

SCOMM

122:44



Department of Corrections Commissioner's Office

Facsimile Transmittal

To: Marco Fax: 0223

From: Bruce Richards Ph: (907) 269-7397
Fax: (907) 269-7390

Date: 11-24-99

RE: Privatization questions from
full committee.

Happy Turkey Day!

STATE OF ALASKA

DEPARTMENT OF CORRECTIONS

TONY KNOWLES, GOVERNOR

Margaret Pugh, Commissioner
4500 Diplomacy Drive, Suite 207
Anchorage, Alaska 99508
Phone: (907) 269-7397
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November 22, 1999

FROM: Bruce Richards
Special Assistant

TO: Commission on Privatization

RE: Information Request

Question: What is the cost per day per offender for Palmer CC and Point MacKenzie?

Answer:

The cost per day for Palmer Correctional Center in 1999 is \$84.34

The cost per day for Point MacKenzie Farm in 1999 is \$61.84

Question: How much does the state spend on education broken out by state vs. private contracts?

Answer:

Education costs:

State Costs	\$1,051,381
Contracts	\$385,800

Question: What is the percentage of DWI's vs total admissions to the Department of Corrections?

Answer:

FY 1999 Total Admissions to Institutions:	28,691	
FY 1999 DWI Admissions:	4,409	15%
DWI Misdemeanors:	2,260	
DWI Felonies:	84	
DWI Multiple Charges:	2,065	

DEPARTMENT OF CORRECTIONS PRIVATIZATION

SUBCOMMITTEE MEETING

SEPTEMBER 14, 1999

1. Members Present: Sharon Anderson, Russell Lewis, Garland Warren, Gail Schubert, Mary Pate, and Mel Tipton (telephonic)

- Greg Pease, Dwayne Peeples, Charlene Griffin in Juneau
- Barbara Miller via phone from Wasilla

Senator Ward was present

Betsy Robson, Bruce Richards, Bill Parker, all DOC were present.

2. Betsy Robson spoke on Inmate Education for the first part of the meeting.

- **Education Programs Present at All Facilities:** amount of education services varies by facility; type of programs is tailored to each facility.
- **Programs Include:** Adult Basic Education/G.E.D.; Lifeskills Programs; Literacy; Vocational Education and Apprenticeship;
- **Program Numbers:** 961 Students in ABE/GED; 35 students in English as a Second Language; 426 inmate/students have 8 years or less of education. 500 were studying at secondary level, 185 earned GED in FY 1998
 - **(NOTE):** These numbers only include incarcerated persons, not prisoners in Arizona or persons at CRC's
- **Baseline Education:** DOC has tried to establish a baseline level of education. There is not enough data to establish a true baseline, but the data indicates that less than 48% of inmates have a high school diploma or equivalent.
- **Lifeskills Class:** duration ranges from 1-2 hours to several weeks (depending on the length of prisoner incarceration at any given facility); involves human relations workshops;

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(907) 258-0106

Cross Cultural programs exist within Lifeskills classes; CPR and stress reduction are taught within these classes.

- **Senator Ward: Asks how the lack of a Rural Affairs Coordinator affects cross-cultural issues in inmate education?**
- **Betsy Robson:** Lack of an RAC does not affect programs since the RAC was not directly involved in the education programs.
- **Additional Numbers:** In FY 99: 5465 inmates in lifeskills classes; 3771 inmates completed the class
 1. Transient population affects completion percentage
 2. No recidivism data is available
 3. Data that is available doesn't reflect interrelation of lifeskills programs and recidivism.
 4. National data reflects information that lifeskills teaching reduces recidivism.
 - General Discussion re: Collecting Data with OBSIS #'s
 - B. Richards: OBSIS # stays with any given inmate for life
 - Gail Schubert: Are computers available and used to track inmates?
 - B. Richards: Computer system is an out-of-date system designed for a narrow purpose. The current system is very cumbersome to try to use as a database.
 - Betty Robson: OBSIS #'s not used in data collection efforts.
- **Senator Ward expresses concern regarding the "lack of outcome measures" General Discussion on COST/EFFECTIVENESS/APPROPRIATENESS follows**
 - ❖ Senator Ward: Is there a measurable benefit to the education program?
 - ❖ B. Robson: Notes that many of the education services are contracted out to the private sector.
 - ❖ Senator Ward asks if those private contractors would have outcome data?
 - ❖ B. Robson: No. The only available data is regarding the pre- and post- program educational level of the inmates.
 - ❖ R. Lewis: Is education ever a part of the sentence?
 - ❖ B. Robson: Not very often. National data (only source available) supports the following

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1. Recidivism reduced by education
 2. (remember Cleary settlement requires educational effort)
 3. Education can be a tool to manage the institutions by keeping the problem populations separated and keeping violence down.
- ❖ Sharon Anderson questions whether the length of stay acts as a deterrent to involvement in the education program?
 - ❖ B. Robson: programs are tailored to the length of average stay at each facility. Both pre-programming and shortened programs are used.
 - ❖ B. Robson/B. Richards: New MIS will allow greater tracking of inmate progress/education/recidivism
 - ❖ Senator Ward: What is cost of education effort?
 - ❖ B. Robson: \$316,000 is allocated from DOC budget. 50-55% of that figure goes to private contractors. The rest goes to books and supplies.
 - ❖ Gail Schubert asks if university credits are given and if so, who pays for them?
 - ❖ B. Robson: Because of the recent PELL grant cuts, the inmates must pay on their own for any university classes they take.
 - ❖ Gail Schubert questions the private pilot lessons being offered at certain facilities.
 - ❖ Barbara Miller asks how many state employees are in the education program
 - ❖ B. Robson: Two in central administration, at least one in each facility.
 - ❖ Barbara Miller: How many total? B. Robson: 17
 - ❖ Barbara Miller: What is the cost for the 17 employees?
 - ❖ B. Robson: Unclear. These particular employees are funded through the institution budgets, not the education budgets.
 - ❖ Garland Warren asks why there are no certified programs at the Yukon-Kuskokwim Correctional Center?
 - ❖ B. Robson: Most inmates stay only a short time in that facility.
 - ❖ Mel Tipton asks if written testing is done. Bruce Richards replies that it is done for Adult Basic Education.
 - ❖ Mel Tipton: Is there written testing after or during other classes? B. Robson: Only pre- and post- class testing to measure the change in abilities.
 - ❖ Mel Tipton: Are written tests used to measure results?

