unique personal assets and deficits of each offender, his motivational persistence during the difficult process of change, the intensity and specificity of therapeutic interventions available to the offender, the skills and knowledge of therapists with whom the offender works, and the extent to which the offender is supported by others who are aware of his history of abuse. Since these factors vary across offenders, it is infeasible that they will benefit equally from the same treatment duration.

Time of Admission to Prison-based Programs. The "Statement of Standards" calls for incarcerated sex offenders to enter treatment "within 18 months to six years of projected release/parole

eligibility date. Inmates with the least amount of time left to serve will be given a priority for admission into the program" (p. 8). Some of the people interviewed during site visits expressed concern that the 18 month window and the requirement to give priority to "short-timers" may not be working effectively. This concern was heightened by institutional Probation Officers, many of whom observed a growing tendency for referrals to be made only late in an offender's sentence.

While it appears reasonable to give priority to inmates who have the least amount of time remaining to their release date, attempts to adhere rigidly to this standard may have unintended deleterious effects on treatment. Some offenders who are highly motivated and possess considerable personal assets may accomplish considerable change during 18 months of treatment. However, other offenders (e.g., highly motivated but extremely disordered, marginally motivated with high personal assets) may have difficulty accomplishing sufficient change within 18 months. Thus, entering offenders into treatment solely on the criterion of remaining sentence length neglects the reality that offenders may require different lengths of intensive treatment based on their degree of motivation and the number of issues that must be addressed during their treatment.

I recommend greater flexibility in admissions decisions. If an error is to be made, it is advantageous to enter offenders into treatment somewhat too early, rather than too late. If offenders

enter treatment early and make significant personal change, treatment providers will have the opportunity to assess how effectively the individual works to maintain his change. If not too prolonged, this "maintenance phase" during incarcerative treatment may be advantageous. In contrast, if offenders do not have sufficient time in treatment, they may need to exit the program when their own vulnerability is heightened (e.g., recent disclosure of their own sexual victimization) and, therefore, potentially be at higher risk of relapse than if they had not entered the treatment program.

Treatment Phases. Concern has been expressed about the way in which Phase Criteria currently are used to determine progress in treatment. Some offenders progressing out of treatment are termed "treatment complete". This term apparently refers to offenders who have completed all the Phase Criteria but who remain at high-risk of relapse. The existence of "treatment complete" offenders has raised a question about the adequacy of the criteria associated with completion of Phase Three. The question is: "How can someone have completed all the criteria used to evaluate progress in treatment and still be considered at imminent risk of relapse?"

In order to maintain credibility, the treatment program may need to revise the Phase Criteria to eliminate the potential of offenders completing the criteria only to be considered at high-risk of reoffense. It may be that this revision needs to consider psychosexual assessment data and environmental concerns, rather

than reflecting solely the completion of assignments and demonstrations of prosocial behaviors during treatment sessions and on the treatment unit. It may be possible to address this problem by adding a fourth Phase involving a transitional release sequence or residential treatment in a half-way house. This would allow treatment providers and parole officers to closely monitor an offender's maintenance of change as he begins to encounter risk factors for sexual abuse. It would help to counter the anxiety that treatment professionals experience when facing decisions about graduating offenders from a prison-based treatment program.

Sex offenders who were currently in Phase Three were interviewed during site visits. Many of these individuals suggested that treatment needed to be more individualized at the beginning of each Phase. There was an expressed need for closer interaction with therapists when special assignments are given.

Treatment providers believe that more incentive needs to be created to motivate sex offenders to create personal changes. Several suggested that presumptive sentencing should be eliminated and that opportunity for parole should exist.

Other individuals suggested that the Phase Criteria should place greater emphasis on building self-esteem. The issue of self-esteem in sex offenders has generated a great deal of debate. Many sex offenders experience low self-esteem during the course of their offending, upon their apprehension, and upon entry into treatment. The offenders feel ashamed and embarrassed. It is difficult to

imagine anyone feeling otherwise when their performance of sexual abuse has been unveiled.

Some treatment programs have attempted to deal with offender's low self-esteem by offering interventions specifically intended to enhance one's feelings of self-worth. Some programs have carried this concept to the extreme and offered only interventions designed to enhance self-image. Steve Wormith, from Correctional Services of Canada, has reported data demonstrating that recidivism rates are increased if offenders only receive self-esteem building interventions. Obviously, other answers are needed.

I believe that sex offenders acquire genuine self-esteem as they encounter the personal challenges of specialized treatment and meet those challenges. As these individuals discover that they possess more emotional strength and greater skills than they had believed possible, belief in oneself grows. As one develops the ability to understand others' emotions as never before, belief in oneself grows. As one learns procedures to meet life's stresses with a quiet confidence, belief in oneself grows. By meeting the challenges and conquering them, sex offenders leave treatment with genuine self-esteem. This derivation of self-esteem has far greater longevity than that experienced after a treatment group that artificially instills a momentary sense of self-esteem.

Considerable concern has been expressed about the percentages of offenders who either choose to leave or are removed from treatment. While I did not review specific treatment "casualty"

data, I was informed that estimated casualty rates range from 8% in the Lemon Creek program to 91% in the Hiland Mountain program. Some individuals interviewed during site visits expressed a belief that drop-outs and dismissals tend to occur during the later stages of the Phase Criteria. One person noted that an offender in the Fairbanks program was dismissed after 30 months involvement. Several others pointed to offenders who had dropped out of treatment after 1 to 2 years and returned to the general prison population with a profound sense of hopelessness.

Hypothesized causes of this pattern of drop-outs and dismissals varied. One person asserted that early Phase Criteria are too easy, allowing offenders to believe that they are accomplishing significant change, while Phase Three Criteria are too difficult, discouraging offenders and allowing them to feel deceived about the earlier suggestion that they were making reasonable progress in treatment. Other staff members voiced the opinion that late Phase dismissals reflect treatment providers' anxieties about the effect of recidivism on their reputations. In other words, rather than "graduating" offenders at the end of Phase Three, the providers may be more inclined to dismiss the offender from treatment. When asked to support this hypothesis with facts, one staff member mentioned the case of an offender who entered a treatment team meeting to be considered for advanced status (i.e., Phase Three) but left the team meeting unfavorably dismissed from the program. Still others felt that dismissals late in treatment

might be associated with providers' concerns that new offenders would not be transferred to take the place of dismissed offenders. Therefore, providers hang on to current clients, progress them through the first two Phase Criteria, and only after beginning to consider "graduating" the offender, realize that the offender has not made adequate gains.

Nearly all sex offender treatment programs are plagued by the problem of treatment drop-outs and dismissals. In the Vermont Treatment Program for Sexual Aggressors, 50% of the offenders entering the prison-based program during its first 5 years of existence dropped-out or were dismissed. However, during the last 5 years the drop-out and dismissal rate is closer to 25 - 30%.

A variety of factors affect drop-out rates. Some offenders enter treatment in an effort to serve "easy time" or believe it will increase the possibility of early release, not because they are motivated to change their behaviors. Such offenders often drop out of treatment when their expectations are not met. Programs that do not screen offenders adequately may have higher drop-out and dismissal rates. Changes in therapeutic personnel can be disruptive and lead to a greater rate of drop-outs temporarily. Treatment providers can become frustrated and overly aggressive within the therapeutic relationship.

Drop-out rates might be minimized by providing pre-treatment groups to educate offenders about specialized sex offender treatment, more thoroughly screening offenders prior to admission,

supporting therapists to diminish countertherapeutic behaviors associated with burn-out, and supervising therapists to enhance consistency of approach.

In defense of the treatment programs, one person observed that even many of the offenders dismissed from treatment believe that they derived some benefit from it.

Screening Criteria for Program Referral and Admission

The program design calls for matching offenders' treatment needs with highly specialized, focused interventions. In reality, essentially no screening of offenders exists at any point in the system. The program operation could be enhanced greatly by developing a systematic approach to assessment of individual offender's needs and recommending relevant dispositions for treatment and security needs.

The first point at which such assessment might be implemented is at the Presentence Phase of Adjudication. Two components to this assessment are recommended: 1) ized Presentence Investigations completed by Probation Officers whose training has sensitized them to considerations unique to sex offenders and 2) specialized Psychosexual Evaluations completed by mental health professionals who have experience working with sex offenders. Taken together, these two sources of information provide: 1) a broad and detailed picture of the offender's lifestyle and background and 2) a fine-combed analysis of aspects of the

offender's functioning that may predispose sexual abuse (e.g., beliefs, displacement of responsibility, sexual arousal pattern, emotional management).

When an informed Judiciary is presented with this information, sentences may be tailored to enable the most appropriate disposition for each offender. The need for such information becomes more significant in light of HB-366, which provides Judges the ability to sentence offenders to specific treatment programs. If specialized Presentence Investigations and Psychosexual evaluations are not performed, the only information available to Judges at sentencing that is relevant to sex offender triage will be the offender's record of prior sex offenses. Thus, dispositions will be made in the absence of most information relevant to sex offender treatment. The implications of this process are staggering. While some dangerous offenders might be permitted access to the community through probationary sentences, some offenders who might function safely in outpatient treatment will be sent to prison unnecessarily.

In addition, unless programs have a mechanism for removing unamenable sex offenders from the treatment program, such programs will become overwhelmed with offenders who have no interest in changing their behaviors or values. Offenders motivated to change will progress out of the program, while those who do not desire to change will be left behind. Eventually, the preponderance of unmotivated sex offenders will become so great that even highly

motivated offenders will not be able to withstand the influence of residents resisting change. Even the most effective treatment program will collapse within this framework. Again, the importance of triage is evident.

Specialized assessment of sex offenders is also important to the identification of treatment needs. Therefore, additions are recommended to the assessment battery identified in the "Sex Offender Treatment Programs Statement of Standards". Many of the procedures listed in the table below assess narrow aspects of an offender's attitudes and behaviors which can then be addressed through very specific treatments. In addition, two of these assessment devices (i.e., the Penile Plethysmograph and the Psychopathy Checklist) have been demonstrated a strong relationship to treatment prognosis in recent research.

Psychosexual Assessment Procedures

Attitudes Toward Women (Spence & Helmreich, 1978)
Autobiography (Long, Wuesthoff & Pithers, 1989)
Beck Depression Inventory (Beck, 1967)
Buss-Durkee Hostility Inventory (Buss & Durkee, 1957)
Clarke Sexual History Questionnaire (Langevin, 1983)
Cognitive Distortions Scale (Abel, Becker, Cunningham-Rathner, Rouleau, Kaplan & Reich, 1984)
Fear of Negative Evaluation Scale (Watson & Friend, 1969)
Interpersonal Reactivity Index (Davis, 1980)
Millon Clinical Multiaxial Inventory (Millon, 1977)
Minnesota Multiphasic Personality Inventory
Multidimensional Self-Esteem Inventory (O'Brien & Epstein, 1983)
Multiphasic Sex Inventory (Nichols & Molinder, 1984)
Multiscore Depression Inventory (Berndt, 1986; Western Psychological Services)
Novaco Anger Scale (Novaco, 1975)

Penile Plethysmograph
Psychopathy Checklist (Hare, 1980)
Rape Myth Acceptance Scale (Burt, 1980)
Relapse Fantasies (Marlatt & Gordon, 1985)
Rotter Locus of Control Scale (Potter, 1966)
Self-monitoring (MacDonald & Pithers, 1989)
Sex Fantasy Questionnaire (Wilson, 1978)
Situational Competency Test (Chaney, O'Leary & Marlatt, 1978)
Social Avoidance and Distress Scale (Watson & Friend, 1969)
Social Support Scales (Russell & Cutrona, 1984)
State-Trait Anger Expression Inventory (Spielberger, Jacobs, Russel & Crane, 1983; Psychological Assessment Resources)
State-Trait Anxiety Scale (Spielberger, Gorsuch & Lushene, 1970)
Wechsler Adult Intelligent Scale-Revised (Wechsler, 1981)

In addition to identifying more specifically offenders' behavioral excesses and deficits for the focus of treatment, many of these measures may be used as process measurements of therapeutic progress and as information for release considerations. Also, by establishing a record of assessments of an offender's behavioral change, maintenance of change can be evaluated after the offender is out of formal treatment. "Maintenance evaluations" could be performed at regular intervals or upon the request of a probation/parole officer who believes the offender may be resuming the relapse process. In this fashion, decisions about admission, release, and supervision may be made in a rational, data-based, manner rather than on the basis of clinical intuition alone.

Is the Match of Individual Offenders and Treatments Appropriate?

A reasonable range of therapeutic interventions is listed in the "Sex Offender Treatment Programs Statement of Standards". However, as mentioned previously, the assessment process does not identify the behavioral excesses and deficits of offenders as precisely as possible. Therefore, it is likely that the match between an offender's needs and the treatment program is not as close as possible. Despite this, since the treatment program applies the available interventions broadly across all offenders, the program should be able to meet the needs of most offenders.

It may be important to consider that broadly applying therapeutic interventions across a group of clients may not be the most efficient or effective treatment process. Treatment resources are expended inefficiently when therapeutic interventions are applied to clients who may not need them. Applying interventions to offenders who do not need them may also compromise therapeutic outcome. For example, socially skilled offenders who are required to take part in social skills training may conclude that they are being asked to engage in treatment that has no relevance to their actual problems.

The absence of readily identifiable process measurements of change also makes it difficult to determine whether the existing treatment components reasonably match offenders' needs. Process measurements would allow one to evaluate the extent to which each individual in therapy had benefitted from each treatment group in which they had participated.

Thus, the absence of a thorough assessment process logically suggests that the match between treatment and individual offenders is less than ideal. Use of a wide-range of interventions with offenders likely addresses most of their needs. However, this style of service delivery may compromise therapeutic efficiency and efficacy.

Level and Type of Staffing

The level and type of staffing within each program site appears generally adequate and, in some instances, excellent. Exceptions to this general pattern are noted below:

1. The Hiland Mountain program receives more funding than other programs and treats more offenders. This program has the highest public and political visibility. Therefore, this program should have the strongest direction.

The Program Director at Hiland Mountain is the only person in such a position who does not hold a terminal degree (i.e., Ph.D., M.D., D.S.W., etc.). Her professional training as a social worker (M.S.W.) does not permit her (in most states) to administer or interpret many psychological assessment techniques.

The Highland Mountain Program Director is a highly controversial person. Some of the staff with whom she works appreciate her strong convictions and willingness to "take on the management". However, most of the individuals contacted during this site visit did not regard her as an appropriate person for the

position of Program Director. The reasons for this claim ranged from her "overly confrontational, borderline abusive" therapeutic style, to her "blowing up" at institutional administration which some viewed as "making matters worse", to her inflexibility.

It may be advisable to have a terminally degreed individual whose professional training has prepared him/her to administer and interpret psychometric procedures, and to supervise others using such techniques. In addition, the person in this position needs to be able to respond assertively, not aggressively, to differences of opinion with supervisees and administrators. Since this individual may also be the leader in remediating a poor relationship between the Langdon Clinic and the Department of Corrections, the ability to tolerate ambiguity during conflict resolution will be essential. The person in this position also provides spiritual leadership to others working in the program. Their ability to manifest strength, confidence, and patience in times of distress is essential to effective program management.

2. The Fairbanks program contractually employs the facility nurse to conduct plethysmographic assessments. The nurse works every other week in the prison. This individual's work schedule makes it difficult to schedule evaluations and sometimes leads to cancellation of evaluations. As a result, offenders apparently have been released from the program without ever engaging in a plethysmographic evaluation. In addition, the dual roles of health care provider and plethysmographic technician may be conflictual

and disadvantageous.

3. If specialized Presentence Psychosexual Evaluations were to be used more frequently by the Court, additional mental health providers and funds may be needed to respond to the demand. Due to potential conflicts of interest, it would be advantageous that funds supporting these evaluations not come from the Department of Corrections. Funds for these evaluations should come from: 1) offender payments, 2) third-party payments, or 3) funds appropriated specifically for this use to the Judiciary, Prosecuting Attorneys, and Public Defenders.

4. A strong recommendation is made that a Central Director of Sex Offender Treatment should be employed to oversee and supervise all residential and outpatient sex offender treatment programs affiliated with the Department. Among the functions of this position could be: 1) Review and approve assessment and treatment procedures, 2) mediate and make recommendations for concerns of the Department and its contractual treatment providers, 3) chair the committee that approves outpatient providers, 4) respond to media inquiries about the treatment program (since responses made by treatment experts are generally more informative than those of administrators), 5) have direct input into Departmental policies that may affect treatment, 6) increase coherence of the residential and outpatient treatment programs, 7) enhance liaison with outside agencies whose support of the program is important (e.g., victims' groups) and/or whose function affects the ability to treat sex

offender effectively (e.g., the Judiciary), 8) provide the program with "an identity", and 9) provide emotional leadership to treatment providers. Given these functions, the individual in this position should possess a terminal degree in a mental health profession, experience in sex offender treatment, a demonstrated ability to manage treatment programs, and supervision skills.

5. Requests for proposals for outpatient and follow-up treatment programs should be separated from those used to solicit contractors for the institutional programs. In addition, it may be advantageous to develop smaller contracts with several vendors for outpatient/follow-up treatment services. This may allow more mental health practitioners to seek contracts to provide sex offender services, diminish the potential development of "group think" within a single group of professionals, and result in reduced contract costs.

6. Sex offender treatment programs can be run effectively with contractual mental health providers (as is the case in the Vermont's program). Alternately, the Department could seek to employ mental health providers to conduct the program.

In my experience, programs run by employees generally are less expensive than those run by contractors. Over time, programs tend to become dependent on a small group of providers. If programs become dependent on contractors, the potential exists that demands for sizable increases in compensation can occur. In the short-term, the Department may see little option but to yield to these

demands. In contrast, if the treatment program becomes dependent on services provided by employees, Cost-of-Living-Allowances often are regulated by the State at relatively low percentages. Within this scenario, the relative cost-savings of employee-run programs will increase over time. In addition, the hourly compensation of professional employees typically is less than that of contractors. However, the apparent savings are eroded since contractors are paid only for the number of hours of service provided while employees receive compensation for hours during which direct services are not offered (e.g., "down time").

Appropriateness of Institutional Milieu Versus Community-Based Treatment

Institutional and community-based treatment are two components of a comprehensive approach to sex offender therapy. Each component is essential to the creation of an effective treatment program.

Institutional programs need to exist to serve offenders who are at such risk of relapse (e.g., an excessive number of high-risk factors, inability to proscribe access to high-risk factors through probation conditions) that their treatment cannot reasonably be initiated in the community. Community-based programs need to exist to serve offenders who have been released from institutional programs or who have relatively few risk factors and whose access to risk factors can be minimized through special conditions of probation.

Few therapists, who have experience working with sex offenders, regard the sexual aggressor as "curable". No existing therapeutic intervention eradicates, across time and situations, the offender's sexually deviant fantasies.

However, many sex offenders enter treatment believing that therapy will affect a "cure". When suffering from physical maladies in the past, a quick trip to the physician and ensuing medication usually led to elimination of the disorder. Treatment has been something done to him, rather than an activity requiring his active involvement. Thus, the sex offender may enter treatment for sexual deviance with similar expectations about a quick fix that makes few personal demands.

Unfortunately, many treatment programs effectively promote the offender's belief in the possibility of "cure" by failing to prepare clients for the likelihood of lapses (i.e., a return to the moods, fantasies, and thoughts associated with the relapse process).

Similarly, institutionally-based treatment programs, functioning without associated outpatient follow-up groups, promote the deceptive assurance that treatment ends upon discharge. Clients who leave therapy with such misconceptions are primed for relapse. (Pithers, Cumming, Beal, Young, & Turner, 1989).

To avoid this problem, a comprehensive program must offer institutional, transitional, and community-based treatment programs for sex offenders. Maintaining this continuum of clinical services offers the greatest potential of assisting sex offenders to maintain enduring personal change and, therefore, provides the greatest measure of protection to society. All of the programs within this continuum must share the same theoretical orientation in order to maximize effectiveness.

Continuum of Treatment Services from High-Risk Community Education Groups through Intensive Aftercare

A continuum of treatment services for sex offenders is essential. A comprehensive array of treatment options allows offenders to receive the most appropriate treatment in the most appropriate setting. This permits optimal treatment outcomes without exposing the community to undue risk. In addition, prolonged involvement in outpatient treatment enhances maintenance of behavioral change, regardless of the initial setting in which treatment occurred.

Sentence Criterion for Residential Treatment. As was mentioned previously in this report, the "Statement of Standards" calls for incarcerated sex offenders to enter one of the three treatment programs "within 18 months to six years of projected release/parole eligibility date. Inmates with the least amount of time left to serve will be given a priority for admission into the

program" (p. 8). The potential flaws in this procedure were detailed in an earlier section of this report (See "Length of Treatment; Treatment Phases; Treatment Intensity").

I suggest the following changes in procedure for consideration. Sex offenders sentenced to prison should be housed initially in an institution containing a treatment program. While at this facility, the resident should be required to take part in a brief orientation to the correctional system and its sex offender treatment programs. This process would counter the disinformation about the program arising out of the prison culture and the resulting anxieties that inhibit some offenders from entering treatment. At the end of this phase, offenders should be asked to sign a form indicating their interest or disinterest in being evaluated for the program. Offenders who indicate their disinterest should be required to sign the form again at regular time intervals. This process would avoid the pitfall of offering offenders only one opportunity to gain entry to treatment or placing total responsibility on the offender for initiating a second approach.

It may be useful to identify different treatment tracks, one of which would offer prolonged intensive treatment and the other providing shorter educational interventions. Offenders whose assessment data and sentence length make them appropriate for prolonged intensive treatment would be sent to programs similar to those currently in existence. Rather than attempting to fit

"short-timers" into the intensive programs, a more educational approach, focused on victim empathy and life skills (e.g., relapse prevention, emotional management, sex education) may be employed. The program intended for "short-timers" could also be used as a "pre-treatment" program for offenders from other cultures, easing their entry into the intensive treatment program.

Outpatient/Follow-up Treatment. Follow-up services for sex offenders released from institutional treatment programs are essential. Currently, the Department provides funding for one-year of follow-up treatment. After that time, the offender assumes responsibility for payment.

One-year of follow-up service is better than no service during an important transitional phase. However, if the intent is to maximize community safety, two shortcomings to this plan are evident. First, while research suggests that rapists may be at the highest risk of relapse during the first year after release from incarceration, child abusers are at the highest risk of relapse only two to three years after release. Thus, the one year follow-up does not cover the period of highest risk for pedophiles and incest offenders. Second, the one-year follow-up period begins when the offender is placed on furlough, not when the offender is released from the correctional facility. The potential exists that the year of Departmentally-supported treatment could expire shortly after the offender is released from the correctional facility.

Regardless of the Department's willingness to pay for sex

offender's follow-up treatment, the recommended duration of follow-up services should be prolonged. The percentage of offenders who reoffend increases with greater time-at-risk. However, one researcher (Nelson, personal communication) has asserted that the greatest percentage of reoffenses occur within the first five years after treatment termination. Thus, given the improbability of funding or legislation that would permit life-long probation/parole supervision of sex offenders, mandating a five-year period of follow-up treatment and probation/parole supervision would represent a reasonable compromise.

Different problems arise once offenders are required to assume financial responsibility for their own treatment. Many offenders work seasonally and may neglect to budget finances. This problem potentially could be dealt with by enhancing offenders' life management skills or through a parole condition requiring seasonally employed offenders to make regular payments in a "treatment escrow account". In addition, some seasonal work requires offenders to be away from their home community for months at a time, making impossible regular attendance at treatment groups. This problem could be resolved by prohibiting offenders from seasonal employment that takes them away from home, requiring them to complete regular homework assignments in workbooks during their absence, or using collateral contacts who have been informed about the offender's relapse process as sources of information about the offender's maintenance. As an example, collateral

contacts could be requested to routinely complete a form, listing an offender's high-risk factors, by checking off any risk factors that have been observed.

Data from a Fairbanks Probation Officer suggests that offenders in treatment commit fewer violations than those not in treatment. Therefore, in addition to protecting community safety, follow-up treatment could potentially represent a cost-savings relative to probation/parole violations which result in incarceration. Therefore, if the Department intends to shift allocations for sex offender treatment, consideration should be given to enhancing (e.g., more frequent assessments, offering couples' therapy) and prolonging the period of follow-up treatment in the community.

Another way of shifting available treatment funds would be for the Department to fund group therapy only and/or to fund this treatment only for indigent offenders. Offenders who require individual therapy could be required to pay for some portion of their treatment. Alternately, individual therapy could be funded for a specific offender if treatment providers can demonstrate the need. Offenders who have the capacity to pay for services should be required to pay. Failure to impose this burden on offenders who possess financial resources shifts the burden to the taxpayers of Alaska. Clearly, the burden should be placed in the hands of the individual whose behaviors are responsible for the existence of the need, not the public victimized by those behaviors.

Requirement that Released Sex Offenders Live in Anchorage. To facilitate group follow-up treatment, sex offenders released from Hiland Mountain are required to reside in the greater Anchorage area regardless of whether this was their original community. In part, this decision appears motivated by a dearth of specialized treatment providers and a desire to keep offenders in an area of Alaska readily accessible to Parole Officers. At the same time, these individuals are not permitted to associate with other former inmates who also were in the prison-based treatment program.

Particularly in the case of Native Alaskans to whom community is meaningful, and to offenders from very isolated regions, the need to reside in Anchorage and avoid contact with other former program participants may be countertherapeutic. One concern is that these circumstances could predispose offenders to experience precursors to sexual abuse (i.e., profound loneliness, anger resulting in "victim-stancing", seeking relief from boredom and difficult emotions through substance use/abuse). Parole Officers reported that such offenders are more likely to seek companionship in self-defeating ways (e.g., bars).

High-Risk Educational Groups. High-Risk Educational Groups are a very recent innovation in the overall program structure. They are intended to help prepare offenders who have not been in the prison-based programs to take part in the outpatient groups. Early opinions about the High-Risk Groups range from "they may be useful, but its too early to tell" to "they don't seem to be

working".

My experience suggests that the success or failure of such an effort depends largely on the criteria used for entry to such groups. The groups tend to work effectively when used to treat offenders who are motivated for treatment, but who have been unable to enter treatment as a result of factors beyond their control (e.g., lack of available bedspace in an intensive program, a sentence structure that prohibits entry, etc.). The current criteria for inclusion in these groups are: 1) program drop-outs, 2) offenders terminated from treatment, and 3) offenders who have refused treatment. Given these criteria, my belief is that these groups may represent a poor investment of treatment resources.

These groups tend to be a relatively poor investment when they represent a "last ditch" effort to reach offenders who deny responsibility for offenses or who have expressed ongoing disinterest in changing their behaviors. Generally, few of these individuals will be motivated by a time-limited intervention to pursue more intensive treatment. Rather than using precious treatment funds in an effort to persuade the unconvinced, the funds may be put to better use by prolonging the outpatient follow-up treatment of more motivated offenders.

Evaluate Centralized Versus Regional Delivery of Institutional Treatment Services

Whether to centralize or regionalize services is a complex issue. Given the current state of the individual sex offender treatment programs in Alaska, and the relationship between contractual treatment providers and the Department, this consideration becomes still more complicated.

If a centralized program was the favored option, the obvious choice would be to place the program at Hiland Mountain. Hiland Mountain and Anchorage vicinity offer: 1) the most "treatment-friendly" physical plant; 2) the greatest opportunity to have flexibility of choice in contracting with treatment providers; 3) proximity to the state's population center (offering the greatest opportunity for offender employment); 4) nearby universities which would offer the potential of interns from graduate training programs and enhanced resource development through library and research resources. However, the working relationship between the Department and the contractual treatment providers at the Langdon Clinic currently is strained. If the Department opted for a centralized program, the potential exists that the Department might need to contract with other mental health professionals in the Anchorage area to provide services.

Several structures for service delivery are apparent:

- 1) multiple, equivalent programs (i.e., the current service delivery structure);
- 2) a single, intense, centralized program; and
- 3) an intense centralized program that receives offenders from regionalized, pre-treatment programs. This list ignores another

yet another option of having different treatment programs for distinct populations (e.g., Native Alaskans) since I do not believe this is necessary if treatment providers exercise creativity in adapting the current treatment model.

The most expensive model is the current one, involving several distinct and intensive treatment programs conducted at different sites. Assets of this model are that it: 1) allows treatment of the greatest number of offenders; 2) permits creation of highly specialized programs (e.g., intellectually low functioning, female offenders); 3) fosters treatment of offenders closer to their home, facilitating family treatment and release planning; and 4) spreads ownership of the program more widely. Potential liabilities of this model include: 1) the administrative costs affiliated with each site; 2) the potential for destructive lack of integration of, or rivalry between, sites (in the absence of an Central Director of Sex Offender Programs).

A single intense treatment program would: 1) minimize ongoing management problems. However, the liabilities associated with this model in a state of Alaska's geographic enormity are immense. These include: 1) the lack of geographic proximity to the program minimizes the involvement of critical resources (e.g., supervising Parole Officer, outpatient mental health providers, offenders' families); 2) large, centralized programs often result in less individualized attention to the unique characteristics of each offender; and 3) documentation of assessment and treatment

sometimes is less adequate in immense programs than smaller ones.

My recommendation would be to consider working toward a centralized program that receives offenders from one or more regional pretreatment programs. Regionalized, pre-treatment programs could be implemented at the higher-security facilities typically used to house offenders when they first enter the Department's custody. At these pre-treatment sites, offenders sentenced for sex crimes (and who meet minimal criteria (e.g., not a career criminal) could participate in a mandatory inmate orientation that includes basic information about the sex offender program. After this orientation is concluded, offenders could then be required to sign a "treatment interest" form indicating whether they wish to take part in a pre-treatment program or to be removed from the "treatment track" altogether. Some offenders who initially deny interest in treatment later change their mind. Therefore, offenders who choose not to participate in treatment should be requested periodically to sign the "treatment interest" form.

I believe that the Department and the Parole Board should be encouraged to adopt separate policies that would not reward sex offenders who decide not to participate in treatment. If one believes that treatment is essential to enhance community safety, sex offenders who do not take part in treatment should not be released prior to offenders who have the courage to choose the more difficult path of taking part in treatment that requires personal

change. To fully invoke a system that does not reward offenders who avoid treatment, and which protects society from such offenders for a longer period of time, presumptive sentencing may need to be eliminated.

Pretreatment groups could be used to prepare offenders for the intensive, centralized treatment program. The pretreatment phase could be used to familiarize some offenders with the fundamentals of group treatment (e.g., the need to make personal disclosures, the need to listen actively to other group members). Some literature suggests that pretreatment exposure to group therapy can enhance treatment outcomes for individuals from lower socioeconomic levels. Some of the topics covered in pretreatment groups could include: 1) recidivism rates for treated and untreated offenders, 2) child/human development, 3) effects of sexual/physical/emotional abuse on children and adults, 4) types of denial of responsibility for sexual abuse and their impact on the treatment process, and 5) dealing with family and friends who have supported denial, including the possibility of couples' and family therapy. Within this structure, pretreatment could be a method for addressing issues pertinent to subcultural groups which might otherwise interfere with their ability to participate meaningfully in intensive treatment.

Once an offender has completed the pretreatment phase (as reflected in assignments and process assessments), he could be transferred to the centralized, intensive residential program.

This program could be conducted at a less secure facility since sex offenders' custody levels usually drop rapidly soon after incarceration. It would involve more mental health professionals, and more frequent and more specialized treatment groups, than the pre-treatment program. Among the topical groups at the centralized program could be: 1) victim empathy, 2) personal victimization, 3) behavior therapy for arousal disorders, 4) emotional management, 5) relapse prevention, and 6) release planning. Again, completion of the intensive program would be defined by phase criteria including completion of assignments, behavior in the prison and in treatment groups, and signs of constructive change on process assessments.

As suggested previously, community reintegration is more complicated when offenders are treated in a centralized program that is far away from their home communities. To enhance maintenance of therapeutic change and community safety, a structured release program should be established. The following paragraphs describe the transitional release process employed in the Vermont Treatment Program for Sexual Aggressors. These paragraphs are included in this report only as an example of one type of a progressive release sequence.

At an appropriate stage of treatment and under adequate supervision, each offender practices his newly-acquired behaviors in the community on time-limited passes. When an individual demonstrates continued progress in residential therapy and appropriate behavior

during furloughs, he is placed on work release. This enables the offender to obtain employment in the community, but requires him to return to the correctional facility during non-work hours. After a period of successful work release, the offender receives extended furloughs. During this phase of treatment, the client resides in a halfway house or in the community, but his freedom of movement is restricted to approved locations at designated hours. During the work release and extended furlough phases of treatment, the client continues to participate in treatment at the facility. He also begins to attend outpatient therapy groups which will be the sole source of treatment once he is released on parole. If the offender demonstrates highly appropriate behaviors throughout the extended furlough treatment phase, he is recommended for parole. Upon receiving parole, the client is mandated to attend outpatient therapy groups facilitated by specially-trained treatment providers.

In this manner, the transition from residential to outpatient treatment is accomplished in a carefully controlled, progressive manner. Since family members and probation and parole officers represent important resources in monitoring the behaviors of sex offenders, clients are required to sign confidentiality waivers and

to inform these individuals about their risk factors and offense patterns. By following this structured and collaborative approach to treatment and maintenance of change, the probability of therapeutic success and community safety may be enhanced. (Pithers, Martin, and Cumming, 1989).

Obviously, only those sex offenders who appear to have benefitted from treatment should be considered for this transitional process. In addition, the process must be monitored carefully. The situations to which the offender has access must be selected with care to avoid exposing an offender to extremely high-risk factors. The offender should be supervised by someone who is trained in the relapse prevention model.

Departments of Corrections have become increasingly nervous about establishing pre-release programs for offenders. For offenders who have participated in treatment and demonstrated behavioral change, a structured, supervised, progressive release process enhances community safety. Clearly, this process will be associated with lower recidivism rates than releasing offenders from correctional facilities directly to the community without the opportunity to establish a support network that is informed about the precursors to his offenses.

Extent to Which Sex Offender Programs Are Integrated within Institutional Settings

The extent to which sex offender treatment is integrated

within the institutional setting varies across settings. The Hiland administration appears ambivalent about the program, possibly as a result of conflicts with the Program Director and the Langdon Clinic. The Lemon Creek administration values the program and has made accommodations in the physical plant and work schedules to support it. The Fairbanks administration strongly wants to preserve its program.

Before discussing integration with institutional management, it is important to address integration with Department-wide administration. One of the most frequently voiced frustrations heard during site visits concerned the Classification Director's refusal to give priority to the needs of treatment programs and sex offenders seeking treatment. As a result, treatment programs have had empty beds for as long as 6 months while offenders accepted into treatment have awaited transfer. In another case, the Classification Director transferred sex offenders out of a treatment program even though these offenders were actively involved in treatment and the treatment team had requested that program residents not be transferred.

A number of potential problems may be caused by the failure to assign priority to transfers of sex offender into existing openings in treatment programs. One of the most salient concerns is the possibility of litigation arising from the failure to treat willing sex offenders when bedspace in the treatment program has been available. In addition, contractual funds are expended less

efficiently when vacancies exist. Therapists are paid the same amount whether they treat 8 offenders or 5 offenders; paying them to treat 8 offenders obviously is the better deal. Vacancies in treatment programs also affect the treatment process and offender motivation. When treatment teams are aware that transfers into the program occur slowly, they may permit resistant and disruptive offenders to remain in the program longer than advisable. In fact, this already has happened in one of the programs. Some of the offenders with whom I met expressed frustration that some disruptive and belligerent offenders had not been removed from their treatment program even though they had initiated a request that these offenders be removed. Treatment staff also are less consistent in enforcing rules. They may become more reluctant to remove offenders from the program on a temporary basis (30-60 days) for disciplinary purposes.

Clearly, the Classification Director should be encouraged to prioritize transfers for treatment programs. The Department's sex offender treatment programs are specialized and should not be treated as if it were any other correctional program. Sex offender treatment resources are expensive. The Department cannot afford to waste resources that are sorely needed by offenders for even one month, let alone six. The Commissioner's support may be needed to develop policies or a supervision mechanism that will ensure that the Classification process facilitates immediate transfers of sex offenders for treatment purposes.

Hiland Mountain. At Hiland Mountain, the program received unequivocal support during its early days. If any error in program management took place, it was supporting the program with such enthusiasm that sufficient oversight did not occur. In more recent days, the Department has exercised much greater control oversight of the contracts for services.

It is not possible for me to determine whether the program has ever been integrated within the institution. However, it is evident that the program is not currently integrated with the institutional management. One individual summarized the situation, "Power and control are at the heart of the matter. Its a turf issue. Whose jail is this? Whose program is this? The program was designed to be shared but it isn't." Yet another individual commented, "There is a real problem with contractors being willing to work with the Department. Most contractors try to dictate terms to the Department." Many of the upper-level professionals interviewed and the documents reviewed during the site visits reflected the sense of struggle for control of the program.

In the struggle to determine who will control the program, at least some of the integrity of the program has been sacrificed. The reality is that this is a treatment program that exists within a correctional setting. Contractual mental health professionals can not be permitted to control Departmental and institutional policies and procedures. However, they reasonably may expect to be consulted for input when the Department or institution are

considering policies and procedures that could affect the program. Similarly, Departmental and institutional personnel should not assume the expertise to make unilateral decisions that affect the treatment program. However, since the Department funds the program and the program is housed in an institution, the Departmental and institutional administrators should have the opportunity to approve changes in the treatment program that affect Departmental policies and procedures.

Lemon Creek. The Lemon Creek program has suffered historically due to frequent changes in therapeutic staff supplied by the Tongass Community Counseling Center. Reportedly, these changes were the result of the dissatisfaction of treatment providers at Tongass with their own administration. As a result, the providers left the Counseling Center. These administrative problems apparently have been resolved and the Tongass staff currently involved in the Lemon Creek program appear highly motivated, creative, and have developed an excellent relationship with the institutional administration.

Approximately one year ago, Lemon Creek modified and dedicated one unit of the prison for sex offenders in the treatment program. Additional modifications in the physical plant were underway at the time of the site visit to complete a professional space for plethysmographic evaluations. The administration has agreed to allow offenders to be freed from work assignments to attend treatment groups. Since treatment groups occur almost daily, this

represents a significant gesture on the part of the institutional management. It is also exactly the type of support needed to allow treatment programs to blossom.

The management team at Lemon Creek regards the Tongass staff as doing "a good job" and "exceeding state standards". The only comments approaching criticism involved a belief that the anger management treatment component could be shored up and the desire that treatment providers would be willing to run treatment groups during evening hours.

Decisions about offenders are made by a treatment team composed of treatment professionals and institutional staff. Disagreements emerge, but the team usually processes decisions to consensus. Authority issues have not emerged.

Fairbanks. Fairbanks also houses program residents together on a special unit. The institutional administration regards the treatment program as offering an operational resource to the facility since they are able to go outside the building to work. Since 40 to 60% of the population in Fairbanks are pre-trial detainees who cannot go outside to work, the 28 sex offenders in the treatment unit perform most of the maintenance work around the institution.

Institutional management expressed concern as to whether a long-term treatment program can continue to be housed in a booking facility, especially as overcrowding becomes more problematic. The population cap at Fairbanks will be 183 in January 1982. The

institutional management believes that meeting this cap would necessitate transferring all sex offenders elsewhere, with the population at Fairbanks becoming a mixture of detainees, offenders with short sentences, and individuals awaiting release. It should be noted that in December 1990 approximately 8 to 10 prisoners were transferred to meet a population cap of 202. Some of the transferred prisoners were involved in the treatment program. The Departmental Classification Officer ignored input from the treatment teams request to refrain from transferring sex offenders actively involved in treatment. The Classification Officer is viewed as having made a "clear, clean decision that ignored treatment needs."

There may be other grounds for concern that the Fairbanks administration may fail to keep sufficient boundaries between the treatment program and institutional management. The Chairperson of the treatment team is also the Chairperson of the classification committee. While this individual may be able to keep separate her roles in the two committees, her dual role is open to being perceived as a conflict. In the management of treatment programs it is important not only to avoid improper conduct, it is important to avoid even the appearance of questionable conduct. Integration of treatment programs within institutions is important, but blurred boundaries should not be mistaken for integration.

Fairbanks has enjoyed contracting with the same treatment providers since September 1985. The institutional administration

and contractual treatment providers enjoy a close relationship.

Use of Depo-Provera within Institutional Treatment Programs

Provera, the trade name under which Upjohn markets Medroxyprogesterone Acetate, is a synthetic female hormone that, when used with males, lowers the level of male hormones (androgens) circulating in the blood stream. Depo-Provera is the name given to the form of Provera that is administered through muscular injection. Androgens are believed to be associated with both sexual and, to some extent, aggressive behaviors in males.

A very small percentage sex offenders experience obsessive fantasies about sexual abuse. In some cases, despite the offender's best intentions, these fantasies seem to intrude into the individual's consciousness.

Their situation is somewhat analogous to that of an individual who hears a song over the radio early in the morning. Occasionally, people will find themselves hearing the song inside their head without conscious intent. Sometimes, throughout the course of an entire day, the song will continue to intrude into their thoughts to the point where it becomes quite annoying. The song may continue to be heard until the individual retires for the evening. However, upon arising the following day, the song typically is no longer heard.

For some sex offenders, fantasies of sexual abuse are similar to that intrusive song. Only the song of sexual abuse may be

present every morning when the offender awakens and throughout every day of his life. There is not the promise that the song will end with a good night's sleep. Some offenders experience such powerfully intrusive sexual fantasies that they have difficulty attending to the content of treatment groups without being distracted by their fantasies. Obviously, for such individuals, additional forms of treatment are warranted. Rather than feeling like some sort of medicinal thought control, access to the relief offered by Depo-Provera may feel like a wonderful gift to some offenders.

It must be noted that Depo-Provera does not change the offender's sexual preferences. If, prior to administration of Depo-Provera, an offender experienced greater sexual arousal to fantasies of young boys than adult females, he will still experience greater arousal to young boys after he is placed on the medication. It simply will take the offender longer to become aroused under Depo-Provera. The increased latency of arousal provides the offender with a greater opportunity to remove himself from situations in which sexual abuse is possible.

Depo-Provera appears to effectively disrupt the frequency and strength of internally-generated, obsessive fantasies in some sex offenders. That is, the medication reduces the incidence of fantasies occurring in the absence of external stimulation (e.g., presence of a child, photographs of children). However, external stimuli associated with child abuse often continue to evoke sexual

arousal, although it takes the individual longer to become aroused. Thus, even with Depo-Provera, offenders cannot be permitted to have contact with stimuli that may predispose sexual abuse.

Depo-Provera also is not effective with all sex offenders. Few sex offenders have androgen levels that are higher than average. Therefore, it is crucial that this medication not be regarded as a magical, "silver-bullet". It is simply one of a number of therapeutic interventions that may be useful, but whose use needs to be determined on the basis of each offender's unique constellation of personal assets and deficits.

It must be mentioned that while Depo-Provera is approved by the Food and Drug Administration (FDA), it is not approved specifically for use with sex offenders. However, physicians have the ability to use an FDA-approved medication for unapproved uses as long as their use of the medication is sound and defensible. Given this situation, I would suggest that Depo-Provera only be employed after provision of informed consent. Since incarcerated offenders represent a special group whose ability to provide true informed consent may be compromised, I recommend that the explanation and signature of the informed consent document should be monitored by an outside party (e.g., the offender's attorney). The person monitoring the consent process also should sign the document as a witness. Provisions for discontinuation of psychohormonal treatment must be stated explicitly in the consent document.

As mentioned previously, some sex offenders experience such intrusive fantasies that they are unable to pay attention during treatment groups. Obviously, program residents who cannot attend to the content of treatment groups are not going to benefit from them. Therefore, it is important to provide such individuals with access to a psychohormonal treatment that may enable them to derive greater benefits from group interventions. Depo-Provera is one such form of treatment.

All medications can have undesirable side-effects (e.g., aspirin can cause bleeding from stomach lining). Depo-Provera also is associated with a range of negative side-effects, most notably weight gain and increased blood pressure. Therefore, I suggest that this medication only be considered for use after other forms of treatment (i.e., behavioral therapies to change sexual arousal patterns) have been employed and found ineffective.

Extent to Which Developmentally Disabled Sex Offenders Are Treated Effectively

I am unable to comment on the extent to which developmentally disabled sex offenders are treated effectively. Unfortunately, the site visits did not afford an opportunity to acquire information that would allow a response to this issue.

Role of Specialized Probation and Parole Officers

It is important to avoid endorsing the myth that specialized treatment alone is sufficient to reduce the recidivism rates of sex

offenders. Sex offenses generally are not the result of psychiatric or medical disorders, but rather the manifestation of a choice to engage in a violent, criminal act. Since sex offenses are the result of choice, not the manifestation of a "disease", no existing form of treatment that can "cure" sex offenders. No form of treatment has the power to remove the offender's ability to make decisions. Since sex offenses are the result of choice, sex offenders can learn to control their abusive patterns.

Since even successfully treated sex offenders occasionally will choose to indulge in abusive fantasies and or precursors to abusive behaviors, it is essential that Probation and Parole Officers become involved in supervising the offender's behaviors. Specialized supervision enables detection of offense precursors at the earliest possible moment.