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- ❖ B. Robson: Any certified classes use testing at the completion of the class.
- ❖ Senator Ward: Are classes relevant? Are the results of the education worth the effort? Senator Ward reiterates his desire to see some measurement of value from the tax dollars being spent on education in the prison system.
- ❖ Mary Pate asks how the schedule of which classes to offer is determined?
- ❖ B. Robson: Education Coordinator at each facility determines classes to offer.
- ❖ Mary Pate: Is then any relationship between classes offered and the jobs available upon release?
- ❖ B. Robson: The DOC's Criminal Justice Planner coordinates with DOL regarding the potential job market.
- ❖ B. Robson: National data indicates that Alaska is 4th from bottom in education spending on a per capita basis.
- ❖ Bruce Richards: New MIS will allow better tracking of dollars and inmates: can't be done now.
- ❖ Greg Pease: What correctional assessment tool(s) will be used to determine if programs work? Greg Pease offers to provide them to the DOC and the committee.
- ❖ Senator Ward is of the opinion that if people are trained and have a job, they won't re-offend. Senator Ward is certain that the data can be compiled, manually if need be.
- ❖ Garland Warren expresses concern about Alaska's low position in regards to the education dollars being spent on inmates.
- ❖ Barbara Miller wants inmates restricted to a total of 13 years of education services.
- ❖ Bill Parker (DOC) expresses his belief in the need to educate since the inmates will eventually return to society.
- ❖ Barbara Miller expresses doubts as to whether education will prevent recidivism when inmates do return to society.
- ❖ B. Robson expresses her belief that education is the key to prevent recidivism and that the new MIS will allow the date to be gathered to show that.
- ❖ Gail Schubert points out the age of some of the statistics and asks if the budget and the numbers have changed in recent years.
- ❖ Gail Schubert points out that most if not all of the crimes committed by indigenous peoples involve substance abuse: shouldn't most of the education dollars be directed at substance abuse prevention/treatment?

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- ❖ Sharon Anderson concurs with the need for outcome measures.
- ❖ Garland Warren states his opinion that as Alaska is only spending \$350/year/inmate on education, any further cuts would mean that the program should just be dismantled.
- ❖ Mel Tipton asks if there could be greater selectivity about persons entering the education programs. Mel also notes that testing might be a proper means of assessing entry screening and measuring progress in the programs.
- ❖ Russell Lewis asks for the total money spent on education in the prison system. B. Robson will get that information together.
- ❖ Senator Ward asks the DOC personnel to assemble outcome information on all the programs.

3. Sex Offender Treatment Programs: The second part of the meeting was devoted to a discussion of the sex offender treatment programs, again presented by Betty Robson.

- The Sex Offender program has a total of 260 slots: Meadow Creek, 78 slots; Lemon Creek, 24 slots; Fairbanks, 10 community spaces; Anchorage, 60 community spaces; Juneau, 15 community spaces; Kenai, 8-10 community spaces; Ketchikan, 8-10 community spaces.
- B. Robson discusses the 1996 Study at Hiland Mountain. This study produced "good news" and "bad news":
 - Good news: Rapists do not appear to be reoffending
 - Bad news: Alaska Natives are not progressing in the program and have low numbers in the treatment programs compared to the number of offenders.
 - Results and Procedures from study: DOC will reevaluate the aspects of culturally relevant programs, the length of the Sex Offender treatment programs, and restructure the programs so that more people can be treated.
 - "Summit" Meeting of DOC staff and care providers was held to discuss: 1) shortening of the Sex Offender treatment program to 17 months; 2) identify specific needs of treatment; and 3) do as much pre-program work as possible to improve chances of success in the program.

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- B. Robson discussed a study recently done by DOC evaluating the revised Sex Offender program. This study evaluated the results from 5/1/98 to 5/1/99 after the (some/all ???) of the above changes were implemented in the above program. This study revealed:
 - Rate of completion improved by 20%: up to 1 inmate per month completing the program.
 - Other inmates benefited from the program, even if not completing it.
 - Participation rate improved in the program from 38% to 57% (of offenders???)
- Gail Schubert asks questions regarding the completion rate and the completion rate of Alaska Natives specifically.
- B. Robson states that 23 Alaska Natives were discharged from the program: 15 quit or were discharged; five completed the program; and three left when their sentence expired.
- B. Robson noted that the national dropout rate is 50%-60%.
- Gail Schubert asks how many of the slots in the sex offender treatment program are occupied by Alaska Natives. B. Robson responds that 50% of the Meadow Creek Correctional Center Sex Offender population is Alaska Native. There apparently are no numbers available on the population make-up of the community slots.
- Gail Schubert asks if there is a waiting list for entry to the Sex Offender program at any given facility. B. Robson responds that there is a two or three month wait for Meadow Creek and a period of a few months at Hiland Mountain. B. Robson indicates that wherever there is a waiting list, the facility tries to offer treatment prior to actual entry into the program.
- Barbara Miller asks why individuals leave treatment. B. Robson responds that there are several reasons for leaving treatment. Some people refuse treatment, some have their parole revoked, some are kicked out.
- Senator Ward asks for information on the five Alaska Natives that completed the program. What was the cost of their

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treatment? Have they reoffended? Senator Ward would like to see a comparison of cost for treatment and the reduction in repeated offenses, if there is such a reduction.

- B. Robson indicates that the Sex Offender treatment program is 88% contracted out. The annual budget is \$1,000,000, which includes elements in the facilities budgets as well as the community treatment budget.
- Barbara Miller asks how many state employees are involved with the Sex Offender program. B. Robson indicates that there is one part-time criminal justice planner and that there are no full-time employees dedicated to the Sex Offender treatment program.
- B. Robson indicates that psychological/psychiatric testing is included in the 12% of the Sex Offender program budget that is not contracted out.
- Gail Schubert asks if the inmates pay any part of their treatment. B. Robson responds that inmates in the community slots pay part of the cost of their treatment.
- Russell Lewis asks if the DOC personnel could assemble statistics on what part of the parole board's time is spent doing revocation hearings for sex offenders.

4. General Discussion Regarding Inmate Monies:

- Garland Warren asks for data on inmate funds; i.e. how inmates earn funds and how those funds are segregated and maintained.
- Bruce Richards indicates that there is some data on inmate funds, but it is hard to get. All inmates have a HOFA (???) fund.
- Senator Ward indicates that he would like to see copies of any HOFA fund audit.
- Garland Warren expresses his concern about letting offenders back into society without either money or training.

- Gail Schubert expresses her concern regarding any money building up in inmate accounts: is it safe and do the prisoner's have access to it???

5. General Items of Concern to Committee Members:

- Greg Pease states his belief that substance abuse/addiction problems need to be addressed prior to addressing other problems, since substance abuse seems to be the impetus in many crimes.
- Greg Pease expresses his renewed concern over DOC's failure to use assessment tools to measure inmate education progress.
- Sharon Anderson asks Greg Pease to provide the committee with information on the assessment tools.
- Garland Warren asks what monies are being paid to CRC's and other privately run facilities. Senator Ward responds that \$15,000,000 to \$18,000,000 is being spent annually.

6. Closing Issues:

- Sharon asks the committee if DOC should present information on substance abuse programs at this meeting or if it should be postponed.
- The committee members indicate the need to fully address substance abuse issues, so that topic will be presented on September 21, 1999.
- Mel Tipton asks that the committee re-focus on any cost differential between private facilities and the current DOC operations.

Meeting adjourned at 1:29 p.m.

DEPARTMENT OF CORRECTIONS PRIVATIZATION

SUBCOMMITTEE MEETING

SEPTEMBER 28, 1999

1. Members Present: Sharon Anderson, Russell Lewis, Gail Schubert. Margaret Ward observing

- DOC personnel present Mel Henry, Bruce Richards, Bill Parker.

2. Sharon Anderson noted that suggestions from subcommittee members are needed for areas to be privatized.

3. Inmate Health Care Presentation by Mel Henry (DOC): General Points:

- Mission of Inmate Health Care: 1) Access to physical and mental health care for inmates; 2) delivered in a timely, cost effective, and efficient manner consistent with statutes and regulations; and 3) cooperation with correctional administration.
- Corrections Health Care: Three important points to remember: it is not practiced in a vacuum, it effects everyone in the system, and it eventually effects the entire community.
- Cost of Corrections Health Care: Always rising due to 1) new treatments; 2) new procedures; and 3) increase in training costs. Inflation in health care averages 10% above inflation in other areas of society.

4. Correctional Health Care: Unique Burdens:

- Inmates are sicker than a community's general populace
- Security issues increase treatment cost
- Adequate treatment in large part depends on the providers willing to work in the corrections environment.
- Location, population, and the transient nature of the population all have an upward effect on the population.

5. DOC Health Care Statistics:

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- 4300 prisoners in 13 facilities
- 15 Community Jails
- 15 Halfway Houses
- Central Arizona facility

6. Inmate Essential Care Considerations

- Inmates have a right to health care
- DOC must provide essential health care: Essential health care is indicated when the following situations exist:
 1. Prisoners who exhibit serious disease or injury;
 2. Situations where treatment could alleviate or cure the disease or injury
 3. The risk of harm increases if treatment is delayed;
 4. Treatment is needed to stop pain or suffering;
 5. Treatment will aid inmates in functioning better;

7. Treatment Basics

- Treatment is done in-facility;
- Treatment may be necessary 24 hours a day;
- Intake/screening treatment is done on all inmates to identify immediate threats to others;
- Physicians, Physician's Assistants, Nurse Practitioners are all available to provide treatment;
- Primary care and backup physicians on staffing chart;
- Requests for Surgery or other invasive treatments are referred to the Medical Advisory Committee.

8. Medical Advisory Committee

- Provides recommendations on complex cases;
- Processes grievances;
- Reviews medical policies;
- Reviews denials of treatment;
- Responsible for all major medical decisions;

9. Transportation for treatment purposes: This is arranged by the DOT transportation officer.

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10. Emergency Services: Provided 24 hours a day at each facility and transport to the hospital is available if necessary.

11. Inpatient Treatment: DOC has an agreement with Providence Hospital to provide inpatient treatment;

12. Discussion re: Costs relating to inpatient care:

- Gail Schubert asks if Native Alaskans are treated at Providence (as opposed to Native Medical Center)? Yes. All inpatient treatment is covered by contract;
- Gail asks if the inpatient treatment means that DOC incurs any extra costs: Mel Henry responds that there is an occasional extra cost.
- Gail Schubert asks if Native Alaskans are given the same treatment as other inmates. Mel Henry replies that all inmates are treated the same except where changes are made for inmates facing imminent release.

13. Questions Regarding Bidding for the In-Patient Contract: Sharon Anderson asks if all hospitals will be allowed to bid on the in-patient contract and if ANS will bid on it. Mel Henry replies that all hospitals will be allowed to bid on the in-patient contract and that ANS does not accept inmates outside of the contract.

14. Discussion Regarding Native Health Care:

- Mel Henry reports that ANHS does not provide care for Native inmates. This is seconded by Bill Parker.
- Sharon Anderson repeats Senator Ward's question: "Does the federal government have an obligation to take care of indigenous peoples?"
- Gail Schubert asks if there is any statutory authority for ANHS to deny care to Native inmates.
- The name of Paul Sherry (sp?) is provided as the chair of the Alaska Native Tribal Health Consortium (which operates the Native Medical Center).

- Bruce Richards notes that he has called several times and been told the same thing: ANS doesn't take Native inmates.

15. Costs Discussion: Sharon Anderson asks regarding inpatient costs and the amount of the nurse's contract. Mel Henry provides the following information:

- Medical Services Contracts: \$5,000,000
- Dental Services Contracts: \$600,000
- Mental Health: \$300,000
- Arizona facility costs approximately \$600,000 for out-of-facility care

16. Alternative Bidding Sources: Sharon Anderson asks if the physician contract is put out to bid to managed care groups such as HMO's etc. Mel Henry responds that the volume is too small to attract bidders.

17. Additional Discussion Regarding the Medical Advisory Committee:

- Who is on the committee? Mel Henry indicates the following:
- Health Care Administrator from DOC
- 2 Physicians
- 1 Psychologist
- 2 Operations Officers
- 1 Nurse Coordinator
- 1 Medical Scheduler
- Committee meets weekly or as otherwise necessary.
- The Medical Scheduler is also a case manager.

18. Dental Services:

- DOC provides dental services to all inmates
- 1 Full-time state dentist (resident at CIPT)
- 8 contract dentists
- Contract dentists work at various DOC facilities
- DOC has their own dental labs
- State Dental Officer: 1 Dentist who monitors the DOC dental contracts and who writes dental procedures.

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- No dental care is provided in pre-trial facilities.

19. Psychiatric Services:

- DOC has earned favorable national attention for this program.
- DOC provides care to a greater number of people than API
- 29% of inmates have mental illness diagnosis, compared with a 16% national average.
- Psychiatric interview done at intake for history, current problems, etc.
- Occasionally, intelligence testing is done concurrently with the intake interview.
- Psychologists, Psychiatrists, and mental health nurses are on staff and on call
- Mental health treatment is done in the open population, no separate mental health treatment center exists.
- Severe cases are sent to the mental health wing ("Mike Mod") at CIPT.
- Less acute cases use Hiland Mountain and Spring Creek as transitional facilities to the open population.
- Extensive psychiatric/psychological work is done with inmates not competent to stand trial.
- Telemedicine and Telepsychiatry are used to provide services to persons in the outlying areas.
- The Jail Alternative Service Program is a diversion tool for misdemeanants whom are mentally ill. The sentencing to this facility is through a special Mental Health court in Anchorage.

20. Segregation Discussion:

- Any prisoner can request segregation
- Gail Schubert asks if there are segregation facilities for mentally diminished (as opposed to mentally ill) persons
- Mel Henry indicates that Hiland Mountain has a special needs unit and that Spring Creek has a module for mentally ill inmates. Both of these are mid-level sites.
- Mel Henry notes that DOC has just requested \$150,000 to establish additional mental health structure at Hiland Mountain and Spring Creek.

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21. Discussion Regarding Special Needs

- A broad range of health conditions exist in the inmate population.
- Significant numbers of inmates have chronic illnesses, both mental and physical
- Communicable diseases are present
- The DOC health care system must be structured to accommodate inmates with physical or mental disabilities.
- The DOC health care system must be able to handle pregnancies (16 last year at Hiland Mountain)
- The DOC health care system must be able to accommodate frail and elderly inmates: DOC currently has 300 inmates over 55 and most of the inmates are 10 years older in behavior patterns than indicated by chronological age.
- The DOC health care system must be able to accommodate terminally ill inmates
- The DOC health care system must be able to accommodate the developmentally disabled

22. Pharmacy Discussion:

- DOC is currently staffed with one pharmacist and two assistant pharmacists
- This is sufficient to meet the current needs of the inmates
- Pharmacy program is burdened with significant policy and procedure burdens
- Statewide, the DOC pharmacy writes 350 prescriptions per day
- Separate accounts are maintained for psychotropic and medicinal prescriptions
- On occasion, forced medication is given

23. Statistics re: Contracts:

- DOC health care has 44 contracts with the private sector
- 26 of the above are medical
- 8 dental contracts
- 10 mental health contracts
- The personnel providing health care at DOC are a 50/50 mix of DOC employees and contract providers.