Criteria used to assess risk of general criminal offenders have little relevance to sentencing considerations with sex offenders. Very few Probation/Parole Officers in Alaska appear to possess specialized skills in preparation of Presentence Investigations or in supervising sex offenders. Specialized Probation/Parole Officers are a critical missing link in the development of a comprehensive approach to the treatment and management of sex offenders.

The three specialized Probation Officers with whom I met (two in Anchorage and one in Fairbanks) appeared highly motivated, wondrously skilled, and largely have pursued training opportunities

and readings on their own. They firmly believe there is great need for more specialized officers in Alaska. I concur.

Clearly, there is a pressing need to identify more Probation/Parole Officers to work with sex offenders and their treatment providers. Specialized Probation Officers are needed to support triage of sex offenders at the Presentence Phase. At the supervision stage, specialized Probation/Parole Officers are able to identify and monitor for precursors that are unique to each sex offender. By monitoring for precursors specific to each sex offender rather than the entire constellation of risk factors for general criminal offenses, the efficiency and efficacy of supervision is increased. In addition, specialized Probation/Parole Officers can work to create a collateral network that is fully informed about the sex offender's risk factors for sexual abuse. Thus, community members who have more frequent contact with the sex offender than the Probation/Parole Officer are able to identify the offender's risk factors and inform the offender and supervising officer of their observations. Thus, providing interested Probation/Parole Officers with routine, periodic, specialized training on sex offender supervision represents a crucial step toward creating a comprehensive, integrated program of treatment and supervision.

Large caseloads are a major inhibitor to Probation/Parole Officers who are interested in working with sex offenders. Supervising sex offenders effectively requires more work than

supervising other offenders. While generalizations are generally unfair, sex offenders often are more skilled manipulators than other offenders. Therefore, closer attention needs to be paid to their behaviors and statements. It takes time to develop the collateral supervision network that is critically important in monitoring the offender's risk factors for sexual abuse. It takes time to meet with treatment providers and discuss the significance of nuances of the offender's recent behaviors. Sex offenders are at high risk of relapse and their reoffenses can create horrible damage to another person. Thus, the emotional demands of supervising sex offenders are greater than with other offenders. Probation/Parole Officers working with sex offenders clearly need to be given smaller caseloads. By having other Parole Officers supervise high caseloads of low risk offenders, it may be possible to manage the creation of specialized sex offender Parole Officers.

Another inhibitor to Probation/Parole Officer specialization is the lack of routine, periodic training in this field. Trained Probation/Parole Officers can make a major difference in the effort to develop a systemic approach to sex offender treatment and management. Trained Probation/Parole Officers can indirectly educate other components of a comprehensive system (e.g., prosecutors, defense attorneys, Judges) by preparing reports that describe the reasoning underlying their recommendations. Through their work, treatment programs become empowered and understood by others whose work directly affects the treatment process. Training

on preparation of specialized Presentence Investigations and supervision strategies for sex offenders should occur regularly at periodic intervals.

Probation/Parole Officers working with sex offenders also should be supported through the creation of a regional or statewide network. Providing the resources for specialized Probation/Parole Officers to meet quarterly (at a minimum) would allow them to share newly acquired skills or information, enhance consistency of approach, and provide emotional support.

It should be noted that some treatment providers expressed concern that Probation/Parole Officers were not sufficiently supportive of treatment. Among the occurrences leading to this concern were: 1) a Probation Officer's statement to an offender that the educational group for high-risk offenders was equivalent to a treatment group, 2) new Probation Officers who were not aware that a supervision manual exists and was used as the basis of a training session 6 months earlier, 3) a Probation Officer's neglect to take action for 2 weeks after being informed that a high-risk sex offender was drinking alcohol, and 4) Probation Officers permitting sex offenders to meet the requirement to engage in treatment by seeing unspecialized therapists in individual treatment. These countertherapeutic episodes may be a sign of lack of specialized training, rather than an indication of lack of concern or malfeasance.

Existing Program Evaluation Procedures

Currently, the only evidence of program evaluation is the site visits performed by Robert Freeman-Longo. These reviews have provided useful information about the extent to which treatment providers and programs have adhered to the "Sex Offender Treatment Programs Statement of Standards" and deserve to be continued.

In addition to these reviews, it is essential that the program implement process and outcome evaluations. Process evaluations are essential to validate the effectiveness of the various treatment modalities called for in the "Statement of Standards". This type of evaluation will facilitate revisions in treatment components to enhance their efficacy. Process measurements of offenders also may be crucial to defend the program when it is publicly scrutinized for releasing an offender who later relapses. A major reason for the collapse of some sex offender treatment programs was their inability to demonstrate a rational and defensible basis for the decision to graduate or release an offender who then committed an egregious relapse.

Prior to making irreversible decisions about the nature of the treatment program, an outcome evaluation should be performed. The outcome data from each treatment site should be analyzed separately. Since an outcome study is to be conducted under the consultative supervision of Dr. Janice Marques, recommendations for outcome evaluations are not included in this report.

Outcome evaluations based on recidivism data should be

interpreted with extreme caution. The maximum percentage of recidivistic offenders that one can reasonably expect to identify is constrained by the percentage of offenses that are reported to authorities. Thus, if one assumes that only 10% of all rapes are reported to authorities and that the perpetrator of each reported rape is apprehended, the highest recidivism rate that one can reasonably hope to identify is 10%. Therefore, one must be exceedingly cautious about basing decisions solely on recidivism data. At the same time, recidivism research needs to be conducted if only because it is often the first, and sometimes the only, item of information requested by groups providing oversight of the program.

Additional Information Regarding Specific Programs

Hiland Mountain Sex Offender Treatment Program

The majority of the documents reviewed during this consultation concerned the program at the Hiland Mountain Correctional Center. These documents either raised concerns about this treatment program or contained responses to expressed concerns. Some of these documents conveyed strong emotions about the nature of the Hiland Mountain program. Given this debate, and the central role that this site plays in the Department's planning, the Hiland Mountain Sex Offender Treatment Program received closer scrutiny than the other programs.

Operation of the Hiland Mountain Program. Historically, the Hiland Mountain program operated with considerable autonomy from the central office and institutional staff of the Department of Corrections. From a contractor's perspective, autonomy offers the ability to create effective treatment programs by flexibly responding to the changing demands of the clients and the setting.

From the Departmental perspective, offering autonomy to contractors is an act of trust based on assumptions that the contractor: 1) offers highly professional services, 2) offers these services in a manner that is beyond reproach, 3) will inform the Department when conditions arise that require Departmental action (e.g., changes in contractual terms, recommendations for changes in facility operation to enhance treatment), and 4) is sensitive to the security needs and procedures of the correctional system. When any of these conditions are open to question, adequate management of a program requires that some measure of oversight be instituted by the Department, at least until sufficient trust is regained to permit resumption of more autonomous functioning.

Issues leading to need for greater oversight. Some actions of the current contractor for the Hiland Mountain program, the Langdon Clinic, have resulted in the Department electing to institute greater oversight of the contractor. Some of these actions (e.g., billing for work not done, failure to keep appointments reliably) apparently were performed by individuals no longer associated with

the Langdon Clinic. Some of the actions are more difficult to defend (e.g., billing for several months services to a deceased person). Increased Departmental oversight is manifested in closer monitoring of invoices for payment of services, shorter contract durations, and a greater role in program management by institutional administration.

Many of the Departmental staff at Hiland Mountain endorsed the therapeutic model that serves as the basis for the sex offender program, but expressed great concern about how some of the Langdon Clinic staff have implemented the model. Among the more pointed comments were: "The program is essentially dishonest. It says it is voluntary but it isn't." "Stereotyping of offenders is abundant." "The program is too secret. It doesn't share information with others." "Everything is black-and-white, wrong-and-right. There is no gray." "Some of the therapists are arbitrary, abusive, and use a double-standard." "There is no modeling of constructive behaviors." "Groups appear too assaultive." "There is no reward for involvement in treatment. They fail to recognize progress." "Some of the providers are here for the power and the money." "Hiland staff are afraid to say what they think because they see Langdon as having the power. They're afraid to disagree because they are afraid of being ridiculed or regarded as a fool." "Langdon is too powerful." "Compassion is lacking, ridicule has taken its place." "Samenow's work has been taken to an extreme and abused." "Some of the therapists don't

care about a therapeutic relationship. Its more of a power relationship." "When there was a waiting list [for the treatment program], they were ruthless." "[The Program Director] sets the wrong tone for the program. She's very controlling. She's a nice person in many ways, but very volatile." "I no longer feel able to tell offenders to be honest and everything will work out okay. This gets offenders to the medium level [Phase Two], but not to the high stage of treatment [Phase Three]." "The treatment model seems appropriate if the practitioners implement it well. I see some problems with personalities that affect implementation." "Failure to tailor goals to special populations may make treatment self-defeating." "There needs to be greater clinical oversight of the contractor and the current contractor may not respond favorably."

Greater oversight appears warranted at the moment. However, after years of autonomous functioning, closer supervision doubtlessly feels intrusive. From the contractor's perspective, increased oversight is perceived correctly as a sign of damaged trust. The contractors perceive the closer supervision to have been imposed without discussion. The contractors believe that the behaviors of a former colleague have caused, in large part, the closer oversight. Concern exists about how long they will be held responsible for that individual's behaviors. Thus, considerable frustration exists about the current level of oversight and the way in which this oversight has been implemented.

The Langdon staff understandably is concerned about the way in

which they are viewed by the Department. Unfortunately, the situation has been compounded by the manner in which a few of the Langdon staff have demonstrated their frustration. The Program Director appears embroiled in the current atmosphere of distrust and appears to perceive the conflicts as personal attacks and as a struggle for control. Her strong emotional response makes more difficult efforts at resolution and restoration of trust.

As the Department has managed contracts more actively, some decisions have been made without notifying the contractors. While oversight appears necessary at the moment, some Departmental responses may interfere with program operation and treatment. The local administration of Hiland Mountain has asserted the right to veto decisions made by the treatment team. Regardless of its intent, within the prevailing climate between the Department and contractor, the administrator's ability to veto treatment team decisions carries a powerful message of distrust of the contractor's clinical judgment. While the administrator should have the authority to veto treatment team decisions as a result of concerns for facility security, this individual should not be permitted to override clinical decisions made by the treatment team.

Concerns of the Contractor. The Langdon Clinic expresses concern that both the Department and some of their own staff might be "digging a deeper hole" for themselves. They experience the relationship with the Department as being so frustrating that they

have considered not renewing the contract. The Langdon staff regard the current Departmental approach to their work with sex offenders as micromanagement without macromanagement: the details are being scrutinized while more global issues are neglected.

Among the issues concerning the Langdon staff are: 1) six month contracts, which make treatment planning and recruitment of staff difficult; 2) close review of invoices and refusals to pay for disputed services; 3) the addition of clauses to contracts for Fiscal Year '91 after the contract was signed; 4) modification of the treatment standards without input from the contractors; 5) appointment of Wing Counselors to the treatment program without input from their staff; 6) failure to provide contractual funds to support administrative or indirect costs and research; and 7) the sense that security appears to have taken precedence over treatment concerns.

Potential Steps to Resolution. A clear potential exists that the trust between the Department and the Langdon Clinic has been breached beyond repair. Restoring this trust will require work and a willingness to take some risks. One of the necessary risks is open discussion of the current level of distrust, the basis for this distrust, and concrete changes that may permit development of greater trust. Currently, both the Department and contractor appear to be failing to share information openly. Each perceives the other as keeping secrets, generating suspicion about motives bordering on paranoia.

If the Department and the contractor want to resolve the current distress, a number of steps may be helpful over time. An initial mediated meeting may help to clear the air. Additional steps might include: 1) delineation of who is responsible for making decisions regarding overall program management, individual treatment decisions concerning clients, and decisions regarding the way in which the treatment program relates to the institutional environment (e.g., assignment to and supervision of Departmental personnel in the treatment units); 2) discussion of the implications of the last report prepared by Robert Freeman-Longo; 3) resolution of the personal disaffiliation between the Program Director and Warden at Hiland Mountain; 4) negotiations to clarify ownership of information generated from the program; and 5) discussion about the extent to which the current level of program oversight will be maintained or modified.

It is recommended that the following steps be considered:

- 1) Overall program management should be the primary responsibility of a new Departmental position mentioned previously, Director of Sex Offender Treatment Programs. This person should make decisions about program management with input from clinical contractors and, as necessary, institutional and central office management. Treatment decisions regarding clients should be made by the treatment team alone, without the involvement of the Director of Sex Offender Programs.

Since the treatment program exists within a prison, security

concerns occasionally may need to take precedence over therapeutic judgments. Thus, the institutional management team should have the authority to override treatment team decisions, but solely for security concerns. I would suggest that whenever an administrative override of a clinical decision is made, the appropriateness of the override should be reviewed automatically by the a Central Office team involving (at a minimum) the Director of Security, the Director of Statewide Programs, the Director of Sex Offender Treatment Programs (or their designees).

2) To minimize the number of occasions when institutional concerns are not available to the treatment team while it is contemplating decisions about program residents, it is recommended that the Warden appoint someone (e.g., Program Coordinator, institutional probation officer) to represent the institution's perspective.

3) I reluctantly recommend that consideration be given to changing the role of the current Program Director. It is my opinion that the current director does not possess the professional background and skill that is essential for someone in this role. The Program Director needs to set the standard and serve as a model for other professionals and paraprofessionals involved in the treatment effort.

During this site visit, the current Program Director received her strongest support from the Wing Counselors. The Wing Counselors, many of whom are frustrated with the Department's

inability or unwillingness to provide them with desired changes in their positions, see the current director as someone who is willing to challenge institutional management.

Far more people expressed the belief that the Program Director's responses to difficult situations often have made them worse. In my experience, when a person in her position conducts herself in such a manner, the program becomes distressed and fractionated. It is the responsibility of the Program Director to exercise judgment, even during moments of great dispute, that enhance harmony. Otherwise, program staff, participants, and others are affected negatively by the disharmony. Such has been the case at Hiland Mountain.

4) The role of institutional Program Director should be articulated clearly. The relationship of this position to that of the Program Director from the Langdon Clinic should be delineated. It is suggested that the institutional Program Director be considered the representative of the Department during treatment team meetings.

If a high degree of trust between parties can be restored, the Department is encouraged to resume a more autonomous management style. If trust is restored, ongoing meetings should be held to permit regular discussion about small disputes rather than waiting until meetings are motivated by crises.

The Role of Wing Counselors. Much discussion has centered on the use of correctional officers as Wing Counselors. The

discussion generally has concerned the disparities between the roles and compensation of Wing Counselors versus Correctional Officers working in traditional roles.

According to the Wing Counselors, they lose approximately \$300/month plus overtime opportunities relative to other Correctional Officers. Wing Counselors also asserted that they are less likely to be promoted than others. They observed that Wing Counselor positions are unpopular among most Correctional Officers and that such positions typically remain unfilled for several months.

Relative to traditional Correctional Officers, Wing Counselors believe they have more specialized skills and greater responsibilities (e.g., running treatment groups, writing summaries). They indicated that it takes 7 to 10 months before a new Wing Counselor develops treatment skills. They also noted that their intensive work with sex offenders is more stressful than supervising behaviors of other inmates. I believe this to be true.

Several attempts reportedly have been made to resolve this dilemma. Efforts have been made to develop a unique job classification for Wing Counselors, to offer them 10 hour shifts, and to reward them with college credits for coursework. None of these efforts has reached fruition. As a result, Wing Counselors have lost faith that anyone takes their position seriously and their sense of hopelessness was evidenced during our group meeting. Some of the Wing Counselors feel uncommitted to the treatment

program because they do not know if it will continue to exist, further compounding their sense of hopelessness.

The Wing Counselors see treatment becoming more diluted and receiving less Departmental support. They view the involuntary transfer of Jim Pagels to a Shift Supervisor position as one manifestation of the erosion of Departmental support. At one point, Mr. Pagels was prohibited (by institutional administration) from discussing the program with community groups and the media. The Wing Counselors believe he was transferred because he was gaining influence and was removed by the institutional administration for that reason. His replacement was assigned to the position and is viewed by staff as disinterested in the program.

Wing Counselors view the Langdon staff, particularly Dr. Marty Atrops, as being very supportive of their work. They have held 3 potlucks with them in the last 3 years at which the Wing Counselors were given certificates by the Langdon staff. Differences of opinion exist but the Wing Counselors do not perceive any power struggles occurring.

The Wing Counselor model is obviously at a crossroads. If the Department intends to preserve this model, some change must be made to demonstrate a recognition that their work is different and more specialized than that of the traditional Correctional Officer. In the absence of such recognition, Wing Counselors will either quit or, even worse, remain in their positions but perform poorly and

interfere with the treatment process. Additional training opportunities should be afforded Wing Counselors. Topics for training might include methods for confronting offenders without being abusive and adaptations in counseling approaches for Native Alaskans.

While the Wing Counselors take their responsibilities very seriously and some have developed quite superb skills, I am not convinced that this model is essential to the program's functioning. The consistent presence of the same Correctional Officer on a treatment unit facilitates the development of a therapeutic milieu. However, these Correctional Officers do not need to be, and, perhaps, should not be the individuals conducting treatment groups.

An alternate model would call for graduate-level Psychological Interns to participate in the treatment process. Half-time interns can be employed in many areas of the country for approximately \$7,500 - 8,500 for 11 months.

Several benefits might offset the additional cost of an intern for each of the treatment units. By bringing graduate students into the program, the Department would expand the network of professionals who have been trained to assess and treat sex offenders. This would increase the availability of services to offenders and would also enable the Department to have more options for contracts for such services. Since graduate students often are required to complete Masters and Doctoral research projects, their

employment could facilitate the development of process measurements to evaluate progress in treatment and outcome evaluations. Publications resulting from this research could be used to gain increased support for the program from legislators and the academic community, as well as offering the Department greater note nationally. Supervising interns often is regarded by treatment professionals a way of remaining intellectually stimulated. Finally, interns would not face the conflicts of the dual role of therapist and supervisor which are inherent in the Wing Counselor positions.

Discharge summaries. Discharge planning reportedly has improved within the past year. However, discharge summaries from Hiland Mountain could provide a more detailed analysis of the offender's high-risk factors. These summaries could differentiate the high-risk factors that are early precursors to relapse (i.e., suggesting the offender is not managing life effectively, but not that he is at imminent risk to reoffend) and those that are immediate precursors to relapse (i.e., indicating that the offender is at imminent risk of reoffense). In addition, more discussion of the offender's strengths could assist outpatient treatment planning and offer a balance to a reporting of the offender's deficits.

Comments of Participants in the Hiland Mountain Program. The individuals currently in treatment at Hiland Mountain vividly described what amounts to two distinct treatment programs. One group of offenders expressed gratitude for the skill of their

therapists and the personal changes that they were able to accomplish. The second group felt denigrated and angry. It is critical to note that, almost without exception, membership in these two groups was defined by residential unit. Clients who felt that they had benefited from treatment had worked with one group of therapists (led by Marty Atrops, Ph.D.); those who felt discouraged and angry had worked with a different group of therapists (led by Jackie Joday, M.S.W.).

I am predisposed to view offenders' complaints about therapists and therapy with circumspection. The need to confront offenders often provokes a degree of resentment and anger. However, in the case of Hiland Mountain, most of the offenders working with Dr. Atrops and his colleagues felt positively about their experience while those working with Ms. Joday and her colleagues felt abused. It was the consistency of this view that impressed me. This dichotomy was expressed most poignantly by one offender (whose words are paraphrased): "I feel very good about myself and the changes I have made in my life. I would like to be able to talk with men from the other unit about my changes. I don't feel able to do that because those guys don't feel the same way I do about their treatment. If I were to tell them about how good my treatment has been, I'd depress them more."

The consistency of this view among most staff and offenders suggests that some restructuring of contractors appears warranted.

Lemon Creek Sex Offender Treatment Program

The Lemon Creek Sex Offender Program contracts with a non-profit agency, the Tongass Counseling Center, for its treatment staff. The program uses mental health professionals exclusively as treatment providers.

Treatment staff. Only two mental health providers currently work in the program. As a result of reported instability of administration in the Tongass Counseling Center (which has been corrected), there have been excessive changes in the therapeutic staff in past years. However, the two individuals providing services in the program appear excellent and their supervisors appear very supportive of their work in the sex offender program. They are described by program residents, a probation officer, and institutional administration as having a confrontational, but respectful, approach to sex offenders. The probation officer meets with the treatment providers on the last Tuesday of each month. He depicts the treatment program as being "exactly what we needed."

As mentioned previously in this report, the treatment staff have made a number of very creative modifications of the basic treatment model which assist its implementation with Native Alaskans. These adaptations may be essential to the success of the Lemon Creek program since approximately 75% of the program participants are Native Alaskans. The treatment providers suggested that the existence of numerous subcultures within Alaska could impede any effort to develop a single, centralized, treatment

program. Among the changes they would recommend in the program operating philosophy are more attention to the need for Native Alaskans to deal with grief and family or clan issues.

Number of outpatient program participants. While this program has a contract that will reimburse it for services to 40 outpatient clients, only 22 were in outpatient treatment at the time of the site visit (8 in a high-risk educational group; 14 in regular treatment groups). Lack of enforcement of the requirement that sex offenders take part in specialized sex offender treatment may be one of the causes of this low rate of service utilization.

Comments of Participants in the Lemon Creek Program. The program residents interviewed at Lemon Creek were at an earlier phase of treatment than those interviewed from other programs. The Lemon Creek residents strongly wanted the program to remain and felt they were beginning to make constructive changes.

Discharge summaries. One person interviewed during the site visit suggested that discharge summaries have seldom been provided from Lemon Creek. Although I had not learned of this concern prior meeting with the treatment providers, it may be that part of this difficulty was caused by the rapid turnover of treatment providers in the past.

Fairbanks Sex Offender Treatment Program

The Fairbanks sex offender treatment program appears to be the least expensive of the three sites. It is highly supported by

institutional administration. The treatment providers expressed concerns about the future of the program, stating that it is "as disturbed" as it has ever been. This disturbance is seen as resulting from the offenders' perception that the Department is not committed to the Fairbanks treatment program.

Program residents. According to institutional administrators, the Fairbanks program takes offenders who have a very short time remaining in their sentence (i.e., 6 months remaining to release date). It is estimated that, within the last 6 years, this program may have accepted 6 such short-term offenders. The rationale for such acceptances is that these offenders will be introduced to treatment in the prison and continued in outpatient treatment.

Fairbanks does not appear to screen offenders. One individual contacted during this site visit stated that Fairbanks accepts "some high risk offenders, some real high risks." The credibility of the Fairbanks program has been impugned by their apparent recommendation for parole of some offenders who have had "3 or 4" prior convictions for sex offenses. While some of these repeat offenders reportedly have completed the treatment program, the parole board has declined to grant parole. Sex offenders dropped from other programs can enter the Fairbanks program. This can create a systemic problem, becoming what amounts to "program shopping". The Department should create a policy defining whether treatment drop-outs and dismissals will be eligible for entry into other programs.

Need for staff training. Treatment providers expressed concern that, while the program receives administrative support, line officers convey attitudes that diminish the offenders' interest in treatment. Apparently, some correctional officers have informed sex offenders that "treatment is a waste." While it may not be necessary (or appropriate) to have correctional officers serving as therapists (Wing Counselors), it is important to have a consistent, supportive, correctional officer in the treatment unit.

Need for contractual flexibility. The contractors believe the program would function more efficiently if they were permitted to shift hours designated for specific activities within their contract.

Probation officer. The primary probation officer for sex offenders expressed some dissatisfaction with the current treatment program. Concern was voiced about the perception that the offenders do not seem to have a primary therapist, but are shifted between contractors without apparent reason. In a similar fashion, the probation officer asserted that leadership of groups is inconsistent; the therapist leading a treatment group may change from week to week.

The probation officer believes that case management meetings with the treatment providers are ineffective and inefficient. The therapists do not seem prepared to discuss cases in detail. In addition, both providers attend treatment team meetings,

representing a greater fiscal expenditure than if only one attended. However, since the primary therapists do not co-lead all groups, both therapists may need to attend treatment team meetings.

Comments of Participants in the Fairbanks Program. Phase Three program participants believe that the program's positives outweigh its negatives. Their three major concerns were: 1) the lack of new residents entering the treatment program, 2) the need to create a division of power between the program and the prison, and 3) the need for one of the institutional administrators to spend more time in the program.

Phase Three participants were frustrated that new members of the treatment unit "are getting away with too much." Since program vacancies are filled only after extended delays (reportedly as long as 6 months), program participants believe treatment staff have become lax about enforcing rules that could lead to temporary or permanent removal of program residents. The Classification Officer should be encouraged, or Departmental policies developed, to give priority to inmate transfers for treatment purposes. Offenders also believe that long-termers should be permitted to enter the program rather than permit beds to remain empty. They also recommended allowing offenders to enter treatment earlier in their sentence while they may be most amenable.

The offenders recommended that adjunctive treatments, such as Alcoholics' Anonymous, should be offered within the sex offender treatment program. Currently, program residents need to take part

in adjunctive treatments with the general prison population. [In my experience, the general prison population tends to be less seriously engaged in adjunctive treatments than sex offenders who are taking part in a specialized program.] They would also like more opportunity for individual treatment.

Program residents believe that Phase levels should not be considered in making decisions about custody level. Their concern is magnified by the fact that one institutional administrator serves as the Chairperson of both the treatment team and classification board. The program residents are worried that treatment providers may be reluctant to disagree with this administrator since she also contracts with the treatment providers.

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DRAFT

*Alaska Corrections
in Review*

*Alaska Department
of Corrections
1991 Report*

State of Alaska

Governor Walter J. Hickel

Department of Corrections

Commissioner Lloyd F. Hames

Deputy Commissioner J. Frank Prewitt, Jr.



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Jail Female Population	163
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A Word From the Governor

Dear Citizens:

Over the past 10 years, the economic welfare of Alaska has been quietly threatened by one of the largest per capita increases in prison population in the nation. Over \$110 million will be diverted from the economy this year to house and supervise offenders. When combined with the cost of prosecution and undetected crime, the figure represents a diversion of revenue that truly shocks the conscience.

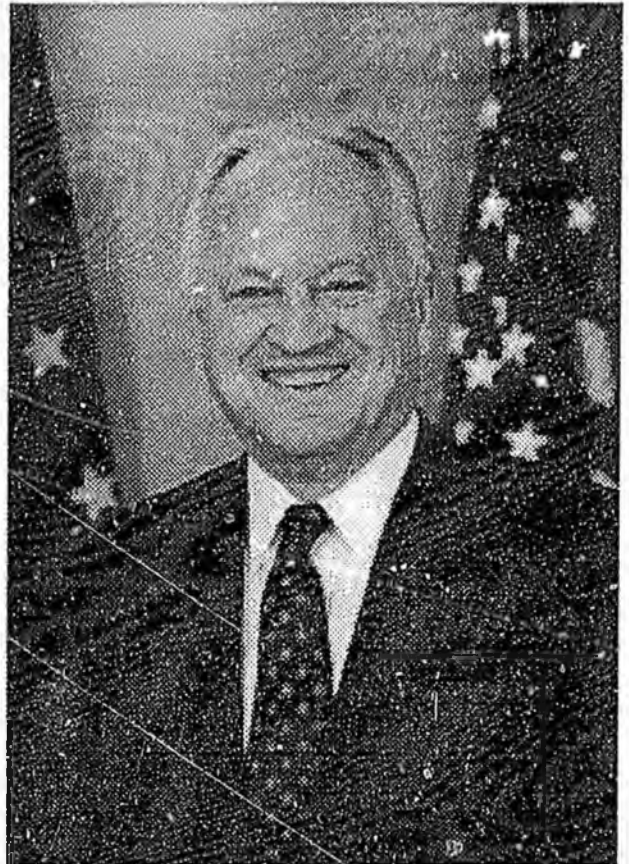
In a state where resources are publicly held, government cannot simply regulate the status quo, it must advocate. And nowhere is the demand for advocacy greater than Corrections. The Annual Report of the Department of Corrections reflects a year of exhaustive analysis, planning, and commitment to change.

My sincere desire is that Alaska's legislature, judiciary, and citizens stand together with me in a cooperative effort to stem the tide of crime and develop a just and rational system of corrections.

Sincerely,



Walter J. Hickel
Governor

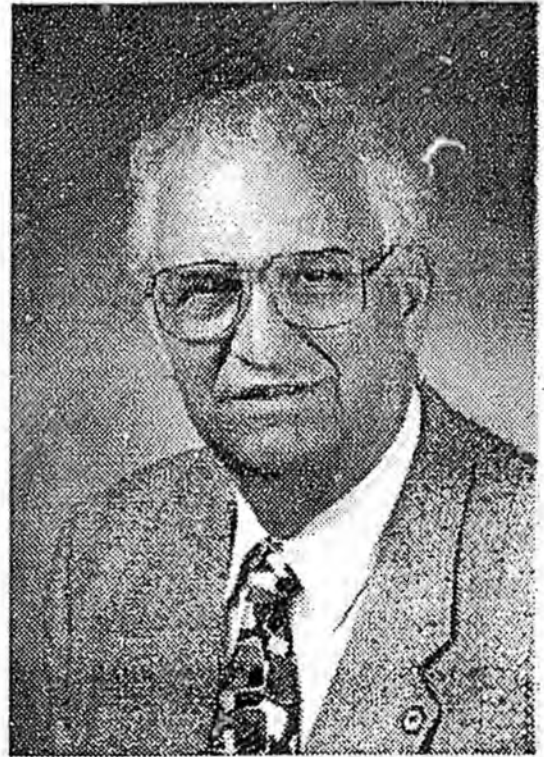


An Introduction From the Commissioner

It gives me pleasure to introduce the first Department of Corrections annual report under the administration of Governor Walter J. Hickel. This report is based upon a calendar, rather than fiscal year. It is intended to provide a current, comprehensive overview of the state of corrections and to serve as a springboard for discussion and planning during Alaska's seventeenth legislative session.

1991 was a year of examination for the Department of Corrections. The spotlight of legislative, judicial and executive scrutiny swept across the department exposing our strengths and weaknesses, but mostly revealing a department of committed staff performing a valuable, and often thankless, service to the State.

I look forward to 1992 as we begin to implement the changes that will take this department into the next century.



Lloyd F. Hames

LS
Commissioner

Office of the Commissioner

The Deputy Commissioner

Alice: "Would you tell me. Please, which way I ought to go from ~~where?~~?"

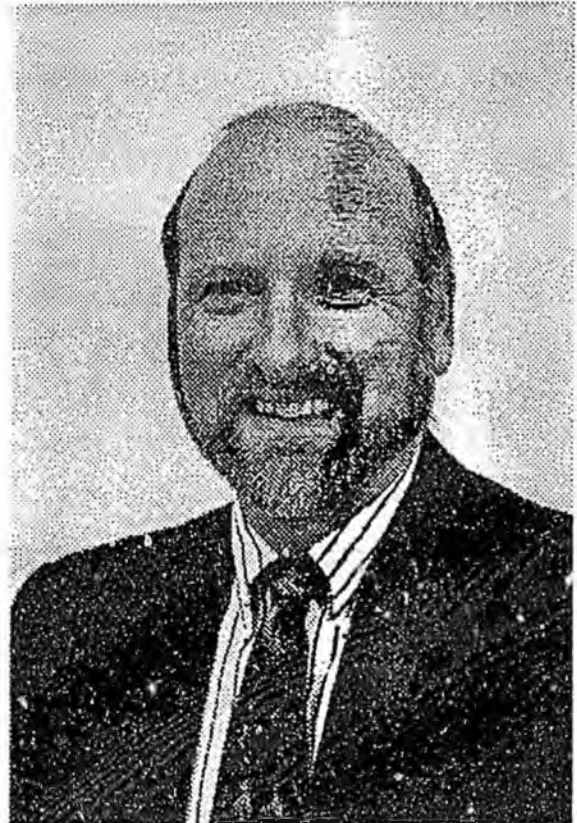
Cheshire Cat: "That depends on a good deal on where you want to get to."

Alice: "I don't much care ~~where?~~, so long as I get somewhere."

Cheshire Cat: "Then it ~~really~~ doesn't matter which way you ~~go?~~ you will get somewhere if you ~~walk~~ long enough."

The Department of Corrections has been walking at a brisk pace since its creation by Executive Order in 1984. But it was not until 1991 that a new governor, the legislature, and a monitoring judiciary ~~caused~~ to ask corrections where it was headed. The Office of the Commissioner is charged with answering the question of where corrections is headed and providing the leadership to get there.

At the beginning of 1991, questions were abundant; answers were scarce. But ~~after~~ a year of reorganization, analysis, and planning, answers are beginning to take shape. This is largely due to the efforts of many people within and outside of the department, not the least of which are individuals who report directly to the Commissioner.



J. Frank Prewitt, Jr. Deputy Commissioner

Special Assistants

Diane Schenker: serves as legislative liaison and provides management /planning services.

Tom Shanley: is ~~charged~~ with developing and implementing more efficient procurement, inventory, and food management systems.

Office of Technical Services

Provides current, accurate, and meaningful data to aid in department planning; maintains current, clearly written and efficiently distributed policies and procedures, and to provides technical assistance to department components.

Office of the Commissioner

Parole Board

The Parole Board was created to fulfill the State's constitutional requirement for a parole system. It consists of five members appointed by the Governor to five-year terms. Support staff include an Executive Director, a Parole Administrator, a Parole Officer, a secretary, and a Clerk Typist III.

Training Center

The Training Center provides Alaska Police Standards training for correctional officers, probation officers, support staff, and contract agencies.

Department of Corrections' Locations

WASILLA :
District Probation Office

KOTZEBUE :
District Probation Office

FAIRBANKS :
Fairbanks CC *
District Probation Office

NOME :
Anvil Mountain CC *
District Probation Office

PALMER :
Palmer CC *
Mat-Su Pre-Trial Facility
District Probation Office

BETHEL :
Yukon-Kuskokwim CC *
District Probation Office

EAGLE RIVER :
Hiland Mountain/Meadow Creek CC *

DILLINGHAM :
District Probation Office

ANCHORAGE :
Administrative Office
Cook Inlet Pre-Trial Facility
Sixth Avenue CC *
District Probation Office
New Start Center

JUNEAU :
Central Office
Lemon Creek CC *
District Probation Office

KODIAK :
District Probation Office

SEWARD :
Spring Creek CC *

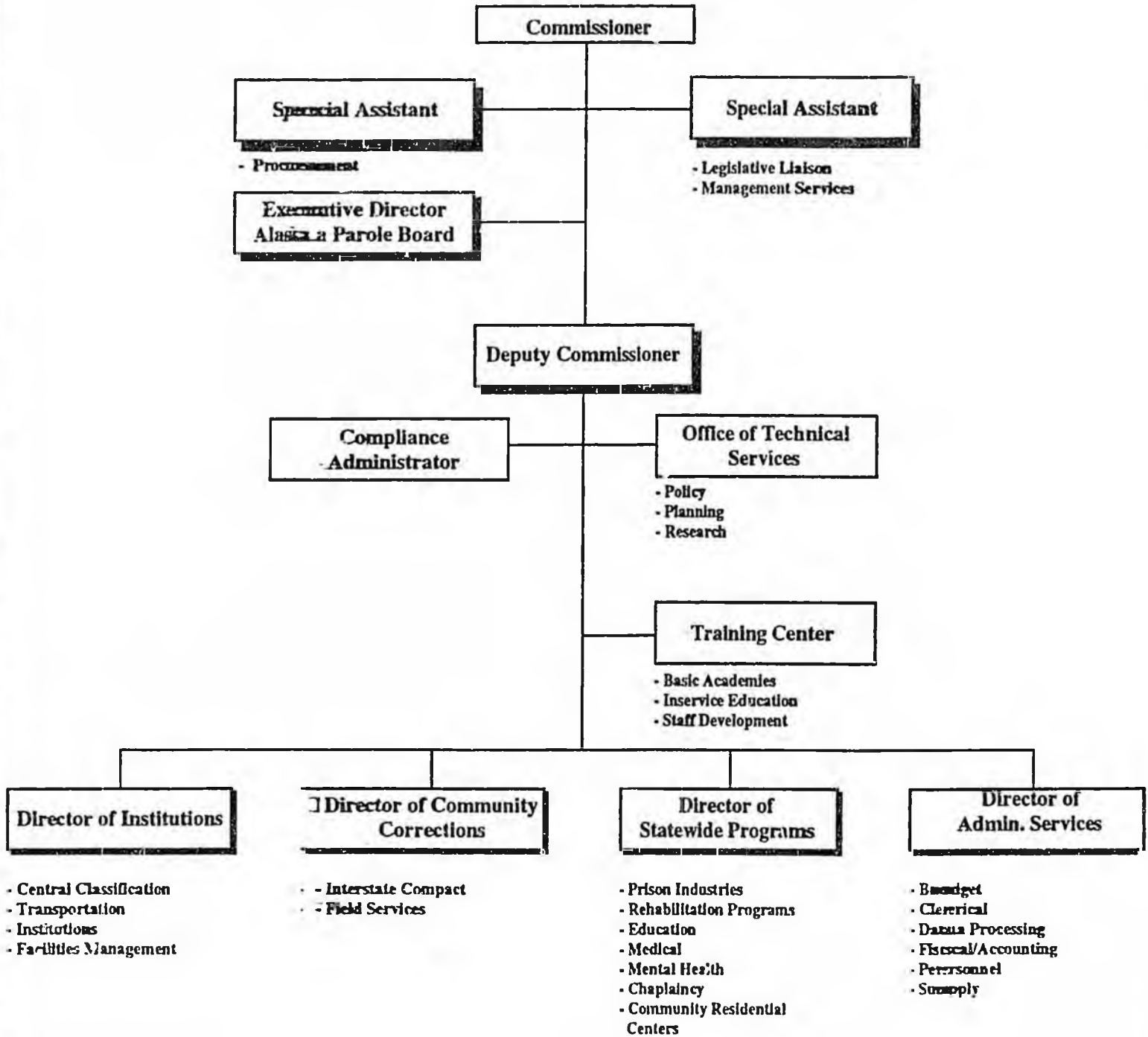
SITKA :
District Probation Office

KENAI :
Wildwood CC *
Wildwood Pre-Trial Facility
District Probation Office

KETCHIKAN :
Ketchikan CC *
District Probation Office

* Correctional Center

Office of the Commissioner



Office of the Commissioner

Office of Technical Services

In 1991, the department established the Office of Technical Services. The Office combined the duties and responsibilities of policy development, research, project planning, and technical assistance.

Mission Statement

To provide current, accurate, and meaningful data to aid in department planning; to maintain current, clearly written and efficiently distributed policies and procedures; and to provide technical assistance to department data management and computer systems.

FY93 Goals

- Policy development, planning, research, and monitoring of policies;
- Review and update of 25% or of the departmental policies;
- Full assimilation of Clear Final Settlement Agreement terms into department policy;
- Policy compliance through audits of 30% of departmental offices and facilities;
- Distribution of a policy cross-index of department policies.
- Coordination, development, printing and distribution of specific publications for the department through the year (i.e., Annual Report, Semi-Annual Fact Book, etc.).
- Assisting in the department planning process by assessing new trends in population profiles of offenders; gathering information on new programs being used in other jurisdictions; and cataloging and updating the department resource library.
- Assessing modifications and upgrades to update departmental mainframe computer systems.

Organizational Rationale/ Staffing

The Office of Technical Services was created in response to the department's growing need for reliable planning data, current policies, and integrated computer systems. It is also intended to address specific deficiencies noted by KPMG Peat Marwick in the department audit and data management systems.

Office of the Commissioner

The Office of Technical Services is overseen by the Deputy Commissioner, supervised by a Criminal Justice Planner and staffed with a Research Analysis IV and a Policy Coordinator. A clerical position has been funded, but remains vacant at this time.

Policy & Procedures

The process of revising the department's policy and procedure manuals began in September 1989. As of this report the department has 290 operational policies and procedures. During the transitional period of calendar year 1990 and 1991, 42 policies were either revised, added, or deleted. It is expected that approximately 75 policies will go through formal review during calendar year 1992.

Management Information Services

Department growth and an expanding need for accessible and reliable information services has increased the demand for hardware purchases, software development, and related technical support. Coupled with this growth has been an increasing need for the development of clear and comprehensive plans for technological futures. During the summer of 1991, reorganization resulted in Policies and Procedures, Research and Management Information Services, and Planning combining into an Office of Technical Services (Note: Computer Programming Services will come under a Data Processing Manager during FY93).

Late in 1991, the department restructured the MIS decision making, planning, and application development process. A working group is currently analyzing the system. The Offender Based State Correctional Information System (OBSCIS) is also scheduled for review and modification. The MIS project will provide guidance in the upgrading and refinements to this system.

Research

The Office of Technical Services is also responsible for gathering, managing, and disseminating statistical information regarding offender/prisoner populations. Major tasks include the development and publication of research reports; annual reports; and the analyses of policies, statistics, and correctional demographics.

Office of the Commissioner

Training Center

Overview

The Center was created to offer the training necessary to meet state and federal requirements of safety, order, and security, and to provide standardized training throughout the department. Formal training for correctional and probation officers was established in January 1976, and the first academy was held at the Department of Public Safety Academy in Sitka. In July 1979 the Training Center was moved to the Eklund Mountain Correctional Center where it remained until September 1979. In September 1979 the Training Center established itself at the Ridgeview Correctional Center and remained there until October 1982. The academy then moved to the Careage House (currently Central Office), where it remained until 1986. In 1986 a new site was chosen, Goose Bay Correctional Center (an old Army Nike site). In 1989 the Training Center stabilized at 800 A Street in Anchorage. The current facility has approximately 5,800 square feet of residential living area for students and 8,000 square feet of classroom and office space.

In 1991 training was provided on all but 17 days of the calendar year. The Training Center works closely with the American Correctional Association, as well as the National Institute of Corrections in providing the most up-to-date training available. The Alaska State Troopers and Anchorage Police Department are integrated into the training schedule and training is often crossed over between agencies. An example is the recent acquisition of a Firearms Training System (FATS) which is shared with ASTS and APD.

Staffing

The Training Center is administered by a Criminal Justice Planner and has a staff of three Training Officers, two Correctional Officers, one Probation Officer, and an administrative support staff of four.

Budget

The FY92 budget is \$993.5 (thousand) which represents a reduction from \$1170.7 in FY91. Although the budget has been reduced, training requirements have increased since the majority of staff now come under the Alaska Police Standards, which became effective February 7, 1991. Recruit salaries are paid from the budget, as well as contractual services such as psychological screening for officers. These items were not included in prior budget requests and have depleted funds earmarked for training.

Special Activities

KPMG Peat Marwick Report

Purpose of Study

During the Spring of 1991, the Office of Management and Budget (OMB) contracted with KPMG Peat Marwick to demonstrate a management analysis system that could be used to analyze the efficiency of departments of state government. Concerns over management efficiency and resource allocation prompted the Department of Corrections to request that it be the subject department.

The study included a review of the department's Central Administration activities in its Juneau and Anchorage offices and the day-to-day operational activities performed at the Cook Inlet Pretrial and Palmer Minimum and Medium Correctional Facilities.

Methodology

The organization review of the department was conducted by a project team comprised of Peat Marwick personnel and OMB staff. Peat Marwick directed the project and trained OMB team members in the use of its Structured Productivity Analysis System (SPANS), a personal computer-based software package that is useful in developing baseline information on the activities performed by a department, the level of staffing used to carry out these activities, and the cost of performing them.

Study Limitations

The study involved reviewing the department's central administrative activities performed at its Juneau and Anchorage offices. It also included the review of day-to-day operational activities at the Cook Inlet Pretrial Facility and the Palmer Minimum and Medium Correctional Facilities. Since the study only included the review of the operations at selected correctional facilities, the findings of the study cannot necessarily be applied to pertain to other adult correctional facilities in Alaska.

Recommendations and Implementation

The following pages are exact copies from the study summarizing the recommendations contained in the report. (The department is preparing its response to the recommendations.) Implementation time frame suggestions include:

- * Short-term recommendations (S) which should be implemented within six months using existing resources.
- * Medium-term recommendations (M) which require the accomplishment of some intermediate task before they can be implemented, but which the Alaska Department of Corrections should be able to implement within six to twelve months.
- * Long-term recommendations (L) which requires additional resources commitments or which will require twelve or more months to implement.