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24. Discussion re: Sub-Acute Mental Health Unit

- This unit is a new priority of the Mental Health Trust
- Mel Henry says the need is significant for this unit and that it must be part of a larger facility

25: Brief Discussion re: INS Detainees

- Sharon Anderson asks if the DOC is responsible for housing INS detainees
- Bruce Richards responds that DOC is responsible for housing INS detainees and indicates that there are two problems with this: 1) reimbursement funding is not 100%; and 2) adds to the overcrowding problem.
- Bill Parker notes that when the overcrowding reaches a critical level, DOC calls INS to take some detainees back.

3.

Subcommittee on Privatization
Department of Corrections

Committee Recommendations

- ④ **Recommendation:** All of Correctional Industries is transferred to the Department of Community and Economic Development. All contracts should be privatized.

Key discussion points;

- The AHRIC is tied in with this department as part of the Administration and they have the business and union connections and more importantly have them at the table. Who better to run business for marginalized individuals than the private sector business community, private industry councils and trade unions?
- This type of approach works for Welfare to Work clients. For example, Fairfax County, Virginia privatized their Welfare to Work programs to a for-profit firm and now over 97% of their clients have been placed in jobs.
- Chances are we'll see better results than one questionably successful business venture in well over a decade.
- More private industry programs should be allowed in the prison system, and do not care that a private company derives a profit for the prisoners' work. There is otherwise no motivation for private industry to take the risks to do this.
- Work programs are beneficial to the inmates and obviously help prepare them for when they are released.
- More effort and money should be spent in this area to find private companies who are willing to develop a relationship with prisons in their communities to develop other prison industries that would provide additional work programs. This all can and should be privatized

PLS. DISTRIBUTE

Core Subcommittee Meeting
Commission on Privatization
Meeting Date: 10/14
Meeting Time: 12:00P
Number of Pages: 15

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations

Recommendation: Entire Sex Offender Treatment Program should be privatized.

Key discussion points

- Currently 88% of the \$1 million program is contracted out.
- Confidentiality of treatment records is compromised when the information is placed into the offender's DOC record.
- Third party will better protect individuals and their confidentiality rights.
- Two current programs at Meadow Creek and Lemon Creek. The Lemon Creek program does not have graduates because it is considered a pretreatment program, and therefore the 20% success rate quoted appears to be 20% x 72 inmates at Meadow Creek, which is a pretty dismal result for \$1 million per year.
- Inmates have complained that DOC uses the program to take away their good time.
- Third party provider could more easily implement changes to the program that make it culturally relevant.

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations

② **Recommendation:** Probation and Parole should be bid out to the private sector. Parole services are quasi-private currently, but probation can be transferred to the private sector. Consideration should be given to eliminate the parole board function.

Key discussion items:

- Parole board seems unnecessary due to early release guidelines. Everyone is going through a CRC when they are 3 years out.
- Probationers should be charged a fee per week to partially cover the costs. The collections of the fees should be privatized.
- There are negative feelings about the probation officers who prepare the pre-sentence reports.
- All pre-sentence investigations should be privatized.
- If there is the ability for the private sector to provide the service then it should be outsourced to the private sector.
- They appear to be operating without state input.
- Parole officers and probation officers should be moved under the Parole board jurisdiction.
- American Probation and Parole Association (APPA) Position Statement on Privatization is attached.

Comments against recommendation:

- The current system in place with the Parole Board is good, and that it works and that perhaps more independence in upper management could benefit the system as a whole.

APPA Position Statement

PRIVATIZATION

Introduction

The American Probation and Parole Association (APPA) has the vision of a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy. The APPA recognizes the role of private sector service providers in achieving this vision, in protecting the public, in maintaining safe communities and in ensuring opportunities for offenders to lead law-abiding lives.

Position Statement

The APPA recognizes that the privatization of services and programs may offer a number of potential benefits to the criminal justice system. Private sources may make accessible expertise or specialized services with which the jurisdiction has had little experience or involvement. In addition to furnishing services in specialized areas, private service providers may offer a jurisdiction the ability to implement a program or service quicker, more efficiently or more cost-effectively. Private service providers may also enable a jurisdiction to become involved with more creative service practices and advanced technologies, paving the way for other operational innovations.

In considering privatization, a jurisdiction must employ a systematic approach to evaluating whether the private sector provision of services is the alternative of choice in addressing specific identified needs. The decision to privatize programs or services should be based on a thorough review of the experience of other jurisdictions' privatization successes and failures. APPA recognizes that all levels of public officials including executive, managerial and line staff offer perspectives which must be considered in evaluating the costs and benefits of privatized services based on a jurisdiction's specific needs. It may also be appropriate to invite input from community, advocacy and special interest groups if this input is relevant to the service or program under consideration.

APPA Position Statement Privatization

Once it has been determined that private sector services will allow for a more immediate, more efficient, more economical and/or more effective response to individual jurisdiction needs, it is imperative that criminal justice officials and decision makers plan carefully and meticulously for the procurement, implementation and evaluation of privatized service delivery. Jurisdictions must establish clear parameters and specific outcome measurements for the evaluation of the quality and efficacy of private sector service delivery. These expectations should be conveyed to potential private service providers in advance of the awarding of a service contract or the execution of an agreement with the

provider. It is incumbent on the employing jurisdiction to ensure that a comprehensive implementation plan is developed which delineates privatization activities and time lines. It is also the responsibility of the employing jurisdiction to oversee, manage, monitor, collect data on and evaluate privatization activities, and to share results of evaluations with other jurisdictions.

APPA acknowledges that public entities and policy makers retain the fundamental legal responsibilities assigned to them through legislation, by the courts or governing boards. These government jurisdictions and their representatives are ultimately accountable for the quality and efficacy of privatized services, and retain all authority and responsibility to ensure that the mission, goals and objectives of their individual agencies are met.

APPA recognizes the responsibility of private sector service providers to act as agents of government upholding the mission, goals and objectives of the employing jurisdiction. By operating within established parameters, standards, regulations and laws, private sector service providers contribute to the ability of a government agency to serve the public and to responsibly and humanely supervise offenders placed under its jurisdiction.

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations

④ **Recommendation:** All Substance Abuse Counseling and Training should be privatized.
Key discussion items:

- No state positions should be associated with this service.
- These services all exist in the private sector and should be bid out.
- All bidders should be allowed regardless of their tax status (non-profit / for profit).
- Contracts for this service awarded from the Department of Health & Social Services should also allow all bidders as described above. This would require a regulation change for the Dept of H&SS.
- Any outsourcing contract should be very specific as to content goals, results and penalties for non-compliance.

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations

(4)

Recommendation: Education programs should be re-evaluated. Education programs should be transferred to the private sector.

Key discussion items:

- We are spending funds on education that is providing little benefit except keeping the inmates busy.
- Better programs could be offered, such as the victim education program.
- Some study of what job fields are most likely to hire released inmates and then fashion education more closely to those areas, as well as the areas related to rehabilitation.
- All this can be privatized.
- There should be no state positions should be associated with education. These services exist in the private sector.
- A program to bring the native culture into the prison system to coordinate cross-cultural issues can be combined in the education programs.

Comments against:

- Cross- cultural programs should not be at state expense. Native groups should participate and fund such a program.

Victim Ed. Program

Subcommittee on Privatization
Department of Corrections

Committee Recommendations

MEDICAL SERVICES

④ **Recommendation:** The state should only pay Medicaid – allowable charges for all hospital inpatient care at any Alaskan facility.

Key discussion:

- This will save considerable money. Department of Health and Social Services approved rates are based on costs.
- As a state funded program for inmate hospital care the state should pay no more than what it pays for Medicaid eligible beneficiaries.
- This would eliminate the need to have an Anchorage hospital provide all the inpatient care and allow care to be provided in all hospitals.

Recommendation: The Indian Health Service should accept all beneficiaries into their hospitals for inpatient care regardless of the beneficiary's status as an inmate.

Key discussion items:

- All private hospitals accept inmates, with DOC guards present. ANMC and other facilities e.g. Bethel's YKHC should also accept inmates.
- If the greater percentage of inmates is natives, they should receive their care at the native facility.
- Local ANMC administration has stated this is not their policy (see attached letter).
- This should be pursued further (federal level) for clarification.
- The full privatization committee should pursue this issue at the federal level since the AK DOC has not received Alaska cooperation.
- If the beneficiaries were not in prison, they would go to the Alaska Native Medical Center in Anchorage for their care.

10/05 letter from Consortium - Full Commission

Recommendation: All of the health related services should be privatized under a statewide bid.

- There are nation wide companies who specialize in the provision of this service.
- This would provide economies of scale rather than several contracts for nursing care.



Alaska Native Tribal Health Consortium

Administrative Offices

**4141 Ambassador Drive
Anchorage, Alaska 99508
Telephone: (907) 729-1900
Facsimile: (907) 729-1901**

October 5, 1999

**Mr. Mel Henry
Health Care Administrator
Department of Corrections
State of Alaska
4500 Diplomacy Drive Suite 109
Anchorage, Alaska 99508**

RE: Policy of non-compensation to DOC for Alaska Native's medical care

Dear Mr. Henry,

This is to verify that the Alaska Native Tribal Health Consortium, primary manager of the Alaska Native Medical Center, does not provide payment under our Contract Health Services program to the State of Alaska Department of Corrections for health/medical services for Alaska Natives and American Indians in DOC facilities. Such individuals are state residents in state custody; consequently the State of Alaska is the primary payor.

This practice is consistent with that of the Indian Health Service, which is the primary source of financing for our health programs, and consistent with that of other Alaska Native health service providers throughout the state of Alaska.

Sincerely,

A handwritten signature in cursive script, appearing to read "Paul Sherry".

**Paul Sherry
President/CEO**

**cc: Richard Mandsager, ANMC
Joseph Cladough, ANMC-CHS**



DEPARTMENT OF VETERANS AFFAIRS
ALASKA
Medical and Regional Office Center
2925 DeBarr Road
Anchorage AK 99508-2989

- Mel Henry
Health Services Administrator
State of Alaska
Department of Corrections
4500 Diplomacy Drive
Anchorage, Alaska 99508

In Reply Refer To:

OOPA

Dear Mr. Henry:

In response to your recent inquiry regarding health care benefits for veterans incarcerated by the State of Alaska, a thorough review of the applicable VA policies was undertaken.

The incarceration of a veteran by a state or other government entity does not, in and of itself, disqualify a United States Veteran from benefits and services administered by the federal Department of Veterans Affairs. However, the provision of medical services to eligible veterans must be provided within a federal facility whenever the patient's medical condition makes this feasible. VA regulations also grant the local facility Director the authority to control the environment of care and limit any behavior or circumstances which, in the Director's opinion, are disruptive to patient care. It has long been the determination of this facility's leaders that patients who require custodial restraint or direct supervision from a state or local government would be disruptive.

The qualifying element for access by any of our patients is they must access our services without restraint or custodial supervision from other than a caregiver. A veteran who enters our facility without supervision or restraint will be provided services consistent with their medical needs and eligibility for VA benefits.

I hope this information is helpful to your agency in planning for the health care needs of your population. If you require further information in regard to this matter please contact me at 257-5490.

Sincerely yours,

Michael Bell
Community Affairs Director

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations



Recommendation: All of the mental health services offered to inmates should be privatized.

Key discussion items:

- It appears that more effort should be put into seeing if there are other sources of funding for mental health and medical services.
- The state should spend no more than what the average prisoner cost is on the mentally ill. That's what the mental health trust is for.

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations

- (8) **Recommendation:** Non-violent prisoners should be moved to intermediate facilities and the provision of services should be privatized.

Key discussion issues:

- Palmer and Pt. McKenzie should be privatized with a potential 25-30% savings.
- This would enable the current system to transfer non-violent prisoners to privately run intermediate facilities. This could be done more efficiently and at less cost than state facilities.
- Should be accomplished ASAP. Why use scarce funds for the meek, use the money for the violent offenders.

Comments against:

- I feel this is a non-issue for the committee.

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations

9

Recommendation: Centralize purchasing functions for system wide purchasing of food and other items.

Key discussion items:

- Centralize and use the examples of volume purchasing such as those utilized by Wal-Mart and Fred Meyer.
- One State employee should be in charge of purchasing for all of the prison system to ensure that the state is receiving uniform pricing, volume discounts, etc.
- Quantity and uniform pricing should already be taking place. If not then it is a failure on the part of state purchasing to get the best "bang for the buck" and should be privatized as well.

**Subcommittee on Privatization
Department of Corrections**

(10)

Committee Recommendations

Recommendation: The State of Alaska should privatize the fine and collection activities for the courts.

**Subcommittee on Privatization
Department of Corrections**

Committee Recommendations

(11) **Recommendation:** Food Services / Custodial Services / Maintenance / Laundry Services could generally be provided by the inmates IF there are competent managers who can supervise their efforts. These seem to be areas that could provide job opportunities and training for inmates.

Key discussion items:

- It was not clear if inmates currently do some or all of the custodial work. If state employees are hired to do this work, this might be an area for work/training opportunities for inmates rather than paying state employees to do it. The same is true for food service and maintenance. I would guess these are the types of jobs inmates quite often get after release. However, I believe the oversight and overall administration of these programs could be privatized.
- No state positions should be associated with these services. These services all exist in the private sector and should be bid out.

Comments against recommendation

- Keep current set up for Custodial, Maintenance and Laundry.

FY2000 INSTITUTION POSITION COUNT

	CO	PO	OTHER	TOTAL
AMCC	29	2	8	39
HMCC	70	5	19	94
CIPT	90	4	25	119
FCC	68	5	17	90
KCC	28	1	7	36
LCCC	61	4	15	80
MSPT	27	1	7	35
PCC	74	5	26	105
SACC	38	4	14	56
SCCC	155	6	37	198
WWCC	72	5	26	103
YKCC	28	2	10	40
TOTAL	740	44	211	995

DOC Inmate Substance Abuse Treatment Program

Problem Addressed

Research indicates that drugs or alcohol, and sometimes both, play a role in the crimes of 80% of the country's 1.7 million inmates. In Alaska it is estimated that at least 85% of the inmate population has a problem with substance abuse. Inmates who are alcohol and drug abusers are more likely to be reincarcerated again and again, as substance use is tightly associated with recidivism. The more prior convictions an inmate has, the more likely that individual is a substance abuser. Prisoners can be rehabilitated with appropriate treatment for substance abuse and addiction, and continuing aftercare once they leave prison.