Special Activities

KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
An internal audit function should be established to ensure that Departmental procedures are being followed and to ensure that management controls are adequate and effective.	Commissioner/ OMB	S
The Division of Statewide Programs should be eliminated and the related programs reassigned to the appropriate Divisions.	Commissioner/ OMB	S
Increase staffing in the Director of Institutions office as proposed in the Departmental reorganization.	Commissioner/ OMB	S
The Department should implement the transfer of the Classification and Transportation components to the Division of Institutions.	Deputy Commissioner	S
2. Clerical		
Clerical procedures must be reviewed and revised to ensure that they are relevant and applicable to the current operations of the Department.	Planning, Research and Policy Unit	S
Existing clerical staff should have their duties reallocated within Institutions as needed to replace Correctional and Probation Officers performing routine clerical functions.	Director of Institutions	M
Clerical should be used to replace Correctional Officers in certain functions including inmate records, complaint and grievance logging, inmate commissary records and accounts, and booking.	Director of Institutions	M
Clerical pools in both the Anchorage and Juneau offices should be eliminated and the staff should be reassigned organizationally and budgetarily.	Director of Administrative Services	S

Special Activities

KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
3. Prisoner Supervision and Security		
The Department should hire additional Correctional Officer staff to serve as relief workers in the various Institutions.	Director of Institutions	M
Administrative staff should be reduced in certain institutions.	Director of Institutions	S
Time accounting procedures, policies and manuals should be reviewed or written as soon as possible.	Deputy Commissioner/ Director of Institutions	S
Time accounting procedures should be revised to classify cases which require review by more experienced officers.	Deputy Commissioner/ Director of Institutions	S
A sample of time accounting records should be audited each year from each institution.	Policy, Research and Planning Unit	M
Increase the proper usage of the OBSCIS system for recording sentencing data.	Director of Institutions	S
Establish clear staffing standards based on the actual number of time accounting cases expected for a particular institution.	Policy, Research and Planning Unit	M
4. Prisoner Services		
Responsibility for collecting logging and reporting on prisoner complaint and grievance activity should be transferred to existing clerical or administrative staff within the institution to relieve security and management staff of these responsibilities.	Director of Institutions	S

Special Activities

KPMG : Peat Marwick Report - - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Duties of the Compliance Officers should be integrated into the responsibilities of line management of these institutions.	Deputy Commissioner/ Director of Institutions	M
Establish a meaningful internal audit procedure to inspect and review the operations of each institution on at least an annual basis.	Director of Institutions	M
The Department must establish clear standards for "jail" facilities and "prison" facilities for all required prisoner programming.	Director of Institutions	M
5. Health Services		
The Department should consider consolidation of the Pharmacy with the state/local health providers to achieve better efficiency and higher service.	Commissioner/ Medical Officer	S
Documentation and inventory controls for the Pharmacy should be put in place immediately.	Pharmacist	S
The Department should revise its Reimbursable Service Agreement for the Pharmacy to ensure that all relevant costs are being recovered.	Medical Officer	M
6. Food Services		
Procurement for food service should be centralized to increase efficiency and promote better control.	Special Assistant for Food Services	M
Food service staffing levels should be established for the Department.	Special Assistant for Food Services	S
The Department should consolidate the kitchen operations at the Palmer Correctional Center.	Director of Institutions	M

Special Activities

KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
<i>7. Human Resources</i>		
The Personnel office should be consolidated in a central location to provide for more efficient operation.	Director of Administrative Services	S
<i>8. Finance</i>		
The unreconciled differences in the inmate trust account should be researched and, if necessary, monies should be authorized to cover any deficiency in the inmate trust account.	Director of Administrative Services	S
Department of Corrections management personnel should monitor accounting activity in the inmate trust accounts to ensure that established procedures are followed and that appropriate reconciliations are performed for both cash and tokens.	Superintendents/ Administrative Officers	S
Departmental policies and procedures should be formalized to require that all cash drawer reset requests be made in writing and be authorized by the Superintendent or his designee.	Director of Administrative Services	S
The Department should review the segregation of duties for inmate accounting at each facility.	Director of Administrative Services	M
The existing policy regarding prisoner intake should be closely followed to obtain existing OBSCIS numbers to reduce duplication.	Director of Institutions	S
In order to meet the requirement that all moneys due an inmate upon release are paid, the releasing officer should inquire if the inmate has payroll coming for a recent pay period and adjust his or her account accordingly.	Superintendents	S

Special Activities

KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Existing policies to verify inmate account balances must be enforced to ensure sufficient balances are available at such time a transaction occurs to prevent the accumulation of insufficient funds commissary request slips.	Superintendents	S
The Palmer Minimum Security Commissary should enforce the Department's policy prohibiting the extension of credit by the Commissary.	Superintendent	S
The commissary checking accounts should not be used for unrelated transactions .	Superintendent	S
Internal and external audits required on all commissary accounts, as determined by Departmental policy, should be performed separately by appropriate individuals.	Director of Institutions	S
The costs of operating the inmate commissaries should be carefully calculated and considered in pricing merchandise for sale .	Director of Institutions	S
Existing inventory procedures should be enforced to ensure that the required commissary inventories are conducted in accordance with standard accounting practices and made under the supervision of the Commissary Officer .	Superintendent	S
The Palmer Correctional Center should enforce existing procedures to require oversight by the Commissary Officer in ordering merchandise for sale in the minimum security commissary.	Superintendent	S
Existing policy to record prisoner purchases of audio/visual, recreational or other high value commissary items should be enforced to the degree necessary to ensure that accurate records of prisoner personal property are kept.	Superintendent	S

Special Activities

KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Consolidation of inventory orders for the Palmer Minimum and Medium Security Commissaries could reduce delivery charges by approximately half.	Commissary	S
Existing policies should be enforced to prohibit the use of the inmate commissaries by staff personnel.	Superintendent	S
A cooperative effort by Department of Corrections personnel within the Juneau Central Accounting Office and the facilities must be made to increase the efficiency of invoice processing.	Director of Administrative Services/ Superintendents	S
Revenues should be recorded in accordance with generally accepted accounting principles.	Director of Administrative Services	S
A cooperative effort by Department of Corrections personnel and Office of Management and Budget personnel should be used to produce realistic appropriation levels during the budget development process which can be successfully defended before the Legislature.	OMB/ Commissioner	M
Appropriate cash drawer levels should be determined for each facility, taking into account the nature of the facility and the turnover of the prisoner population.	Director of Administrative Services	S
Consideration should be given to changing departmental policies with respect to the payment of prisoner account balances upon release.	Director of Administrative Services/ Institutions	S
In order to control a situation with a potential loss of an undetermined amount, the Palmer Correctional Center must ensure that existing procedures to collect fees for meals served to staff and visitors are adhered to and that accountability for discrepancies, which are currently nearly impossible to determine, is clearly established.	Director of Administrative Services/ Institutions	S

Special Activities

KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
Departmental policy, such as the collection of the \$2 meal fee for facility employees and visitors, should be enforced uniformly and it should not be possible for a Superintendent to waive requirements at his discretion.	Director of Institutions	S
The Department should adhere to State law regarding the number of hours inmates are allowed to work, as well as specific provisions for approving overtime by inmates.	Director of Institutions	S
The fiscal responsibilities of the Department should be carried out by individuals knowledgeable in accounting matters and in the proper use of internal controls.	Director of Administrative Services	M
<i>9. Physical Plant and Facilities</i>		
Facilities planning should be integrated into the departmental planning process.	Deputy Commissioner	S
<i>10. Transportation</i>		
The transportation function should be more centrally controlled and coordinated to allow for better management and more efficient use of resources.	Director of Institutions	M
The department should reduce its use of Corrections Officers for non-security or delivery and other errands.	Institutions	S
The Department should establish a procedure to ensure that transportation staff and medical scheduling staff coordinate their efforts to avoid cancellations and missed appointments.	Medical Officers/ Transportation Coordinator	S
Budgeting and management of prisoner transportation costs should be consolidated.	Director of Institutions	M

Special Activities

KPMG Peat Marwick Report - Summary of Recommendations

KPMG Peat Marwick

<u>RECOMMENDATION</u>	<u>BY WHOM</u>	<u>WHEN</u>
The Office of Management and Budget should reduce the Department's prisoner transportation authorization.	OMB/ Commissioner	S
The Department must prevent further miscoding of invoices and misreporting of expenses.	Commissioner	S
Unit supervisors and managers must be provided with reports and training to effectively monitor and manage their budgets.	Director of Administrative Services	S
<i>11. Material Managements</i>		
The Department should centrally manage the use and procurement of all departmental forms.	Director of Administrative Services	S
Warehouse inventories should be reduced to a two-week supply and warehousing operations should be eliminated or reduced.	Special Assistant for Food Services	M
<i>12. Communications</i>		
Increased communications with field staff should be initiated promptly to help ensure that policy and procedural changes are adequately disseminated and understood before being adopted.	Deputy Commissioner	S
<i>13. Data Processing</i>		
The OBSCIS and HOFA systems require major redesign or replacement in order to meet the operating needs of the Department.	Data Processing Manager	M

Special Activities

Legislative Impact

Bills Which Became Law in 1991

The Alaska Crime Victims' Rights Act, (House Bill 36) became law, expanding the rights of victims to receive notification of the release of offenders. These changes in law were reflected in an updated Victim Notification Policy (Policy #81803) which was signed by the Commissioner on October 1, 1991.

Bills Introduced During 1991

Population Management: House Bill 224 and Senate Bill 215 provide for emergency release mechanisms to deal with prison overcrowding as required by the Clery Final Settlement Agreement. The House version was amended last year to require that prisoners released under the provisions of the bill, and who have over 30 days left to serve, must reside at a community residential center. The House bill has also been amended to include a sunset clause repealing the bill's provisions as of July 1995. Both bills remained in committee at the end of the last session.

Award and Forfeiture of Statutory Good Time: House Bill 333 makes explicit the Commissioner's authority to take away good time from a prisoner in pretrial or pre-sentence status. The bill was introduced in response to a 1990 Anchorage Superior Court ruling that the department could not take good time until after sentencing. The bill remained in committee at the end of the last session.

Immunity for State Employees: Senate Bill 214 grants immunity to state employees and contractors from liability for negligence in release or supervision of persons on parole, probation, furlough, work release, or similar conditional release. It would not affect liability for "gross negligence." The bill remained in committee at the end of the last session.

Proposed Legislation During 1992

Prisoner's Right to Rehabilitation: In 1991 the Alaska Supreme court ruled in Ferguson v. State that a prisoner has a constitutional right to rehabilitation and must receive due process prior to removal from such programs. The proposed bill provides that constitutional protection applies only when the Commissioner has determined that a specific program is essential to the prisoner's reformation as a non-criminal member of society.

Special Activities

Authority to Contract for the Care and Confinement of Prisoners:

Proposed legislation has been drafted which would expand the department's options for managing the prison population. The bill would allow the department to contract with private entities, either in-state or out-of-state, to house pretrial and convicted felons. Current law restricts the department's authority to contract with privately operated facilities to those in-state, and only for furlougees, restitution center placements, and misdemeanants.

Hiring Physicians in Exempt Status: Only the department of Health and Social Services is authorized to hire medical doctors in exempt status. The Forensic Team was transferred from DHSS to DOC this year and a medical doctor was hired to direct medical services. These employees have been temporarily authorized exempt status by the Governor. Legislation has been drafted to extend the exemption beyond the current fiscal year.

Special Activities

Litigation

Overview

Correctional law is constantly evolving and has become so specialized that it requires considerable experience before an attorney can comfortably handle the broad spectrum of cases that are filed by present and former prisoners, probationers, and parolees. The Department of Corrections is fortunate to have three attorneys who have a combined experience of more than 24 years working in correctional law. The duties of these attorneys include researching and drafting legal opinions to assist the department in making policy decisions; representing the department and department staff in legal proceedings; providing oral advise on a daily basis to more than 1300 department employees; drafting legislation and testifying before the Legislature; providing staff training; and reviewing policy and regulations.

Workload

In 1983, 13 new corrections litigation files were opened by the Department of Law. By 1985, new cases had increased to 70. During calendar year 1991, 139 new litigation files were opened. Although roughly 9 cases are closed each month, about a dozen cases are filed. Even if the rate of new cases during the coming year does not increase, the department's attorneys will end the year with approximately 36 more open case files than at the beginning of the year. Besides new litigation cases, there have been more than 500 requests for legal advise from the attorneys during 1991.

Need for additional legal assistance

It should be noted that approximately 40 active litigation files per attorney is considered the "breaking point" for the type of work required in corrections. Unfortunately, our attorneys are well beyond that limit. Due to the workload currently being experienced, important projects, such as a revision of the department's regulations, and implementation of a hearing officer model in the disciplinary process, have been delayed. Legal assistance for the department has not increased in six years. During that time, the prison population has increased by 30% and the number of lawsuits has doubled.

Special Activities

Cleary v. Smith, prison conditions class action suit

Early Stages of the Case

Most states have had at least one major "prisoners' rights" class action lawsuit. In 1981, Alaska prisoners filed suit challenging among other things, the conditions of their confinement. The following is a synopsis of that landmark case and its impact upon the department today.

In August 1981, a broad-based attack on the entire Alaska prison system was filed in the Anchorage superior court. *Cleary v. Smith* (formerly *Cleary v. Beine*) challenged not only the conditions of confinement in Alaska's correctional facilities (principally overcrowding, understaffing, medical care, adequacy of rehabilitative programs, inmate safety, physical plant, and a wide range of other issues), but also the policy of using out-of-state federal prisons to hold state prisoners.

Settlement discussions occurred during a good part of 1982 and resulted in two settlement agreements being reached. On February 4, 1983, a final settlement was signed and ordered implemented regarding Alaska's prisoners housed in federal facilities. This agreement required a number of improvements in services to our federal prisoners, as well as the return to Alaska, by December 31, 1987, of all Alaskan prisoners in the federal system who wished to serve their sentence in-state. During the ensuing five years, the maximum security facility in Seward was constructed and approximately 100 of the 200 prisoners in the federal system chose to return to Alaska. This aspect of the case ended in June 1988, with the return of those prisoners.

Far and away the larger and more complicated part of the case was the challenge to conditions of in-state facilities. On January 21, 1983, the parties entered into a comprehensive 38 page partial settlement agreement (PSA) which resolved major portions of the case. Left unresolved were a number of issues with significant dollar impact, the most important of which were overcrowding and the adequacy of rehabilitative programs. By the time the case went to trial in 1984, major improvements had been made to the correctional system because the legislature appropriated funds for new facilities and programs.

Trial and Compliance Phase

In January-February 1984, a six and one-half week trial took place on the issues left unresolved by the PSA. This was followed by additional testimony on three days in July and August to update the record. All told, approximately 100 witnesses testified, including experts from all over the country.

On March 1, 1985, Judge Douglas Serdahely issued a 110 page

Special Activities

memorandum opinion and 164 pages of findings of fact and conclusions of law. After a flurry of motions for reconsideration and clarification on a number of issues, the judge finally issued the final judgment a year later in March 1986. Although the judge's decision and findings reflected that the state had prevailed on approximately 80 percent of the issues at trial, the trial court issued a lengthy remedial order which, among other things, established population caps on each correctional facility and the system as a whole. On the overcrowding issue, the judge had found that the system was not unconstitutionally overcrowded at the time of trial, but ruled that any additional prisoners would likely cause the system to become unconstitutional.

The department filed notice of appeal and obtained a stay of certain of the remedies ordered by Judge Serdahely pending appeal. The stay included remedies relating to population caps.

Following trial in 1984, plaintiffs began filing contempt motions against various correctional facilities for alleged violations of the PSA. Judge Serdahely appointed a special master to hear these motions and make recommendations to him. Although the plaintiffs rarely prevailed on a majority of the issues raised in any particular contempt motion, the department was held in contempt on a significant number of issues and occasions. Between 1984 and late 1987 more than a dozen contempt motions were litigated and required a considerable expenditure of time and resources.

Court Monitor

In December 1987, the parties and the court agreed to the need for a new mechanism to assure compliance with the requirements of the PSA yet minimize litigation. The court appointed a court compliance monitor (paid primarily by the Department of Corrections) to conduct inspections of all correctional facilities and to mediate between the parties on questions of interpretation of the PSA and disagreements over compliance.

In November and December 1988, three lengthy motions were filed with the court relating to interpretation of some problematic issues in the PSA. These concerned the propriety of the department's adoption of regulations in 1987 which modified provisions in the PSA relating to administrative segregation of prisoners, the propriety of the legislature's adoption of statutes in 1986 which modified provisions in the PSA relating to telephone and access to college programs for prisoners. The sudden return to a litigation mode jeopardized the cooperative approach taken toward achieving the goal of ending the court's oversight of the department's compliance efforts.

In December 1988, the record on appeal of the trial remedies was finally certified and contained more than 10,000 pages (including 5,600 pages of transcript, 2,600 pages of pleadings, 2,000 pages of depositions, and hundreds of exhibits). In late December and early January 1989, correctional officials, plaintiffs' counsel and the department's counsel met to discuss where

Special Activities

the case was heading in light of their recent return to litigating several issues and the ripeness of the appeal. Because more than eight years of litigation had not yet resolved the issues in the case and because the supreme court was likely to remand the appeal for an update on Alaska's ever changing correctional system (which would mean essentially a new trial), the parties agreed to attempt to reach a final settlement on all outstanding issues in the case (including a second look at issues addressed in the PSA).

Cleary Final Settlement Agreement

The Cleary Final Settlement Agreement is a court approved settlement that was implemented on November 1, 1990 after more than nine years of litigation. Settlement discussions took place over 18 months and consisted of more than 350 hours of face-to-face negotiations. These negotiations involved the active participation of high level corrections officials; and drafts of the proposed settlement were circulated and comments solicited from correctional superintendents, the attorney general's office, the governor's office on policy development, as well as from former Governor Cowper. The end result was a comprehensive 88 page document that resolved a multitude of issues in the case, including an appeal before the Alaska Supreme court involving more than 25 issues. While the FSA is organized along subject matter lines, a few comments are relevant to a number of sections which cross these subject lines.

First, a significant number of the provisions in the FSA were already required by earlier orders of the court in this case, by Alaska's statutes, or by the federal or state constitutions. Thus, the FSA does not change this settled law. These provisions address such subjects as:

heat	lighting and ventilation	non-smoking area
plumbing	gymnasium/recreation area	law library
visitation rooms	attorney-client rooms	staffing
staff training	fire and life safety	sanitation
inmate clothing	inmate personal hygiene	bedding
housing	food services	medical care
dental care	mental health	exercise/recreation
visitation	telephone communication	mail
access to courts	access to law library	inmate information
religious freedom	female offenders	counseling
lifeskills	educational services	vocational training
work programs	rehabilitation services	parole planning
prerelease planning	special women's services	program supervision
hearing advisors	administrative segregation	classification
discipline	program involvement	

Secondly, a significant number of the provisions in the FSA merely restate practices followed for years by the Department of Corrections because they are based on principles of sound correctional management.

Special Activities

Lastly, a considerable cost savings was realized by the settlement of this case due to the avoidance of the lengthy litigation that would have occurred had the appeal and the outstanding issues been pursued. These costs were separate from those that were likely to result from an adverse order of the court, particularly in the areas of mental health and overcrowding.

On July 18, 1991, the court ordered continued court oversight of the department by the standing court compliance monitor on only nine of the twelve issues addressed in the settlement. These nine specific areas are:

1. Administrative Segregation
2. The Grievance and Compliance Administrator's position
3. The treatment of female inmates and the status of a new women's facility
4. The vocational education assessment
5. The grievance procedure and self-monitoring by the department
6. The status of policies and procedures and regulations of the Department
7. The postsecondary education program and its expansion to the northern and southeastern regions
8. Overcrowding
9. The mental health assessment

The next formal review by the court as to compliance will be in February 1992. At that time a decision will be made as to the level of the department compliance and the future of active court oversight of the department.

Special Activities

Four Year Plan

Introduction

At the conclusion of the 1991 legislative session key managers of the Department of Corrections met to formulate a strategic four year plan. The purpose of the plan is to keep the department focused on its priorities and to provide a reference point against which to measure progress. Planning gives a sense of direction and positive momentum. It helps to purposefully move past crises, rather than being driven by them.

This plan is the product of a process that involved several stages:

- * Reviewing and restating the department's mission as defined by the Alaska State Constitution;
- * Defining the goals, objectives, and needs of each division ;
- * Identifying values and management principles that should guide the department in carrying out its mission;
- * Considering the department's history and lessons that can be learned from the past; and
- * Contemplating the social, technological, political, economic, and environmental elements that are likely to impact the department in the future.

Mission Statement

The mission of the Alaska Department of Corrections is to protect the public and provide opportunities for the reformation of offenders who are under the lawful care, custody, and control of the Commissioner.

Department Values

Integrity

1. Operating safe, secure, humane institutions and providing community corrections services that protect the public.
2. Upholding ethical professional standards based on honesty, fairness, compassion and objectivity.
3. Providing leadership by example in adhering to laws, regulations, and policies.

Special Activities

Accountability

1. Building credibility through responsible management.
2. Holding offenders accountable for their behavior.

Optimism

1. Recognizing accomplishments and successes as well as unresolved problems.
2. Striving to understand and reduce the impact of crime, helping offenders understand the consequences of their behavior, and supporting their efforts toward behavioral reform.
3. Maintaining a sense of humor.

Department Management Principles

1. Using lessons from the past and future predictions to strategically plan.
2. Basing policy decisions on reliable, factual information.
3. Basing fiscal decisions on the principle of lowest long-term cost to the public.
4. Remembering the department's most valuable resource is its staff.
5. Empowering employees to reach their full potential.
6. Effectively communicating goals and objectives to employees, other interested agencies, and the public.

Lessons From The Past

1. Management studies have been under-utilized.
2. Data collection and analysis have been lacking.
3. Strategic planning has often given way to crisis management and reactive policies.
4. State demographic changes and legislative priorities have influenced offender profiles.
5. Organization has vacillated between regionalized and centralized management.

Special Activities

6. Most publicity has been negative; accomplishments have received little attention.
7. Lack of self-regulation and direction have resulted in intervention by other agencies, and oversight by the court system.
8. Funding has fluctuated based on a volatile economy.
9. Overcrowding has driven management decisions and funding priorities.
10. There has been limited interaction with the general criminal justice community.

Expected Future Impacts

1. Less rapid growth in population.
2. Aging facilities.
3. Continued substance abuse.
4. Increasing special needs populations: mentally/chronically ill, elderly, gangs, hard drug abusers.
5. Increasing female offender populations and demands for parity in programs.
6. Growing employee expectations regarding health and safety.
7. Trends toward alternatives to incarceration.
8. Growing victims' rights movement.
9. Environmental concerns.
10. Technological advancement specific criteria to measure each program's compliance with its mission.

Special Activities

Note: Target dates represent those dates initially established for objective completion, however, dates have been adjusted to represent a more accurate time table for objective completion. Where indicated with a strickout the initial target date has been changed to the date identified as (Adjusted).

Goal I:

Enhance Public Protection

Strategy: Place more emphasis on recidivism data and research.

Comment: Sex offender program evaluations have been completed by two consultants and are available upon .

Objective	Target Date	Date Done	% Done
FY92 The Director of Statewide Programs will seek grant or alternative funding for technical assistance to complete a recidivism study based on data collected on the Hiland Mountain Sex Offender Treatment Program.	06/01/92	12/31/91	50%

Strategy: More emphasis on meaningful involvement with other criminal justice agencies.

<u>Objective</u>	Target Date	Date Done	% Done
FY92 The Deputy Commissioner will survey each institution and office to identify and evaluate current interagency committees, task forces, or working groups in which DOC employees are participating to assess future needs.	06/01/92		

Strategy: Place more emphasis on effective rehabilitation programs.

<u>Objective</u>	Target Date	Date Done	% Done
FY92 The Director of Statewide Programs will develop a clear mission statement for each statewide program and specific criteria to measure each program's compliance with its mission.	06/01/92		

Special Activities

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Policy written and signed, on hold issue to Ferguson decision.</i>	FY92 The Commissioner will issue Department Policy and Procedure to implement 1990 legislation regarding court-ordered participation in rehabilitation programs during incarceration.	08/01/91		90%

Strategy: Place more emphasis on community supervision.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
	FY92 The Director of Community Corrections will develop a philosophy and mission statement for the Division of Community Corrections.	12/31/91	12/31/91	100%
	FY92 The Director of Community Corrections will request technical assistance to determine the feasibility of automated case management for community supervision.	06/01/92		

Strategy: Place more emphasis on victim notification.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: P&P # B18.03, Victim Notification issued 10/01/91 is available upon request.</i>	FY92 The Commissioner will issue revised department policy and procedures addressing victim notification issues.	08/01/91	10/01/91	100%

Strategy: Place more emphasis on public awareness and community education and involvement.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
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(deferred to FY93)

Special Activities

Strategy: *Continue the same emphasis on operation of safe, secure, humane institutions with low rates of escape/violence.*

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Director of Institutions will oversee American Correctional Association accreditation of Wildwood and Palmer-Medium Correctional Centers.	06/01/92		
FY92 The Director of Institutions will evaluate the remaining recommendations of the 1990 Prisoner Transportation Task Force and implement those deemed appropriate.	06/01/92		
<i>Comment: Master Plan will address housing and needs of both short and long-term female offenders. Preliminary recommendation to be refined in Feb. 1992.</i>	FY92 The Director of Institutions will develop a plan to address the housing needs and parity issues of female prisoners.	09/01/91 (06/01/92) Adjusted	
<i>Comment: Determined to be cost effective for Sixth Ave. and CIPT Combined DOC and Public Safety funding.</i>	FY92 The Director of Institutions will complete a report on the feasibility, costs, and impacts of implementing live-scan, automated fingerprinting at booking institutions.	01/01/92	01/01/92 90%
	FY92 The Director of Institutions will review prisoner activity levels at each institution and implement recommendations to reduce idleness.	06/01/92	
	FY92 The Compliance Administrator will work with the Director of Institutions to resolve the outstanding issues related to the Final Settlement Agreement so that continued oversight by the Court will no longer be necessary after February 1992.	10/01/91 (06/01/92) Adjusted	

Special Activities

Goal II:

Use Facilities and Material Resources More Efficiently

Strategy: Place more emphasis on security and custody classification system to insure appropriate institutional placement of prisoners.

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
FY 92 The Facility Planner will see that existing & deteriorated Palmer Minimum Correctional Center housing units are replaced by a new housing building.	12/31/92	10/01/91	100%

FY92 The Facility Planner will initiate the renovation of the existing Palmer Minimum housing and support building into a program and support facility that meets program needs and current building code requirements.	12/31/92 (06/01/92) Adjusted		
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FY92 A Department Task Force will identify resources required by each institution to adequately maintain the physical plant to prevent deterioration of the building. Physical plant requirements will be specifically addressed in the departmental budget process.	10/01/92 (06/01/92) Adjusted		
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Strategy: Place more emphasis on security and custody classification system to insure appropriate institutional placement of prisoners.

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
FY92 The Director of Institutions, with technical assistance from the National Institute of Corrections, will conduct a validation study of the prisoner classification system.	12/31/92 (06/01/92) Adjusted	1/31/92	100%

Comment: Classification study available upon request..

Special Activities

		Target Date	Date Done	% Done
<i>Comment: Master plan consultants have presented preliminary findings.</i>	FY92 The Director of Institutions will evaluate current institutional placements of prisoners based on the validated classification system and the DOC 1990 security audit.	06/01/92 (03/01/92) Adjusted		
<i>Comment: Recommendation of validation study consultants are being reviewed for impact and inclusion in policy & procedure.</i>	FY92 The Director of Institutions will revise classification policies and procedures to insure the least restrictive custody and placement of each prisoner, consistent with sound correctional management.	03/01/92		
<i>Strategy: Place more emphasis on effective institutional placement of statewide programs.</i>				
	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: The report on the Sex Offender Program placement has been completed. (Report available upon request)</i>	FY92 A Departmental Task Force will evaluate and make recommendations on the most effective institutional placements of substance abuse, sex offender, and prison industries programs.	06/01/92	01/02/92	33%
<i>Strategy: Place more emphasis on alternatives to incarceration and intermediate sanctions for probation/parole violators.</i>				
	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Final report expected 01/03/92.</i>	FY92 A Departmental Task Force will study the feasibility of instituting boot camps, day treatment centers, and electronic monitoring/home confinement programs to alleviate demands for hard beds.	12/31/91	12/31/91	90%

Special Activities

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Task Force will design pilot program models for each alternative assessed to be feasible.	06/01/92		
<i>Comment: Report available upon request.</i>			
FY92 A Departmental Task Force will review current community residential center definitions and functions, and will propose changes to statutes, regulations, and policies as needed to maximize the use of community residential beds within acceptable levels of risk to the public.	01/01/92	01/24/92	100%
FY92 The Executive Director of the Parole Board will insure that the board operates such that the percentage of released parolees return to custody within one year are: less than 6% for a new felony conviction (currently 2%); less than 2% for a new violent felony conviction (currently 5%); less than 20% for a new non-felony conviction (currently 2%).	06/01/92		
<i>Strategy: Place more emphasis on cost-efficient purchasing/procurement.</i>			
<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Director of Institutions will develop a plan for purchasing prisoner clothing from Prison Industries and addressing the clothing needs of long term prisoners.	01/01/92	01/01/92	100%
<i>Comment: Prison Industries clothing is being used for jail and short term facilities.</i>			
<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Commissioner will develop a plan to improve cost-effectiveness and inventory control with regard to institutional purchasing procedures.	07/01/91 (06/01/92) Adjusted		

Special Activities

Goal III:

Use Human Resources More Efficiently

Strategy: Place more emphasis on reorganization along functional lines.

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Commissioner will update Department Policy 102.03, <u>Organization Chart</u> , reflecting reorganization from regional to functional lines.	07/01/91	07/25/91	1000%

Comment: Final paper work is being processed.

FY92 The Director of Administrative Services will restructure current PCNs, update job descriptions, reclassify/ relocate positions, and request new positions as needed to complete the shift from regional to functional organization.	08/01/91	12/31/91	800%
FY92 A Departmental Task Force will study the feasibility of creating an Internal Affairs Investigative Unit and make recommendations on implementation if feasible.	08/15/91 (06/01/92) Adjusted		

Strategy: Place more emphasis on management skills and supervisory training.

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Training Coordinator will insure that a 40-hour comprehensive supervisory skills training program in Anchorage, Fairbanks, and Juneau is made available to all supervisory employees.	06/01/92		

Special Activities

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Training Coordinator will insure that a 24-hour course on management skills is available for Assistant Superintendents and Superintendents.	06/01/92		

FY92 The Director of Community Corrections will establish and implement a minimum level of supervisory training to be completed by community corrections supervisors, including certification in a "Training for Trainers" course for all Probation Officers III.	06/01/92		
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Strategy: Place more emphasis on staff utilization studies and job classification.

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
FY92 The Deputy Commissioner will develop a plan to implement the recommendations of the Pezzat Marwick staff utilization audit conducted between May and July, 1991.	12/31/91 (06/01/91) Adjusted		

Comment: Task Force report recommendations for career track for C.O.'s and P.O.'s is completed. Project on hold.

FY92 The Director of Administrative Services will review the recommendations of the Director of Institutions regarding the reclassification of the Correctional Officer job series 3 and the recommendations of the Director of Community Corrections regarding the Probation Officer job series 3 and will submit final recommendations to the Department of Administration, Division of Personnel.	09/01/91 (06/01/92) Adjusted		
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Special Activities

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
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<p>FY92 A Department Task Force will process requests for analyzing the relative costs/benefits of private vs. Governmental responsibility for selected DOC functions. Initial requests for analysis include: internal on-site versus contracted drug testing for Community Correction: offenders; restitution and possibly probation fee collection.</p>	06/01/92		
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Strategy: Place more emphasis on employee health and safety needs.

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
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<p>FY92 The Director of Institutions will insure that an Employee Assistance Program is in place at Spring Creek Correctional Center that includes employee health components.</p>	01/01/92	09/03/91	100%
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Strategy: Place more emphasis on employee turnover.

<u>Objective</u>	<u>Target</u> <u>Date</u>	<u>Date</u> <u>Done</u>	<u>%</u> <u>Done</u>
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Comment: Deferred until FY93 pending completion of a national study on same topic.

<p>FY92 A Department Task Force will assess levels of turnover at each institution and office, determine acceptable levels of turnover, and make recommendations to achieve levels in each unit.</p>	04/01/92		
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Special Activities

Strategy: Place more emphasis on the identification and use of employee skills/talents/interests.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Survey completed and results being compiled.</i>	FY92 A Departmental Task Force will conduct an employee survey, catalogue results, and develop a system for updating and utilizing the information in order to involve more employees in special projects/assignments relevant to their skills/interests.	02/01/92	01/01/92	90%

Strategy: Place more emphasis on the feasibility of volunteers.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Policy is in draft format and currently under review and evaluation by department Personnel.</i>	FY92 The Commissioner will issue a Department Policy establishing a Student Intern program.	11/01/91 (04/01/92) Adjusted		70%
	FY92 The Director of Community Corrections will insure that at least one student intern is placed in the Community Corrections offices in Anchorage and Fairbanks.	11/01/91	11/01/91	100%

Strategy: Continue the same emphasis on new hire recruitment and staff training.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
	FY92 A Department Task Force will make recommendations to improve training officer recruitment.	12/30/91		

Special Activities

Goal IV:

Develop Management Information and Planning Systems

Strategy: Place more emphasis on data collection/analysis and research.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: This unit has been renamed to the Office of Technical Services.</i>	FY92 The Deputy Commissioner will create an Office of Research and Planning to serve as a central clearing house for data collection/analysis and research.	07/01/91	07/01/91	100%
<i>Comment: Initial draft completed.</i>	FY92 The Office of Technical Services will publish a description of its functions and outline procedures for requesting technical assistance, data, research materials, policy and procedure revisions, and other information from the office.	12/01/91 (06/01/92) Adjusted		80%
	FY92 The Director of Administration will develop procedures and data processing controls to insure accurate, reliable, and protected data entry into the OBSCIS and HOFA systems.	09/01/91 (06/01/92) Adjusted		

Strategy: Place more emphasis on reliable offender forecasting systems.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Method will be validated by Master Plan consultants before finalized.</i>	FY92 The Office of Technical Services will develop a standardized prisoner population forecasting method. The forecasting method will be based on data from jail and prison populations and will provide valid forecasts for budget and planning purposes.	09/01/91	09/01/91	100%

Special Activities

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Currently in progress. Preliminary report due 06/06/92.</i>	FY92 A Department Task Force will develop a statewide Facilities Master Plan, projecting the facility needs of the department over the next five years and recommending facility modifications that will be required to meet forecasted offender needs. Distinction between jail and prison facilities and parity for female offenders will be incorporated into the plan.	06/01/92		

Strategy: Place more emphasis on executive staff training.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Scheduled for 06/06/92.</i>	FY92 The Commissioner, Deputy Commissioner, Special Assistants, and Directors will participate in at least two follow-up training sessions addressing strategic planning.	06/01/92		

Strategy: Place more emphasis on regular, systematic audits.

	<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<i>Comment: Accounting procedures training completed; audit system in progress.</i>	FY92 The Director of Administrative Services will revise budgeting and accounting policies and procedures and institute regular fiscal audits of each department component to improve budget planning and accountability.	12/31/91 (06/01/92) Adjusted		

Special Activities

Strategy: Place more emphasis on comprehensive annual report.

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<p><i>Comment: The annual report will be used as an internal planning document and will provide the Governor and Legislature with timely information appropriate to their needs.</i></p>	<p>FY92 The Office of Technical Services will develop a timeline and a format for collecting and compiling information for an annual report to be published at the end of each calendar year.</p>	<p>12/31/91</p>	<p>11/15/91 100%</p>

Strategy: Place more emphasis on analysis and response to proposed legislation.

<u>Objective</u>	<u>Target Date</u>	<u>Date Done</u>	<u>% Done</u>
<p>FY92 The Commissioner will direct the department's legislative liaison to develop a system to insure that all proposed legislation affecting the department is reviewed by the appropriate staff and that a department position paper and fiscal note, if applicable, are submitted to the Legislature in a timely manner.</p>	<p>12/31/91</p>	<p>12/31/91</p>	<p>100%</p>

Administrative Services Division

Mission Statement

The Division of Administrative Services is the administrative arm of the Department of Corrections. The mission of this division is to support the operating divisions of the Department, in the areas of personnel, accounting, supply and data processing/records. This support is provided in two ways: 1) ongoing operation of support systems to pay bills, process payroll, provide data processing services, supply routine materials; and 2) responding to requests from the operating divisions for assistance in such matters as personnel reclassifications or utilization studies, accounting or auditing projects, enhancements to the data processing systems, budget preparation and analysis.

Division Overview

This division is staffed with 40 full time employees. The responsibility of this division extends to a Department with 1319 employees, located in 24 communities in the state. The annual budget of the Department is approximately \$110 million. The Department is responsible for approximately 2,600 inmates and 3,800 offenders under parole or probation supervision.

Accounting Section

The accounting section in Juneau processes all vendor and contractor payments for the Department. This section has been working with the institutions and other organizational units to assure timely payment of vendor invoices. This section also oversees the automated HOFA accounting system, which functions in each institution for the accounting for inmate funds. The accounting section provides input to the budget preparation and control process, working with the management of this division and with the other divisions to help maintain up-to-date budget information.

Supply Section

The supply section oversees all purchasing for the department for non-food or medical items. This function is divided between Juneau and Anchorage, with the Juneau office handling certain state-wide functions, and the Anchorage office working with the Anchorage vicinity institutions and the Anchorage headquarters office. Processing and distribution of mail for both offices is also a responsibility of this section.

Data and Word Processing Section

This section, housed in Juneau, is responsible for supporting the ongoing data processing requirements of the Department. The major programs managed by this section are the OSCIS information system and HOFA inmate accounting system. The staff is working to upgrade various aspects of these programs, to improve ease of operation and generation of accurate information. This section provides statistical reports for use by management, and coordinates with other justice agencies regarding common or shared data information issues.

Administrative Services Division

Personnel Section

The Personnel unit has had a major reorganization over the past year. The change from regional to functional lines of authority has caused staff and workload realignment but has provided a more consistent service to the department. The senior personnel officer is now located in Anchorage closer to the majority of the directors and their staff. The Anchorage office consists of eight staff and provides personnel/payroll guidance to over 1100 employees. The Juneau office has six staff providing service to approximately 200 employees in addition to processing all new employee background investigations.

Another major change in the Personnel Unit is the implementation of basic employment standards under the guidance of the Alaska Police Standards Council. This provides for an indepth screening of all Correctional Officers and Probation Officers applicants which includes personal histroy, employment history, medical and psychological screening. In the past year, approximately 2500 applicants have received background packets and are in various stages of process.

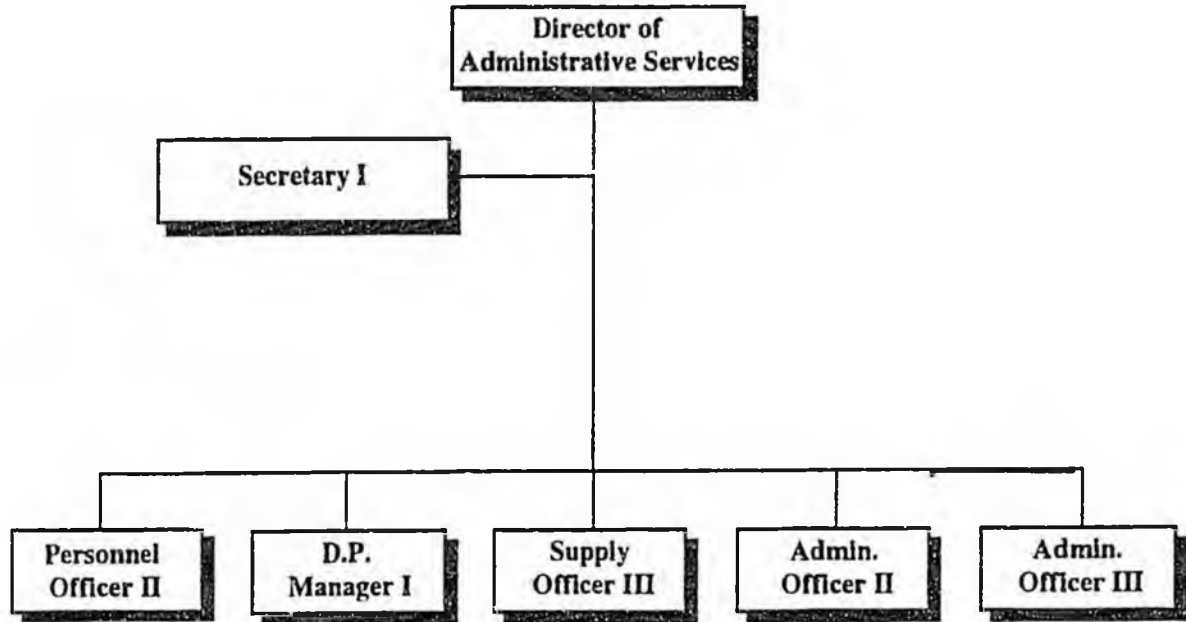
Employee Data

Fulltime Employees FY90 Actual FY91 Actual FY92 Auth.

Administrative Services	51	51	54
Statewide Programs	58	54	46
Parole Board	5	5	5
Institutions	1,062	1,093	1,101
Community Corrections	111	116	111
Total	1,287	1,319	1,317

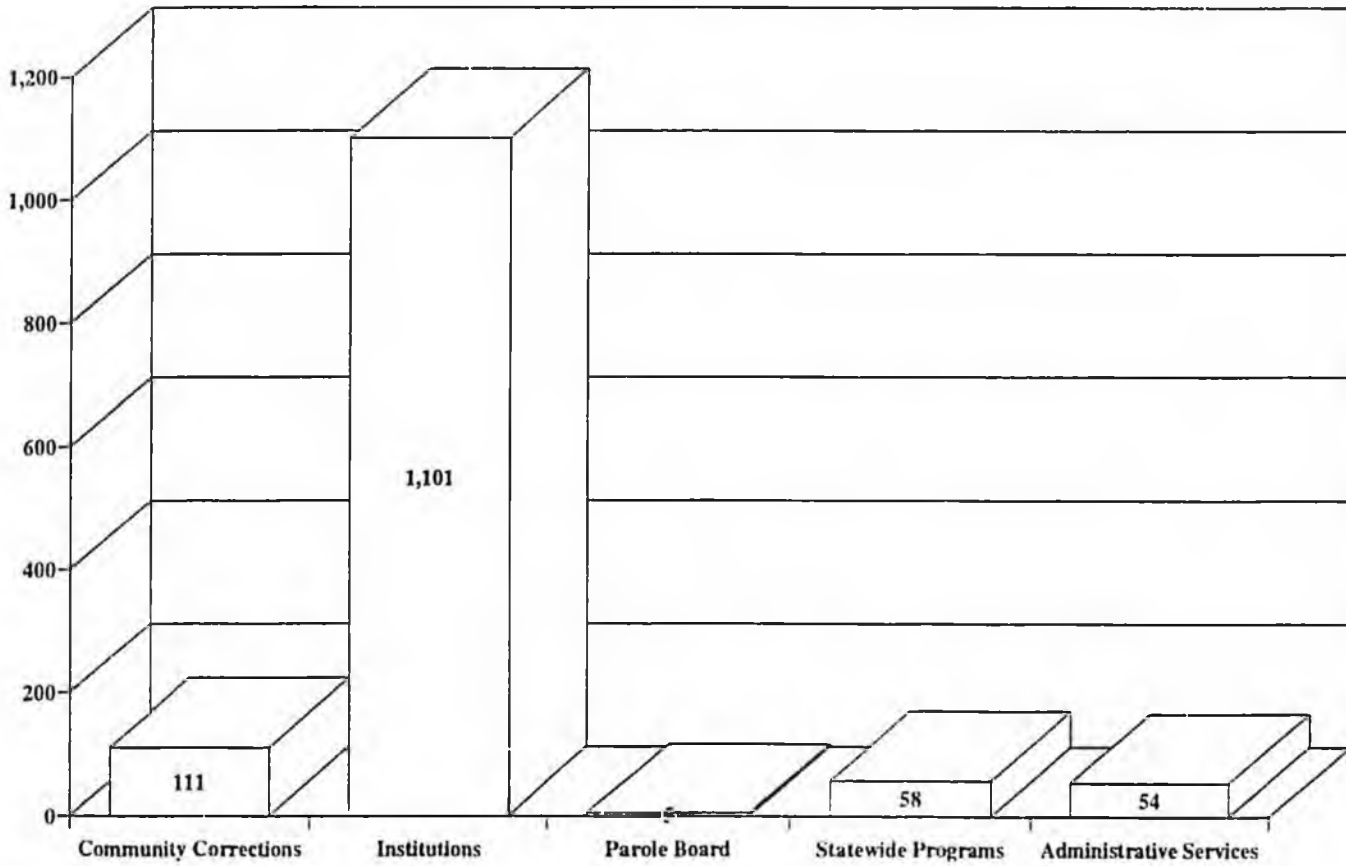
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Administrative Services Division



Administrative Services Division

Number of Employees by Division
Fiscal Year 1992 Authorized



Administrative Services Division

Budget Overview

The Department of Corrections has suffered from insufficient funding for several years. The level of funding has not kept pace with the growth in demands on the department for inmate and community services. One of the priorities of this department is to achieve an appropriation level that is adequate to avoid an annual supplemental budget request. Once the appropriation matches the ongoing operating costs of the department, the department will be able to manage toward a firm budget figure. This will enhance the ability of management to hold program managers accountable for their budgets and for not over spending. Until an adequate budget level is established, any efficiencies or cost savings implemented by the department will be overshadowed by supplementals and shortfalls.

The fiscal gap for the department is clearly demonstrated in the attached chart "Fiscal Data By Function." The actual level of expenditures for FY 90 was \$98.7 million. For FY 91, this actual level was \$107.1 million. The appropriation for FY 92 is \$102.7 million. If costs in FY 92 were to increase 5% over FY 91, the budget level in FY 92 would need to be at least \$112-113 million.

The breakdown of the department's budget shows that 75% is for institutional operations, and almost 75% of the department total budget is made up of personnel cost. There is very little discretion in staffing patterns for institutions due to security concerns. There is also no room for artificially high personnel vacancy factors since 24-hour shifts must be staffed, either by filled positions or through the more expensive use of overtime. As long as the prisoner population remains at its current levels, the opportunity for significant budget savings is not available.

The department is analyzing ways to deal with potential growth in prisoner population. Increases in caseload will create budgetary demands, regardless of how this caseload is handled. To the extent that population growth can be absorbed in "soft" beds, the overall cost of facility construction and operation of "hard" beds will be minimized. However, even the less expensive alternative of using "soft" beds will carry a price tag and will increase, not decrease, the total budget for the department.

Administrative Services Division

Supplemental Budget Projection

Anvil Mountain C.C.	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	3,001.7	3,105.9	3,295.2	(189.3)
Travel	50.0	37.7	58.7	(21.0)
Contractual	330.3	212.4	391.5	(179.1)
Supplies	312.0	335.2	335.2	0.0
Equipment	37.9	0.0	0.0	0.0
Grants	35.9	23.6	35.9	(12.3)
Subtotal	3,767.8	3,714.8	4,116.5	(401.7)
Cook Inlet Pretrial				
Personal Services	7,268.1	7,599.4	7,979.3	(379.9)
Travel	9.7	9.0	10.0	(1.0)
Contractual	564.7	410.0	612.0	(202.0)
Supplies	773.7	807.3	818.1	(10.8)
Equipment	39.0	0.0	0.0	0.0
Grants	72.7	75.8	75.8	0.0
Subtotal	8,727.9	8,901.5	9,495.2	(593.7)
Fairbanks C.C.				
Personal Services	5,701.5	5,939.0	6,215.5	(276.5)
Travel	42.3	23.8	30.0	(6.2)
Contractual	595.9	395.0	622.0	(227.0)
Supplies	881.9	867.3	900.0	(32.7)
Equipment	15.7	0.0	10.0	(10.0)
Grants	94.3	93.0	93.0	0.0
Subtotal	7,331.6	7,318.1	7,870.5	(552.4)
Hiland Mtn/Meadow Ck C.C.				
Personal Services	5,692.7	5,623.8	6,227	(603.9)
Travel	8.6	6.3	12.1	(5.8)
Contractual	550.1	492.8	561.6	(68.8)
Supplies	708.1	650.7	725.0	(74.3)
Equipment	13.2	0.0	0.0	0.0
Grants	174.3	157.4	174.0	(16.6)
Subtotal	7,147.0	6,931.0	7,700.4	(769.4)

Administrative Services Division

Sixth Avenue C.C.	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	3,011.4	3,074.5	3,296.0	(222.1)
Travel	18.2	9.3	17.0	(7.7)
Contractual	118.8	24.5	123.2	(98.7)
Supplies	267.2	206.8	277.0	(70.2)
Equipment	33.9	0.0	0.0	0.0
Grants	26.1	22.0	26.0	(4.0)
Subtotal	3,475.6	3,337.1	3,739.8	(402.7)
Spring Creek C.C.				
Personal Services	10,568.4	10,598.1	11,467.5	(869.4)
Travel	50.3	40.3	40.3	0.0
Contractual	977.1	802.4	1,062.0	(259.6)
Supplies	1,139.5	1,378.9	1,243.0	135.9
Equipment	74.5	0.0	0.0	0.0
Grants	247.0	232.3	252.3	(20.0)
Subtotal	13,056.8	13,052.0	14,065.1	(1,013.1)
Wildwood C.C.				
Personal Services	5,944.3	6,045.3	6,501.0	(455.7)
Travel	33.8	21.8	25.0	(3.2)
Contractual	486.1	284.0	458.9	(174.9)
Supplies	867.6	870.5	912.0	(41.5)
Equipment	27.0	0.0	0.0	0.0
Grants	186.4	167.7	187.0	(19.3)
Subtotal	7,545.2	7,389.3	8,083.9	(694.6)
Yukon-Kuskokwim C.C.				
Personal Services	3,165.3	3,247.1	3,499.4	(252.3)
Travel	45.9	34.2	40.0	(5.8)
Contractual	293.4	164.5	297.6	(133.1)
Supplies	294.8	313.6	325.0	(11.4)
Equipment	29.9	38.5	31.0	7.5
Grants	45.1	51.2	48.5	2.7
Subtotal	3,874.4	3,849.1	4,241.5	(392.4)

Administrative Services Division

Subtotal -- Institutions	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	59,788.1	61,337.0	65,836.0	(4,499.0)
Travel	329.6	221.3	305.6	(84.3)
Contractual	5,309.7	3,679.8	5,815.3	(2,135.5)
Supplies	7,281.7	7,365.2	7,709.4	(344.2)
Equipment	312.1	54.5	73.2	(18.7)
Grants	1,248.9	1,160.6	1,285.1	(124.5)
Subtotal	74,270.1	73,818.4	81,024.6	(7,206.2)
Director of Institutions				
Personal Services	240.4	408.0	377.8	30.2
Travel	24.6	9.0	44.0	(35.0)
Contractual	12.4	4.8	20.0	(15.2)
Supplies	3.9	0.7	5.2	(4.5)
Equipment	15.0	0.0	7.0	(7.0)
Grants	0.0	0.0	0.0	0.0
Subtotal	296.3	422.5	454.0	(31.5)
Classification/Transportation				
Personal Services	579.4	435.4	480.4	(45.0)
Travel	9.3	43.2	61.0	(17.8)
Contractual	47.1	29.3	29.3	0.0
Supplies	49.8	2.0	2.0	0.0
Equipment	20.0	0.0	0.0	0.0
Grants	0.0	0.0	0.0	0.0
Subtotal	705.6	509.9	572.7	(62.8)
TOTAL INSTITUTIONS				
Personal Services	60,607.9	62,180.4	66,69.2	(4,513.8)
Travel	363.5	273.5	410.6	(137.1)
Contractual	5,369.2	3,713.9	5,864.6	(2,150.7)
Supplies	7,335.4	7,367.9	7,716.6	(348.7)
Equipment	347.1	54.5	80.2	(25.7)
Grants	1,248.9	1,160.6	1,285.1	(124.5)
Subtotal	75,272.0	74,750.8	82,051.3	(7,300.5)

Administrative Services Division

TOTAL PROBATION	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	5,693.3	5,797.5	5,852.2	(54.7)
Travel	156.1	111.3	90.4	20.9
Contractual	575.2	406.9	509.1	(102.2)
Supplies	78.0	63.5	69.3	(5.8)
Equipment	35.0	7.4	11.3	(3.9)
Grants	1.0	1.0	0.0	1.0
Subtotal	6,538.6	6,387.6	6,532.3	(144.7)
COMMISSIONER' OFFICE				
Personal Services	508.7	736.9	625.1	111.8
Travel	52.0	32.2	77.9	(45.7)
Contractual	79.7	57.5	37.7	19.8
Supplies	7.8	7.0	22.3	(15.3)
Equipment	0.3		5.8	(5.8)
Grants				0.0
Subtotal	648.5	833.6	768.8	64.8
PAROLE BOARD				
Personal Services	259.9	253.5	304.5	(51.0)
Travel	98.4	99.8	112.3	(12.5)
Contractual	88.5	79.0	115.8	(36.8)
Supplies	2.3	2.1	2.7	(0.6)
Equipment	2.1			0.0
Grants				0.0
Subtotal	451.2	434.4	535.3	(100.9)
ADMIN. SERVICES				
Personal Services	1,939.6	1,687.8	1,761.9	(74.1)
Travel	22.6	10.9	26.1	(15.2)
Contractual	542.1	433.0	550.4	(117.4)
Supplies	78.9	58.7	51.4	7.3
Equipment	0.3		11.2	(11.2)
Grants	177.3	137.5		137.5
Subtotal	2,760.8	2,327.9	2,401.0	(73.1)

Administrative Services Division

POLICY REVIEW UNIT	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services				0.0
Travel				0.0
Contractual				0.0
Supplies				0.0
Equipment				0.0
Grants				0.0
Subtotal				0.0
DATA & WORD PROCESSING				
Personal Services	226.2	227.6	282.3	(54.7)
Travel	8.9	10.8	5.0	5.8
Contractual	78.0	174.5	39.6	134.9
Supplies	8.7	11.8	69.3	(57.5)
Equipment	99.9		40.7	(40.7)
Grants				0.0
Subtotal	421.7	424.7	436.9	(12.2)
BRJ TOTAL				
Personal Services	2,934.4	2,905.8	2,973.8	(68.0)
Travel	181.9	153.2	220.8	(67.6)
Contractual	788.3	744.0	743.5	0.5
Supplies	97.7	79.6	145.7	(66.1)
Equipment	102.6	0.0	57.7	(57.7)
Grants	177.3	137.5	0.0	137.5
Subtotal	4,282.2	4,020.1	4,141.5	(121.4)
STATEWIDE PROGRAMS				
Personal Services	324.1	324.6	536.0	(211.4)
Travel	77.1	16.1	52.9	(36.8)
Contractual	6,829.2	7,213.5	7,497.0	(283.5)
Supplies	155.6	122.0	130.1	(8.1)
Equipment	73.1		10.4	(10.4)
Grants	4.2			0.0
Subtotal	7,463.3	7,676.2	8,226.4	(550.2)

Administrative Services Division

INDUSTRIES ADMIN.	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	782.4	774.6	804.5	(29.9)
Travel	14.9	4.8	17.6	(12.8)
Contractual	7.2	5.5	8.7	(3.2)
Supplies	1.1	2.1	2.1	0.0
Equipment				0.0
Grants				0.0
Subtotal	805.6	787.0	832.9	(45.9)
TRAINING UNIT				
Personal Services	702.4	751.8	868.5	(116.7)
Travel	66.8	54.0	56.5	(2.5)
Contractual	355.5	94.7	161.5	(66.8)
Supplies	144.2	81.1	75.1	6.0
Equipment	57.7		0.9	(0.9)
Grants		12.0		12.0
Subtotal	1,326.6	993.6	1,162.5	(168.9)
OUT-OF-STATE CONTRACT				
Personal Services				0.0
Travel				0.0
Contractual	1,284.9	1,348.7	1,226.8	121.9
Supplies	8.6	10.3	1.5	8.8
Equipment	0.9			0.0
Grants				0.0
Subtotal	1,294.4	1,359.0	1,228.3	130.7
INMATE HEALTH CARE				
Personal Services	871.1	770.2	756.5	13.7
Travel	41.4	3.6	29.9	(26.3)
Contractual	5,839.2	3,212.7	6,080.0	(2,867.3)
Supplies	808.2	269.1	882.9	(613.8)
Equipment	21.1			0.0
Grants				0.0
Subtotal	7,581.0	4,255.6	7,749.3	(3,493.7)

Administrative Services Division

ADMIN. TOTAL	91 Actual	92 Authorized	92 Projected	Shortfall
Personal Services	2,680.0	2,621.2	2,965.5	(344.3)
Travel	200.2	78.5	156.9	(78.4)
Contractual	14,316.0	11,875.1	14,974.0	(3,098.9)
Supplies	1,117.7	484.6	1,091.7	(607.1)
Equipment	152.8	0.0	11.3	(11.3)
Grants	4.2	12.0	0.0	12.0
Subtotal	18,470.9	15,071.4	19,199.4	(4,128.0)
 GRAND TOTALS				
Personal Services	71,915.6	73,504.9	78,485.7	(4,980.8)
Travel	901.7	617.0	879.2	(262.2)
Contractual	21,048.7	16,739.9	22,091.2	(5,351.3)
Supplies	8,628.8	7,995.6	9,023.3	(1,027.7)
Equipment	637.5	61.9	160.5	(98.6)
Grants	1,431.4	1,311.1	1,285.1	26.0
Subtotal (General Fund)	104,563.7	100,230.4	111,924.0	(11,694.6)
Correctional Industries Product Cost		2250.6	2250.6	
Facilities - Capital Improvement Unit		255.6	255.6	
Total Funds		102,716.6	114,431.2	(11,694.6)

Administrative Services Division

Fiscal Data By Function

Administrative Services	FY90 Actual	FY91 Actual	FY92 Authorized
Personal Service	2,323.9	2,674.5	2,652.3
Travel	67.9	83.5	53.4
Contractual	510.0	699.8	665.0
Supplies	122.6	95.4	77.5
Equipment	80.1	100.5	0.0
Gratuities	105.0	177.3	137.5
Total	3,209.5	3,831.0	3,585.7
Statewide Programs			
Personal Services	3,390.5	3,432.9	3,250.3
Travel	228.9	271.3	162.2
Contractual	13,476.2	14,743.3	12,236.6
Supplies	2,033.5	2,535.5	1,787.2
Equipment	179.4	317.7	50.0
Gratuities	250.2	290.0	482.5
Total (1)	19,558.7	21,590.7	17,968.8
Parole Board			
Personal Services	230.4	259.9	253.5
Travel	76.8	98.4	99.8
Contractual	84.7	88.5	79.0
Supplies	3.2	2.3	2.1
Equipment	6.1	2.1	0.0
Gratuities	0.0	0.0	0.0
Total	401.2	451.2	434.4

(1) Includes 1382.3 in FY90 and 1294.4 in FY91 for contract prison care by the Federal Bureau of Prisons.

Administrative Services Division

Fiscal Data By Function

(2) Institutions	FY90 Actual	FY91 Actual	FY92 Authorized
Personal Services	5,5987.3	6,0309.8	6,1739.9
Travel	326.6	382.9	230.3
Contractual	4,871.9	5,332.8	3,884.6
Supplies	7,212.9	7,291.6	7,365.9
Equipment	257.7	327.1	54.5
Gratuities	1,242.3	1,248.9	1,160.6
Total	6,9901.7 (1)	7,4893.1	7,4435.8

(3) Community Corrections			
Personal Services	4,975.3	5,563.8	5,824.4
Travel	128.6	134.6	105.6
Contractual	417.4	565.5	312.4
Supplies	73.3	73.1	61.1
Equipment	27.3	35.0	7.4
Gratuities	0.8	1.0	1.0
Total	5,622.7	6,373.3	6,311.9

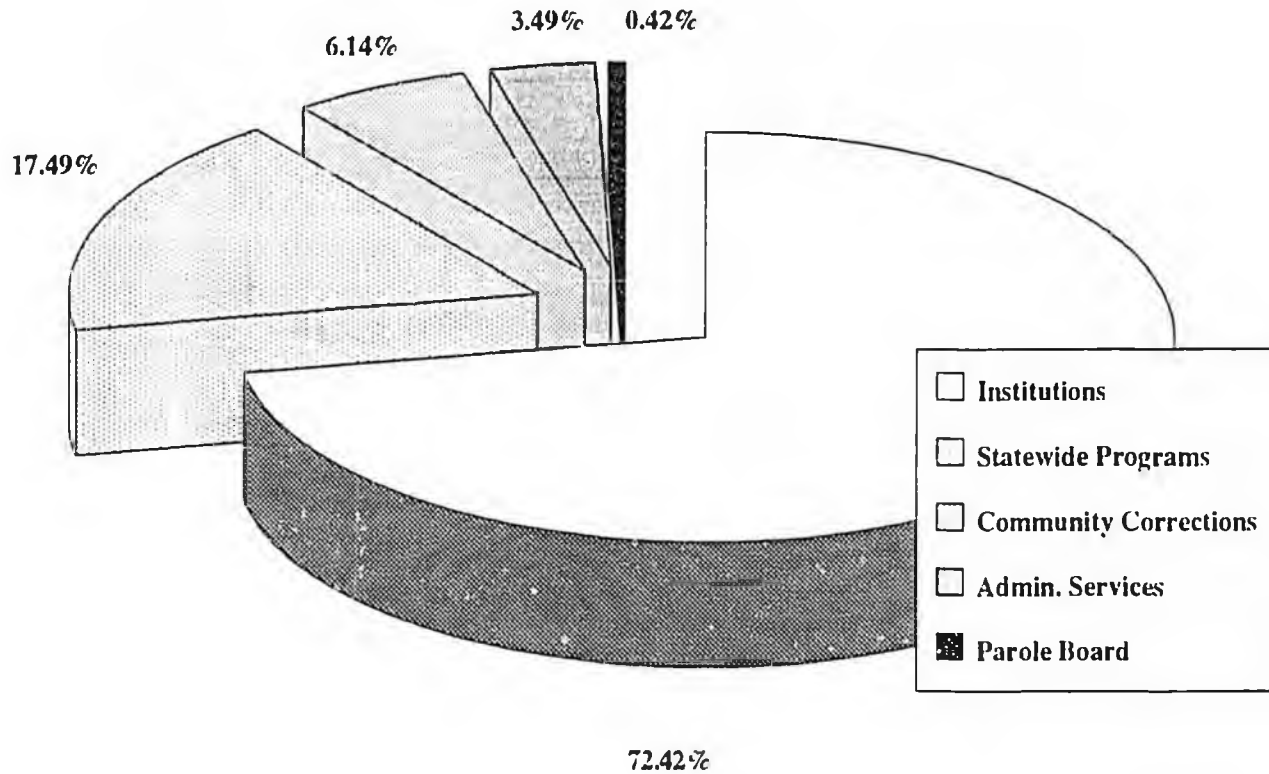
Total Department			
Personal Services	66,907.4	7,2240.9	7,3720.4
Travel	828.8	970.7	651.3
Contractual	19,360.2	21,429.9	17,177.6
Supplies	9,445.5	9,997.9	9,293.8
Equipment	550.6	782.4	111.9
Gratuities	1,598.3	1717.2	1781.6
Total	98,693.8	107,139.0	102,736.6

(1) Includes 3.0 Miscellaneous, not listed.
 (2) Became a separate Division in FY92.
 (3) Became a separate Division in FY92.

Administrative Services Division

Fiscal Year 1992 Budget

Total Budget: \$102.7 Million



Division of Community Corrections

Director's Overview

Mission Statement

The Division of Community Corrections is responsible for the administration of program units that supervise and oversee the activities of probationers and parolees released to the community. These services are instrumental in assisting the probationer/parolee to reintegrate into society upon release from incarceration.

The Division of Community Corrections continues to strive toward excellence and enhanced public protection as ultimate challenges. In the wake of declining resources and budgetary constraints, our quest for excellence, more than ever, means effective and efficient resource management.

Community Corrections is committed to protection of the public through the efficient use of available resources for the reformation and integration of offenders into society. The programs and services the Community Corrections division offers include the following:

Presentence Investigations

The presentence investigation report is a social biographical document that is completed on defendants facing felony and misdemeanor sentencing. The report describes the defendant's character, evaluates problems, reveals the nature of relationships with others, and discloses those factors that underlie the defendant's specific offense and conduct in general.

The primary purpose of the presentence investigation report is to aid the court in determining the appropriate sentence. It also serves other functions to include: (1) to aid the supervising probation officer in supervision efforts during the probation and parole; (2) to assist the Division of Institutions in classification, institutional programs, and release planning; (3) to furnish the Alaska Parole Board with information pertinent to consideration of parole; (4) and, it serves as a reference source for treatment practitioners in developing treatment plans.

Finally, the presentence investigation report provides sentencing options and a general plan regarding the defendant's rehabilitative needs.



Emma J. Byrd, Director of Community Corrections

Division of Community Corrections

During the calendar year 1991, over 731 presentence investigation reports were submitted to Superior Courts. The report generally takes from four (4) to six (6) weeks to complete by probation officers. In the Anchorage and Fairbanks Probation Offices, special units have been established to perform this function. At present there are 10 probation officers assigned to these units. In other probation offices throughout the state, probation officers prepare presentence reports and manage supervision caseloads.

Supervision

Professional probation and parole officers monitor offenders in the community by keeping the courts and Parole Board informed of the individual's progress and level of compliance. To enhance case management, specialized caseloads have been established in the larger probation offices for sex offenders, youthful offenders, substance abusers (drugs), and mental health offenders. These specialized caseloads allow the probation officers to become proficient in a given or specific area and permit greater supervision.

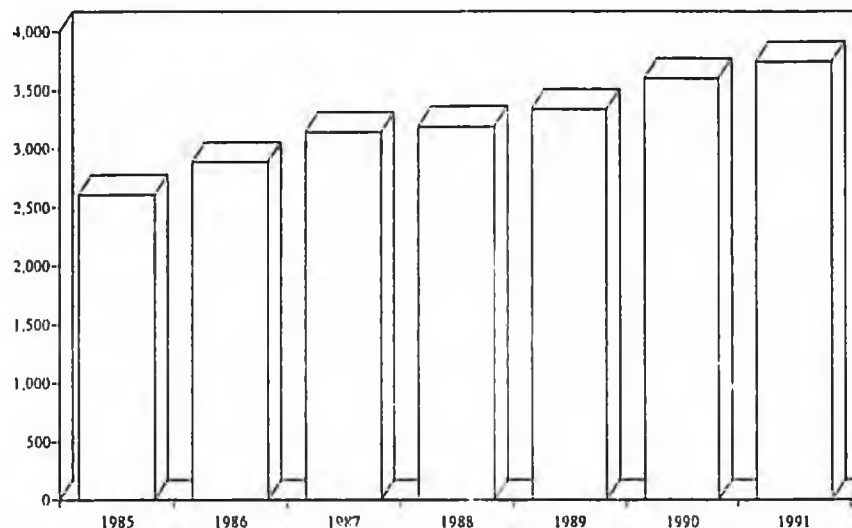
Supervision of offenders is provided by 60 probation and parole officers. On December 31, 1991, there were 3,744 individuals under probation and parole supervision throughout the state. There are 13 district probation office locations. These offices vary in size according to the supervision demands of the locality:

<u>Location</u>	<u>No. of Probation Officers</u>
Sitka	1
Ketchikan	3
Juneau	3
Kodiak	2
Dillingham	1
Kenai	4
Palmer	5
Anchorage	24
Bethel	4
Fairbanks	9
Nome	1
Kotzebue	1
Barrow	2

Since 1985, there has been a steady increase in the number of individuals placed on supervision. This growth is depicted in the following chart.

Division of Community Corrections

Number of Offenders on Community Supervision



Intensive Supervision

The Intensive Supervision and Surveillance Program (ISSP) was started in Anchorage in 1987 as a pilot program staffed by two specially trained probation officers and a clerk typist III. This program serves as an alternative to incarceration by allowing offenders to be released early on discretionary parole. The program targets this specified population of offenders for more intense levels of supervision and surveillance. Increased surveillance is typically coupled with other conditions of probation or parole, including curfews, restitution, community service work, drug and alcohol testing, substance abuse treatment, and an employment or education requirement.

The program also limits the caseload to a maximum level of 25 participants. This is generally well below the traditional supervision caseload which can average between 75 and 85 cases per officer. The small caseload allows for an increased number of contacts between the supervising probation officer and offender, collateral contacts with employers, more frequent alcohol and drug testing, and closer monitoring of participation in treatment programs or services.

Offenders are ordinarily required to spend one year in the program before being either released from supervision or released to a period of regular probation or parole supervision.

Division of Community Corrections

New Start

The New Start Center program is designed to assist ex-offenders in re-entering the community upon their release from incarceration. The program provides information to clients on available social services, agencies that offer assistance with housing, employment, food, clothing, and other social services.

During fiscal year 1992, the New Start Centers in Juneau and Fairbanks were closed due to underutilization, leaving the only remaining program in Anchorage.

Services previously provided by the New Start Centers have been absorbed by probation officers.

Volunteers

In Fairbanks, a work group was formed and established a male support group to assist ex-offenders. The support group will provide information to participants and create a vehicle for ex-offenders to express, share and resolve problems concerning their re-integration into society.

Volunteers have offered assistance and will co-facilitate the group along with probation officers.

During 1991, three student interns were placed in community corrections probation offices in Anchorage and Fairbanks.

In 1992, the Division of Community Corrections anticipates expanding its use of volunteers.

Interstate Compact Unit

This unit monitors all incoming and outgoing probation and parole transfer cases in Alaska. In 1991, there were 403 Alaska cases transferred to other states and 271 out-of-state probation cases were received by Alaska for supervision.

Division Goals

The Division of Community Corrections was created in 1991. Prior to the creation of the Division, probation and parole supervision services came under the auspices of three regional directors who managed institutions as their primary focus. These regional positions were later consolidated into a Director of Community Corrections and Director of Institutions.

Presently, the division is in an embryonic stage of development and change. It has pressing demands, but poses an exciting challenge.

Division of Community Corrections

The department, through the collaborative effort of the National Institute of Corrections and recommendations by legislative auditors, has identified the following areas requiring development:

1. Restructure and organize the Division of Community Corrections.
2. Develop a philosophy and mission statement for Community Corrections.
3. Revise and develop Community Corrections' Policy and Procedures.
4. Improve data collection.
5. Study the feasibility of Automated Case Management.
6. Implement the reclassification of probation officers.
7. Develop and implement a supervisory training program for probation supervisors.
8. Train all probation officer III's (supervisors) as trainers for certification under the Alaska Police Standards Council.
9. Expand the Student Internship Program with the University of Alaska.
10. Develop new and expand existing volunteer programs.
11. Study the feasibility and cost effectiveness of internal (on-site) drug testing.

Two Community Corrections district supervisors participated in training on developing drug strategies and on-site drug testing programs. A committee is currently being formed to study the feasibility and cost effectiveness of internal or on-site drug testing.

12. Explore alternative sanctions to incarceration for probation.

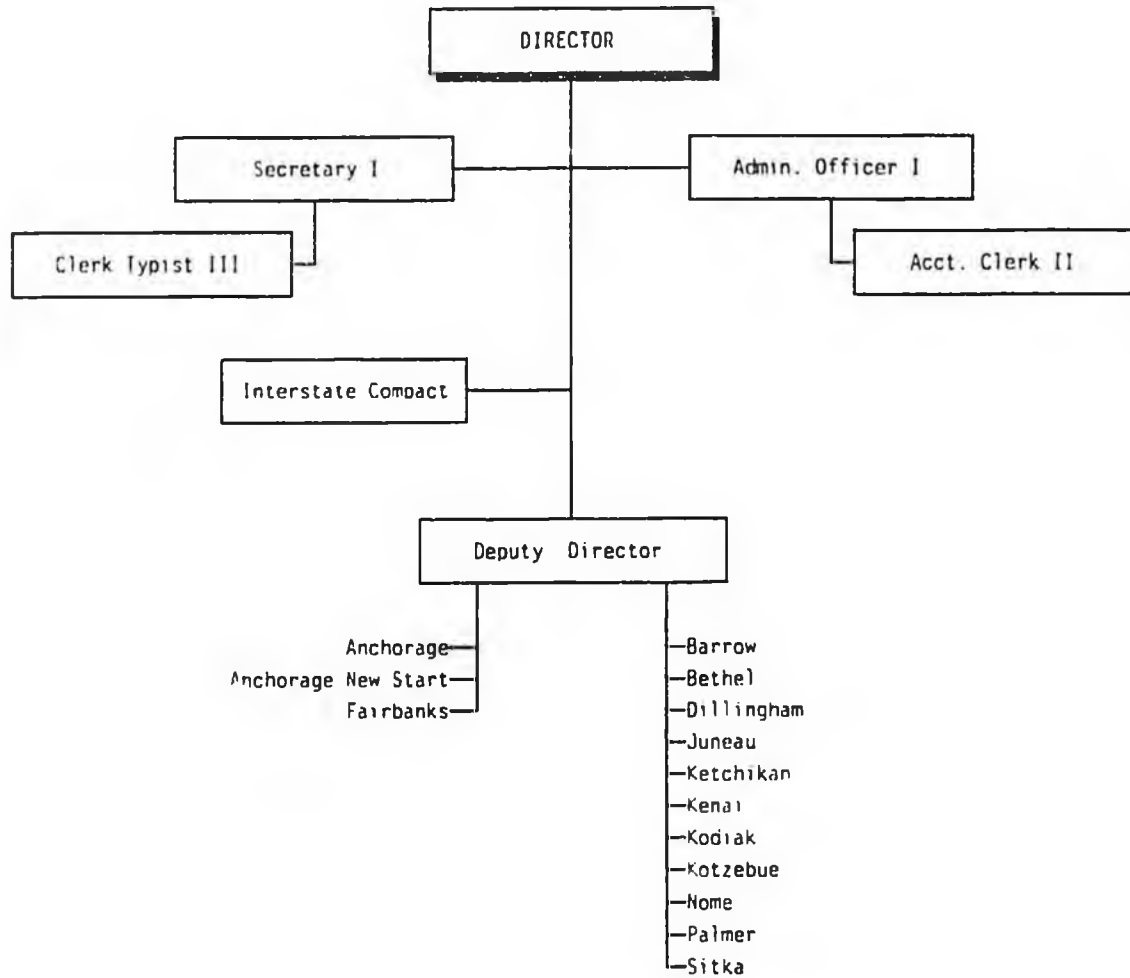
Division of Community Corrections

A task force has been formed to explore and review intermediate sanction options and determine the feasibility in Alaska. The task force's report remains outstanding.

Additionally, Community Corrections staff have participated in a national symposium discussion with the Alaska Judicial Council and Sentencing Commission in looking at intermediate sanctions.

13. Explore alternative funding sources for program development.
14. Establish a communication network with the court and other law enforcement agencies.
15. Enhance the Employee Recognition Program.
16. Standardize the delivery of probation and parole services throughout the state.

Division of Community Corrections



Profile for Parolee/Probationers

Offense Comparison

	1985	1986	1987	1988	1989	1990	1991
Homicide	102	101	102	92	97	79	117
Robbery	115	112	114	119	104	107	117
Forgery	101	118	140	137	138	139	137
Sexual Offenses	360	431	487	505	567	615	631
Theft	279	306	317	337	373	380	419
Burglary	397	433	500	457	456	461	463
Controlled Substances	498	515	574	592	677	775	744
Assault	376	403	417	404	400	431	441

Supervision Level

	Number of Offenders	Percentage of Offenders
Maximum	1,152	30.77%
Medium	1,778	47.49%
Minimum	523	13.97%
Unclassified	204	5.45%
Unknown	87	2.32%
Total	3,744	100.00%

By Sex

	Number of Offenders	Percentage of Offenders
Male	3,236	86.43%
Female	508	13.57%
Total	3,744	100.00%

By Race

	Number of Offenders	Percentage of Offenders
White	2,327	62.02%
Alaska Native	925	24.71%
Black	336	8.97%
Hispanic	77	2.06%
Asian/Pacific Islander	51	1.36%
Unknown	33	0.88%
Total	3,744	100.00%

Profile for Parolee/Probationers

By Marital Status

	Number of Offenders	Percentage of Offenders
Married	896	23.93%
Separated	37	0.99%
Divorced	392	10.47%
Widowed	20	0.53%
Single	2,325	62.10%
Cohabiting	23	0.61%
Unknown	<u>51</u>	<u>1.36%</u>
Total	3,744	100.00%

By Age

	Number of Offenders	Percentage of Offenders
65 and over	34	0.91%
60-64	49	1.31%
55-59	59	1.58%
50-54	111	2.96%
45-49	197	5.26%
40-44	358	9.56%
35-39	555	14.82%
30-34	739	19.74%
25-29	878	23.45%
20-24	703	18.78%
19 and under	<u>61</u>	<u>1.63%</u>
Total	3,744	100.00%

Crime Category

	Number of Offenders	Percentage of Offenders
Violent	1,428	38.14%
Property	1,085	28.98%
Substance	820	21.90%
Other	<u>411</u>	<u>10.98%</u>
Total	3,744	100.00%

Profile for Parolee/Probationers

<i>Place of Residence at time of Admission</i>	Number of Offenders	Percent of Offenders
Interior Region	698	18.64%
Cook Inlet Region	1,772	47.33%
Southeast Region	409	10.92%
Bristol Bay Region	41	1.10%
Seward Peninsula	92	2.46%
Kotzebue Region	47	1.26%
North Slope Region	99	2.64%
Western Region	191	5.10%
Kodiak Region	85	2.27%
Aleutian Chain	31	0.83%
Pacific Rim	56	1.50%
Copper River Region	7	0.19%
Other U.S. States	74	1.98%
Foreign Countries	2	0.05%
Unknown	<u>140</u>	<u>3.74%</u>
Total	3,744	100%

Profile for Parolee/Probationers

Most Serious Offense Committed as of December 31, 1991

Offense	Number of Offenders	Offense	Number of Offenders
OMVI	19	Assault - 4th	15
Illegal Liquor	31	Reckless Endangerment	1
Furnishing	2	Kidnapping	18
Minor Consuming	3	Custodial Interfer - 1st	2
Refuse Chemical Test	1	Sexual Assault - 1st	147
Importation of Alcohol	4	Sexual Assault - 2nd	76
Alcohol - Other	2	Sexual Assault - 3rd	8
Violation of City Ordinance	1	Sex Abuse Minor - 1st	119
Contempt of Court	3	Sex Abuse Minor - 2nd	231
Narcotics - Sale	1	Sex Abuse Minor - 3rd	23
Narcotics - Possess or Use	2	Sex Abuse Minor - 4th	27
Marijuana - Other	1	Incest	8
Dangerous Drugs - Poss or Use	1	Exploitation of Minor	2
Fish & Game Violations	2	Indecent Exposure	2
Federal Offense	1	Robbery - 1st	83
Failure Satisfy Judgement	4	Robbery - 2nd	34
Failure to Appear	17	Extortion	3
Fugitive from Justice	13	Coercion	3
Mental Hold	1	Theft - 1st	49
Non Criminal Booking	2	Theft - 2nd	346
Not Ct-Fed-Mil-Comp but Other	1	Theft - 3rd	11
Parole Violation	3	Theft - 4th	3
Probation Violation	155	Theft of Lost Property	1
Hit and Run	2	Theft by Deception	1
Reckless Driving	2	Theft by Receiving	7
Driving While Susp/Revkd	11	Theft of Services	1
Traffic - Other	3	Failure to Make Dispo of Funds	1
Murder - 1st Degree	16	Concealment of Merchandise	5
Murder - 2nd Degree	27	Unlawful Possession	1
Manslaughter	50	Issuing Bad Check	36
Crim Negligent Homicide	24	Fraudulent Use of Credit Card	5
Rape	2	Burglary - 1st	230
Lewd/Lascivious Acts to Child	3	Burglary - 2nd	233
Shoot, Stab or Cut with Intent	2	Trespass - 1st	4
Aslt Intend to Kill/Rape/Rob	1	Trespass - 2nd	1
Burglary not in Dwelling House	1	Arson - 1st	15
Embezzlement by Employee	3	Arson - 2nd	8
Embezzlement of Public Money	1	Criminal Mischief - 1st	6
Attempt to Commit Misd	7	Criminal Mischief - 2nd	77
Attempt to Commit Felony	20	Criminal Mischief - 3rd	10
Solicit to Commit Crime	2	Criminal Mischief - 4th	1
Assault - 1st	77	Forgery - 1st	18
Assault - 2nd	95	Forgery - 2nd	121
Assault - 3rd	254	Forgery - 3rd	6

Profile for Parolee/Probationers

Most Serious Offense Committed as of December 31, 1991

Offense	Number of Offenders
Scheme to Defraud	10
Misapplication of Property	3
Falsifying Business Records	2
Defrauding Creditors	2
Criminal Nonsupport	1
Contribute Delinq of Minor	2
Bribery	2
Receiving Unlawful Gratuities	1
Perjury	8
Unsworn Falsification	1
Perj by Inconsistent Statemts	1
Escape - 2nd Degree	12
Unlawful Evasion - 1st	1
Permitting an Escape	1
Promote Contraband - 1st	12
Interfer Official Proceedings	2
Tampering with Witness - 1st	3
Tampering with Physical Evid	2
Resisting/Interfering with Arr	1
Hindrng Prosecution - 1st	8
Terroristic Threatening	3
Disorderly Conduct	2
Miscond w Weapons - 1st	39
Miscond w Weapons - 2nd	2
Cntrld Substnces - 1st	20
Cntrld Substnces - 2nd	25
Cntrld Substnces - 3rd	405
Cntrld Substnces - 4th	274
Cntrld Substnces - 5th	4
Cntrld Substnces - 6th	2
Cntrld Substnces - 7th	1
Manu/Deliv of Imit Cont Subs	4
Poss Imit Cont Subs to Sell	2
Deliver Imit Cont Subs Minor	2
Offense Not in Table File	12
Total	3,744

Division of Statewide Programs

Director's Overview

Responsibilities

The Division of Statewide Programs is responsible for a wide variety of inmate services and programs. Generally the activities of Statewide Programs can be divided into two areas, health care and rehabilitation services. Health care consists of Medical Health care and Mental Health care for inmates. Rehabilitation programs consist of educational, substance abuse, sex offender, anger management, prison industries, prison ministries, and community residential center programs.

Division Organization

The Division of Statewide Programs is organized along program lines. The organizational chart reflects the Division's organization as of December 31, 1991.

The most significant organizational changes during the calendar year of 1991 include the following:

1. Creation and staffing of a Medical Officer position to direct inmate health care services;
2. Establishment and staffing of a Substance Abuse Coordinator position (funded by a federal grant); and
3. Transfer of the Forensic Consultation Team from the Department of Health and Social Services to the Department of Corrections.

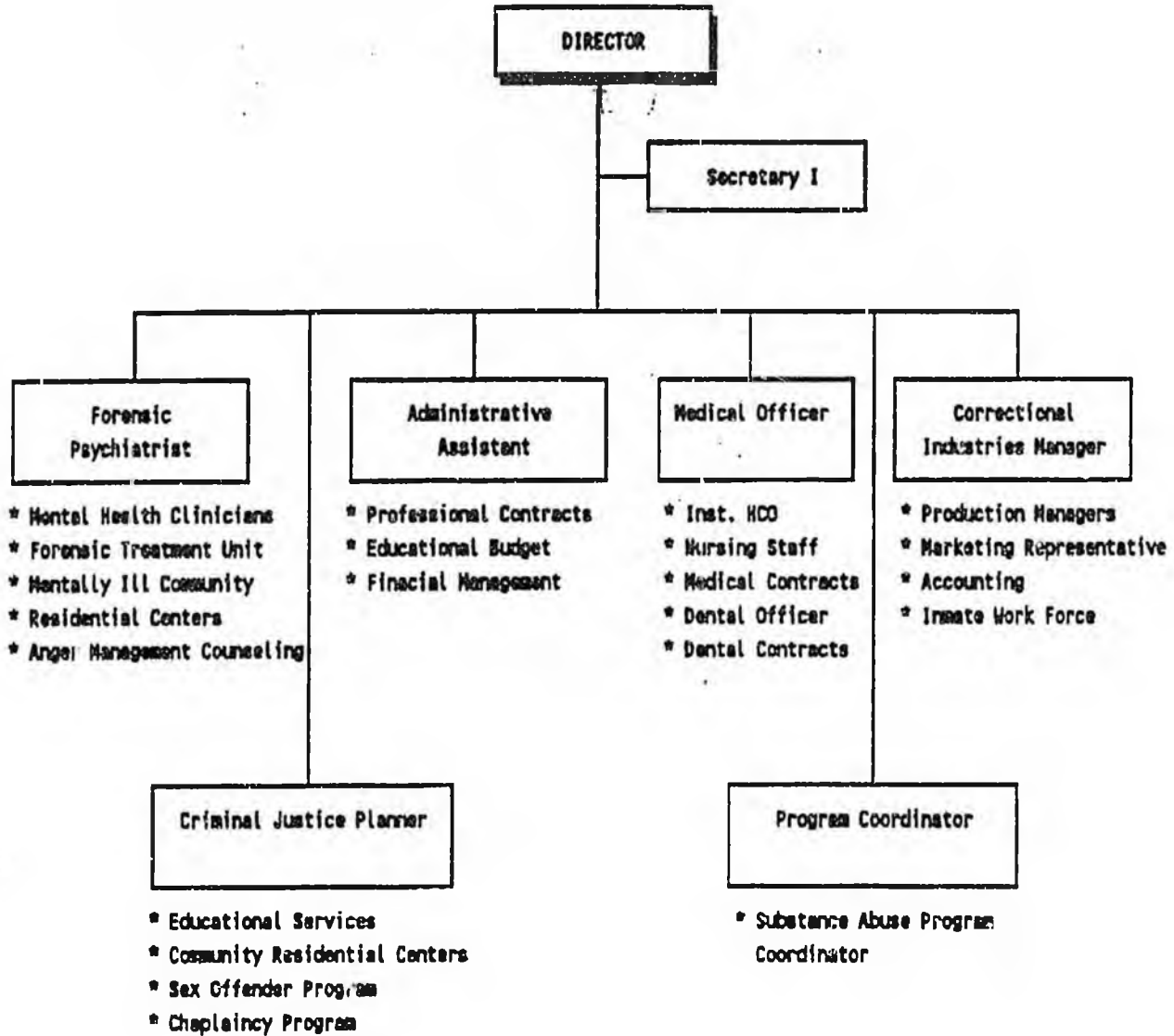


Richard Bentson
Director of Statewide Programs

Delivery of Service

The Division of Statewide Programs delivers program services in a number of different ways. The schedule below summarizes the delivery of services, the number of contracts managed by the division, and the dollar amount of contracts currently encumbered. While the Division of Statewide Programs has only 38 individuals charged to the division budget components, a much larger number of individuals are actually involved in the delivery of services. In a number of the programs, individuals carried within institutional budgets are managed by Statewide Programs staff and contracts are let with private enterprise contractors in a variety of forms. In some cases, such as Community Residential Centers and sex offender programs, contracts are for complete programs. In other cases, such as inmate medical services, the contracts are for professional or technical services managed and directed by Department of Corrections employees.

Division of Statewide Programs



Division of Statewide Programs

Statewide Programs Overview

Program	<u>State Positions</u>		Contract Positions *	Total Positions	Total Contracts	Contract Exp. **
	SWP	Other				
Administrative	4	0	0	4	N/A	N/A
Alaska Correctional Ind.	14	0	0	14	N/A	N/A
Inmate Health Care	13	35.5	78	126.5	22	\$3,354,793.20
Comm. Res. Ctrs.	0	0	81	81	6	\$5,136,457.00
Sex Offender Program	0	9	5.9	14.9	4	+ \$890,338.00
Education	0	16.5	3.7	20.2	63	\$155,312.00
Mental Health	6	15	1.4	22.4	9	\$210,443.00
Substance Abuse	1	0	17	18	2	\$781,340.00
Anger Management	0	0	3	3	1	\$121,200.00
Chaplaincy	0	0	2	2	1	\$127,000.00
Total	38.00	76.00	192.00	306.00	108.00	\$10,776,883.20

* Based on Full Time Equivalent (FTE) 1920 hours annual (48 weeks X 40 hrs/wk).

** Based on actual encumbrances to date.

+ Based on actual encumbrances to date plus projection through 06/30/92.

Accomplishments and Significant Events

Current year accomplishments include the following:

1. Commencement of operation of special forensic treatment unit (Mike Module) at Cook Inlet Prerual Facility
2. Development and implementation of statewide educational standard
3. Opening of Mentally Ill Community Residential Center
4. National Institute of Corrections evaluation of inmate medical services component
5. Creation and staffing of Medical Officer position
6. Evaluation of Sex Offender Program services by independent consultant
7. Transfer of Forensic Consultation Team from the Department of Health and Social Services to the Department of Corrections
8. Hiring of statewide Substance Abuse Program Coordinator
9. Commencement of development of Mental Health Quality Assurance and reporting system
10. Commencement of operation of the Spring Creek Correctional Center furniture plan

Division of Statewide Programs

Alaska Correctional Industries

Program Overview

Alaska Correctional Industries is dedicated to the rehabilitation of prisoners by providing a meaningful and realistic employment experience. The Correctional Industries program operates under Chapter 32 of the Alaska Statutes as approved by the legislature in 1982. Currently the program is operational at five correctional centers and is operating eight separate correctional industry operations.

The industrial operations employ 160 inmates or 15% of the incarcerated population at the participating correctional centers. A department task force is reviewing correctional industries to assess the best institutional placements for various operations. The task force's findings will be included in the department's Master Plan and will be completed by June 1992.

Current staffing consists of 14 full-time positions comprised of 11 production managers, 1 accountant, 1 marketing representative, and 1 general manager. The program operates under the supervision of the Director of Statewide Programs.

Correctional Industries Commission

Established by the legislature, the Correctional Industries Commission provides general policy direction to the correctional industries program through the Commissioner of the Department of Corrections. The original commission consisted of seven members, five of whom are appointed by the governor to serve staggered terms of four years. The initial appointments included a representative of private industry, organized labor, agriculture, the general public, and one ex-offender. The Commissioner of the Department of Administration is also a member, and the Commissioner of the Department of Corrections serves as chairperson of the commission.

The Correctional Industries Commission meets quarterly in different locations throughout the state. The public meetings are teleconferenced at requested sites. Public hearings are conducted by the commission to provide an opportunity for persons or organizations who may be affected by the proposed plans of the correctional industries program to appear and present testimony concerning those plans.