DOC's Response

It is DOC's belief, supported by the Alaska Legislature, that it has a responsibility to provide a continuum of care to inmates who are in our custody, so that public safety will be enhanced upon their release to the community. There is an Inmate Substance Abuse Treatment (ISAT) Program in each of DOC's thirteen institutions, as well as at the Point MacKenzie work farm and the Central Arizona Detention Center. Services are provided through contracts with six state approved agencies that collectively employ twenty-five counselors, some of whom are part time. In addition, the Central Arizona Detention Center has seven substance abuse counselors. Programs vary due to the different functions and location of the correctional facilities. For example, a pre-trial facility with a rapid population turnover, such as the Ketchikan Correctional Center, has an ISAT education program staffed by one part-time ISAT Counselor. In contrast, Spring Creek Correctional Center, a sentenced long-term facility with a relatively slow population turnover, provides institutional outpatient treatment through two full-time ISAT Counselors. All ISAT Programs provide assessments.

The continuum of care in DOC institutions includes: emergency services, basic alcohol and drug education, education with an introduction to treatment, institutional outpatient services, and residential substance abuse treatment that is only available to female inmates at this time.

Funding

DOC contracts with state approved community substance abuse treatment providers for the delivery of all of its substance abuse programs. The current providers include: Akeela Treatment Services, Salvation Army Clitheroe Center, Gastineau Human Services, City of Ketchikan Gateway Center for Human Services, Northern Lights Recovery Center, and the Regional Center for Alcoholism and Drug Abuse (FNA). The contracts are amended yearly for up to three years. Every three years a formal bidding process occurs for these services. The DOC Substance Abuse Program Coordinator, who oversees the ISAT contracts, is a state employee. The RSAT Social Worker III position for the HMCC RSAT Program, who was recently hired to interface with DFYS regarding child custody cases, is also a state employee.

HMCC Women's Residential Substance Abuse Treatment Program

Problem Addressed

A high percentage of female offenders have substance abuse treatment needs and multiple treatment issues surrounding physical and mental health, educational/vocational training, parenting, and physical and sexual abuse. National studies show that women on drug charges constitute the fastest growing population in the criminal justice system. In Alaska, a recent study demonstrated that 71% of the women interviewed and tested by urinalysis at the Sixth Avenue Correctional Center, tested positive for drugs. During a study of the female offender population across the state, two thirds of the women self reported they were under the influence of alcohol at the time they committed their crime.

DOC's Response

DOC initiated a six to twelve month Residential Substance Abuse Treatment (RSAT) Program for its female offenders at Hiland Mountain Correctional Center, in November 1998. The program allows DOC to provide intensive treatment to 64 female inmates at a time.

DOC designated one of the four houses at HMCC to the RSAT Program. Enhanced treatment services are provided through five contract Counselors and a contract Coordinator who are employees of the Salvation Army Clitheroe Center. Each of the four wings of the house holds sixteen female inmates involved in one of the three phases of substance abuse treatment.

The program pays special attention to the transitional needs of the program participants as they are released into the community. The Transition Counselor has follow-up contact with them to ensure their aftercare linkages are securely in place. The RSAT Program has a special component called Living in New Knowledge Successfully (LINKS) for women with children who need assistance with permanency planning and reunification issues.

Funding

DOC is able to provide the RSAT Program to its female offenders by leveraging federal dollars from the U.S. Department of Justice, Office of Justice Programs. The matching state dollars (26% of the total program cost) are provided for the program through the support of the Advisory Board on Alcoholism and Drug Abuse and the Mental Health Trust Authority.

All of the treatment personnel are contract positions. The licensed Clinical Social Worker III position for the RSAT Program that was just filled in September, 1999, is the only State employee hired for the project. It is critical to have a state Social Worker to interface with DFYS on custody issues especially in light of the recent changes to the child protection law. Originally the budget was structured for a half-time Social Worker. After the program started up it quickly became apparent that a full-time Social Worker was required. The slight increase in the total program cost from FY'99 to FY'00 reflects the additional funding required to make the position full-time.

DOC Men's Residential Substance Abuse Treatment Program

Problem addressed

Profoundly addicted male inmates with a history of substance abuse related criminal activity, who often have failed attempts in less intensive treatment modalities, and who typically require treatment services addressing life skills deficits, need a residential treatment program before being released to the community. DOC currently provides institutional outpatient treatment to its inmate population requiring substance abuse treatment. Male inmates who require a more intensive level of care focusing on dual treatment of substance abuse and criminality, are not adequately served. The most effective treatment programs reported to date with addicted offenders have been intensive treatment programs lasting six to twelve months that are designed as modified therapeutic communities. DOC and the community have witnessed the negative effects of releasing these inmates without providing the treatment services to address chronic substance abuse and criminality. They are likely to relapse in the community and become repeat offenders.

DOC's Response

DOC has conducted three separate surveys over the last three years that have demonstrated that approximately 100 inmates on a given day need this level of intensive treatment. The surveys included inmates serving sentences of at least four years. The surveys did not include sex offenders, mentally ill inmates, or inmates with serious medical conditions.

DOC has developed plans for treating forty to fifty minimum to medium custody male inmates from all regions of Alaska in a residential treatment program known as a therapeutic community, in a sentenced or long-term correctional facility. The DOC Men's Residential Substance Abuse Treatment (RSAT) Program is designed to be six to twelve months in duration. It will also be culturally relevant to Alaska's Native inmates. DOC will initiate a competitive bidding process to contract with a state approved treatment provider to deliver the services. As DOC does with all its substance abuse programs, it will rely on the technical assistance of the Division of Alcoholism and Drug Abuse. When inmates transition into Alaska's communities upon release, bridges for aftercare and support services will be established and maintained.

Funding

The funding for the DOC Men's RSAT Program has been secured from the U.S. Department of Justice, Office of Justice Programs. A twenty-six percent match from the state will leverage these federal funds. The Advisory Board on Alcoholism and Drug Abuse and the Mental Health Trust Authority have recommended that state dollars be provided as the match in order to implement the program.

Ninety-six percent of the total program cost (requested federal and state matching dollars) is dedicated for the nine contract treatment positions. The remaining four percent is budgeted for the contractor's travel, training, supplies, and equipment needs.

PRIVATIZATION OF PRISONER PHONES

Within the past several years the department has entered into a contract with a private vendor and is in the process of installing a telephone system in correctional facilities which is designed specifically for use by prisoners. This system was obtained through a competitive bid process that resulted in a contract being awarded in May 1997 to Evercom Corporation of Irving Texas, which maintains similar systems across the lower forty-eight. The Regulatory Commission of Alaska was involved throughout this process and approved the system, vendor, and the rates charged for the services. Currently the system has been installed in six facilities and is projected to be placed in all institutions by December 1999. The legislature some time ago approved the department to accept revenue in the form of program receipts, which were designated for placement in the Cook Inlet Pretrial Budget.

The system not only will enhance public safety, but will also provide prisoners access to telephones for legitimate phone communication to contact family members, attorneys, etc. The phone equipment allows correctional staff to monitor and record prisoner telephone calls to assist in controlling illegal or non-approved telephone activities such as phone scams, threatening calls to victims and witnesses, and efforts to introduce contraband into correctional facilities. When a prisoner places a call, a recorded message is played to the recipient, which advises them that the call is from a prisoner in a correctional facility. The recipient is then provided with the option to accept or reject the call. This allows a person who does not wish to speak to the individual to hang up the phone without ever having to speak with the prisoner. This has been a pragmatic approach in addressing prisoner telephone abuse and at the same time enabling the department to better meet its statutory obligation of public safety in a cost-effective manner.