Division of Statewide Programs

Mission Statement

The mission of the Correctional Industries Program is to assist in the rehabilitation of prisoners by providing realistic work experiences as much like those that prevail in private industry as possible. To accomplish this mission, the correctional industries program has the following goals:

1. To make a positive contribution to the Alaska economy through cooperative efforts with labor organizations and private businesses, and to minimize the negative impact of the Correctional Industries Program upon existing private enterprises and the labor force in the state.
2. To develop and operate agricultural, industrial, and service enterprises under the jurisdiction of the Commissioner of the Department of Corrections.
3. To structure the correctional industries program and work environment to, increase the prisoner's financial responsibility, provide as many jobs for prisoners as possible, allow prisoners to acquire or improve work habits and occupational skills, and increase the probability of opportunities for employment after release.
4. To ensure that all aspects of the correctional industries program are consistent with proper penal administration and integrated with other programs and services within the Department of Corrections.
5. To maintain high standards of quality in all products and services generated through the correctional industries program.
6. To manage the correctional industries program so that it will be self-supporting, by generating a sufficient amount to money from sale of products and services to pay for all or most of the expenses of the program.

Division of Statewide Programs

Manufacturing/Service Operations

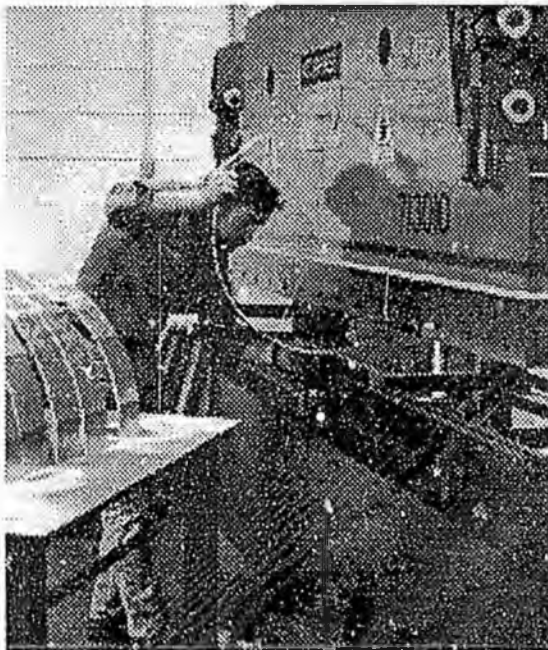
The Alaska Correctional Industries program operates the following industries:

Location	Correctional Facility	Industries Program
Juneau	Lemon Creek C. C.	Commercial Laundry
Kenai	Wildwood C. C.	Metal Plant
Kenai	Wildwood C. C.	Furniture/Office Systems
Palmer	Palmer C. C.	Farm/Greenhouse
Palmer	Palmer C. C.	Auto-Body Repair Shop
Palmer	Palmer C. C.	Meat Processing Plant
Fairbanks	Fairbanks C. C.	Garment/Flat Goods Shop
Seward	Spring Creek C. C.	Furniture Plant

Operations Overview

Juneau Commercial Laundry Operations

Located within the Lemon Creek Correctional Center complex, the operation continues to work for the Alaska Marine Highway System, as well as meeting the correctional center's needs and those of the Johnson Youth Facility. The Juneau Recovery Unit and the Shrine of St. Teresa are also active customers. 97% of the operation's business is generated by the Alaska Marine Highway system. The total operation's FY91 gross sales of \$272,728.00 surpassed the FY90 sales volume of \$270,531.00. The Commercial Laundry operation remain one of the mainstays of the Industries program. The operation is staffed by two production managers and 28 inmate employees.



Kenai Metal Fabrication Plants

This operation is located within the Wildwood Correctional Center complex. Operation began in 1986, but did not receive a large production order until 1987. At that time, the plant turned out metal cell furniture ordered for the Spring Creek Correctional Center at Seward. The shop continues to fabricate metal products that have typically been ordered outside the state. This industries operation did \$36,520.00 in sales in FY91 and the program is currently identifying new products for manufacture in FY92. The operation is staffed by one production manager and eight inmate employees.

Division of Statewide Programs

Kenai Furniture Plant

This operation is also located within the Wildwood Correctional Center complex. Operation began in 1986, with full on-line operation in 1987. Quality control measures have been improved and sales to state agencies have been successful. There were no wholesale sales to the private sector, although several inquiries from private sector vendors have been received. The private sector market is currently under analysis for development. In January 1991, the program received approval to manufacture office panel systems. This operation continues to manufacture institutional furniture, such as end tables, data tables, chairs, and conference tables. The Kenai Furniture operation attained a FY91 gross sales level of \$527,761.00. The operation is staffed by one production manager and 35 inmate employees.

Palmer Farm Operation

This operation is located within the Palmer Correctional Center complex. Operation began in 1984 and has made slow steady progress over the ensuing years. Additional acreage has been cleared to increase the harvest size to meet the needs of the Department of Corrections. The farm continued in FY90 and FY91 to sell potatoes and vegetables to southcentral correctional facilities and other state institutions. Sales in FY91 were \$82,648.00. A modest increase in FY91 was the result of increased potato sales to the Department of Corrections. The operation is staffed by one program manager and ten inmate employees.

Palmer Auto Body Shop

This operation is also located within the Palmer Correctional Center complex. Operation began as a correctional industry in 1984. With the purchase of new equipment, the shop began producing commercially acceptable and high quality repairs. The Auto-Body Repair Shop continues to do all body repair on state vehicles primarily in the southcentral region, providing fast turnaround and high quality work. The program is currently working in conjunction with the Department of Transportation/State Equipment Fleet staff to identify large vehicles that could be refurbished to expand the industry. The operation is staffed by one production manager and seven inmate employees.

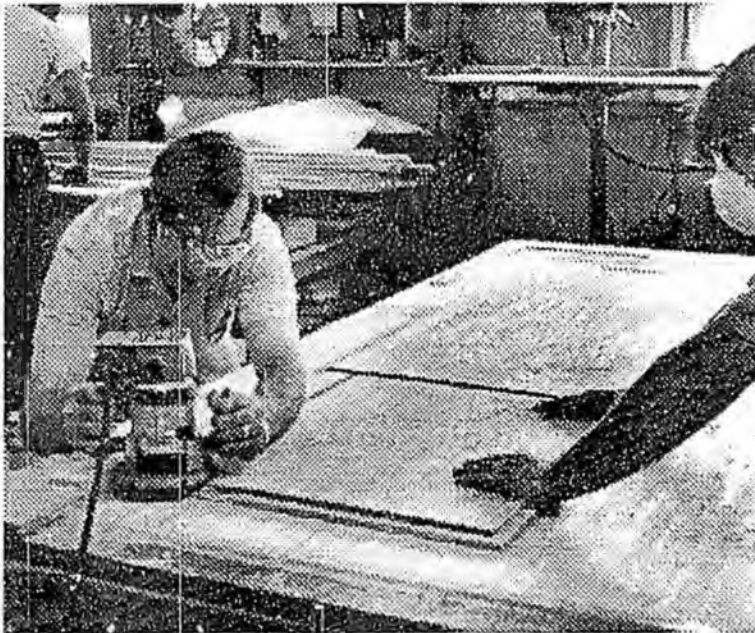
Division of Statewide Programs

Mt McKinley Meat and Sausage Company

This operation operates in conjunction with the Palmer Correctional Center, but is located within the City of Palmer. It was acquired under a lease agreement with the Division of Agriculture, Department of Natural Resources in 1987 and was brought back on line after sitting dormant for one year. While the correctional industry operation has lost money in FY-87, 88, 89, 90, and 91, it has continued to minimize losses and improve in its goal to be self-sufficient. The operation experienced \$868,641.00 in gross sales in FY91. Mt. McKinley Meats has been well received by the Alaska Farmers and Stockgrowers Association and the association supports its continuation in providing a stable wholesale market for Alaskan grown meat products. This operation is staffed by two production managers and 26 inmate employees.

Seward Furniture Plant

This operation is located within the Spring Creek Correctional Center complex. Full operation began in late FY91. This operation will manufacture a complete line of oak office furniture. The new facility provided additional space and is more conducive to the manufacturing of wood furniture products. The purchase of capital equipment to open this plant was funded through revenues from the Correctional Industries program. The operation is staffed by two production managers and 29 inmate employees.



Woodworker at Seward Furniture Industry

Administrative Functions

The Correctional Industries General Manager is located in Juneau. The Marketing Representative and Accountant perform the day-to-day administrative functions necessary to manage and coordinate the Alaska Correctional Industries Program, and are located in Anchorage. Three inmate employees provide additional assistance in the clerical, marketing, and accounting functions.

Division of Statewide Programs

Revenue Sales

The following sales have been reported by the Alaska Correctional Industries program:

1.	FY-88	\$1,827,000
2.	FY-89	\$1,655,000
3.	FY-90	\$1,970,154
4.	FY-91	\$1,945,705

The products and services produced by Alaska Correctional Industries are available to local, state and federal government; school districts; non-profit organizations; and approved designated wholesalers. Projections for FY92 gross sales level is anticipated to approach \$2.3 million.

In producing the products and services offered by the Alaska Correctional Industries program, \$1,521,583.96 of raw materials and services were purchased from Alaska vendors. 86.6% of all Alaska Correctional Industries expenditures involved purchases from 397 individual private sector vendors within Alaska.



Garment Worker at Sewing Industry, FCC

Division of Statewide Programs

Anger Management Counseling

Mission Statement

The Anger Management Counseling Program provides services to inmates in correctional facilities who have been perpetrators of domestic violence (whether or not that is the crime for which they are incarcerated) or victims of domestic violence and sexual assault. Services include assessment, individual and group educational and counseling sessions, and coordination with correctional personnel and with domestic violence programs in the community.

Anger Management Counseling Services

Counseling services are available in three correctional centers: Lemon Creek Correctional Center in Juneau; Anvil Mountain Correctional Center in Nome, and Fairbanks Correctional Center in Fairbanks.

Services are provided through grants with local domestic violence/sexual assault agencies and funded by the Department of Corrections through the Counsel on Domestic Violence and Sexual Assault. Local agencies provide part time counseling staff who work within the correctional center.

The Department of Corrections developed a standardized anger management curriculum, Alternatives to Aggression, which forms the foundation for the anger management program. The program is organized in two phases. The first level is the basic educational component. The counselors organize and present a variety of workshops during this phase, including assertiveness training, conflict resolution, self care, empathy and various stress reduction techniques. More advanced anger management training occurs during the second phase, which includes individual and group counseling.

During Fiscal Year 1991, anger management services were provided to 129 males, and 7 females, for a total of 136 individuals. The following is a breakdown by race and age of those individuals participating:

Race	Asian	Black	White	Hispanic	Native	Native American	Unknown
#	0	13	46	1	2	70	4
<u>0-17</u>	<u>18-29</u>	<u>30-44</u>	<u>45-64</u>	<u>65+</u>	<u>Unknown</u>		
0	83	41	11	0	1		

Division of Statewide Programs

Chaplaincy Services

Mission Statement

To provide services and religious programs which will enhance prisoner rehabilitation by encouraging responsible behavior; promoting spiritual growth and moral development; and focusing on improving the quality of relationship with God, family, self, and community. To offer pastoral care and support to the total institutional community, while being sensitive to the existing cultural and religious diversity. To acknowledge the constitutionally protected rights retained by Alaska Department of Corrections prisoners to believe, express, and exercise the religion of their choice and to provide those opportunities necessary to practice religious freedom that are consistent with the prudent requirements of facility security, safety, health, and orderliness.

Overview

The office of the Chaplaincy Coordinator directs chaplaincy services and religious programming for all Department of Corrections facilities. Chaplaincy programs and services are designed to meet diverse spiritual/moral needs and interests represented in the prisoner population. Churches and religious organizations are recruited to assist in the provision of human, material, and financial resources to address the pluralistic environment which exists within the correctional community. The chaplaincy program is designed as a non-denominational, inter-faith ministry, representative of the faith groups of the prisoner population. The chaplaincy mission encompasses the needs of inmates, their families, and staff.

Typical program services include: worship services, Bible and religious studies, pastoral care and counseling, lay counseling, group counseling, visitation ministry, literacy, and other special projects and events. After-care for ex-offenders as they re-enter the community is an integral program component.

Organization & Staffing

The chaplaincy program is provided by contract from the Alaska District Council of the Assemblies of God and its division, Prison Outreach Ministries. The contract provides for a full-time Chaplaincy Coordinator and an administrative assistant.

A strong volunteer program is a vital component in the delivery of chaplaincy services and activities. Each institution has an appointed volunteer chaplain who fulfills some of the role and responsibilities of an institutional chaplain. Augmenting the volunteer chaplains' efforts is a valuable cadre of volunteers involved in various program/ministry services. All volunteer chaplains and other religious volunteers are supervised by the Chaplaincy Coordinator.

Division of Statewide Programs

There are over 1,000 approved religious volunteers from over 180 different churches and religious organizations working in the Alaska Department of Corrections. All volunteers are screened, trained, and receive a Religious Authorization Card prior to initial involvement. The Chaplaincy Coordinator provides training workshops twice a year for religious volunteers as a form of in-service training.

23,448	Volunteer hours contributed
34,586	Number of prisoner attendance at religious services/activities
3,440	Religious activities
9,467	One-to-one religious volunteer contacts (counseling, visitation ministry, etc.)

Accomplishments & Program Statistics

The Chaplaincy Coordinator directed a massive Christmas package program which provided a Christmas box for each of the 2,650 inmates in the fourteen Alaska correctional facilities. Each box cost seven dollars and contained Christmas treats and cookies, letter writing materials, and an assortment of religious literature. Funds for the project were raised from Ketchikan to Prudhoe Bay. Over 150 volunteers contributed time on an assembly line putting the boxes together. This project was very meaningful to the prisoners at Christmas and demonstrated the concern of the community for the incarcerated.

Division of Statewide Programs

Future Direction

Included as part of the new Four Year Plan of the Department of Corrections is an objective for FY92 "to develop a plan to expand the Chaplaincy program in all insitutions." Consequently, a Chaplaincy Services Expansion Plan has been developed which recommends funding for a statewide chaplaincy program utilizing paid institutional chaplains consistent with American Correctional Association Standards.

Budget

State Resources:

\$119,937 Chaplaincy services contract

Private Resources:

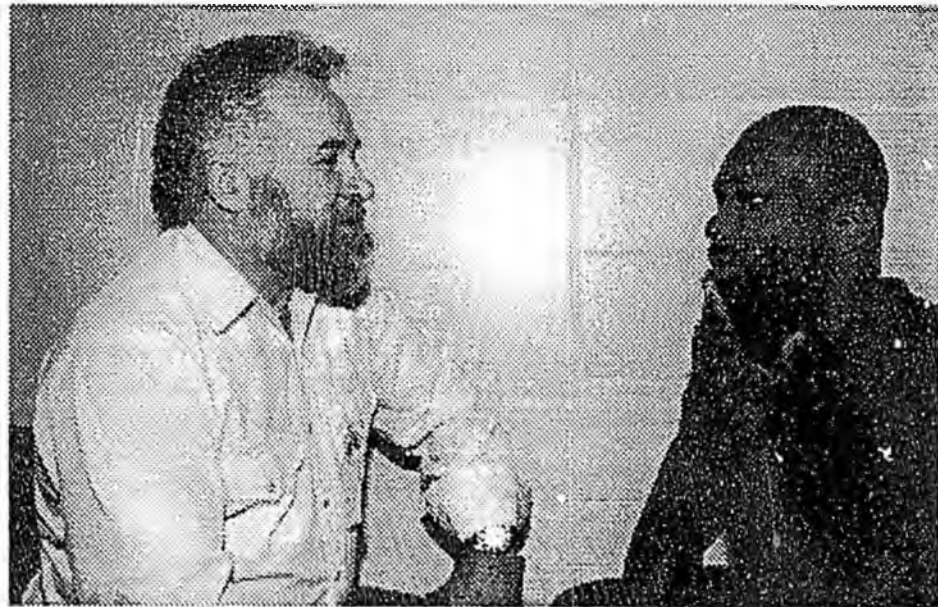
\$ 40,836 Donated funds

\$ 37,200 Grant funds for chaplain positions

\$235,887 Value of volunteer hours donated

\$313,923 Total of Private Resources

The above figures do not include the value of the vast amount of literature, materials, and ministry tools which were donated.



Over 9,000 one-to-one visits were made by religious volunteers in 1991

Division of Statewide Programs

Community Residential/Restitution Centers

Mission Statement

Community Residential Centers help facilitate the transition of offenders from institutional confinement to parole/probation supervision, as well as providing an "intermediate sanction" for confined misdemeanants and parolees/probationers who commit technical violations of parole/probation.

To facilitate the transition from institutional confinement back into the community, offenders may request and receive a furlough to a CRC. After placement in a CRC, offenders are restricted to the center except for specifically approved passes from the facility for the purpose of work, education, treatment and/or counseling activities. Residents must be engaged in approved employment, education or community work service projects, or some combination of these activities to constitute a full work week of at least forty (40) hours.

As an intermediate sanction for parole/probationers who commit technical violations of parole/probation conditions, CRC's serve as a 'halfway-in' facility to provide support, structure and more supervision than probation/parole supervision can provide. These individuals are allowed to continue employment in the community but must return to the facility when not at work.

Community Residential Centers also serve as an intermediate sanction for confined misdemeanants who are placed in the center in lieu of incarceration. These placements are not allowed to leave the facility unless they are participating in community work service with constant staff supervision, or other approved Department of Corrections supervision.

Community Restitution Centers were legislatively authorized in 1985. They differ somewhat from Community Residential Centers in that eligible inmates are not required to be furloughed from the institution in order to be housed in the center. Referrals to restitution centers, however, are limited to non-violent offenders who are placed there specifically to engage in outside employment or community work service projects.

Community Restitution Centers must provide a higher degree of security than is required of Community Residential Centers.

All placements in a Community Residential/Restitution Center in excess of thirty days (with the exception of confined misdemeanants) are

Division of Statewide Programs

expected to enter into, and progress through, a "multi-level" program. This program is designed to be responsive to residents' individual and collective needs and to provide increasing opportunities for residents' independence and responsibility.

The "multi-level" program provides incentives to offenders, through increased privileges, who demonstrate progress in learning skills and behaviors through participation in the program which will relate to successful functioning in the community.

All residents of Community Residential/Restitution Centers who are employed are required to return to the State of Alaska one third of their net earnings to help defray the cost of housing them in the center.

Organization/Staff

For fiscal year 1991, the Department of Corrections administered, through contractual agreements, six Community Residential/Restitution Centers which provided services to all categories of offenders. In addition, the Department of Corrections began the renovation of a facility to establish a specialized Community Residential Center for mentally-ill offenders.

The Department of Corrections contracted for a total of 269 community residential beds statewide, as follows: 160 beds in Anchorage, 55 beds in Fairbanks, 22 beds in Juneau, 20 beds in Bethel, and 12 beds in Kotzebue. The 16 bed Community Residential Center for mentally-ill offenders was initiated in fiscal year 1991, but placements were not made until August 1991 (state fiscal year 1992).

Cordova Center, Anchorage: was established in 1985 and has an operating capacity of 90 furloughees, probation/parolees, confined misdemeanants, and restitution placements. Located at 130 Cordova Street, the program is provided by Allvest, Inc. and has an established staff of 14.65 FTE (full time equivalent).

Glennwood Center, Anchorage: is designed as the State Restitution Center and was established in 1986. Glennwood Center has an operating capacity of 70 restitution placements and also accepts furlough, probation/parolee and confined misdemeanor placements. Located at 835 D Street, the program is provided by T.J. Mahoney and Associates and has an established staff of 14.0 FTE (full time equivalents).

Division of Statewide Programs

Northstar Center, Fairbanks: was established in 1989 and has an operating capacity of 55 furloughees, probation/parolees, confined misdemeanants and restitution placements. Located at 353.3 Parks Highway, the program is provided by Allvest, Inc. and has an established staff of 20.2 FTE (full time equivalents).

Glacier Manor, Juneau: was established in 1983 and has an operating capacity of 22 furloughees, probation/parolees, confined misdemeanants and restitution placements. Located at 5597 Aisek Street, the program is provided by Gasineau Human Services and has an established staff of 12.7 FTE (full time equivalents).

Tundra Center, Bethel: was established in 1986 and has an operating capacity of 20 furloughees, probation/parolees, confined misdemeanants and restitution placements. Located at 630 Ridgecrest Drive, the program is provided by Allvest Inc. and has an established staff of 6.25 FTE (full time equivalents).

Maniilaq Center, Kotzebue: was established in 1986 and had an operating capacity of 12 furloughees, probation/parolees, confined misdemeanants and restitution placements. Operating at Camp Sivunniigvik, the program was provided by Maniilaq Association and had an established staff of 11.0 FTE (full time equivalents). This program was discontinued on July 1, 1991, due to the low utilization of the program.

The following table is a cost comparison of Community Residential/Restitution Centers for FY91.

Program	FY91 Cost	Contracted Beds	Per Diem
Cordova Center, Anch.	\$1,178,059.72	32,085	\$36.72
Glennwood Center, Anch.	\$ 850,419.20	25,550	\$33.28
Northstar Center, Anch.	\$ 932,086.00	20,980	\$44.43
Glacier Manor, Juneau	\$ 517,529.99	7,662	\$67.55
Tundra Center, Bethel	\$ 479,750.00	7,300	\$65.72
Maniilaq Center, Kotzebue	<u>\$ 430,000.00</u>	<u>4,380</u>	<u>\$99.16</u>
TOTALS	\$4,387,935.91	97,957	\$ 44.79

Note: Unless otherwise indicated, all statistics that follow do not include the Maniilaq Social Rehabilitation Center, Kotzebue.

Division of Statewide Programs

Accomplishments

During fiscal year 1991, the Department of Corrections contracted for a total of 97,957 Community Residential/Restitution Center beds. A total of 71,045 bed days were utilized, representing an occupancy percentage statewide of 75.9%. Utilization of Community Residential/Restitution Centers ranged from a high in Fairbanks of 83.68% to a low in Bethel of 48.4%.

A total of \$272,809.89 was returned to the State of Alaska through subsistence deductions for employed residents, reducing the per diem cost to \$42.00 per bed day. In addition, a total of \$6,920.11 were collected towards court ordered restitution requirements.

A total of 340 furlongees, 168 probation/parolees, 878 restitution placements and 2,475 confined misdemeanants were placed in Community Residential Centers for the year. A total of 3,861 admissions were made, with 3,621 program completions, 119 program violations and 80 administrative removals for the year. Forty-one more individuals were residing in a Community Residential Center beginning this fiscal year, than were present at the beginning of fiscal year 1991.

A total of 3,021 urinalysis tests were administered to residents of Community Residential/Restitution Centers during the year with 58 total "positive" results. This represents a total of 1.9% of all residents tested who failed to pass the urinalysis testing and were subsequently violated from the program(s).

A total of twenty-four (24) walkaways were reported from Community Residential/Restitution Centers during the fiscal year, representing 0.6% of the total admissions to the programs during the year.

During fiscal year 1991, the Department of Corrections finalized agreements on the establishment of a Community Residential Center for mentally ill offenders. The program was established in Cordova Center, Anchorage and renovations were initiated to the facility to allow for separation of offenders placed in this program from other residents at Cordova Center. The program is designed to provide treatment and transitional services to offenders for which other mental health services are not available. (For additional information see Mental Health program).

Division of Statewide Programs

Legislative Inquiry

Q. How many residents in Community Residential Centers were employed or enrolled in school/training during their stay in the center?

A. During fiscal year 1991, a total of 923 residents (43.3%) were employed and 112 (5.2%) were enrolled in school/training. In addition, 642 (30.1%) were ineligible for employment and/or school/training due to their designation to the centers (These were confined misdemeanants who could not leave the premises).

Q. What is the racial composition of Community Residential Centers (by facility) reflected as a percentage of each center's total population?

A. This information is available as a "snapshot" of the residents taken on July 1, 1991. Following is a comparison of the ethnic breakdown as of this date with a comparison of the ethnic breakdown of the institution population.

	Cordova Center	Northstar Center	Tundra Center	Glennwood Center	Glacier Manor
Asian	1(1.5%)	0	0	0	0
Black	11(16.2%)	1(4.3%)	0	5(11.4%)	0
Hispanic	4(5.9%)	1(4.3%)	0	2(4.5%)	0
Native American	13(19.1%)	6(26.1%)	7(100%)	4(9.1%)	7(46.7%)
White	<u>39(57.3%)</u>	<u>15(65.3%)</u>	<u>0</u>	<u>33(75%)</u>	<u>8(53.3%)</u>
Total	68	23	7	44	15

	Asian	Black	Hispanic	Native American	White
CRC's	1.6%	11.7%	4.3%	23.4%	59.0%
Institution	0.9%	12.3%	2.7%	32.3%	51.8%

Q. What is the total number of placements in each Community Residential Center by offender population, and what is the total number of violation, by center, during the last fiscal year?

A. The Division of Statewide Programs is currently maintaining data on the total number of placements in each Community Residential Center by offender population (i.e., misdemeanants, probationers/parolees, furloughees, resitutions) as it relates to program success. The following data, by facility, shows the success rate for all program placements for fiscal year 1991.

Division of Statewide Programs

	Furlough /Parolee	Probation	Confined Mis.	Restitution	Total
CORDOVA CENTER					
Admissions	75	80	1062	0	1217
Successful	69	44	1028	0	1141
Violations	7	14	5	0	26
Removals	3	8	19	0	30
NORTHSTAR CENTER					
Admissions	144	10	777	1	932
Successful	127	7	751	1	886
Violations	17	3	12	0	32
Removals	9	1	7	0	17
TUNDRA CENTER					
Admissions	59	46	7	1	113
Successful	58	39	4	4	105
Violations	5	4	0	0	9
Removals	0	6	0	0	6
GLENNWOOD CENTER					
Admissions	12	10	624	876	1522
Successful	10	2	597	810	1419
Violations	3	2	6	33	44
Removals	0	0	6	19	25
GLACIER MANOR					
Admissions	50	22	5	0	77
Successful	54	9	7	0	70
Violations	5	3	0	0	0
Removals	1	1	0	0	2

Future Directions

The Executive Committee of the department is in the process of reviewing the final report and recommendations of a task force charged with examining CRCs and furlough policies. The task force, comprised of department and community representatives, CRC contractors, and a legislative aide, has identified a number of ways to improve CRC utilization and offender reintegration. An implementation plan will be designed for each recommendation approved by the Executive Committee.

Division of Statewide Programs

Educational Services

Overview

Within the Department of Corrections, educational programs and services address the constitutional mandate for reformation. The department supports educational programs that meet the needs of individual students, the correctional system, and society.

Educational programs contribute to the security and management of the facility and coordinate closely with prison industry programs, probation/parole personnel, and other institutional programming. Education programs are tailored to meet identified educational, cultural, vocational, life skills needs, and interests of the inmate population.

Program

There are 18 statewide educational staff working within correctional facilities, providing the full range of educational services and programs to inmates. On an annual basis, each institution completes an individual institutional plan and educational budget. The plan includes written statements of expected, measurable performance outcomes in each educational component area. A statewide record keeping and reporting system has been developed for the purposes of tracking goals and objectives and compiling statewide information on services offered, numbers of program participants, completion statistics and expenditures.

The following table gives those statistics for fiscal year 1991:

Category of Service	Number of Students	Number of Hours
ABE	1,723	13,839
GED	957	21,980
Life Skills	7,151	50,094
Voc-Educ	2,657	68,420
Post Secondary	1,213	38,516
Other Ed. Services	1,994	17,676

Division of Statewide Programs

Educational Standards

Accomplishments for this fiscal year include the development of statewide Educational Standards. The purpose of these standards is to provide minimum standards of operation for educational programs within correctional facilities. These standards reflect current goals, concerns and practices in the field of correctional education. These standards were developed with the belief that strong system-wide coordination and direction enhance good institutional education programs.

Post Secondary Education

The department, working with the University of Alaska, developed and initiated a post secondary degree program in the latter half of fiscal year 1990. A statewide inmate needs/interest assessment resulted in the decision to offer an Associate of Arts degree in Business Computer Information System.

During this year, the program has expanded to include two additional sentenced facilities. The curriculum is offered utilizing a variety of innovative strategies. Many of the courses are presented through the Telecommunications Center and some are provided through live satellite transmissions. Individual institutional computer work stations are connected to the University computer network system, to enable students and instructors to work closely together.

Inmate interest in this program has been high, averaging about 75 students per semester. Inmates participating in the program are required to pay for their own tuition and books. Many of these inmates apply for federal Pell Grants, which cover the cost of tuition and books. The department assumed all administrative costs, as well as costs associated with equipment purchase and installation. For fiscal year 1991, administrative costs totaled \$78,900, and equipment costs totaled \$51,968.00.

Future Plans

The focus for this and coming years will be on developing viable vocational programs within sentenced facilities. A statewide assessment is underway to determine which vocational programs can and should be offered in these institutions. The correctional industries program in conjunction with the education program is cooperatively sponsoring the T.I.E. program (Training, Industry, Education) to integrate the training, industry and education functions of prisoner rehabilitation.

Division of Statewide Programs

Budget

The budget for education services with the department totals \$469,300.00 , which includes the individual institutional budgets managed by the education staff. These funds cover all aspects of providing educational services to inmates, excluding staff salaries.

Statewide Programs has secured additional funding, through grants from the Department of Education, for specialized services for: literacy tutoring; G.E.D. preparation for delinquent and neglected youth; adult basic education staff training; and Carl Perkins vocational education programming.

Division of Statewide Programs

Health Care Services

Mission Statement

Provide health care service necessary to prevent pain and harm, alleviate suffering, and maintain a humane level of care for persons incarcerated under the custody of the Department of Corrections.

Program and Activities

Inmate health care services ensure that essential health care is provided for inmates by licensed and certified professionals. Major services include intake screening, public inebriate screening and care, physical examination, scheduled sick call, and medication distribution.

Health care delivery includes the day-to-day care of approximately 2,500 inmates while meeting the requirements and standards established by judicial decisions, National Commission on Correctional Health Care, and the American Correctional Association. These standards require a health screening on intake of everyone booked into our institutions, a complete physical examination within 14 days of initial incarceration, and a complete dental examination within 90 days.

Significant Activities in 1991

- * A physician was hired to fill the newly created Medical Officer position to ensure improved management of health care services.
- * The role of the Medical Advisory Committee was expanded to review routine referrals and make policy recommendations.
- * The cost of X-ray services was reduced by expanded use of contract services.
- * A medical records manager was added to improve the quality and maintenance of health care records.
- * Contagious disease control standards were established and a medical staff orientation program and manual were developed.

Division of Statewide Programs

Medical Care Cost

<u>Item</u>	<u>FY89</u>	<u>FY90</u>	<u>FY91</u>
Hospital Days	864	686	584
Hospital Cases	185	134	162
Hospital Cost	\$1,600.0	\$1,394.0	\$1,632.3
Emerg. Rm Cases	184	185	222
Emerg. Rm Cost	\$71.8	\$77.2	\$130.3
Specialist Cases	2,192	1,738	1,910
Specialist Cost	\$630.0	\$590.0	\$683.8

[Dollar amounts are in thousands]

Personnel

The department customarily experiences a high rate of staff turnover in its medical section. This is caused by a shortage of qualified professionals who are willing to work in a correctional environment, a shortage of positions, and a pay scale for state health care practitioners which is lower than the same position available in the private sector. This continues to impact the ability of the department and its contractors to obtain and retain qualified medical staff.

A recent audit completed by KPMG Peat Marwick Consultants concluded that the department's medical services may be understaffed in some components of health care. Institutional medical staff are comprised of a combination of full and part-time state and contract employees. Health care staff includes the following:

1	Medical Officer
3	Pharmacists
8	Part-time Physicians
12	Physicians Assistants
84	Nurses (RN's and LPN's)
1	Dental Officer
8	Part-time Dentists
9	Part-time Hygienists and Dental Assistants
1	3 support staff

Division of Statewide Programs

Pharmacy and Medical Supply

The department's central medical supply and pharmacy serves adult correctional facilities, some youth facilities, and provides protection equipment for all adult correctional staff. This unit manages 846 lines of medical supplies and 714 pharmaceutical products. In FY91, over 48,000 prescriptions were filled, 720 purchase requests processed, and 480 requests for supplies processed and shipped. This unit also handles the disposal of contaminated medical waste.

Budget

The FY91 budget was similar to previous years in that the approved budget had a project shortfall of \$2,347.7 million before the year began. The budget supplement for FY91 was \$2,610.5 million.

FY91 Budget

<u>Budget Item</u>		<u>Amount</u>
Personal Services		\$871.1
Travel		\$43.4
Professional Services:		
Medical Contract Staff	\$2,430.0	
Dental Contract Staff	\$645.8	
Hospital/Surgery	\$1,632.3	
Specialist Services	\$638.8	
Emergency Room	\$130.3	
Laboratory	\$104.0	
Security Guard	\$143.1	
Other	\$152.7	
		\$5,922.0
Supplies		\$766.1
Capital		\$20.1
Total	\$7,622.7	

Division of Statewide Programs

Division Goals

The Health Care Service goals for FY92 include efforts to reduce operational costs while continuing to provide professional quality health care, and protection of the public by:

1. Providing equipment and space to accomplish more services and procedures inside the facilities, such as medical examination, treatment, and diagnostic testing equipment; x-ray units and film processors; infirmary beds, etc.;
2. Providing a post operation, long term, geriatric, and chronically ill care unit;
3. Automating the medical supply and pharmacy inventory and stock accounting system;
4. Providing a rapid response computer and facsimile equipment in each medical unit; and
5. Obtaining accreditation of all medical units by the National Commission on Correctional Health Care.

Division of Statewide Programs

Mental Health Services

Mission Statement

The mission of the Department of Corrections Mental Health Services Program is to provide:

- * Rapid mental health screening for every detainee booked into a correctional facility.
- * Timely, comprehensive, and appropriate mental health evaluations and treatment for every individual suffering from a major mental illness.
- * The least restrictive treatment alternatives for those suffering from a major mental illness.
- * Timely and appropriate discharge planning to transfer care from the institutional mental health providers to community mental health providers.

Program Description

Phase I

Mental Health Programming for the Department of Corrections begins with a mental status screening of every inmate within 24 hours of admission to the correctional system.

Phase II

When the mental health screening indicates the presence of a mental illness, the inmate is promptly referred for evaluation and diagnosis by a clinical psychologist or clinical psychiatrist and/or qualified mental health professional acting under the clinical supervision of a psychologist or psychiatrist.

Phase III

Treatment includes the use of psychotherapy, psychotherapeutic medications, educational treatments, work therapy, anger and stress management, and drug and alcohol treatment. The use of involuntary medications and/or physical restraints is specifically excluded as a standard treatment medium except under circumstances where imminent danger may befall the patient or those around him/her as a consequence of an untreated psychotic disorder.

Division of Statewide Programs

Phase IV

For Mentally Ill Offenders who cannot be stabilized in a general prison population, the department developed a Mental Health Unit at the Cook Inlet Pretrial Facility in 1991. The unit has the physical capacity of 30 beds. Though this Unit was designed to be an acute psychiatric unit, it has evolved into an intermediate and chronic unit in addition to serving as an acute psychiatric stabilization unit.

The Cook Inlet Mental Health Unit, otherwise known as Mike Module, has been operational for approximately one year. It functions on a medical model, implementing a treatment and levels system. It is under the direct supervision of the department psychiatrist. This unit has ten full-time mental health staff who provide 24 hour coverage of the unit. Treatment planning is initiated by a multi-disciplinary treatment team which includes a psychiatrist, a psychologist, a psychiatric nurse, a psychiatric social worker, physicians assistant, institutional and community probation officers, institutional mental health clinicians, correctional officer, and special guests as needed, including the Director of the Mentally Disordered Offenders Community Residential Center, Community Mental Health Clinic personnel, and community caseworkers who will eventually be assigned the chronically mentally ill patient upon release.

Phase V

When patients are stable, they are transferred to one of the six correctional centers in the state that have Mental Health Clinicians. The department has contracted with several mental health providers in the private sector to provide care to inmates in settings where there are no Mental Health Clinicians. Additionally, a forensic team is available for clinical consultation by telephone to every correctional center in the state.

Phase VI

A significant proportion of the Department's Mental Health Programs services are in the hands of its Mental Health Clinicians who screen, evaluate, and develop initial treatment plans for inmates suffering from mental disease or defect. In addition, Mental Health Clinicians coordinate the educational and vocational elements of the treatment plans. Mental Health Clinicians assist in the classification process and are active in discharge planning for Mentally Disordered Offenders leaving institutions after the completion of their sentences. Mental Health Clinicians also conduct individual therapy, counseling, anger management, stress management, and group therapy. Mental Health Clinicians also provide training and continuing education classes for institutional staff.

Division of Statewide Programs

Phase VII

For severely mentally ill prisoners who have completed their sentence, the Mentally Disordered Community Residential Center is an important transition step.

Organization/Staffing

Frank Criswell, M.D. supervises and directs the Mental Health Programs for the department. Dave Sperbeck, Phd. supervises the Mental Health Clinicians. Greg Hildebrandt, MSW is the Quality Assurance Coordinator for the department, as well as providing clinical oversight of the Mental Health Unit at Cook Inlet Pretrial.

There are a total of 15 Mental Health Clinicians, two psychological counselors, and ten nursing staff who provide insititutional mental health services.

Accomplishments & Program Statistics

A number of significant accomplishments were realized by the Department of Corrections during 1991 in the area of mental health programs:

In January, the Mental Health Unit at Cook Inlet Pretrial became operational. Over the past year, there have been 102 prisoners admitted to the Mental Health Unit for a total of 6,866 number of treatment days provided. The average length of stay per prisoner on this unit has been 67.3 days with an overall utilization rate (based on 23 bed capacity) of 89.1%. 65% of the patients admitted to the Cook Inlet Pretrial Mental Health Unit were ~~former~~ API patients.

In July, the department acquired the full-time services of the Forensic Consultation Team after they were transferred from the Department of Health & Social Services. This five member team conducted approximately 900 written clinical consultations for the Department of Corrections, 5,000 telephonic clinical consultations, and approximately 250 hours of formal clinical supervision of Departmental Mental Health Clinicians.

Division of Statewide Programs

In August, the department commenced operation of the Mentally Disordered Offenders' Community Residential Center, contracted through Allvest Inc. at Cordova House in Anchorage. Severely mentally ill offenders who graduate from the Mental Health Unit at Cook Inlet Pretrial are eligible for referral to this program, which consists of a 16-bed residential treatment setting programmatically designed after the Mike Module Program. The Community Residential Center has a 16-bed total capacity, and presently has six of these beds filled. Within six months it is expected that most of these beds will be filled. The referral and admission process to this Community Residential Center is slow due to the need to closely evaluate, screen, and stabilize the severely mentally ill for whom it was designed.

In September, professional clinical supervision of department Mental Health Clinicians was initiated. This has been previously unavailable in the Department of Corrections and represents a significant increase in the degree of professionalization of mental health services. Approximately 250 hours of formal, scheduled clinical supervision time has been provided to Mental Health Clinicians around the state since September. Clinical supervision sessions focus on a review of each clinician's caseload, diagnostic and management problems, in depth analysis of treatment problems, programs, and necessary revisions.

In October, clinical supervision was extended to include increased monitoring, accountability, and Quality Assurance Review of contract mental health providers. Contract providers are now required to provide better documentation of the quality of services being provided.

In November, an audit of Mental Health Clinicians' clinical case loads was completed. Mental Health Clinicians are currently treating 601 prisoners. Of these 601 prisoners, 352 met the criteria for being diagnosed as suffering a chronic and/or acute mental disorder, with approximately 80% of these individuals having previously required acute psychiatric hospitalization. These findings indicate that the Department of Corrections may be the largest provider of psychiatric services and mental health inpatient programming in the State of Alaska.

In December, a computerized monitoring and patient tracking system was developed to assist the department in identifying, managing, and tracking Mentally Disordered Offenders throughout the state. This new system will also allow the department to analyze, evaluate, and project needs for its mentally ill population.

Division of Statewide Programs

Sex Offender Treatment Services

Mission Statement

In an effort to address the problem of sexual assault and sexual abuse in the State of Alaska, the Division of Statewide Programs is committed to providing a comprehensive system of sex offender assessment, treatment, aftercare, and community supervision for convicted sex offenders in the custody of the Department of Corrections.

The department funds and operates sex offender treatment programs based upon the premise that sex offenders can change and are therefore treatable. This change process, however, is complex and difficult. Treatment can significantly lower, but not completely eliminate, the sex offender's risk to the community. Offenders in treatment are encouraged to accept the treatment reality that there are no "cures" for sex offenders, and that recovery is a lifelong process.

Treatment Modalities

There are currently three sex offender treatment programs funded and operated by the Department of Corrections through three separate Professional Services Contracts. The programs are located at Hiland Mountain/Meadow Creek Correctional Centers, Eagle River; Lemon Creek Correctional Center, Juneau; and Fairbanks Correctional Center. In addition to the prison treatment component, each contractor also provides community treatment.

Hiland Mountain/Meadow Creek Correctional Center

This program was established in 1982 and houses 70 offenders in a milieu program setting. It is the largest of the three programs and also offers specialized treatment for low functioning sex offenders and female sex offenders. This program utilizes specially trained Correctional Officers as program counselors, under the clinical supervision of contracted treatment professionals. Community aftercare treatment is provided to 60 sex offenders in the Anchorage area.

Lemon Creek Correctional Center

This program works with 12 male offenders in a milieu program setting and provides community based treatment for 32 sex offenders in the Juneau area.

Division of Statewide Programs

Treatment Modalities Continued

Fairbanks Correctional Center

This program houses approximately 32 offenders in a milieu program setting and provides community based aftercare treatment in the Fairbanks area for 15 sex offenders.

Because sexual deviance is a complex and multi-faceted behavior, a variety of treatment approaches are required. Different types of treatment may be appropriate at different stages in the treatment process. Essentially, five treatment modalities are utilized in the program and include: interpersonal techniques, psycho-educational modules, cognitive restructuring, behavioral techniques, and relapse prevention.

All programs have an identified treatment sequence. The first phase of treatment consists of initial screening, intake, and assessment of offenders entering the program. This phase will have both evaluation and treatment components. During the evaluation component, the offender will be assessed for his motivation to participate in treatment. A psychological work-up is conducted and a psychosexual history taken and a treatment plan developed.

Intermediate and advanced treatment are the next phases of treatment that occur in the correctional facility. Aftercare referral occurs as part of overall pre-release planning and may include a pre-release furlough to a community residential center. Because the department feels so strongly that aftercare is a critical component of treatment, offenders are provided one full year of community aftercare treatment by the department.

Organization/Staffing

Sex offender treatment services are provided primarily through Professional Services contracts with local specialized mental health providers. Langdon Psychiatric Clinic holds the contract for the Anchorage program. Their staff includes one medical doctor, one licensed clinical psychologist, three licensed clinical social workers, three masters level clinicians and a behavioral lab technician.

In addition to the Langdon Clinic staff, the Anchorage program also utilizes Correctional Officers as housing unit counselors. Currently there is one supervisory Correctional Officer functioning as program coordinator and supervising eight other officers. Typically, one Correctional Officer is assigned to a housing unit of ten offenders. These staff receive ongoing specialized training on all aspects of sex offender treatment, as well as clinical supervision from the Langdon Clinic staff.

Division of Statewide Programs

Tongass Community Counseling Center holds the contract for the Juneau program. Their staff includes one clinical psychologist, four masters level clinicians, and a behavioral lab technician.

Fairbanks Treatment Associates holds the contract for the Fairbanks program. Their two primary therapists are licensed clinical psychologists. They utilize a bachelor level paraprofessional to provide the education modules and work with offenders on various assignments.

Accomplishments

The most significant accomplishment during this fiscal year has been the completion of the Sex Offender Statement of Standards. These Standards were developed to insure a uniform approach to the treatment of sex offenders. They are designed to provide standards of assessment and treatment for both institutional and community based sex offender treatment programs.

In an effort to identify appropriately trained and experienced mental health professionals to provide aftercare services to offenders releasing to the community, the Division has designed and implemented an Approved Provider evaluation process. Interested mental health professionals submit application materials and are reviewed by a team of professionals who then make recommendations to the Director of Statewide Programs. The department maintains and distributes a list of approved providers from which sex offenders under departmental supervision must select when participating in community based treatment.

Legislation recently passed enables the court to order a defendant, while incarcerated, to participate in treatment programs related to the defendant's offense. Responding to this new legislation has also been a major focus during this fiscal year. Professional contracts have been amended to accommodate new activities and responsibilities, as well as new policies and procedures to implement this legislation.

Future Directions

In addition to responding to increased requests for sex offender treatment services, the department is examining the overall way in which services are delivered. Long term sentenced facilities may be the most appropriate placement for residential treatment programs.

Division of Statewide Programs

The Division is in the process of evaluating the statewide delivery of sex offender treatment services. This evaluation encompasses a review of the overall program design and major components of the current delivery of sex offender (treatment) services within institutions and in Community Corrections.

The Division has made data collection and analysis a priority for the coming year. A consultant will be developing a data collection framework to provide guidelines for data management, analysis, and interpretation to assist in determining program effectiveness.

Budget

The budget for sex offender treatment services for fiscal year 1991, totaled \$872,888.00. For the most part, these were direct clinical services provided to offenders within institutions and in the community.

Funding By Location and Cost Per Day:

	Anchorage	Fairbanks	Juneau
	\$488,200.00	\$192,348.00	\$192,340.00
<u>Institution:</u>	\$21.82	\$13.00	\$35.52
<u>Community:</u>	\$ 2.41	\$ 6.87	\$ 2.68

Man/Day cost based on projected participation at full utilization of treatment slots and full expenditure of contractual allocations.

Division of Statewide Programs

Substance Abuse Program

Mission Statement

The institutional substance abuse treatment program provides a comprehensive blend of alcohol and drug education and treatment within each correctional facility. All inmates impacted by alcohol and drug abuse should be provided the opportunity of recovery, in the hopes of reducing the likelihood of recommitment upon release into society. The Institution Substance Abuse Treatment programs (ISAT), in cooperation with department staff, help to provide secure, safe, drug-free environments to ensure effective delivery of substance abuse services in all Alaskan correctional centers.

Program Description

The Department of Corrections provides a comprehensive alcohol and drug program of prevention, intervention, treatment, and rehabilitation for inmates. In order to impact this pervasive problem, (an estimated 85% of all inmates have a substance abuse problem) counselor(s) are assigned at each of our 14 facilities. The programs are divided into three phases: Phase I involves basic alcohol and drug education and referral; Phase II is an outpatient therapeutic treatment model with a duration from 30 to 60 days; and Phase III, an aftercare program.

Organization/Staffing

The ISAT program is organized through a memorandum of agreement between the Department of Corrections, Division of Statewide Programs, and the Department of Health and Social Services, Division of Alcoholism and Drug Abuse (ADA). ADA operates the program through reimbursable service agreements with non-profit agencies that provide substance abuse programs and counselors. Each program is required to meet the ADA Standards and is inspected at least annually by an ADA Site Surveyor and the DOC Substance Abuse Program Coordinator. Clinical supervision is provided by the providing agency in conjunction with input from ADA staff and the DOC Substance Abuse Program Coordinator.

Division of Statewide Programs

Accomplishments/Program Statistics

A meaningful forward step made by the department this year is the hiring of a Substance Abuse Program Coordinator. This position is funded through a Federal Anti-Drug Abuse grant on a three year renewable basis. In the past this position was maintained by an Agency that also provided substance abuse counseling services. The Substance Abuse Program Coordinator's responsibilities include: coordination of all substance abuse services provided by contract agencies within the department; program evaluation and development; training; and liaison between the contract agencies, ADA, and the Department of Corrections.

Future Direction

The department is looking to the future by evaluating current treatment efforts and by developing more appropriate treatment efforts for our diverse population. One avenue that is being considered is the establishment of a residential treatment center within an institution. However, it is apparent that a variety of treatment modalities are necessary to adequately address this problem, (e.g., outpatient services, intermediate residential programs, long term residential programs, therapeutic communities, etc.). No one program meets all the needs of our diverse population.

Division of Institutions

Director's Overview

"To put people behind walls and bars and do nothing to change them is to win a battle but lose a war. It is wrong. It is expensive. It is stupid."

Chief Justice Warren Burger

Philosophy

Imprisonment is often necessary. Unnecessary imprisonment is injustice, at best. Imprisonment without providing the imprisoned an opportunity for reformation is counterproductive. This largely incorporates my philosophy of corrections, and is consistent with the mission of the Division of Institutions which is *"..to ensure the safety and protection of the public through the safe, secure, and humane treatment of offenders entrusted to the Departments's care and custody and to strive to assure that all offenders have opportunity to develop the skills necessary to lead crime-free lives."*



Richard H. Franklin - Director of Institutions

Division Objectives

In the pursuit of its mission, the division's central office has been (in addition to daily operations and numerous specific objectives) pursuing some important general objectives that are reinforcing our conceptual foundation and will enable us to confidently explore new and better ways to do the work that is ours to do and be more effective and efficient in doing it. These objectives include:

1. *To understand the population we serve.*

An accurate profile of the offender population, particularly as related to needs/risk and custody/security is essential to optimum use of the alternatives available at the various custody levels, including, of course, community custody. It is also necessary for the designing of appropriate program interventions at the various custody levels.

2. *To assess the systems, their impact and outcomes, and modify as appropriate.*

The classification, disciplinary, and grievance systems have significant impact on the operation of the institutions, movement of inmates through the system, release dates, eligibility for pre-release placement, and inmate outlook and attitude. Understanding the operation, impact and "needs" of these systems and refinement of them to achieve the desired outcomes is critical to the long-term improvement of service delivery and achieving the goal of "least restrictive custody".

Division of Institutions

Director's Overview Continued

3. *To determine the "best use" of existing facilities and plan capital improvement that ensures their utility into the next decade.*

Responsible management and care of the State's resources requires judicious planning that will avoid unjustified long-term facility modifications. It also requires the pursuit of capital funds to preserve or extend the life of the facilities.

These objectives, though ongoing, are providing insights that will enable us to take some bold steps. With the support of the Classification Validation Study, Master Plan, Department Task Force Reports, Peat Marwick study, Legislative Audit reviews and other input, we expect to improve our service to the inmates, their families, and the citizens of the State of Alaska.

It is hard to imagine a more challenging or complex task than the custody and control of men and women whose freedom has been denied them and who anticipate months and years of confinement. But, it is more than a challenging and complex task; it is an awesome responsibility that some of Alaska's finest citizens accept daily and to which they have dedicated their lives. I salute them and thank them for the outstanding job they do, often under very difficult circumstances!

Richard H. Franklin, Director
Division of Institutions

Division of Institutions

Classification

An objective classification system is a management tool and cornerstone of correctional administration. Its purposes are to promote rational, consistent, and equitable methods of assessing the needs and risk of each inmate and then assign agency resources accordingly. By use of data collected in classification, system planning and design becomes more deliberate and less impulsive or intuitive.

The goal of classification is to ensure placement of each individual at the least restrictive level of custody consistent with security and public safety. To measure the extent to which the department is meeting this goal, correctional consultants were asked to study the Alaska classification system and its application. That study, now complete, suggests a significant degree of "overclassification" (placement of prisoners at higher levels of security than warranted by their degree of risk) and offers suggestions for system modification. These recommendations are under review and will likely result in modifications that will result in a downward custody shift, placing more offenders at lower levels of custody.

Grievance Program

When incarcerated, individuals are placed in a position of having little control over their lives. Minor problems take on a significance that is disproportionate to their real importance. If not addressed, these grievances "fester," have a debilitating effect on the inmate and environment, and often lead to conflict. Too, grievances unresolved at the institution level are soon elevated to the courts and result in great litigation costs.

The grievance program in Alaska is called the "Compliance Program" and the staff are referred to as "Compliance Officers." Although the process is one of resolving grievances, the anticipated outcome is full compliance with policy, procedure, and regulations by both staff and inmates. The Compliance Program is also a mechanism through which the department monitors compliance with the Final Settlement Agreement (Cleary vs Smith).

Many grievances are handled informally, however, when this is not possible, Compliance Officers seek to obtain a formal resolution. During fiscal year 1991 there were 3390 grievances filed at first step in the correctional facilities. Of these, 506 were grieved to the Division office (Second Step). About 5% of this number were affirmed and many others led to clarification of policy, greater understanding of divergent points of view, and resolution of disputes.

Most grievances concern staff-inmate interactions, policy and procedures, diets, medical services, and property.

Division of Institutions

Inmate Discipline

Frequently an offender's inappropriate behavior continues after incarceration. It is through the disciplinary process that the Department attempts to establish the parameters of its expectations and demonstrate that societal expectations will be enforced, controls can and will be imposed to the degree required, and that violation of regulations has sure and predictable consequence. The disciplinary process must demonstrate a sense of fairness and due process in order to effectively meet the goals of modern penology.

An offender may contest the process or outcome of a disciplinary action to the Superintendent and the Director. In the past 18 months a total of 739 disciplinary appeals were received by the Director. Just over 3% of the Disciplinary Committee decisions were overturned. It is significant to note that inmates who have exhausted their administrative remedies may appeal to the Superior Court for resolution of disputes with the department. The entitlement consumes an ever increasing amount of legal, court system, and department resources. It is therefore, critical that the department maintain meaningful lower level conflict resolution mechanisms.

Special Incidents

Not uncommon to correctional institutions, numerous special incidents have occurred in the past year including assaults on staff, prisoner suicides, escapes, drug seizures, deaths, disturbances, etc. Each incident is reviewed by management and scrutinized to determine the contributing factors and whether procedural modifications should be implemented to reduce the likelihood of reoccurrence.

During 1991, there was one (1) escape (a "walk away" from a minimum security facility). Two (2) suicides occurred, one of whom was a sentenced prisoner and the other was in booking status. There were no serious assaults on staff, although a number of staff were intentionally injured by offenders or while attempting to subdue violent inmates.

Drug Surveillance

An active program of surveillance for drug use by prisoners has been maintained. Through random urinalysis testing and testing for cause, we have discouraged drug use and trafficking in the institutions and reduced the number of related incidents. In addition, a canine unit continues to be active at the maximum security facility in Seward. The canines are trained in drug detection and have been used in several other facilities when the presence of drugs has been suspected. Correctional staff receive ongoing training in security practices which aid them in the early detection of problems and intervention.

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Women Offenders

Historically, there has been a disparity in program and service availability and delivery to women offenders as compared to that provided to male offenders. In many states, this issue has culminated in court judgments that order parity (program and services "substantially equivalent [to men's] in substance, if not in form" *Glover v. Johnson*, 478 F. Supp. 1075 [E.D. Mich., 1979]). In Alaska, the *Clery* Final Settlement Agreement provides for a prison facility for women through construction or conversion of an existing facility, by July 1, 1994, to ensure the equal access to program and services to which they are entitled.

Nine of our facilities are co-ed. Institution staff are attempting to provide equal access to available programs and services but because of crowding, proportionately low numbers of women, and necessity of gender separation, equal and adequate housing and opportunity for women is lacking in most, if not all, facilities.

The Master Plan will address this issue with specific recommendations for addressing this serious, perplexing, and potentially costly problem.

Time Accounting

When an individual is sentenced, he/she is eligible to receive statutorily authorized good time which reduces the original sentence by one-third. For example, a prisoner who receives a 5 year sentence will serve 3 years and 4 months at which time release is mandatory. With multiple sentences, forfeiture of good time through misconduct, and changes in good time requirements, calculation of good time has become a complex task. The department has entered into a contract to rewrite its time accounting policy and procedures. This work is expected to be completed early this spring (1992).

Prisoner Transportation

The Department of Corrections currently shares the responsibility for prisoner transportation with the Department of Public Safety under a Letter of Agreement. Although transportation of prisoners between facilities, to and from courts, hospitals, and clinics is costly, it is necessary in carrying out the care and custody responsibility of the department. In addition, transfer of prisoners is often required to keep facility population within the established capacity and responsibly manage the population in a safe, sanitary, and humane environment. In calendar year 1991, the Department of Corrections completed 4,620 prisoner transports of which 1,752 were for medical and dental care in the Anchorage area. There were no significant incidents that occurred during these trips.

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Accreditation

In July of 1989 the Cook Inlet Pretrial facility became the department's first accredited adult detention facility, accredited by the American Correctional Association Commission on Accreditation. In June, 1990, the Anvil Mountain Correctional Center also obtained accreditation status with an assessment score of 99%. At the present time, the Cook Inlet Pretrial facility is preparing for their reaccreditation audit.

Currently in preparation for accreditation review are the Palmer and Wildwood Correctional Centers. We anticipate that both will undergo their initial audits in August of 1992. Accreditation not only provides a measure of operations by use of the most current gauge of sound correctional practice, but also gives reasonable assurance of compliance with many of the requirements of the Cleary Final Settlement Agreement.

Employee Assistance Program

In an effort to provide assistance to employees experiencing difficulty in their private or professional lives, an Employee Assistance Program was initiated at the Spring Creek Correctional Center during the past year. This pilot program has already demonstrated its worth in helping employees in trouble. It will be supported this spring through training sponsored by the National Institute of Corrections and staff representatives from the other units of the department will be invited to participate so that they may begin a program in their office or facility.

Booking

A significant activity in 9 of our facilities that is often overlooked is the booking activity. During 1991 there were 21,941 individuals remanded to these facilities. Hundreds more who posted bail within the first hour are not included in the statistics. In addition, hundreds of "non-crim." persons remanded for protective custody because they are too intoxicated to care for themselves, were received for care and treatment as needed. Sixth Avenue Correctional Center, alone, received 621 non-criminal remands during the past year.

The collecting of bail bond for the courts is a time consuming activity. During a 3 month period at years end, booking officers received, processed, and forwarded over 1.5 million dollars of bail money to the courts. In this same period, staff billed other agencies (FBI, Federal Marshals, municipalities, etc.) for more than 1 million dollars for over 10,000 days of care and custody of persons for which the State was not responsible.

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Facilities Management

The Facilities Management Unit is responsible for capital planning, construction of new facilities, building renovation and major repair projects throughout the State. The Unit also supports the statewide computerized preventive maintenance program and hazardous materials management for the Department.

Budget

In FY91, the total capital budget under management by the Unit was \$6,250,000. The department received \$2.7 million for renovation, repair, and remodeling of facilities. A master plan was funded with \$500,000. The third phase of the renovation of the Palmer Minimum Correctional Center totalled \$2.8 million. The Unit is overseeing expenditures of \$250,000 for capital equipment replacement.

Administration

Two significant changes during the year affected the Unit. The Unit now reports to the Director of Institutions in Anchorage. This change enhanced direct support to the facilities. The other change was the addition of a Facilities Manager. The additional staff enabled the department to increase its role in direct contracting for projects over \$10,000 under a delegation of authority from the Department of Transportation and Public Facilities.

Innovation

Department of Corrections Facilities Management, with the cooperation of the Alaska Council on the Arts, took a new approach in procuring art for new DOC facilities. Artists submitted proposals as part of the 1% for Art requirement at Spring Creek to involve inmates in the creation of the art work. The response was excellent.

Charlotte Van Zant recently completed a series of quilted banners with the assistance of the Fairbanks prison industries sewing shop. Sandy Stolle completed a carving with the border made by Meadow Creek inmates and she is now directing the finish work on a set of wall carvings made at Spring Creek. A large metal wall hanging was fabricated by the Wildwood metal shop under the guidance of Susie Bevins. Dot Bardarson collaborated with Spring Creek on a huge wall piece, and Carolyn Strand taught another group how to produce a tapestry.

Palmer Minimum

In October, the Palmer Minimum Housing project was completed and 176 inmates were moved from old barracks and trailers. The vacated barracks will be remodeled into program and support space. The first phase of this work will be bid in early 1992.

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Master Plan

The contract for The Statewide Population Management and Facilities Master Plan was awarded to Christopher Murray and Associates of Seattle and ECI/Hyer of Anchorage is providing architectural support. The plan will identify the department's facility needs over the next ten years. A component of the study is the demand for use of alternatives to incarceration to minimize the institutional bed space. The plan is to be completed in June, with preliminary recommendations for the legislative session.

Capital Equipment

Funds allocated in FY91 were spent to replace old equipment at our institutions and buy new equipment to support Community Corrections and other departmental components. The FY92 appropriation has been allocated and equipment orders are being processed.

Funds were spent on large and small projects, both planned and emergency. There was some construction activity at each institution.

Renovation, Repair, and Remodeling

Work has continued on the Department's Asbestos Operations and Maintenance Program. The six facilities with asbestos containing building materials (ACBM) now have individualized O&M plans. These plans give specific direction on where the ACBM is located and how to properly handle it. The plans also outline the records that must be kept to meet regulations. In January of 1992, Facilities Management will sponsor a training class of institutional personnel designated to oversee the implementation of the plan.

The bids to repair the roof of the Anchorage Administrative Office far exceeded the available funding. The hope is that the bidding climate in spring of 1992 will be more favorable. A change in the state asbestos regulations may also have a positive effect when the project is rebid.

Cook Inlet Pretrial converted one of its housing units into a unit for chronically mentally ill offenders. Heavy metal mesh panels were installed to prevent falls from the second floor balcony and several contracts were issued to upgrade and improve fire life safety systems.

Sixth Avenue is very close to having a more secure control room and improved medical and program space. Modifications to these areas are designed and the project bids early in 1992. This will be one of the largest construction contracts DOC has managed under its delegation of authority.

Hiland Mountain has major system components failing. Maintenance staff can barely keep up with the problems. The roof repair project, started in the fall should be completed in the Spring of 1992. This will correct one major

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problem. Failure of the underslab plumbing in the kitchen occurred late in 1991. This is a major repair that will be combined with the renovation of the kitchen. New hot water heaters are being installed in the housing units.

There were several small contracts to improve Mat-Su Pretrial. The vehicle sallyport was modified to improve vehicle access and security. A new loading dock cover is being designed and will increase safety when completed in 1992. Headbolt heaters proved to be a necessity for vehicle support.

Palmer added eight new maintenance positions. This greatly improved the ability to provide maintenance and repair service necessary to keep 19 buildings, each with their own mechanical systems, properly functioning. The Palmer staff is currently working on several projects to correct mechanical system deficiencies in the Medium complex.

Facilities Management will be assisting Yukon-Kuskokwim in resolving problems that have developed with the water treatment, heating, generator, and security control systems.

Wildwood is in the midst of several major projects. The basement of the gym is being remodeled into industrial arts space that will resolve the fire safety concerns of the existing location. Reroofing of the Medium Security Building (Building 10) and the gym are in progress. The upgrade of Building 10's heating and ventilation system is nearing completion. This project involved asbestos abatement work.

Ketchikan must move its maintenance shop from the enclosed loading dock area. A new building is in design for summer construction. The institution has undertaken small projects to improve security and control room ventilation.

Lemon Creek has undertaken in-house improvements and DOT/PF has been working with a consultant to design the replacement of the roof. The first phase of construction will begin next year. Additional funding is required to complete the next phase of the work.

Spring Creek occupied its new correctional industries and industrial arts additions. The two new areas significantly increase the space available for inmate work programs. The maximum security recreation yard was regraded as an interim measure while waiting for the major drainage problem to be corrected. DOT/PF issued a contract for replacement of rusting window frames too late in the year for work to begin. Correctional Industries will fabricate the new frames for installation in the spring.

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Anvil Mountain had to replace a hot water heater which failed due to hard water conditions.

The final draft designs of the Fairbanks control room upgrade and booking renovation projects were completed. To start the project, DOC hired a temporary electrician to trace and eliminate all the unused wiring in the facility. This must be completed before new control panels can be ordered, converting the antiquated control room into a modern control center.

After the final design changes are made for the booking renovation, the first phase of this work can be bid by DOT/PF. The project will improve the efficiency of the very limited intake area at the state's second busiest booking facility.

Future Direction

The Master Plan will provide a direction for the future building program. It will also be a comprehensive summary of modifications required to bring institutional support facility and housing capacities into balance.

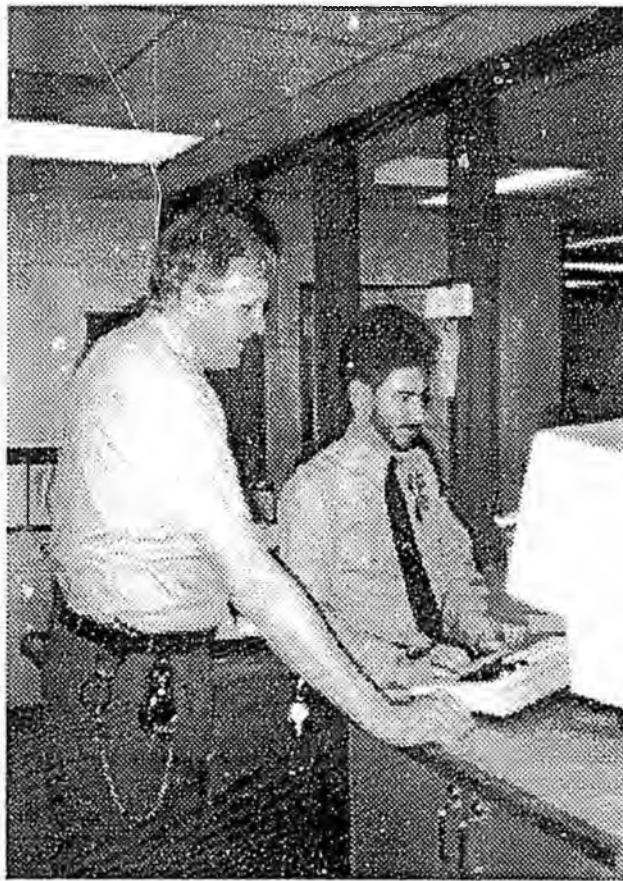
In addition to this construction, the department's need for renewal and replacement of building components will grow in proportion to the age of the facilities. The maintenance program attempts to anticipate problems before they occur, but with limited financial and man-power resources, DOC is like many other departments that cannot keep pace with the facility aging process.

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Institutions

Lemon Creek Correctional Center

Lemon Creek Correctional Center (LCCC) is a multi-function, 170 bed facility housing male and female pre-trial, misdemeanor and felony offenders, and sentenced felons of all security and custody levels. LCCC operates, in part, as a sister facility to the Spring Creek Correctional Center (SCCC), located in Seward, housing long-term sentenced offenders when it becomes necessary due to crowding at SCCC or when it becomes necessary to separate inmates.



The booking office at
Lemon Creek Correctional Center, Juneau

LCCC offers a variety of work assignments throughout the facility. The Correctional Industries Laundry offers year round employment and is the most desired employment. A community service work crew performs a variety of community service projects under the supervision of correctional officers. During the past year, this crew rebuilt porches and steps for cabins belonging to the Southeast Alaska Council of Boy Scouts of America, repaired hiking trails for the State Parks Division, assembled and installed back stops at the new city baseball park, and other community projects. In addition, the crew handles snow removal, and various construction and landscape projects for the facility.

Inmates are offered opportunity to participate in numerous self-improvement programs including Adult Basic Education, GED studies, life skills, vocational training and a post-secondary program. Life skills programs include pre-release planning, health, and cross-cultural studies, assertiveness training, First Aid/CPR certification, parenting skills, and stress management.

Vocational programs include Department of Labor apprenticeship programs in Maintenance Repair, Landscape Technician, and Baker. A certified Office Skills program is offered in the facility by the Alaska Vocational

Institute and a two year degree program in business computer information systems is available from the University of Alaska.

On special occasions throughout the year the facility offers inmates and their families the opportunity to celebrate cultural events and special holidays.

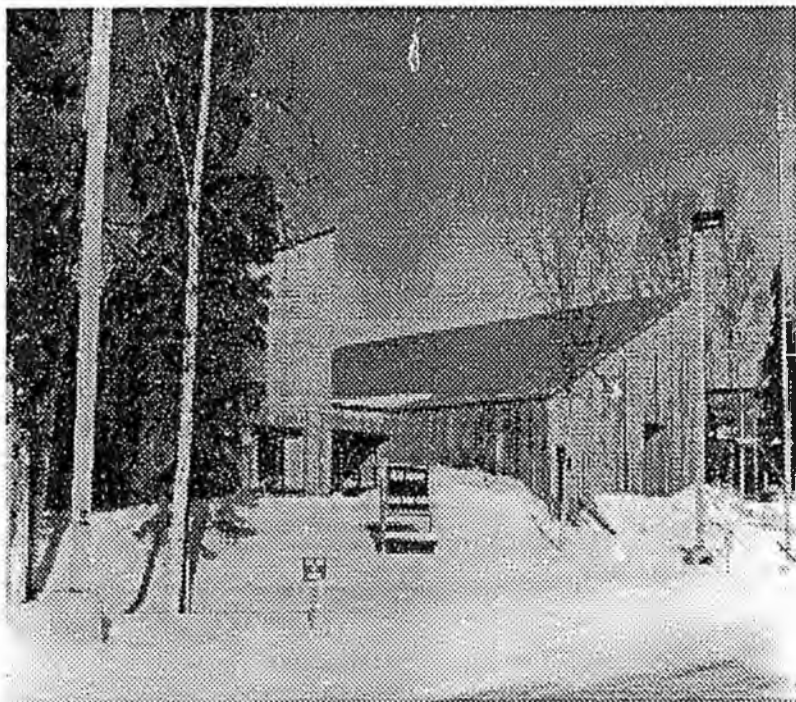
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Hiland Mountain/Meadow Creek Correctional Centers

Hiland Mountain/Meadow Creek (HM/MC) is a two part medium security facility for men and women located in Eagle River, just north of Anchorage.

Hiland opened in 1974 with a capacity of 80 general population beds and 20 special treatment beds for sentenced male prisoners. The original

mission of the facility was to focus on rehabilitation programs especially for younger, first-time offenders within five years of release. Since then, the facility has been expanded to a maximum capacity to 225 with an emergency capacity of 230 and houses a much more diverse population.



Hiland Mountain/Meadow Creek Correctional Center, Eagle River

Hiland Mountain houses the largest sex offender treatment program in the state, dedicating two housing units or seventy beds, to that program. Other programs for men include: a male offender program, substance abuse, anger/stress management and religious services. Classes include: ABE/GED college courses, computer, welding, and cook/baker school.

After nearly twenty-five years of operation, the facility has a number of needs. Renovations are necessary in the areas of sewage treatment; security gates; electrical, plumbing, and heating systems; and roofing and exterior siding.

Meadow Creek, for women opened in 1981 with a capacity of 28. It has since been expanded to a maximum capacity of 62 with an emergency capacity of 66.

Meadow Creek houses 60% of Alaska's female prisoners. With the exception of the male offender program, the programs offered to men at Hiland are available to women at Meadow Creek, as well as, parenting, co-dependency, and relationship classes.

While many services are shared and general programming is similar, there is a functional separation between Hiland and Meadow Creek. Unit

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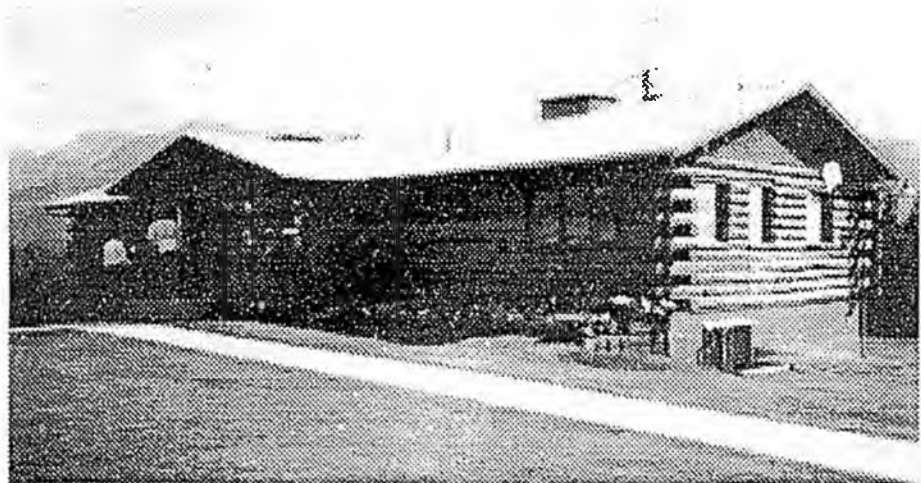
management was recently implemented at Meadow Creek and has resulted in a more uniform and consistent approach.

Recent overcrowding has resulted in more unsentenced and pretrial inmates being sent to this facility. That category currently represents 22% of the female population and coupled with a high volume of short term offenders, has placed a great strain on programming efforts.

The institution has also experienced an increase in the number of inmates with significant mental health needs. Currently 12% of the population is on medication for mental health treatment. Another 11% are developmentally disabled, while an additional 11% are problematic personality disordered inmates. All of these inmates demand significant extra time and attention.

The facility successfully provides security and programs to these diverse populations due to the efforts of a dedicated and professional staff.

Palmer Correctional Center



Administrative building Palmer Correctional Center, Palmer

"The mission of Palmer Correctional Center is to integrate security and programs into a comprehensive unit that assists prisoners in developing attitudes and conduct that are consistent with established community values."

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Palmer Correctional Center is administered by a Superintendent, two Assistant Superintendents and a staff of 116. The institutional annual budget is approximately \$9 million with an annual payroll of approximately \$7 million. The majority of staff reside in the Matanuska-Susitna Borough.

The Palmer Correctional Center opened in 1952 as a minimum security facility. In 1982 a medium security facility was added to the compound. In September 1991, construction was completed on a new 176 bed minimum security housing unit that replaced the 130 bed barracks building. The old barracks building is currently being renovated into program/support space. Palmer has a maximum capacity of 341 sentenced adult male prisoners with custody levels of medium, minimum, and community.

Programming at Palmer is designed to provide a variety of opportunities for the prisoner population while, at the same time, emphasizing the "work ethic." Currently, the following programs are available: apprenticeship training in culinary service, meat cutting, wastewater treatment, and farm worker, all certified by the United States Department of Labor. Courses are also available from the University of Alaska, via satellite telecommunication, in Business Computer Information Systems, leading to an Associate degree. College level correspondence courses are available through Ohio State University in a variety of disciplines. Vocational training is available in heavy equipment operation and repair, plumbing and heating, residential wiring and, through the Alaska Correctional Industries (ACI), training in auto body repair. Palmer also offers Adult Basic Education (ABE), General Equivalency Diploma (GED), Life Skills, Anger Management, Cognitive Skills, substance abuse counseling, and counselling for mentally ill offenders. A wide variety of religious programming is also available: multi-denominational meetings, Prison Outreach, and Prisoner Match programs.



Grazing cattle at
Palmer Correctional Center, Palmer

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Daily, approximately 23 prisoners are transported to the ACI Meat Plant located in the City of Palmer. The Meat Plant supplies meat products to all institutions statewide. Palmer provides potatoes, year round, and other vegetables, in season, to institutions and charitable organizations. The ACI Auto Body Shop provides complete auto body service for all State owned vehicles. Prisoner labor is also provided for community projects such as recreational trail maintenance for the Matanuska-Susitna Borough, Division of Forestry, Alaska Fish and Game, and Museum of Alaska Transportation.

Palmer Correctional Center utilizes the "Unit Management" system in managing the prisoner population. This approach enables staff to more efficiently use the resources available to effectively manage the prisoner population by decentralizing, or "flattening out" the hierarchical pyramid. This places the responsibility for decision making in the hands of the staff who have the most knowledge of the prisoners and the day to day functioning of the facility.

Success at this facility rests with its programming and the dedication, work, and commitment of its staff.



Potlatch at Yukon-Kuskokwim Correctional Center, Bethel

Yukon-Kuskokwim Correctional Center

Yukon-Kuskokwim Correctional Center (YKCC) opened in October 1984 and has an operating capacity of 88. It houses male and female felons, misdemeanant, pretrial, sentenced, and all security classification prisoners. In addition, Title 47 (noncriminal mental and intoxicated) individuals are temporarily held. YKCC services the entire Yukon-Kuskokwim Delta.

A number of programs are offered, with some difficulty, as the population changes on a daily basis. Adult Basic Education and General Educational Development classes are made available to the population on a daily basis. The Institutional Education Instructor, contract agencies, and volunteers provide classes that include, four week stress management, six week anger management, eight week Yup'ik reading and writing, fur grading, safe boating, and ivory carving.

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Inmates subsistence fishing

The Inmate Native Culture Club sells ivory to the carvers and with the proceeds provide all the tools for the carvers. Profits from other activities buy a Christmas tree and decorations yearly, small gifts, snack type food for guests at the Christmas potlatch, and donations are made to nonprofit agencies.

The safe boating class is offered to a few inmates who participate in subsistence fishing so that it may enhance sober subsistence fishing skills and provide cost effective traditional food for the inmates. YKCC has its own boat and an inmate crew that participates in subsistence netting to provide

fresh fish for the population, decreasing meal costs. A prisoner outside crew and crew supervisor provide community services aside from their daily duties. These include snow removal for various state and nonprofit agencies during the winter, community clean-up during the spring, sandbagging, and excavating during the summer months. YKCC also provides services annually to the Kuskokwin 300 Dog Mushing Race. The prisoners are responsible to help mark the trail, house and feed the dogs that are dropped off, carve the ivory trophy, and assist in other ways as needed. There are many other community service projects completed throughout the year. The Community of Bethel has learned that it can depend on the YKCC crew. We are proud of the innovative staff and the participation of the prisoner population in making these programs work for the institution, community, and department.

Wildwood Pretrial Facility

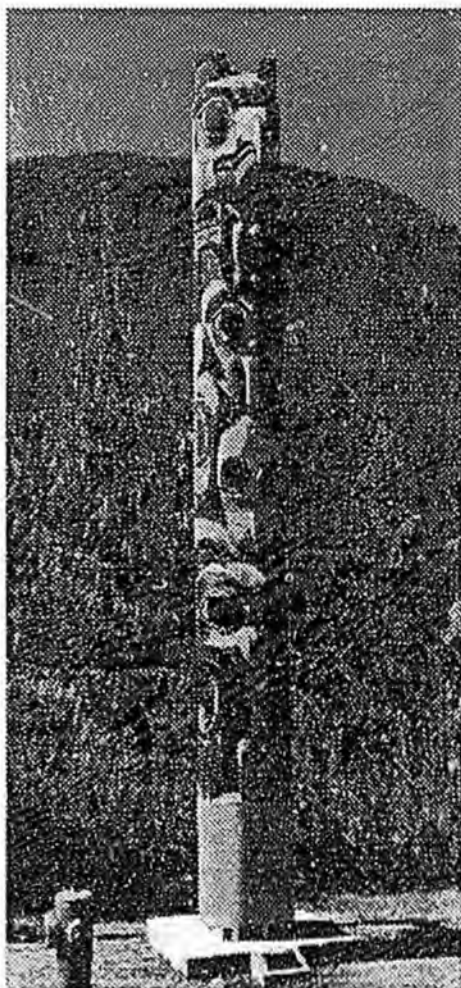
Wildwood Pretrial is located in a building which was originally constructed in 1953, as a power station house for the United States Air Force, Wildwood Air Station, in Kenai. When the Air Force closed the site in 1966, it was turned over to the Kenai Native Association. In 1983 the Department of Corrections leased several buildings, opening the Wildwood Correction Center sentenced facility in October 1983.

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It was realized that a comprehensive pretrial facility was needed to serve the needs of the surrounding area. The power house was identified as a possible site and reconstruction began in August 1984. On February 11, 1985, Wildwood Pretrial was opened at a cost of \$3.8 million. The facility has a maximum prisoner capacity of 114 prisoners and employs a staff of 33.

Wildwood Pretrial holds adult male and female prisoners for felony and misdemeanor crimes, sentenced and unsentenced. Often over 50% of the prisoners are sentenced, generally in transit to the Wildwood Correctional Center. Custody levels range from community custody, the least restrictive, to maximum, the highest.

Due to the restrictive nature of a pretrial facility, programming is limited. For those who wish to continue or improve their education Adult Basic Education, General Educational Development, life skills, and computer skills classes are provided. Substance Abuse programs are also provided for those who need and want help. An Institutional Counselor and Mental Health Clinician are available to all prisoners. Medical staff are on duty in the facility 24 hours a day.



A totem Pole at Ketchikan Correctional Center

Ketchikan Correctional Center

Ketchikan Correctional Center (KCC) is a multi-level intake facility that can house up to 59 prisoners of all classifications. The correctional center is located within the Tongass National Forest in the southeastern portion of Alaska where only two methods of transportation are available into the area, either by airplane or by boat through the "inside Passage." During the summer months approximately 700,000 people visit Ketchikan from all nationalities. Historically such increases place greater demands upon the criminal justice system and immigration services.

The facility is located within a residential area of the community and was constructed in 1982. KCC is one of the smallest correctional centers operated by the Department of Corrections, with the highest staff-to-inmate ratio due to the design of the facility. A benefit of the staff-to-inmate ratio is the reduction of assaults and injuries to inmates and staff. Since no community residential centers exist in Ketchikan, such intermediate services are provided at the correctional center for appropriately classified inmates. Due to the lack of space, focus is placed on educational services versus recreational or hobby craft activities. In addition to on-site educational courses, inmates may enroll in post secondary correspondence courses.

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through the University of Alaska or other approved universities at no cost to the state.

Alcohol and drug education is an important program at the correctional center and is accomplished by individual and group counseling sessions. As part of an initial orientation, all inmates are encouraged to attend substance abuse information classes. Mental health, dental, and religious services are contracted from local community resources as well as collaborative medical assistance. An interactive relationship exists within the community criminal justice system, mental health, and the Ketchikan Alcohol Rehabilitation program. As a result of this work numerous alternatives to incarceration have been developed and benefited KCC in controlling over-population problems.

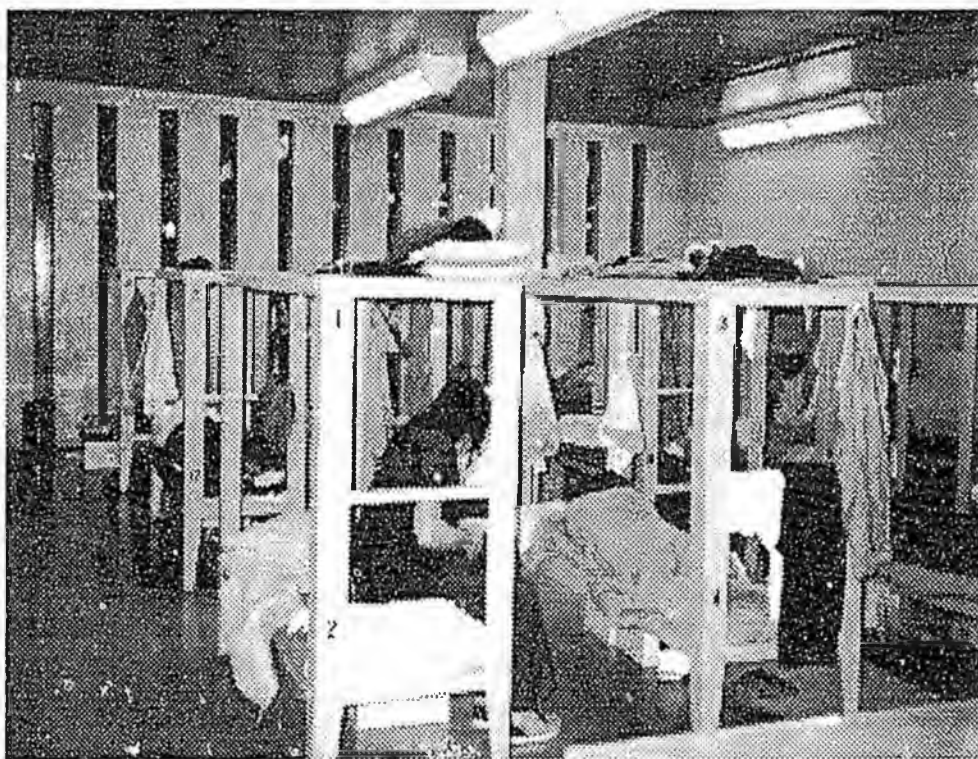
There were several KCC accomplishments since the last yearly report. The 18 foot Totem Pole carved in 1990 by KCC inmates was made into a post card for sale to the tourism industry. All proceeds goes to the local non-profit Native Arts Council. No escapes occurred during 1991, nor serious injuries to staff or inmates. All staff accomplished 100% of the police training standards requirements. Administrative reporting functions have been computerized and have substantially improved accurate information submittal. Staff morale remained high and due to the belief that funding would be marginal, many innovative ideas from staff have directly benefitted the correctional center operations.

Fairbanks Correctional Center

Fairbanks Correctional Center (FCC) serves as a receiving center for those incarcerated in northern Alaska. This region - 2/3 of the land mass of Alaska - extends from the Canadian border to the Seward Peninsula, from Barrow to Mt McKinley. 500 to 600 individuals are booked monthly. The majority of sentenced prisoners are moved to Southcentral Alaska to serve their sentences. Built in 1966, the Fairbanks Correctional Center has half of its beds in dormitory units. Twelve female inmates can be housed at any time.

Alaska Correctional Industries, Flat Goods/Garment Division, located at the Fairbanks Correctional Center, manufactures bath towels, bed sheets, pillow cases, pillows, long sleeve chambray shirts, pullover V-neck shirts, work pants and aprons. The industry employs between 10 and 20 inmate workers. The shop has 14 industrial sewing machines. The objective of the program is to structure a work environment that will allow prisoners to acquire or improve effective work habits and occupational skills, and increase the probability of opportunities for employment after release.

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Dormitory at Fairbanks Correctional Center, Fairbanks

The Learning Center at FCC offers a variety of educational opportunities: adult literacy, GED preparation and testing, and an Associate of Arts degree from the University of Alaska. Anchorage in business computer applications. Life skills classes include tax preparation, resume writing, job search skills, and a variety of high interest subjects on Alaska. Newspaper and creative writing classes publish inmate writings.

In the Hobby Shop, Alaskan Natives and non-Native artisans and hobbyists refine and develop skills in ivory carving, woodworking, sled building, and jewelry.

Artists create a portfolio representing their work and enter shows and competitions. Sales of arts and crafts benefit the inmate and pay for the materials.

A sex offender program utilizes milieu therapy with 32 inmates in an 18-36 month program. Also available are programs in substance abuse, alternatives to violence, and religious counseling. Voluntary groups include Alcoholics Anonymous, Alcoholics Victorious, Narcotics Anonymous, the North Star Chapter of Jaycees, and the Full Gospel Businessmen's Association. Open to all, but emphasizing Native American and Alaska Native cultural values, are the Talking Circle and Native Cultural Awareness Club.

Cook Inlet Pretrial

Cook Inlet Pretrial (CIPT) is accredited by the American Correctional Association. It is of modular design and has an operational capacity of 397 and a maximum capacity of 403. The facility will begin its ninth year of operation, February 7, 1992, as an intake facility for all adult male felons

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detained in the Anchorage area. In addition, it is a temporary holding facility for sentenced prisoners awaiting placement in other facilities. In 1991, 2,871 prisoners were received and 2,848 released.

This past year emphasis was on continued compliance with accreditation standards, facility maintenance, expansion of education programs, and creation of a Mental Health Unit. Education programs include, adult basic education, general education development, life skills, college correspondence, and refresher classes in math, English, and typing. This year a mini-grant was obtained through the State Department of Education to fund an English as a Second Language (ESL) Course. The goal of this class is to enhance the reading/literacy skills of ESL students by teaching functional reading skills, comprehension, phonics, and life skills. Twelve prisoners were enrolled in the program in December 1991. Life skills encompasses a variety of topics: health, stress management, communication, parenting, budgeting, and pre-release planning.

The institution provides medical and dental treatment on site. Twenty-four hour medical coverage is available and has been expanded to include sick call for prisoners placed in Community Residential Centers in the Anchorage area.

Traditional therapy programs are ongoing through the Mental Health department. In January 1991, a thirty-one bed module was converted into a thirty-bed Mental Health Unit/Designated Treatment Module. The unit was designed to be an acute psychiatric unit, however has evolved into an intermediate and chronic unit as well.

The success of the institution's operation in maintaining high levels of security and population management is attributed to dedication of staff and the direct supervision concept utilized in the management of the institution.

Wildwood Correctional Center

Wildwood Correctional Center (WCC) opened in 1983 as a medium security prison for 204 adult males. The original complex was a military communication base constructed in 1963. In 1974 it was turned over to the Kenai Native Association as part of the Native Claims Settlement. WCC occupies 10 buildings on approximately eight acres of land on the north end of Kenai. Since the complex was not designed as a prison, a great deal of renovation was required and a lot of the work was completed with prisoner labor.

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Programs at WCC include ABE, GED, Substance Abuse Awareness, access to an arts and crafts shop, and various life skills classes. A satellite dish is being installed to accommodate college courses by computer. WCC is a work oriented institution with two correctional industries: furniture and metal works. It also has three Department of Labor Apprenticeships for cooks, bakers, and maintenance repair.

With the slowdown in the economy, it has been difficult to sustain the prisoner jobs in industries. A viable industries program is critical to the welfare of WCC, because the security of the institution relies heavily on keeping prisoners busy with productive activity.

In addition to the work at the institution, prisoners provided over 6,000 hours of community service this past year, including restoration of park trails. The most significant project was the bridge access viewing stand, built almost entirely by prison labor.

A large yard provides opportunities for jogging, baseball, volleyball, skiing, and ice skating. A full size gymnasium is used for basketball, weight lifting, and other activities. Prison baseball and basketball teams compete in city league sports. (All competitions are held at the institution.)

During this past year the institution has begun an employee assistance program, recognizing that corrections work is stressful, and that staff sometimes need a place to turn with personal problems. As part of the effort to keep good mental health and morale, one of the out buildings has been made available for staff recreational activities such as aerobics, weight lifting, and archery.

The basic structures at WCC are in acceptable condition. The constant need for maintenance and upgrading is time consuming and costly, but essential.