Hoonah Cultural Justice Spirit Camp and Healing Center (New Project)

Private/Public Partnership

- **Alaska Native Brotherhood Camp #2**
- **City of Hoonah**
- **Gastineau Human Services Corp.**
- **United States Department of Health and Human Services**
- **United States Department of Justice**
- **Alaska Department of Corrections**

Community Residential Center Proposal

- **20-30 beds**
- **focus on substance abuse**
- **target CRC eligible inmates with substance abuse issues**
- **teach traditional values**
- **Operations anticipated to commence in FY02**

The ANB Camp #2, City of Hoonah and Gastineau Human Services have received assurances of Federal funding for planning, construction and start-up operations. The expectation is that the Department of Corrections will fund ongoing operations of the CRC. The Department of Corrections will work with the project's Advisory Committee to develop the program and meet the proposed schedule.

The ANB Camp #2 runs an Inmate Cultural Arts Program at Lemon Creek Correctional Center. Alaska Native inmates have the opportunity to learn traditional values through cultural artwork taught by ANB sponsored community members. The inmates earn money through sales, while learning modern marketing skills, and are able to use the earnings to pay child support, victim restitution and contribute to family support. The private/public partnership has been outstanding, and it is anticipated that this new project will be equally rewarding.

The Gastineau Human Services Corporation provides Community Residential Services for inmates from the Department of Corrections and the City and Borough of Juneau. GHS provides a host of other community services, including substance abuse programs and community work service. The private/public partnership has existed successfully for many years and with the proven track record, it is expected that this new project will also meet with success.

MT. MCKINLEY MEATS PRIVATIZATION PROPOSAL

**Department of Corrections
Alaska Correctional Industries**

As prepared for the
**Legislative Committee on Privatization
October 12, 1999**

History & Background:

Mt. McKinley Meats & Sausage (MMM&S), located in Palmer, Alaska, is one of four certified red meat slaughter and processing facilities in Alaska, with other entities privately owned and operated in Delta, Kodiak, and Mekoryuk. MMM&S was developed in the mid 1980's as a necessary part of the overall infrastructure to support the development of markets resulting from the planned expansion in Delta Junction and Pt. MacKenzie of state sponsored agricultural projects. MMM&S initially opened as a state/privately financed venture but soon failed and the State of Alaska assumed ownership of the facility in 1986 as the result of a DNR Division of Agriculture, Agriculture Revolving Loan Fund (ARLF) foreclosure action. Since then, the facility has been leased and operated by the State of Alaska, Department of Corrections as a program to employ inmates as part of Alaska Correctional Industries (ACI).

Public hearings were conducted by the Governor's Correctional Industries Commission as part of the initial determination process to involve ACI in the MMM&S operation. Public discussion at that time eventually led to the commission's recommendation to assign ACI to clean, provide preventative maintenance, and reopen the plant. ACI was then to operate the plant and assist in the development of Alaska's red meat industry until it could be properly transitioned back into the private sector.

Operating under Chapter 32 of the Alaska Statutes, ACI has in the past marketed approximately 55% of its MMM&S products to state agencies primarily consumed at the state correctional centers. The remainder of the Alaskan pork and beef inventory has been sold at wholesale to the private sector. In order to fully utilize the plant's capability, MMM&S expanded into the custom kill, cut and wrap services, and limited specialty product areas usually at the request of the plant's private sector customers. MMM&S also purchases bulk and red ticket sale items for value-added and repackaged institutional products then utilized at the department's correctional centers.

Despite attempting to avoid any conflict with the private sector, the department and the Correctional Industries Commission have sometimes received complaints of unfair competition regarding the MMM&S operation.

The Correctional Industries Commission has conducted public hearings to receive additional public comment on submitted complaints. Routinely, comments on the MMM&S activities has produced both negative and supporting testimony from the public. However, MMM&S growth in several markets has been curtailed or controlled to avoid additional private sector conflict. These marketing limitations have sometimes negatively affected the MMM&S operation and it's ability to assist in the development of the red meat industry. Additional concerns have been expressed on the ability of MMM&S inmate workers in training to meet the sometimes high seasonal production demands of the industry.

Privatization Proposal Statement:

Since ACI has operated MMM&S, there have been private sector inquiries involving the sale of the plant to private and/or cooperative entities. Several of the proposals have planned to close the slaughtering operation in the plant. For various reasons, this could adversely affect the core services that are now provided to the agricultural community. Since the ARLF owns the property, any lease or transfer of ownership would have to be processed through that organization. ACI's current role is to operate the plant under a contractual relationship with the Division of Agriculture and the ARLF. This contract could be terminated and/or modified to meet future needs.

Two options for the continued operation of MMM&S could be proposed for evaluation:

Option I: A request for proposal could be issued by the state owners of the plant to evaluate the possibility for sale (or lease/purchase) of the plant and equipment to a qualified private sector entity. A transitional plan would be developed to define a timeline for the phase out of the Department of Corrections involvement and the ACI/MMM&S management/inmate worker staff. After transition, the private sector owner/operator would take complete control of the plant with no state support.

Option II: The Division of Agriculture and the ARLF Board would develop guidelines for an industry controlled private non-profit operator. With suggested modifications to the current management structure of MMM&S in place, the Department of Corrections could continue to provide an inmate workforce at the plant under contract to the private sector management. Any contract to provide an inmate workforce would have to follow the established statutory guidelines as required by Chapter 32 Section 33.32.015-017.

Previous assessments of MMM&S finds that the plant represents a substantial investment by the State of Alaska. In addition to the past and present investment of public funds for the facility and its operation, the State of Alaska has a substantial investment in land sale contracts (state and municipal) as well as operating, chattel, and development loans to agricultural livestock and feed grain producers. Since the MMM&S facility also provides a primary commercial market outlet for Alaskan grown red meat in the South-central and Kenai Peninsula areas, any transition involving the plant's management should be accomplished as smoothly as possible to avoid any adverse affects on Alaska's agricultural community and its livestock producers.