MatSu Pretrial, Plamer

Mat-Su Pretrial

Mat-Su Pretrial Facility is a relatively new facility located in downtown Palmer. Construction was completed in October 1986 at a cost of approximately four million dollars. Mat-Su Pretrial replaced an older facility which had been at the old Army missile site at Goose Bay. The new facility operates primarily as a "county jail" for the Matanuska-Susitna Borough. Its secondary mission is to

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house overflow inmates from other institutions. Generally, overflow prisoners are in transit to sentenced facilities. Mat-Su Pretrial handles all custody level prisoners, men, women and juveniles. Women are held for short periods, usually while awaiting court appearances. Juveniles are held briefly, while in transit to the State's juvenile facility. Title 47 non-criminal and mental health remands are routinely housed in the facility.

Mat-Su Pretrial has a maximum capacity of 79 inmates and employs a staff of 40. It is self contained and provides a full spectrum of support to inmates and staff. The staff includes, in addition to a full complement of Correction Officers, food service, medical, probation, maintenance and education professionals.

Inmate programs at Mat-Su Pretrial include General Education Development, anger, stress management, computer and parenting classes, and substance abuse counseling. Religious opportunities are made available for all inmates.

The facility's work program provides paid skill development opportunities for inmates in the food service, laundry, janitorial and maintenance fields.

Sixth Avenue Correctional Center

The Sixth Avenue Correctional Center (SACC) is clearly the busiest jail in the State of Alaska. In 1991 more than 12,000 individuals were remanded to the facility. Because they arrive at all hours of the day and night and in varying degrees of cooperation and coherence, the facility and its staff have great demands placed upon them.

The institution receives male and female misdemeanants, female felons, persons with citations or violations, and non-criminal holds who are too intoxicated to care for themselves and have no one else to care for them. During the past year the staff processed 7,351 new offenses and bench warrants, 2,024 window bails, 621 non-criminal holds, and 72 federal offense remands. There were 2,181 persons ordered by the court to report to the Jail Reporting Officer to be scheduled to serve a sentence. On January 1, 1992, there were 709 persons scheduled to report to serve a sentence in 1992. During 1991, there were 1,190 "no shows" and the required bench warrants for their arrests were issued.

A variety of program activities are coordinated by institutional staff for offenders however, due to the pretrial mission of the facility, few resources have been provided. Educational, religious, life skills, substance abuse, and mental health services are among those offered. Medical staff are on duty

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around-the-clock and examine each remand to determine immediate and intermediate-term health care needs. Institutional staff also provide Department supervision of inmates placed in local Community Residential Centers.

Because it is an aging facility that operates continually at capacity, the maintenance needs of the facility are great.

Anvil Mountain Correctional Center

Anvil Mountain Correctional Center (AMCC) is a regional facility for sentenced and unsentenced adult felons and misdemeanants, both male and female. It provides Nome and the surrounding region with pre-trial, short-term sentenced and re-entry programs. Being a fully accredited facility ranks it in the top 10% of correctional facilities in the nation.

AMCC serves a huge geographical area from Point Hope to the North, to St. Michael to the South. This area encompasses approximately 30 villages and towns, including Nome and Kotzebue. The inmate population at AMCC is predominately Alaska Native.

Northwest Alaska has a high percentage of alcohol related crimes. Most incoming prisoners are intoxicated at the time of booking. They are frequently combative and somewhat unmanageable and require a high degree of security. This need is fairly brief, however, and after sobering up they are normally quite tractable. Although the facility is rated as a medium security facility, it is serving the needs of Northwest Alaska quite well.

Our bedspace is impacted by the short-term detention of non-criminal holds who usually need only to sleep off their intoxication. Many are transients with no place to stay and are frequently too unruly to remain at large or to be admitted to the detox facility.

Because of the transitory nature of its inmate population, programming efforts are primarily designed to instill awareness and to promote participation in longer term treatment programs available elsewhere. The institution offers inmates the opportunity to acquire good work habits and skills through institutional job assignments, varied community service work projects, and vocation oriented workshops and mini-training courses. Extensive life skills programming is offered to encourage a sense of responsibility and to support the inmate in a crime-free life upon release.

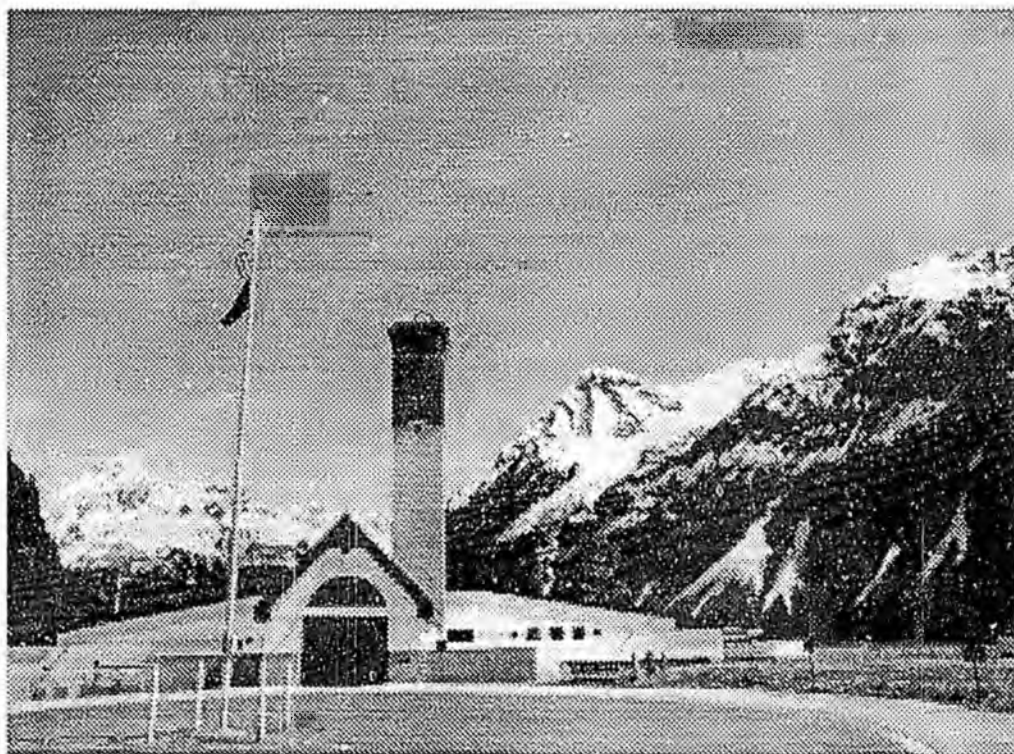
Recent program innovations that are being well received include a Nurse's Aid training program and a series of classes in parenting skills. A Speak Out Program has been established through which inmates visit junior and senior high schools and discuss their experiences and insights, particularly

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as related to the impact of alcohol, drugs, criminal activity, and incarceration on their lives. They have visited schools in numerous cities and villages and have been well received.

Spring Creek Correctional Center

Spring Creek Correctional Center (SCCC), Alaska's first maximum security prison, is in its fourth year of operation. Operating at near-capacity from its inception, it currently houses about 425 male felons. After a turbulent beginning, the facility's operation has begun to mature, staff turnover has decreased, and understanding of long-term prison operations has increased.



Spring Creek Correctional Center, Seward Alaska

Virtually all of the SCCC inmates are classified maximum or close custody and, as could be expected, a significant portion of the population are serving very lengthy sentences. A recent review of records revealed that 227 inmates have a release date beyond the year 2000, 170 inmates are more than 20 years from their release date (2012), and 23 others can never be released. Given this population profile, it is not difficult to understand the importance of a positive prison environment in which there is meaningful work, constructive

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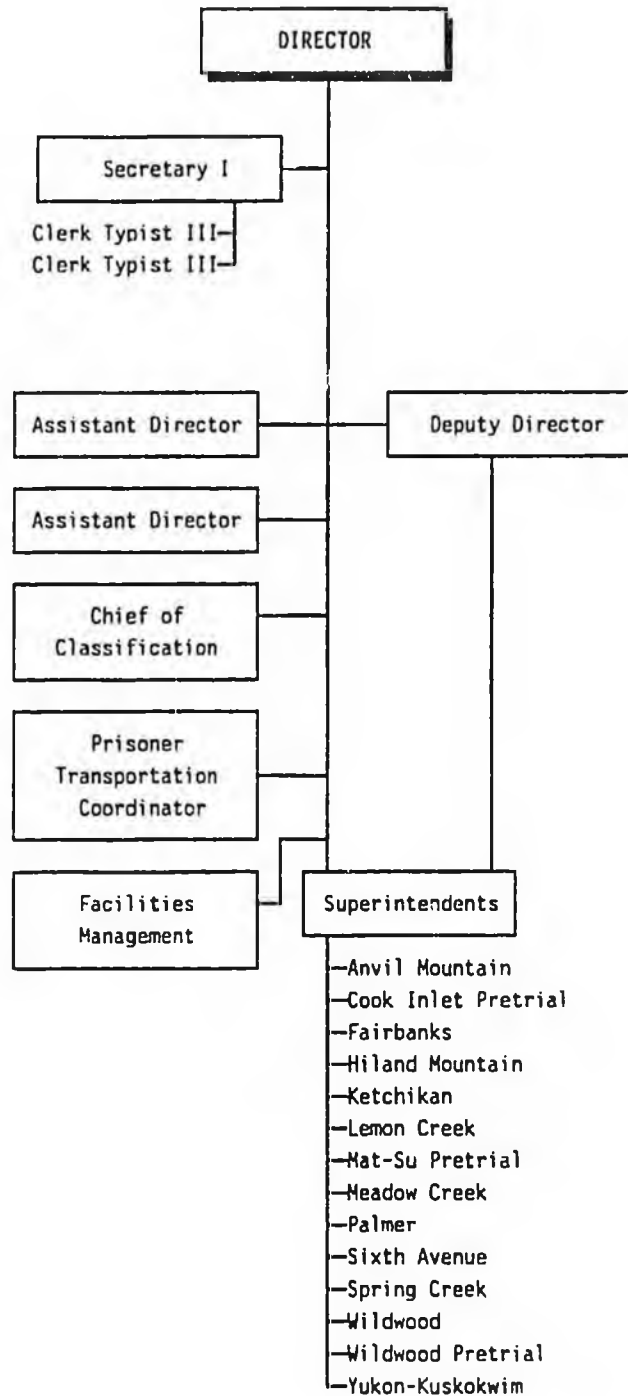
leisure-time activity, opportunity to develop skills, and services to ameliorate the debilitating effects of incarceration.

Spring Creek offers traditional therapy programs including substance abuse, spiritual, domestic violence, anger management, and mental health counseling services. In addition, basic education and post-secondary courses are available although the resources and services available are insufficient given the size and needs of this population. An active Arts and Crafts Program enables inmates to develop or learn skills that enhance their use of leisure time or, in some instances, enable them to develop business/industry potential. A Corrections Industries Program employs about 30 inmates in construction of furniture.

There are currently nine prisoner organizations that are sanctioned by the facility administration. Some have contributed to the local community in very positive ways, such as the sponsoring of a Little League baseball team, donations to a local nursing home, and crafting and donating toys for a "Breakfast With Santa" program. Other prisoner groups have made contributions to institution programs for the benefit of all inmates.

Safety and security continue to be a primary focus of the SCCC staff. An ongoing, aggressive drug testing program, supported by the Canine Unit, has helped to control the drug traffic in the facility. That there have been no escapes and violence has been controlled to a large extent, is attributable to the vigilance of a very dedicated staff.

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Formal and policy-related supervision of Superintendent fall under the Director while supervision of day-to-day operation is the responsibility of the Deputy Director.

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Fiscal Data

Supervision Cost per/day for FY 91

<u>Institution</u>		<u>Per Inmate Day Average Daily Cost</u>
Fairbanks		\$ 99.39
Anvil Mountain		\$ 127.01
Yukon- Kuskokwim		\$ 126.64
Palmer		\$ 73.11
MatSu Pretrial		\$ 109.19
Hiland Mountain/Meadow Creek		\$ 69.41
Cook Inlet Pretrail		\$ 62.19
Sixth Avenue	(1)	\$ 99.21
Wildwood		\$ 76.41
Spring Creek		\$ 86.16
Lemon Creek		\$ 102.05
Ketchikan		\$ 128.55
Statewide Services	(2)	\$ <u>11.16</u>

(1) Includes cost of lease which is paid by the Department of Administration.

(2) Daily cost of health care, contractual education and supplies, mental health/psychiatric care, chaplaincy and special treatment programs are not included in the institutional daily cost of care, above.

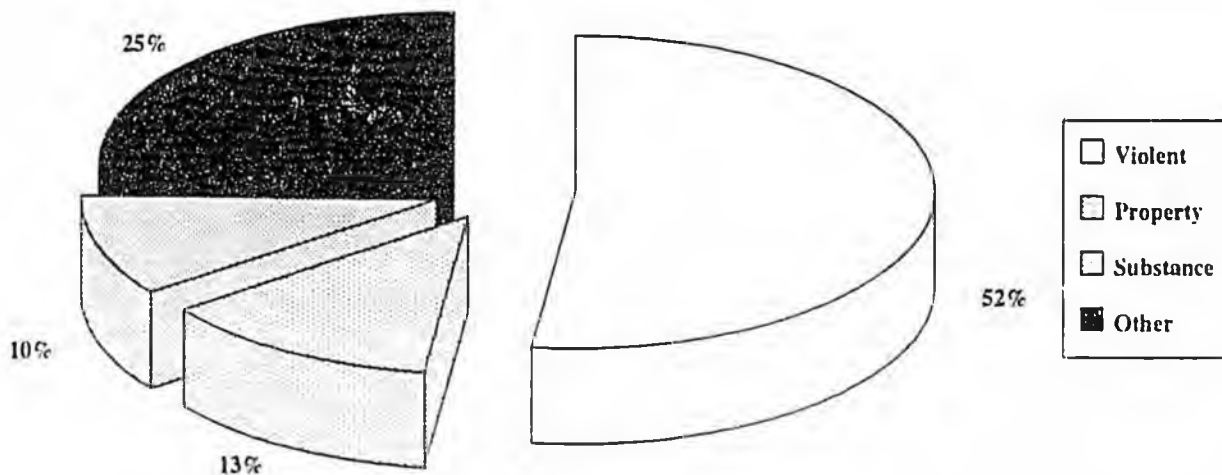
Note: Average daily cost is computed based on the institutional budget divided by the total number of mandays. Daily cost does not include Director of Institutions or cost from Administrative Services Division or the Commissioner's office.

Inmate Profile

The Department of Corrections utilizes an on-line, statewide offender tracking system to gather data about the inmates being held in institutions. The system was implemented in the fall of 1983, and the data base now contains over seven years of historical booking and release data. The data is entered into the computer system at each institution as persons are booked or released, so the information is always current. In addition to institutional booking and release information, the system has been expanded to collect detailed sentence data, probation and parole caseloads, community residential center placements, inmate fund accounting and automated time accounting.

On December 31, 1991, there were 2,483 inmates being housed in institutions under the custody of Alaska's Department of Corrections. This number includes persons being held in institutions in Alaska, the Federal Bureau of Prisons and the States of Minnesota and North Dakota. 20% of these persons were being held for sexual offenses, 13% for homicide, eight percent for assault, eight percent for burglary, 16% for parole/probation violations and six percent for robbery. Violent offenders accounted for 52% of the population, property offenders for 13%, substance abuse offenders for 10% and all other offenses for 25%.

Crime Category Comparison for Inmates as of December 31, 1991



Inmate Profile

<i>Offense Comparison</i>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>
Assault	160	202	198	228	221	297	275	234	240
Attempt to Commit a Felony	11	15	31	30	30	24	27	26	27
Burglary	137	180	188	200	187	195	207	187	194
Criminal Mischief	22	15	25	36	29	36	31	2	36
Driving While Intoxicated	88	105	70	77	70	60	49	78	82
Controlled Substances	91	108	105	115	127	163	198	184	164
Failure to Appear	9	27	33	27	32	38	52	42	34
Kidnapping	28	31	34	32	33	37	33	33	31
Misconduct w/ Weapons	19	16	21	27	22	31	25	23	29
Homicide	198	224	250	260	271	275	290	299	319
Parole Violation	20	28	39	54	69	89	117	162	176
Probation Violation	136	135	137	138	170	183	209	203	217
Robbery	124	147	167	171	167	155	146	133	137
Sexual Assault/Sexual Abuse	282	377	530	564	605	628	595	497	500
Theft	82	87	82	85	58	88	96	83	79
Totals	1407	1697	1910	2044	2091	2209	2350	2186	2265

<i>Custody Level</i>	Inmates		Total	Percentage
	Sentenced	Unsentenced		
Maximum	61	34	95	3.83%
Close	609	274	883	35.56%
Medium	615	171	786	31.66%
Minimum	366	68	434	17.48%
Community	99	6	105	4.23%
Unclassified	46	134	180	7.25%
Total	1,796	687	2,483	100.00%

Inmate Profile

Most Serious Offense Committed as of December 31, 1991

Offense	Number Of Inmates	Offense	Number Of Inmates
Arson 1st	7	Issuing of Bad Check	2
Arson 2nd	3	Scheme to Defraud	3
Assault 1st	63	Theft 1st	4
Assault 2nd	4	Theft 2nd	63
Assault 3rd	81	Theft 3rd	4
Assault 4th	49	Theft 4th	5
Attempt to Commit Felony	27	Theft by Deception	1
Coercion	1	Theft of Lost Property	1
Criminally Negligent Homicide	5	Theft by Receiving	1
Incest	2	Bribery	1
Kidnapping	31	Carrying a Concealed Weapon	1
Manslaughter	25	Contempt of Court	3
Misconduct with Weapons 1st	26	Contribute Delinq of Minor	1
Misconduct with Weapons 2nd	2	Criminal Mischief 1st	2
Misconduct with Weapons 3rd	1	Criminal Mischief 2nd	28
Multiple Deaths	1	Criminal Mischief 3rd	5
Murder 1st	197	Criminal Mischief 4th	1
Murder 2nd	91	Custodial Interference	1
Rape	3	Disorderly Conduct	2
Robbery 1st	114	Driving w/ Suspended Licence	12
Robbery 2nd	23	Escape 1st	2
Sexual Abuse of a Minor 1st	175	Escape 2nd	9
Sexual Abuse of a Minor 2nd	83	Escape 3rd	1
Sexual Abuse of a Minor 3rd	8	Escape 4th	1
Sexual Abuse of a Minor 4th	5	Failure to Appear	34
Sexual Assault 1st	188	Failure to Satisfy Judgement	18
Sexual Assault 2nd	35	Federal Offense	42
Sexual Assault 3rd	1	Fish & Game Violation	2
Solicit to Commit Crime	1	Fugitive from Justice	16
Alcohol - other	2	Harassment	2
Controlled Substances 1st	16	Hindering Prosecution 2nd	1
Controlled Substances 2nd	17	Immigration	2
Controlled Substances 3rd	91	Interfering/Resisting Arrest	2
Controlled Substances 4th	34	Interfering With Official Proceedings	2
Controlled Substances 5th	4	Neglect or Refuse to Aid Officer	1
Controlled Substances 6th	2	Noncrim	5
Illegal Liquor	4	Other	1
Importation	1	Parole Violation	176
Manufacture/Deliver Imit Control Substance	3	Perjury	4
Minor Consuming	2	Probation Violation	217
OMVI	82	Prostitution	2
Refusal	2	Promote Prostitution 2nd	1
Burglary 1st	105	Terroristic Threatening	1
Burglary 2nd	89	Trespass 1st	6
Concealment of Merchandise	13	Trespass 2nd	6
Forgery 1st	2	Violation of City Ordinance	1
Forgery 2nd	23		
		Total	2,483

Inmate Profile

<i>Level of Offense</i>	Number of Inmates	Percentage of Inmates
Felonies	2,243	90.33%
Misdemeanors	237	9.54%
Violations	3	<u>0.12%</u>
Total	2,483	100.00%

<i>Jurisdiction</i>	Number of Inmates	Percentage of Inmates
City Charges	80	3.22%
State Charges	2,336	94.08%
Federal Charges	<u>67</u>	<u>2.70%</u>
Total	2,483	100.00%

<i>By Race</i>	Number of Inmates	Percentage of Inmates
White	1,283	51.67%
Alaska Native	794	31.98%
Black	303	12.20%
Hispanic	71	2.86%
Asian/Pacific Islander	<u>32</u>	<u>1.29%</u>
Total	2,483	100.00%

<i>By Marital Status</i>	Number of Inmates	Percentage of Inmates
Married	509	20.50%
Separated	26	1.05%
Divorced	262	10.55%
Widowed	20	0.81%
Single	1,637	65.93%
Cohabiting	11	0.44%
Unknown	<u>18</u>	<u>0.72%</u>
Total	2,483	100.00%

Inmate Profile

By Age Group

	Number of Inmates	Percentage of Inmates
65 and over	24	0.97%
60-64	33	1.33%
55-59	40	1.61%
50-54	94	3.79%
45-49	168	6.77%
40-44	237	9.54%
35-39	360	14.50%
30-34	538	21.67%
25-29	509	20.50%
20-24	423	17.04%
19 and under	<u>57</u>	<u>2.30%</u>
Total	2,483	100.00%

Place of Residence at time of Admission

	Number of Inmates	Percent of Inmates
Interior Region	367	14.78%
Cook Inlet Region	1,292	52.03%
Southeast Region	250	10.07%
Bristol Bay Region	49	1.97%
Seward Peninsula	59	2.38%
Kotzebue Region	40	1.61%
North Slope Region	91	3.66%
Western Region	163	6.56%
Kodiak Region	34	1.37%
Aleutian Chain	21	0.85%
Pacific Rim	34	1.37%
Copper River Region	13	0.52%
Other U.S. States	70	2.82%
Foreign Countries	<u>0</u>	<u>0%</u>
Total	2,483	100%

Inmate Profile for Female Offenders

<i>Offense Comparison</i>	1985	1986	1987	1988	1989	1990	1991
Robbery	5	3	2	2	8	3	4
Criminal Mischief	1	3	0	1	1	0	1
Forgery	5	3	7	7	9	9	8
Sexual Abuse of a Minor	4	4	3	5	4	1	1
Theft	11	5	5	7	12	8	8
Probation Violation	7	5	3	8	8	12	11
Drugs	11	11	17	15	24	20	13
Assault	10	18	11	10	20	8	7
Homicide	<u>15</u>	<u>19</u>	<u>22</u>	<u>19</u>	<u>23</u>	<u>24</u>	<u>24</u>
Totals	69	71	70	74	109	85	77

<i>By Class Custody</i>	Inmates Sentenced	Inmates Unsentenced	Total	Percentage
Maximum	1	3	4	3.45%
Close	5	1	6	5.17%
Medium	25	29	54	46.55%
Minimum	22	11	33	28.45%
Community	3	1	4	3.45%
Unclassified	<u>3</u>	<u>12</u>	<u>15</u>	<u>12.93%</u>
Total	59	57	116	100.00%

<i>Crime Category</i>	Number of Inmates	Percentage of Inmates
Violent	40	34.48%
Property	20	17.24%
Substance	18	15.52%
Other	<u>38</u>	<u>32.76%</u>
Total	116	100.00%

Inmate Profile for Female Offenders

Most Serious Offense Committed as of December 31, 1991

Offense	Number of Inmates
Assault II	1
Assault III	3
Assault IV	3
Attempt to Commit Felony	3
Criminally Negligent Homicide	1
Manstaughter	4
Murder I	16
Murder II	4
Robbery I	3
Robbery II	1
Sexual Abuse of a Minor I	1
Controlled Substances II	3
Controlled Substances III	8
Controlled Substances IV	2
OMVI	5
Burglary I	1
Burglary II	1
Concealment of Merchandise	2
Forgery I	1
Forgery II	7
Theft I	1
Theft II	6
Theft III	1
Contempt of Court	2
Criminal Mischief II	1
Driving While Susp/Revkd	2
Failure to Appear	6
Failure to Satisfy Judgement	1
Federal Offense	9
Fugitive From Justice	2
Hindering Prosecution 2nd	1
Parole Violation	4
Probation Violation	7
Prostitution	2
Trespass	1
Total	116

Inmate Profile for Female Offenders

Level of Offense

	Number of Inmates	Percentage of Inmates
Felonies	92	79.31%
Misdemeanors	24	20.69%
Violations	0	<u>0.00%</u>
Total	116	100.00%

By Jurisdiction

	Number of Inmates	Percentage of Inmates
City Charges	8	6.90%
State Charges	96	82.76%
Federal Charges	12	<u>10.34%</u>
Total	116	100.00%

By Race

	Number of Inmates	Percentage of Inmates
White	64	55.17%
Alaska Native	29	25.00%
Black	20	17.24%
Hispanic	1	0.86%
Asian/Pacific Islander	<u>2</u>	<u>1.72%</u>
Total	116	100.00%

By Marital Status

	Number of Inmates	Percentage of Inmates
Married	25	21.55%
Separated	1	0.86%
Divorced	18	15.52%
Widowed	6	5.17%
Single	<u>66</u>	<u>56.90%</u>
Total	116	100.00%

Inmate Profile for Female Offenders

By Age Group

	Number of Inmates	Percentage of Inmates
65 and over	1	0.86%
60-64	1	0.86%
55-59	0	0.00%
50-54	5	4.31%
45-49	5	4.31%
40-44	8	6.90%
35-39	17	14.66%
30-34	36	31.03%
25-29	30	25.86%
20-24	10	8.62%
19 and under	3	<u>2.59%</u>
Total	116	100.00%

Place of Residence at time of Admission

	Number of Inmates	Percent of Inmates
Interior Region	18	15.52%
Cook Inlet Region	77	66.38%
Southeast Region	7	6.03%
Bristol Bay Region	0	0.00%
Seward Peninsula	1	0.86%
Kotzebue Region	0	0.00%
North Slope Region	4	3.45%
Western Region	3	2.59%
Kodiak Region	0	0.00%
Aleutian Chain	0	0.00%
Pacific Rim	0	0.00%
Copper River Region	0	0.00%
Other U.S. States	6	5.17%
Foreign Countries	<u>0</u>	<u>0.00%</u>
Total	116	100%

Trends in Alaska Corrections Population Projections

Summary

The Department of Corrections has an integrated jail and prison system. The components of Alaska's inmate population have unique management, security and housing needs. The department's policy makers have stratified the inmate population into four components: prison males, prison females, jail males and jail females. The forecasting process was revised in the spring of 1991 to facilitate the forecasting of these components.

The components of the department's inmate population have unique patterns of fluctuation. If viewed in aggregate, trends for individual components are obscured and their management frustrated. The population forecasting process considers the historical patterns and trends for each component. In addition, numbers for a component may fluctuate greatly over short periods of time. To account for these spikes in population, a "peaking factor" was computed for each component. Forecasts were adjusted by the "peaking factor" to compensate for monthly variation not accounted for in the projection model.

Two critical assumptions were used in preparing the forecasts: no significant legislation affecting our inmate population or individual components would occur for the next five years; and no policy decisions in the department or other criminal justice agency would significantly effect the inmate population or its components for the next five years. The effects of violating these assumptions are addressed in the Introduction section of this document.

Total Inmate Population

In the last decade, the Department of Corrections experienced a 300% growth in total inmate population. The month average for the total inmate population reached a peak in February of 1990. From February of 1990 monthly averages have continued to decline. If this trend continues, the projection for the next five years indicates the total inmate population could decline by as much as 4.6% or show a modest increase of 1.2%.

Jail Male Population

During FY91, the jail male population was 28.2% of the total inmate population. This component is characterized by extreme fluctuations and may vary as much as 10.3% from the monthly average for this group. It is estimated that the jail male component will grow from a monthly average of 759 in FY91 to 854 during FY96.

Jail Female Population

During FY91, the jail female population was 2.6% of the total inmate population. Like the jail male population, this component is characterized by extreme fluctuations. This group shows the greatest fluctuation with a peaking effect of 13.5%. This is due in part to the small size of the group. It is projected that this component will decrease from a monthly average of 69 in FY91 to 62 in FY96.

Trends in Alaska Corrections Population Projections

Prison Male Population

The prison male population is the largest component of the State's inmate population at 66.3%. During recent years, the rate of increase for this group has slowed. During FY 90 to FY91 the component has decreased in size. The peaking effect for this group has been computed to be only 3.6%. The forecast for this component indicates the number of inmates will decrease from a monthly average of 1,785 in FY91 to 1,709 in FY96.

Prison Female Population

With a monthly average population of 81 during FY91, this component is 3% of the total inmate population. This is the only group that has seen sustained growth. The peaking effect for this group is estimated to be 13.2%. It is projected that this component will grow by 25% over the next five years to a monthly average of 102 inmates.

Introduction

"Forecasting is a critical component of criminal justice and correctional planning. While it rarely provides the answer to any particular planning question, a forecast can introduce a measure of objectivity (data) into a decision making process ... The forecasting process also establishes a useful population monitoring system, even if the forecast is not precise."

Population forecasting is necessary for long-range planning and adequate budget development. Without population forecasting the department's ability to meet its mandated mission of public protection and offender reformation are frustrated. Over the last twenty-five years, Alaska has used architectural firms, consultants and university programs to assist in the forecasting process. This has been a difficult task. In the late 70's and early 80's projections underestimated population growth. Projections made during a major growth period significantly overestimated current population levels. Each forecast was made with the best information available.

Forecasts of future prisoner populations have many factors which affect their outcome. Past projections for the Department of Corrections have been for the total number of inmates. This meant that trends for specific target groups were difficult (if not impossible) to determine. The usefulness of these projections was limited. Another fact that is frequently ignored is the life span of a projection. Most correctional systems issue 10 year projections, but only with extreme caution. Agencies are beginning to evaluate the usefulness of projected numbers over such a long time period. With possible changes in legislation, sentencing and departmental policy, the department has determined that a five-year time period is needed for budgeting and planning.

Trends in Alaska Corrections

Population Projections

Challenges and Goals in Forecasting

The department is continuing to change and improve its approach to population forecasting. One recent change is in how it views its population. The various needs of the department have forced it to stratify its population into components. We have begun this process by dividing the population into four major components:

Prison Male Population: consisting of those male prisoners sentenced to serve one year or more.

Prison Female Population: consisting of those female prisoners sentenced to serve one year or more.

Jail Male Population: consisting of those male prisoners in pretrial status or sentenced to serve less than one year.

Jail Female Population: consisting of those female prisoners in pretrial status or sentenced to serve less than one year.

Administrators reasoned early in the process that if the department's employees and policy-makers were to become directly involved in data collection and analysis, the forecast would be properly understood and not extended beyond its intended use. Three employees of the department were sent to the National Institute of Corrections in Boulder, Colorado to receive training on how to forecast jail populations.⁹ We applied a combination of correctional and research/statistical experience to review available data and determine a method of forecasting.

Incarceration Rate

The department reported to the Legislature in February of 1991 that the rate of incarceration for the State of Alaska ranked 4th in the nation. This was information published by the *U.S. Department of Justice, Bureau of Justice Statistics Bulletin* in 1989. The most recent information available from the Bureau of Justice Statistics indicates that Alaska has dropped to 8th in the nation. Alaska's incarceration rate dropped from 354 per 100,000 in 1989 to 348 per 100,000 in 1990.

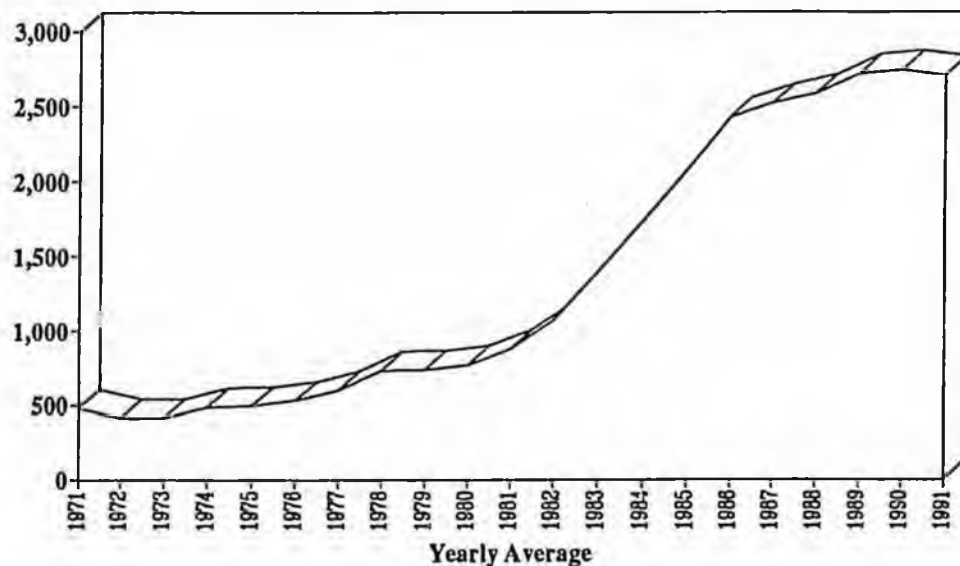
Presumptive Sentencing

The following graph illustrates the average inmate population from 1971 through 1990. As the graph indicates there was little growth in population until 1981. In 1980, Alaska adopted presumptive sentencing. Presumptive sentencing established mandatory sentence lengths for certain crime categories. The effects of this legislation are dramatically illustrated in the graph below. Presumptive sentencing produced a "stacking effect" by mandating a minimum time to be served for the affected crime categories. As the graph indicates, there was a rapid rise in population beginning in 1981 and continuing to 1986. From 1986, the rate of increase slowed and Alaska's inmate population reached a peak in February of 1990. A study of presumptive sentencing conducted by the House Research

Trends in Alaska Corrections Population Projections

Agency in 1986 predicted the inmate population would reach a plateau as those first sentenced under presumptive sentencing became eligible for release. In effect, the population line would return to its original slope, but at a higher level.

Total Population 1971 - 1991



Currently, sentenced admissions for many of our larger crime categories such as sex offenses, controlled substance, robbery, and theft are declining or show small increases over time. In turn, the number of releases from prison have increased for the last three years 1988(903), 1989(968), 1990(1,306). The net effect has been a plateauing of our total inmate population.

Population Projections

As in the case of a 1985 study by the University of Alaska, no demographic indicators would account for the growth in the total prisoner population. Several traditional indicators (i.e., state population, unemployment rate) used in other states were used as independent variables. These variables showed weak correlation to the State's inmate population.

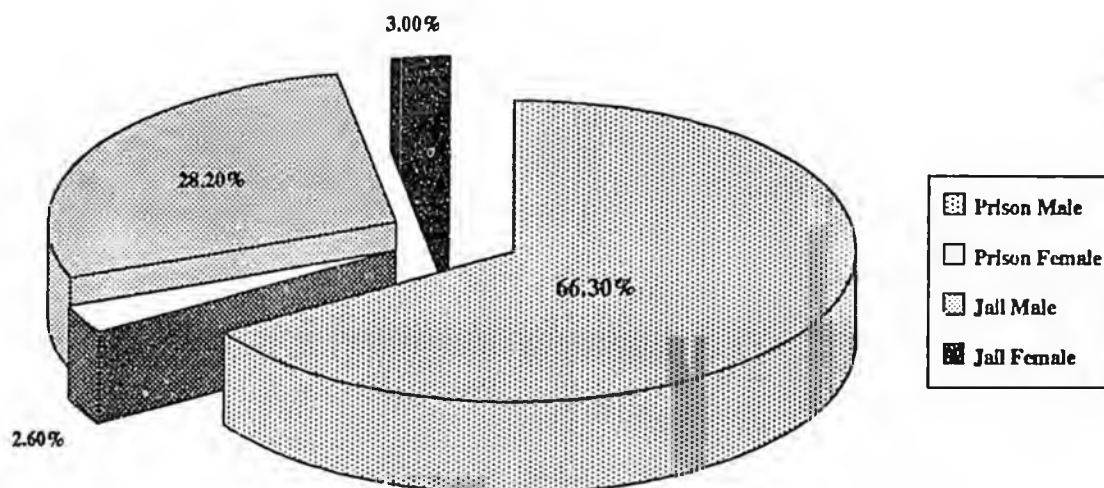
The department's forecasting process produced the following population projections for their respective components. Given the limitations of the data, these projections represent our best estimate of the Department of Corrections' component populations for the next five years. These projections will be recom-

Trends in Alaska Corrections Population Projections

puted as more data is available or as changes in population trends occur.

Prison Male Population

Clearly the largest component for all years was the Prison Males. Prison males are men who have been sentenced to one year or more. The pie graph represents the distribution of prisoners within this component.



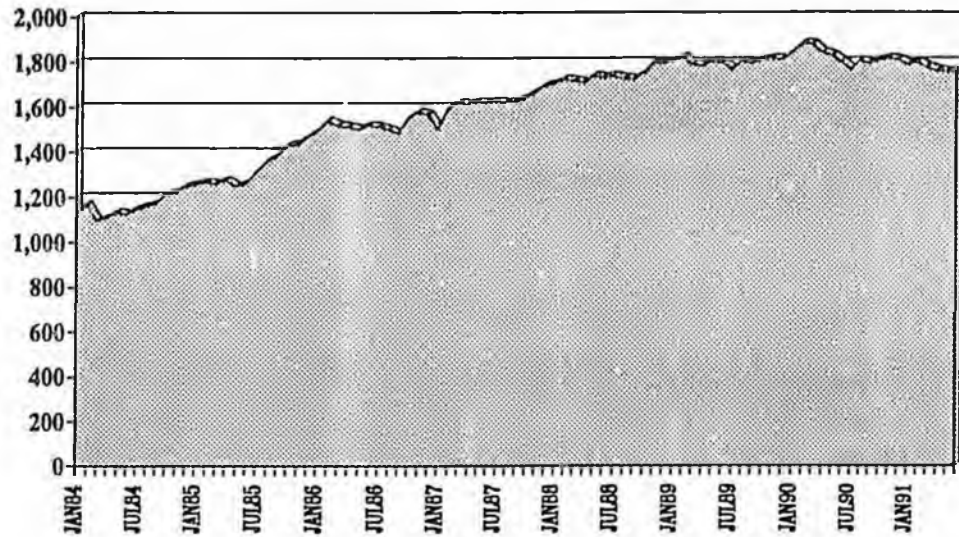
This population component grew from a monthly average of 1,095 in March of FY 1984 to an FY 1990 high of 1,880 for the month of February. Since that time monthly averages have declined. Comparing the month of February in FY 1990 with the same month in FY 1991 shows a decrease of 83 inmates.

The monthly average population for Prison Males from January 1984 through June 1991, is presented on the following page. The graph shows a lower monthly average for Prison Males in recent months. This decrease in the number of prison males is due to an increase in the number of releases and fewer admissions for several crime categories which contribute to this component.

The Prison Male component has grown from 1,125 (FY84) to 1,321 (FY91). The highest monthly average was 1,880 in March of FY 1990. It is projected that this component will decrease over the next five fiscal years to an average of 1,709 in FY 96.

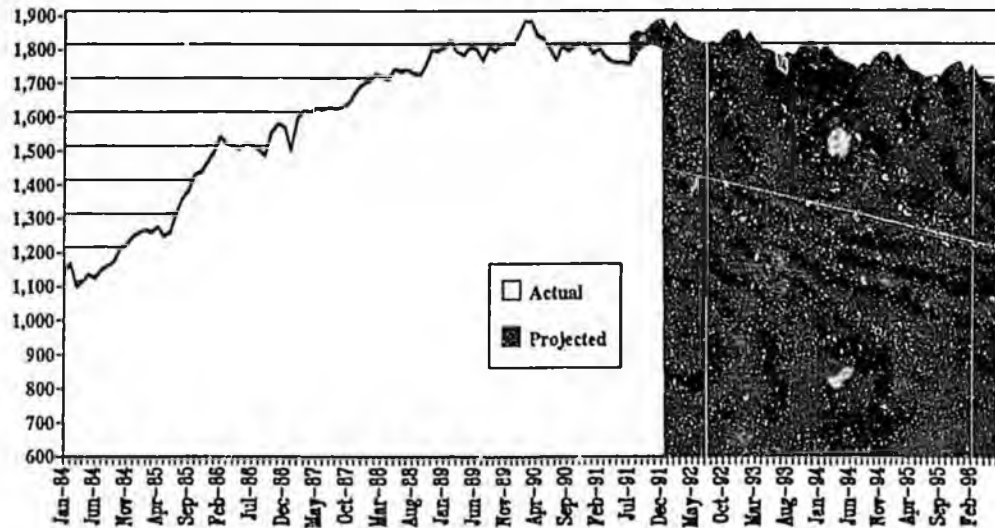
Trends in Alaska Corrections Population Projections

Inmate Population for Prison Males January 1984 - June 1991



The forecasting process produced the following projection for the Prison Males.

Inmate Population for Prison Males January 1984 - June 1996

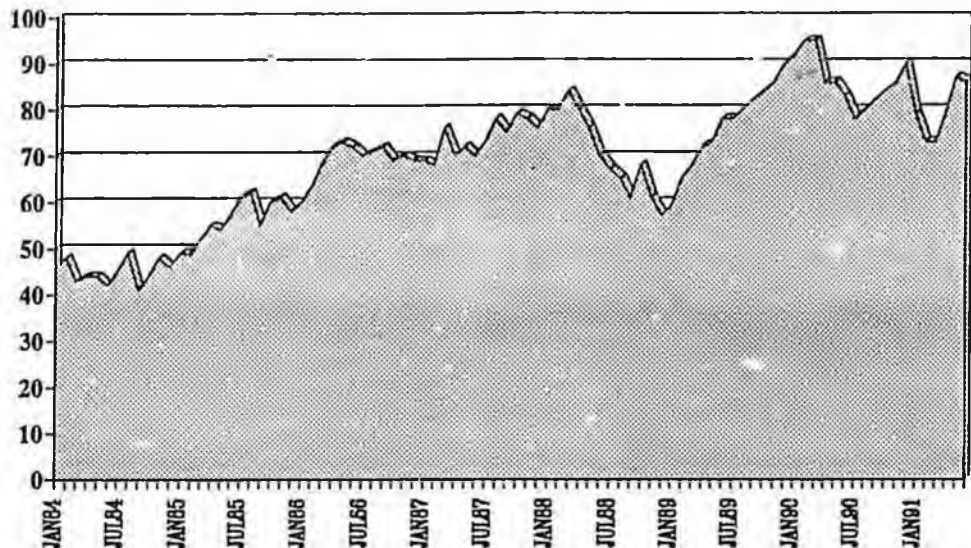


Trends in Alaska Corrections Population Projections

Prison Female Population

The female prison population is approximately three percent of the total inmate population. This fact alone makes this component a more difficult population to manage as well as forecast. The numbers of female prisoners show more variation than those of their male counterparts. The monthly average population for prison females from January 1984 through June 1991, is presented below:

Inmate Population for Prison Females January 1984 - June 1991

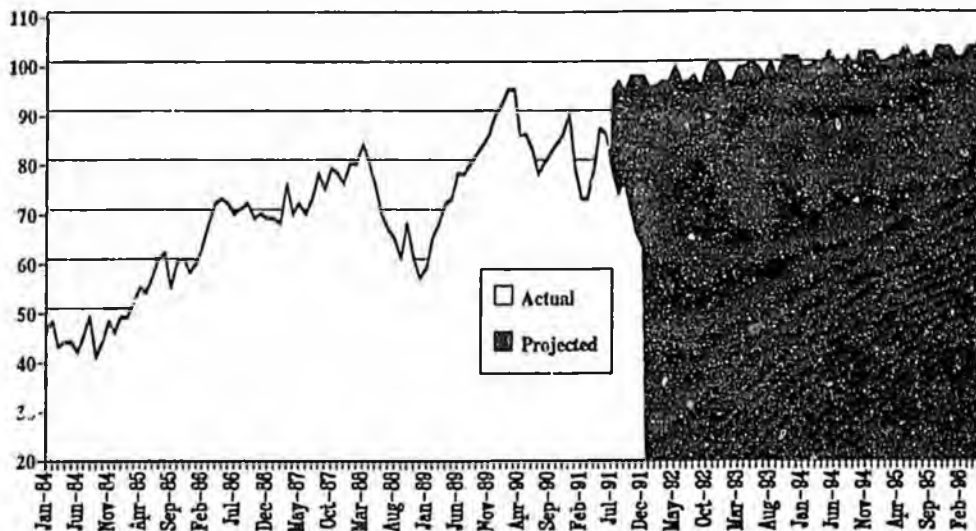


The Prison Female component has grown from 45 (FY84) to 81 (FY91). The highest monthly average was 95 in March and February of FY 1990. It is projected that this component will grow over the next five fiscal years to an average of 102 in FY 96. Caution is given on these numbers as there are so few individuals that it takes very little to change outcome of the forecast. This is an area requiring careful review and adjustments as needed.

Trends in Alaska Corrections Population Projections

The forecasting process produced the following projection for Prison Females.

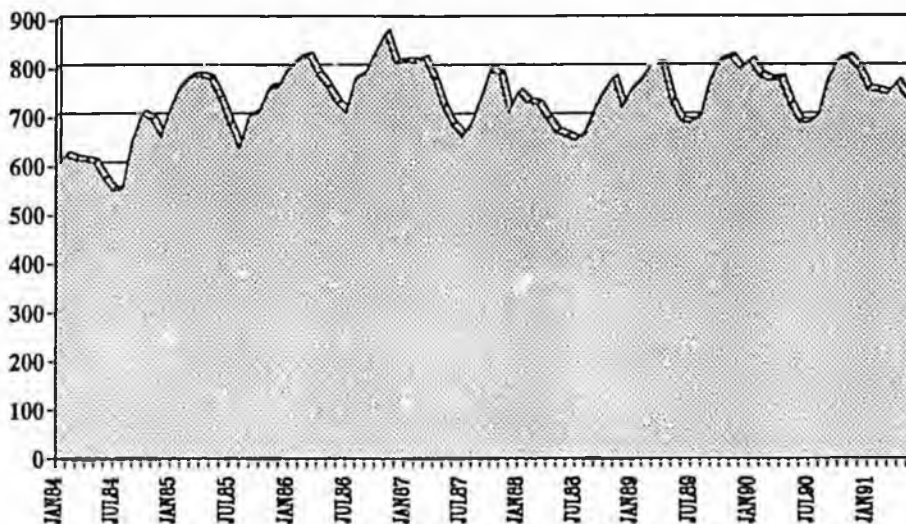
Inmate Population for Prison Females January 1984 - June 1996



Jail Male Population

It is the Jail Male component which causes the greatest challenge for the department in controlling population levels around the State. The daily and season fluctuations in this component produce dramatic change rapidly. A graph of the monthly averages from January 1984 through June 1991 for the Jail Male component illustrates the variation within this group.

Inmate Population for Jail Males January 1984 - June 1991

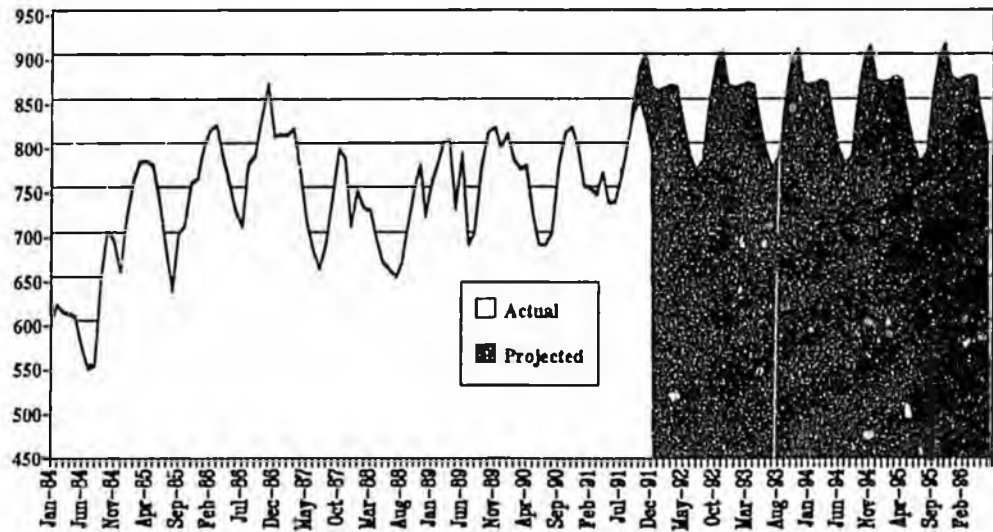


Trends in Alaska Corrections Population Projections

In the interval between January of 1984 and June of 1991, the Jail Male component has fluctuated from 575 in June of 1984 to a low of 550 in July of 1985 to a high of 871 for November of 1986. It is projected that this component will grow to 854 in FY96.¹⁸

The forecasting process produced the following projection for the Jail Males.

Inmate Population for Jail Males January 1984 - June 1996

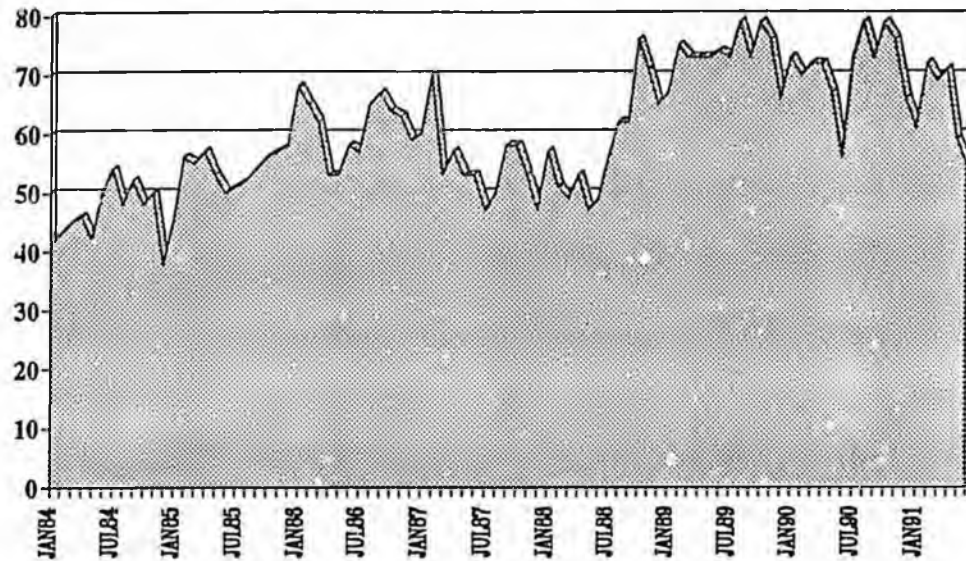


Jail Female Population

Between January of 1984 and June of 1991, the high monthly averages have generally been in the months of August and October although no real patterns have been set. Conversely, one may expect low counts during the month of December. The following graph reflects the monthly average population fluctuation.

Trends in Alaska Corrections Population Projections

Inmate Population for Jail Females January 1984 - June 1991

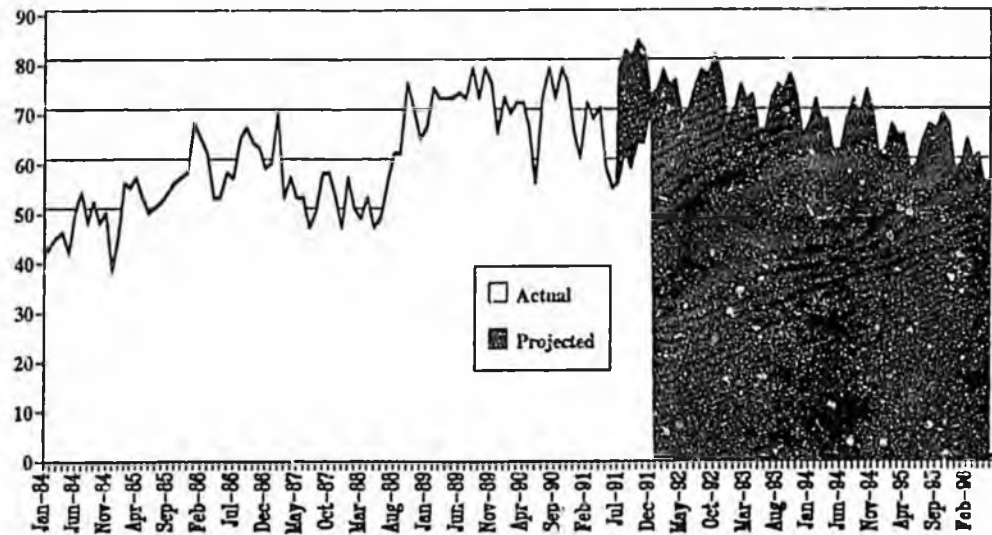


It is projected that this component may decrease in numbers by as much as 10%. Caution is given on these numbers as there are so few individuals that it takes very little to change outcome of the forecast. This is an area requiring careful review and adjustments as needed.

Trends in Alaska Corrections Population Projections

The forecasting process produced the following projection for the Jail Females.

Inmate Population for Jail Female January 1984 - June 1996

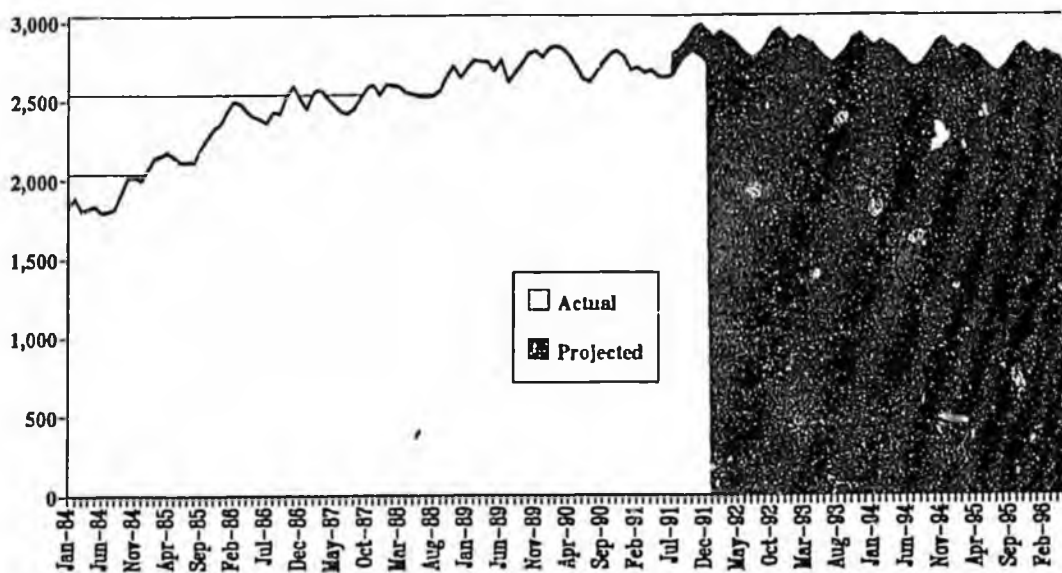


Trends in Alaska Corrections Population Projections

Total Inmate Population

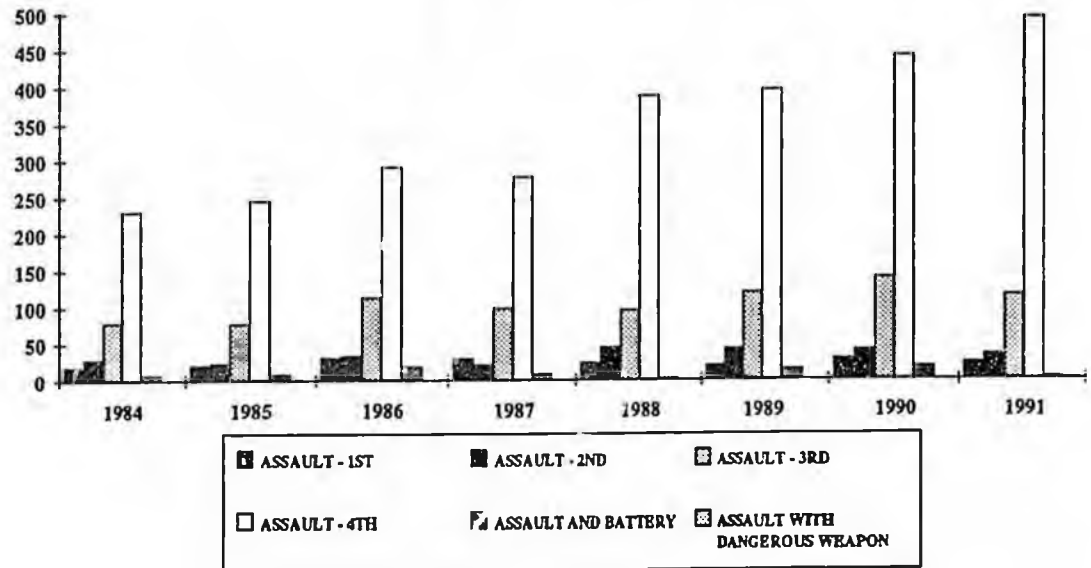
The forecasting process produced the following projection for the Total Inmate Population.

Total Inmate Population January 1984 - June 1996



Trends in Alaska Corrections

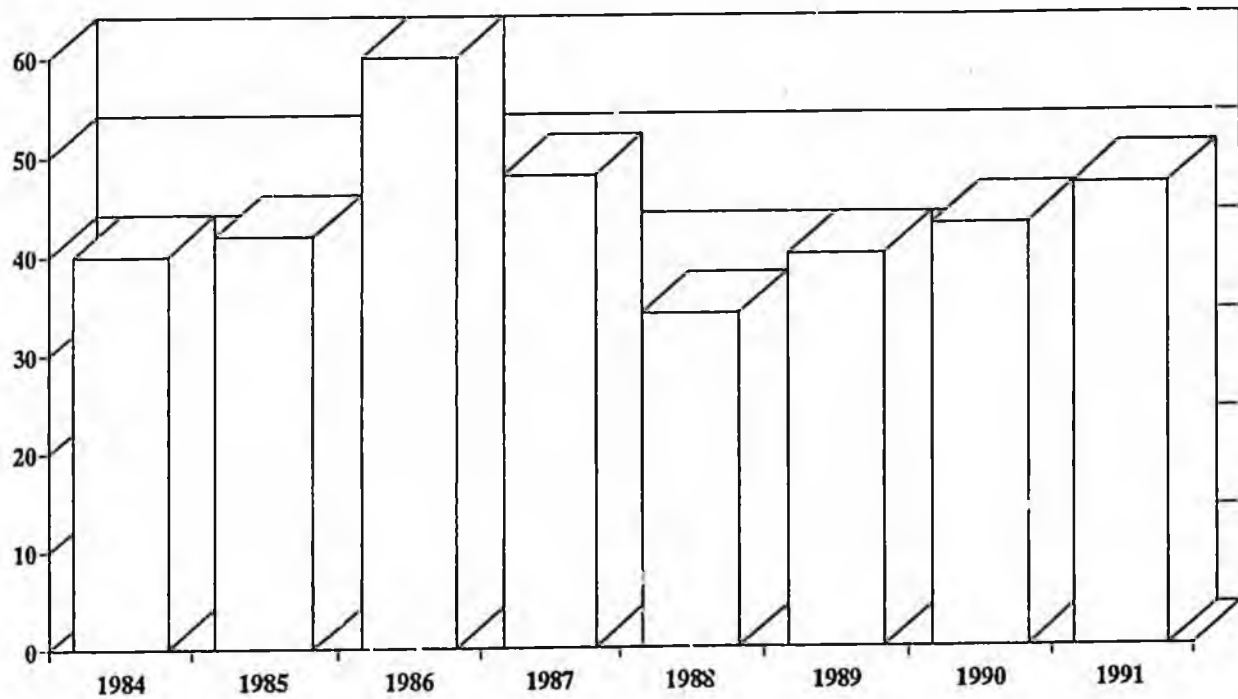
Inmates Sentenced for Assault



	1984	1985	1986	1987	1988	1989	1990	1991
Assault - 1st	18	20	30	29	24	19	28	23
Assault - 2nd	28	23	33	21	45	42	40	34
Assault - 3rd	79	77	113	98	96	119	139	115
Assault - 4th	230	246	291	278	387	395	441	493
Assault & Battery	7	8	18	8	2	14	17	3
Assault With a Dangerous Weapon	0	0	0	0	0	0	0	1
Total	362	374	485	434	554	589	665	669

Trends in Alaska Corrections

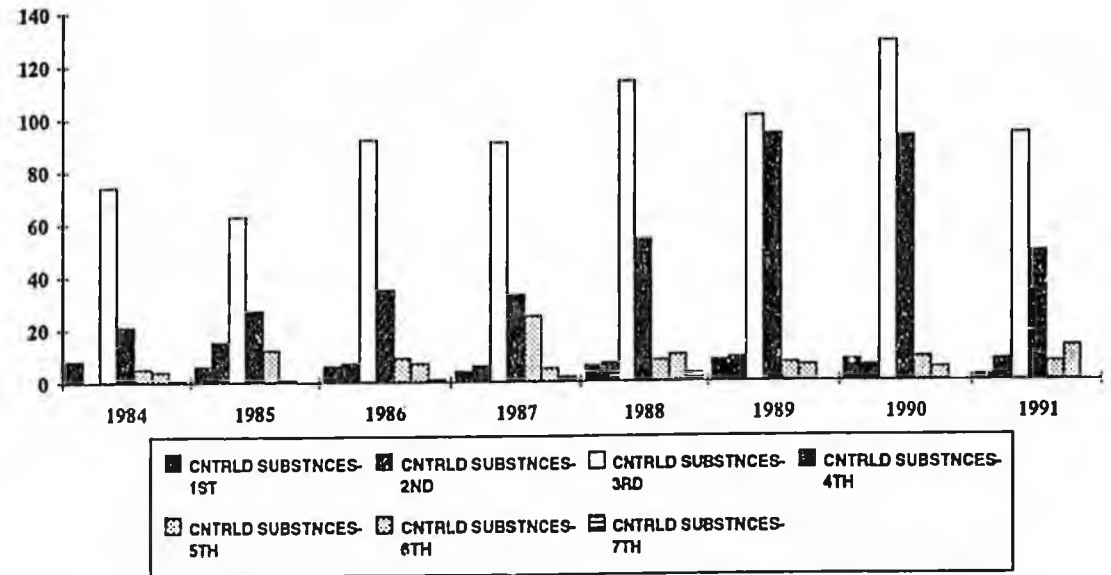
Inmates Sentenced for Homicide



	1984	1985	1986	1987	1988	1989	1990	1991
Multiple Deaths					1			
Murder - 1 st	18	17	25	24	14	19	25	26
Murder - 2nd	5	7	8	5	9	6	7	13
Manslaughter	10	9	17	13	7	9	8	6
Crim Negligent Homicide	7	9	10	6	4	6	3	2
Total	40	42	60	48	34	40	43	47

Trends in Alaska Corrections

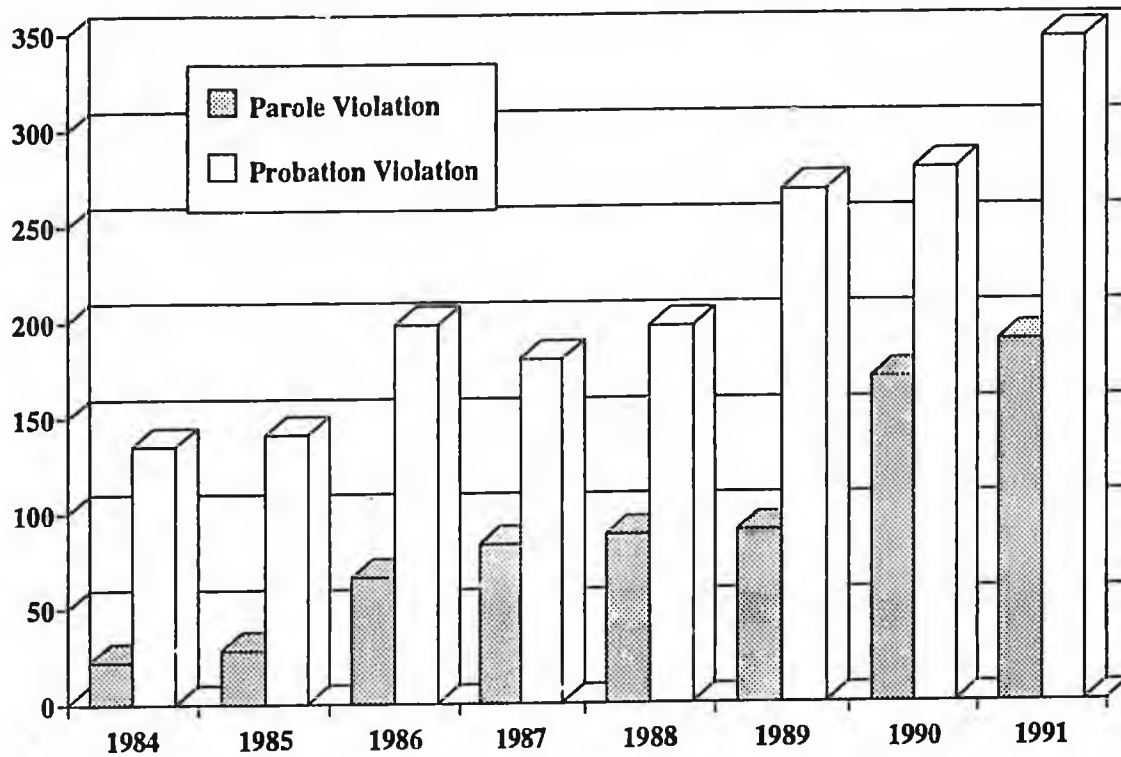
Inmates Sentenced for Controlled Substance



	1984	1985	1986	1987	1988	1989	1990	1991
Controlled Substances - 1st	8	6	6	4	6	8	8	2
Controlled Substances - 2nd	0	15	7	6	7	9	6	8
Controlled Substances - 3rd	74	63	92	91	114	101	129	94
Controlled Substances - 4th	21	27	35	33	54	94	93	49
Controlled Substances - 5th	5	12	9	25	8	7	9	7
Controlled Substances - 6th	4	1	7	5	10	6	5	13
Controlled Substances - 7th	1	0	1	2	3	0	0	0
	113	124	157	166	202	225	250	173

Trends in Alaska Corrections

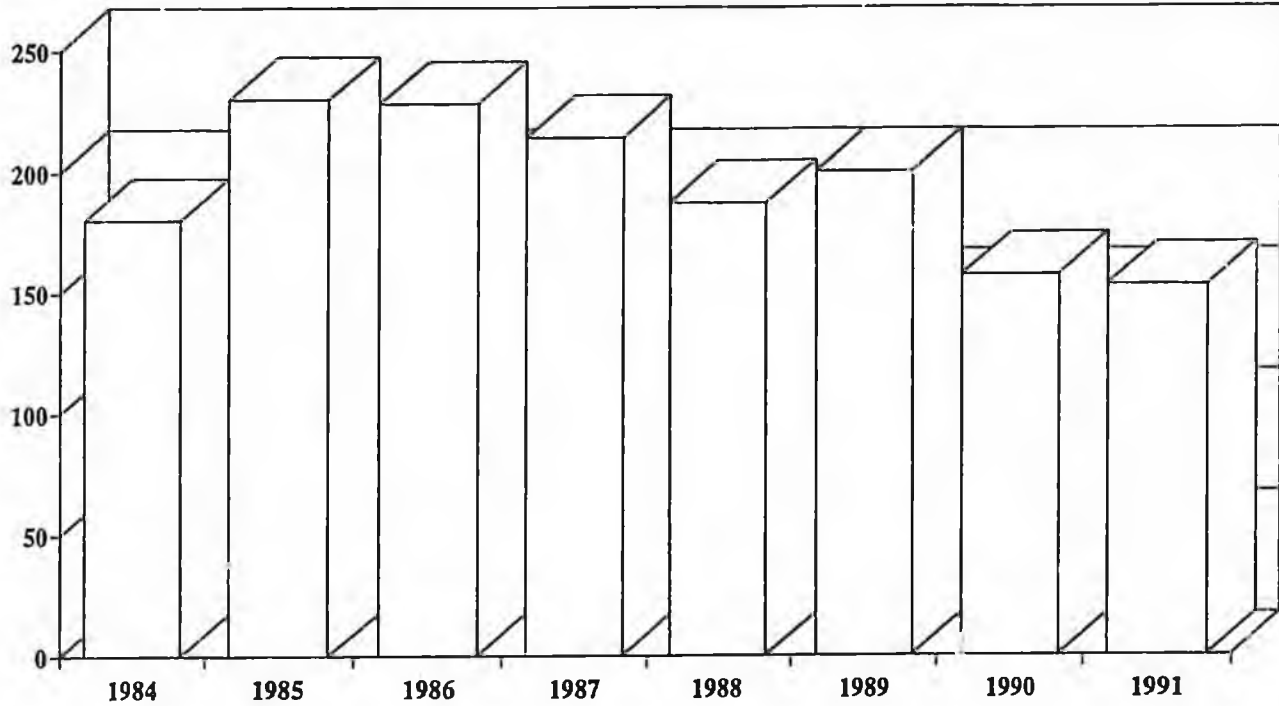
Inmates Sentenced for Parole and Probation Violations



	1984	1985	1986	1987	1988	1989	1990	1991
Probation Violation	135	141	198	180	197	268	279	347
Parole Violation	22	28	66	83	88	90	170	189
	157	169	264	263	285	358	449	536

Trends in Alaska Corrections

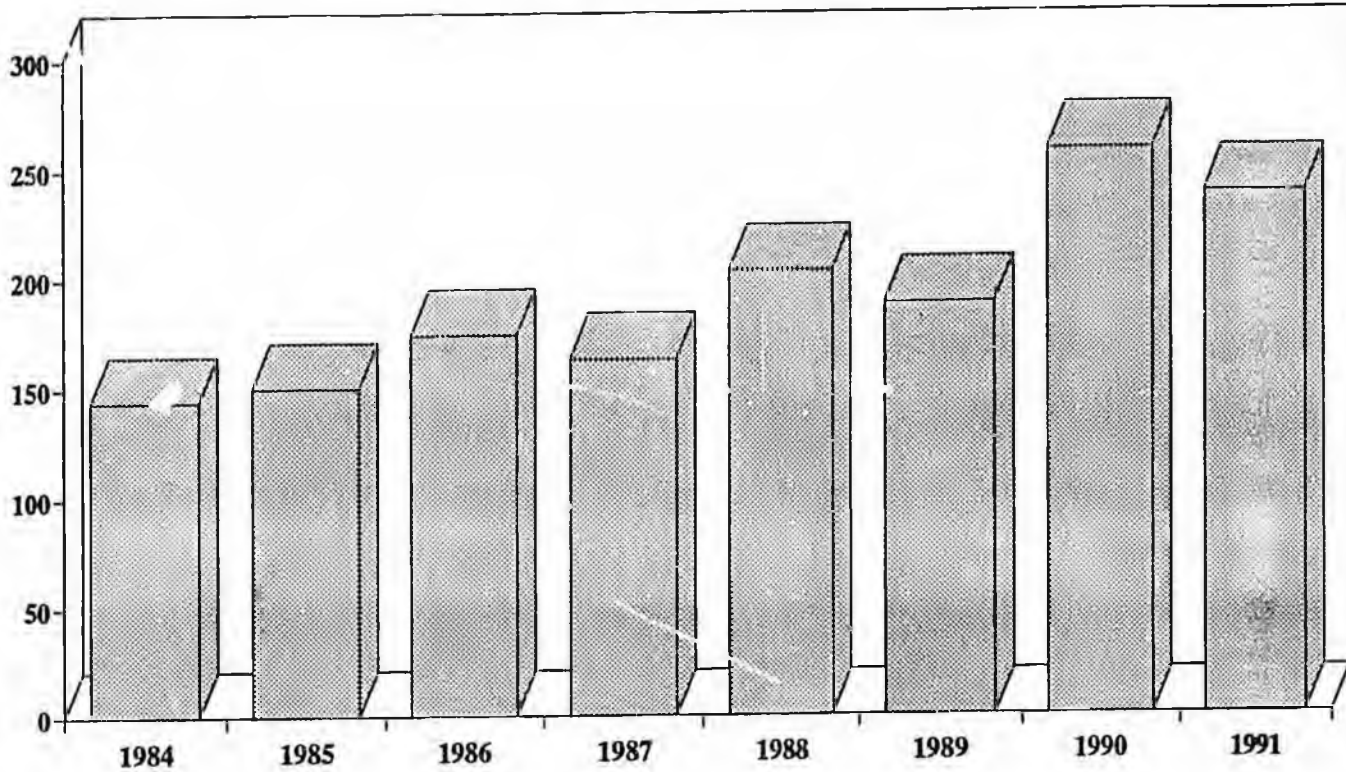
Inmates Sentenced for Sexual Offenses



	1984	1985	1986	1987	1988	1989	1990	1991
Sexual Abuse of a Minor-1st	4	21	56	60	56	63	34	26
Sexual Abuse of a Minor-2nd	0	40	63	64	48	60	49	47
Sexual Abuse of a Minor-3rd	1	8	10	12	6	9	8	12
Sexual Abuse of a Minor-4th	61	65	17	5	5	2	0	2
Exploitation of a Minor	2	0	1	1	0	1	0	1
Incest	5	1	1	3	2	2	1	1
Sexual Assault - 1st	77	69	64	49	47	41	34	38
Sexual Assault - 2nd	22	23	16	20	23	21	27	24
Sexual Assault - 3rd	8	3	0	0	0	1	4	2
Total	180	230	228	214	187	200	157	153

Trends in Alaska Corrections

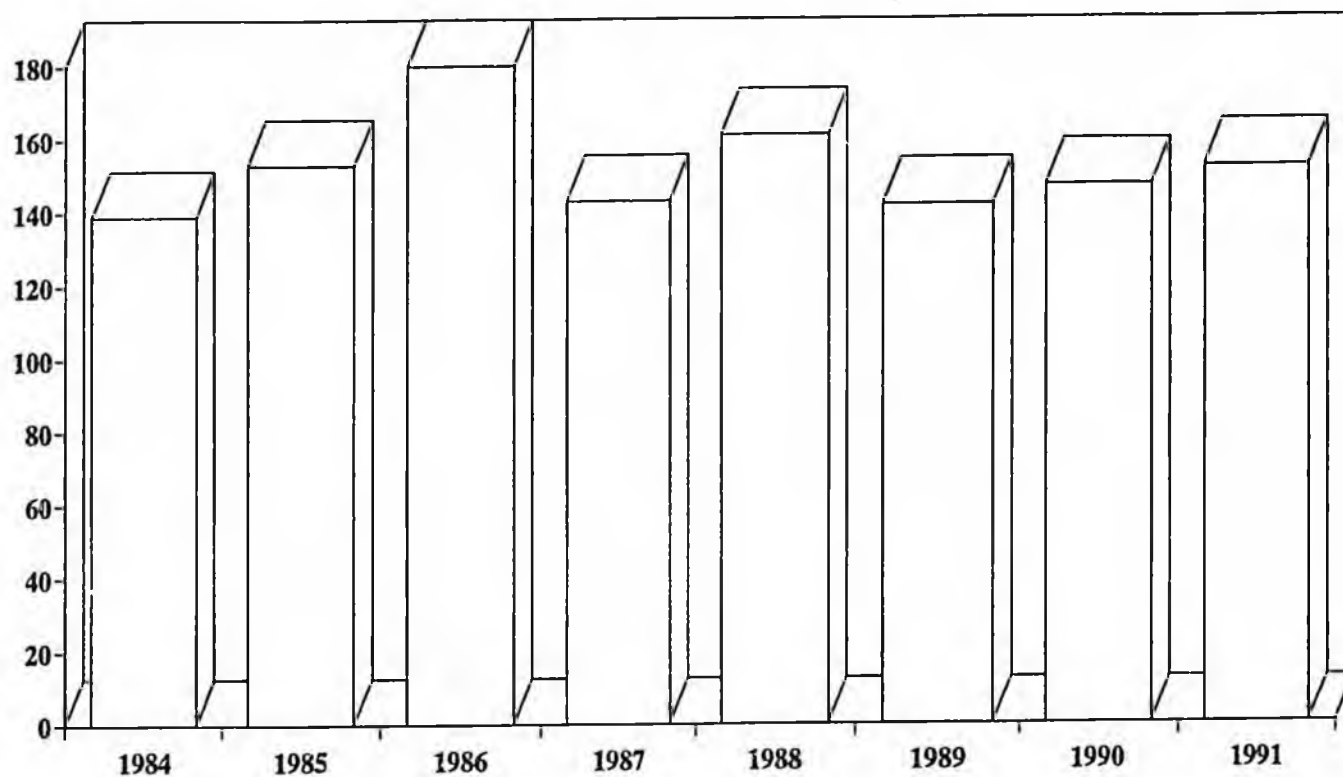
Inmates Sentenced for Theft



	1984	1985	1986	1987	1988	1989	1990	1991
Theft - 1st	4	11	17	7	8	8	14	4
Theft - 2nd	60	66	69	76	81	68	107	108
Theft - 3rd	45	34	38	40	55	43	51	60
Theft - 4th	27	24	36	33	53	58	73	60
Theft by Deception	2	7	2	1	1	1	1	1
Theft by Receiving	2	2	3	0	2	2	0	1
Theft of Lost Property	0	5	6	5	3	5	7	2
Theft of Services	4	1	3	1	0	3	5	2
	144	150	174	163	203	188	258	238

Trends in Alaska Corrections

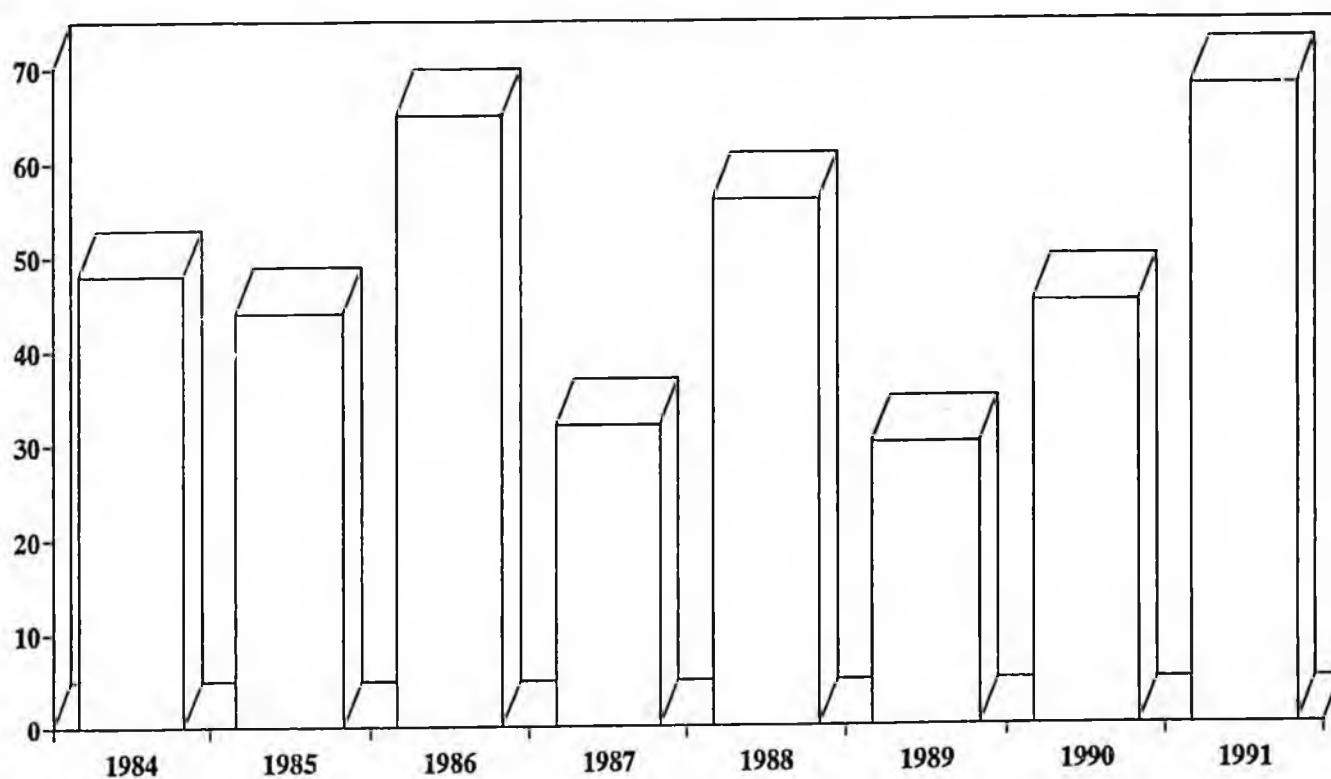
Inmates Sentenced for Burglary



	1984	1985	1986	1987	1988	1989	1990	1991
Burglary - 1st	57	79	79	60	87	76	76	74
Burglary - 2nd	82	74	101	83	74	66	71	78
	139	153	180	143	161	142	147	152

Trends in Alaska Corrections

Inmates Sentenced for Robbery



	1984	1985	1986	1987	1988	1989	1990	1991
Robbery - 1st	37	38	47	22	37	19	31	36
Robbery - 2nd	11	6	18	10	19	11	14	32
	48	44	65	32	56	30	45	68

Departmental Directory

(Mail Stop 2000)

	<u>Phone</u>	<u>Office Address</u>	<u>Mailing Address</u>
COMMISSIONER'S OFFICE			
Lloyd F. Hamcs Commissioner	465-3376 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau, 99811
Betty Spickler Executive Secretary to the Commissioner	465-3376 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 98111
J. Frank Prewitt, Jr. Deputy Commissioner	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Thomas E. Shanley Special Assistant	465-3376 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811
Diane Schenker Special Assistant	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Michael W. Dindinger Criminal Justice Planner	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Steve Schwartz Research Analyst	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Leonard G. Jones Policy Coordinator	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Lyn Freeman Criminal Justice Planner	276-6006 (FAX) 258-7512	800 A St., #205 Anchorage	800 A St., #205 Anchorage 99501
DIVISION OF ADMINISTRATIVE SERVICES			
Carl Nickel Director	465-3376 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811
William W. Ladwig Administrative Officer III	465-3376 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811

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	<u>Phone</u>	<u>Office Address</u>	<u>Mailing Address</u>
Judy Laney Personnel Officer	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Al Szepanski Supply Officer	465-3376 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811

PAROLE BOARD

Sam Trivette Executive Director	465-3384 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811
Richard Collum Parole Administrator	465-3384 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811
Daniel Stroeing Parole Board Officer	465-3384 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811

DIVISION OF STATEWIDE PROGRAMS

Richard Bentson Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
C.W. Townsend, M.D. Medical Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Rev. Mike Ensich State Chaplaincy Coordinator	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Marianne McNabb Criminal Justice Planner	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
<u>Vacant</u> Criminal Justice Planner	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Wally Roman Correctional Industries Mgr.	465-3376 (FAX) 465-2006	Fuller Bldg-3rd Fl. 4th & Harris Juneau	P.O. Box T Juneau 99811

Departmental Directory

(Mail Stop 2000)

	<u>Phone</u>	<u>Office Address</u>	<u>Mailing Address</u>
DIVISION OF INSTITUTIONS			
Richard H. Franklin Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Allen J. Cooper Deputy Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Ray Larsen Assistant Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
<u>Vacant</u> Assistant Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Robert P. Spinde Chief Classification Officer	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Kathy Christy Facilities Manager	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Sixth Avenue Correctional Center Lynda Zaugg, Superintendent	277-7651 (FAX) 272-7671	625 C Street Anchorage	625 C Street Anchorage 99501
Anvil Mountain Correctional Center Myron Michels, Superintendent	443-2241 (FAX) 443-5337	Mile 3 Center Creek Road	P.O. Box 730 Nome 99762 Nome
Cook Inlet Pretrial Facility Phillip Briggs, Superintendent	258-7267 (FAX) 278-8439	1300 E. 4th Ave. Anchorage	P.O. Box 103155 Anchorage 99510
Fairbanks Correctional Center Gail Frank, Superintendent	452-3125 (FAX) 451-0420	1931 Eagan St. Fairbanks	P.O. Box 317 Fairbanks 99707
Hiland Mountain/Meadow Creek Correctional Centers Joe Pendergrass, Superintendent	694-9511 (FAX) 694-4507	9.5 New Glenn Hwy. Eagle River	P.O. Box 600 Eagle River 99577
Ketchikan Correctional Center Alan Bailey, Superintendent	225-2828 (FAX) 225-7031	1201 Schoenbar Rd. Ketchikan	P.O. Box 8880 Ketchikan 99901
Lemon Creek Correctional Center Dan Carothers, Superintendent	780-4777 (FAX) 780-4760	2000 Lemon Creek Rd. Juneau Rd.	2000 Lemon Creek Juneau 99801

Departmental Directory

(Mail Stop 2000)

	<u>Phone</u>	<u>Office Address</u>	<u>Mailing Address</u>
Mat-Su Pretrial Facility Frank Sauser, Superintendent	745-0943 (FAX) 746-0501	339 E. Dogwood St. Palmer	339 E. Dogwood Palmer 99645
Palmer Correctional Center Art Schmidt, Superintendent	745-5054 (FAX) 746-1574	Mile 58, Glenn Hwy. Palmer	P.O. Box 919 Palmer 99645
Spring Creek Correctional Center Larry Kinchloc, Superintendent	224-8200 (FAX) 224-8062	Mile 5, Nash Road Seward	P.O. Box 2109 Seward 99664
Wildwood Correctional Center Ken Brown, Superintendent	283-7296 (FAX) 283-6200	Chugach Avenue Bldg. #10 Kenai	Chugach Avenue Bldg. #10 Kenai 99611
Wildwood Pretrial Facility Allen Terreault, Superintendent	283-9674 (FAX) 283-2280	First Street Bldg. #5 Kenai	First Street Bldg. #5 Kenai 99611
Yukon-Kuskokwim Correctional Center Jim Symbol, Superintendent	543-5245 (FAX) 543-4475	Airport Road Bethel	P.O. Box 400 Bethel 99559

DIVISION OF COMMUNITY CORRECTIONS

Emma J. Byrd Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
<u>Vacant</u> Deputy Director	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Amy Connors Deputy Compact Administrator	561-4426 (FAX) 562-4031	2200 E. 42nd Ave. Anchorage	2200 E. 42nd Ave. Anchorage 99508
Anchorage Probation Elizabeth K. Robson Chief Probation Officer	276-3363 (FAX) 279-3402	411 W. 4th Ave. Suite 1D Anchorage	411 W. 4th Ave. Suite 1D Anchorage 99501
Bruce Kelly Probation Supervisor	276-3363 (FAX) 279-3402	411 W. 4th Ave. Suite 1D Anchorage	411 W. 4th Ave. Suite 1D Anchorage 99501
Vikki Deakin Probation Supervisor	276-3363 (FAX) 279-3402	411 W. 4th Ave. Suite 1D Anchorage	411 W. 4th Ave. Suite 1D Anchorage 99501

Departmental Directory

(Mail Stop 2000)

	<u>Phone</u>	<u>Office Address</u>	<u>Mailing Address</u>
Lonzo Henderson Probation Supervisor	276-3363 (FAX) 279-3402	411 W. 4th Ave. Suite 1D Anchorage	411 W. 4th Ave. Suite 1D Anchorage 99501
Barrow Probation James Whittington Probation Supervisor	852-8700 (FAX) 852-4263	Christian Fld. Bldg. Barrow	P.O. Box 810 Barrow 99723
Bethel Probation Curt Geoffrion Probation Supervisor	543-2075 (FAX) 543-5037	401 Ridgecrest 2nd Floor, Bethel	P.O. Box 157 Bethel 99559
Dillingham Probation Michael V. Conlan	842-5799		P.O. Box 750 Dillingham 99576
Fairbanks Probation Lew Reece Chief Probation Officer	456-2001 (FAX) 452-5982	315 Barnette St. Room 204 Fairbanks	315 Barnette St. Room 204 Fairbanks 99707
Louis Gazay Probation Supervisor	456-2001 (FAX) 452-5982	315 Barnette St. Room 204 Fairbanks	315 Barnette St. Room 204 Fairbanks 99707
Joe Anderson Probation Supervisor	456-2001 (FAX) 452-5982	315 Barnette St. Room 204 Fairbanks	315 Barnette St. Room 204 Fairbanks 99707
Juneau Probation Bob Wild Probation Supervisor	465-3180 (FAX) 465-2881	Court Building Room 312 Juneau	Court Building Room 312 Juneau 99811
Kenai Probation Sue Ford Probation Supervisor	283-3125 (FAX) 283-4544	110 Trading Bay Rd. Suite 190 Kenai	110 Trading Bay Road, Suite 190 Kenai 99611
Ketchikan Probation Patty Barnes Probation Supervisor	225-3170 (FAX) 225-1934	416 Main Street Room 202 Ketchikan	16 Main Street Room 202 Ketchikan 99901
Kodiak Probation Donna Whitman Probation Supervisor	486-5785 (FAX) 486-2735	204 Marine Way Room 3 State Court Bldg. Kodiak	P.O. Box 665 Kodiak 99615
Kotzebue Probation Robert Collins Probation Supervisor	442-2586 (FAX) 442-2589		P.O. Box 688 Kotzebue 99652

Departmental Directory

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	<u>Phone</u>	<u>Office Address</u>	<u>Mailing Address</u>
Nome Probation Steve Korenek Probation Supervisor	443-5249 (FAX) 443-5337	State Building 2nd Floor	P.O. Box 550 Nome 99762
Palmer Probation Paul Tannenbaum Probation Supervisor	745-4225 (FAX) 746-2313	809 S. Chugach St. #4, Scenic View Office Bldg. Palmer	809 S. Chugach St. Palmer 99645
Sitka Probation Keith Armstrong Probation Supervisor	747-6641 (FAX) 747-5854	304 Lake Street Room 210 Sitka	304 Lake Street Room 210 Sitka 99835
New Start Center Anchorage	274-5525 (FAX) 279-3402	411 W. 4th Avenue Suite 1A Anchorage	411 W. 4th Avenue Suite 1A Anchorage 99502