Department of Corrections

LONG TERM PLAN
(July 1, 1999 to July 1, 2003)

("The Spreadsheet")

State	Month	Year	March "A" Forecast	Pt. M 112	Fac 2616	AZ 874	Fed 29	CRC 682	Treat 36	EM 0	CRCS 0	Tents 0	THU 0	CAP 0	Ft G 0	Total 4349	Beds+/-	Month	Total AZ Beds
FY 1999	March	1999	4229 Actual			0		0		0						4364	(199)*	March	874
	April	1999	4285 Actual			-95				15 Juno						4289	(68)*	April	779
	May	1999	4328 Actual			-80					40 FCC					4249	(15)*	May	719
	June	1999	4237 Actual			0				21 Anchorage	15 Anch					4285	(102)*	June	719
FY 2000	July	1999	4279			0				39 Anchorage	21 Anch					4345	68	July	719
	August	1999	4371			0		40 Nome								4385	14	August	719
	September	1999	4480			50					25 Frbks	-40		89		4509	29	September	789
	October	1999	4612			89					20 Anch					4618	8	October	858
	November	1999	4656			50										4668	12	November	908
	December	1999	4632			0										4668	36	December	908
	January	2000	4709			50										4718	9	January	958
	February	2000	4770			60										4778	8	February	1018
	March	2000	4787			15										4793	6	March	1033
	April	2000	4748			-35										4758	10	April	998
	May	2000	4744			-48						40 FCC				4750	6	May	950
	June	2000	4732			-10										4740	8	June	940
FY2001	July	2000	4759			0						20 PCC				4760	1	July	940
	August	2000	4735			0				10 Mat-Su						4770	35	August	940
	September	2000	4735			12				10 Juno/10 Frbks		-60				4742	7	September	952
	October	2000	4724			0										4742	18	October	952
	November	2000	4717			0				10 Mat-Su/10 Kenal						4762	45	November	952
	December	2000	4698			65										4827	129	December	1017
	January	2001	4800			100										4927	127	January	1117
	February	2001	4884			0				10 Anchorage						4937	53	February	1117
	March	2001	4896			0										4937	41	March	1117
	April	2001	4941			0				10 Ketchikan	10 Juno					4957	16	April	1117
	May	2001	4889			-92						40 FCC				4905	16	May	1025
	June	2001	4785			-100										4805	20	June	925

*This is the number of beds available before the Department would exceed the emergency capacity of all institutions. This illustrates the need to plan toward the "maximum number" in order to avoid exceeding the emergency capacity.

LONG TERM PLAN
(July 1, 1999 to July 1, 2003)

("The Spreadsheet")

[illegible]

presents a safe, economic alternative to sending inmates to Arizona. They can accommodate spikes that occur in the institutions' populations during these months. An example of such a spike occurred just recently, when a Chinese fishing vessel was intercepted in Alaska waters. The Department was required to hold 25 detainees until the federal government could take custody of them. Spikes also occur when significant numbers of inmates return from Arizona; they must be staged at an institution, such as the Palmer Correctional Center, before being transferred to halfway houses or an institution closer to their home. Tents are able to accommodate these temporary population surges. For FY 99, the additional staff needed to supervise prisoners in tents was funded only for Fairbanks (\$100,000 for four months).

B. Options that Increase Alternatives that Free Up Hard Beds

The second form of action that the Department can take to ensure adequate beds for its projected inmate populations is to increase its alternative placement options. Every prisoner who goes to a CRC (also known as a "halfway house") or is placed on electronic monitoring frees up a hard bed that can be used by another offender.

The Department's assemblage of alternatives to in-state hard beds as of June 30, 1999, consists of the following:

Pt. MacKenzie Farm	112
Existing CRC beds	682
Treatment beds	39
Electronic Monitoring	11
CRC Offender Supervision Program	36

Beds at the Central Arizona Det. Center	719
Out-of-state beds other than Arizona	27
TOTAL	1626

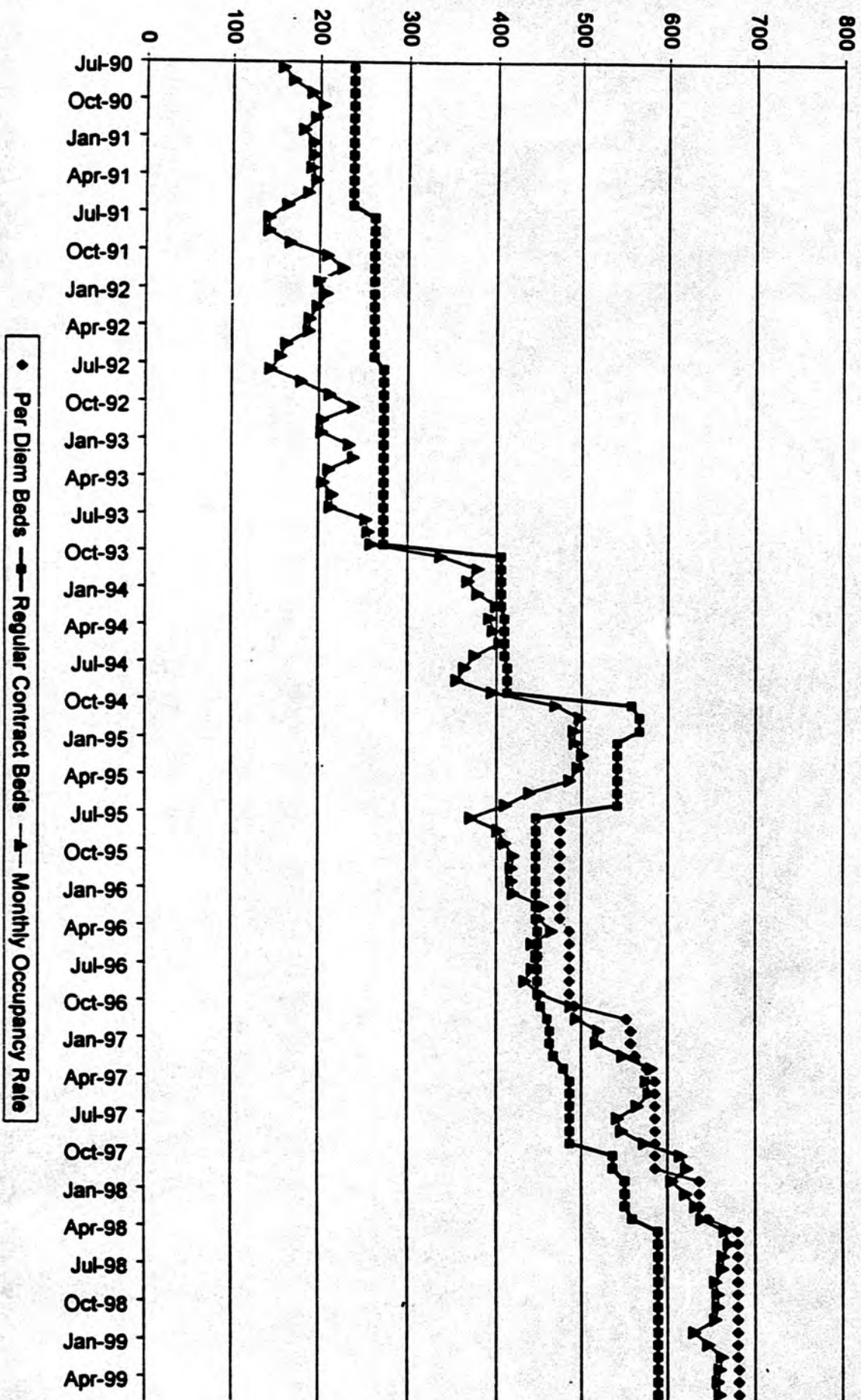
Additional CRC facilities: CRCs provide twenty-four hour supervision for offenders. This supervision extends into the community when the offender is participating in employment, education, treatment, or community work service programs.

Offenders participate in structured programming while residing at the CRC. Upon admission, each offender is assigned a case manager. The resident and his or her case manager develop a comprehensive program designed to address the resident's need for substance abuse counseling, mental health counseling, anger management, life skills, budgeting, and education goals. Before entering the program phase, however, the resident is required to participate in a seven-day orientation and stabilization period. During this time, the resident is required to participate in a minimum of forty hours of community work service. This provides the CRC staff with the opportunity to evaluate the resident and identify any special problem areas requiring attention.

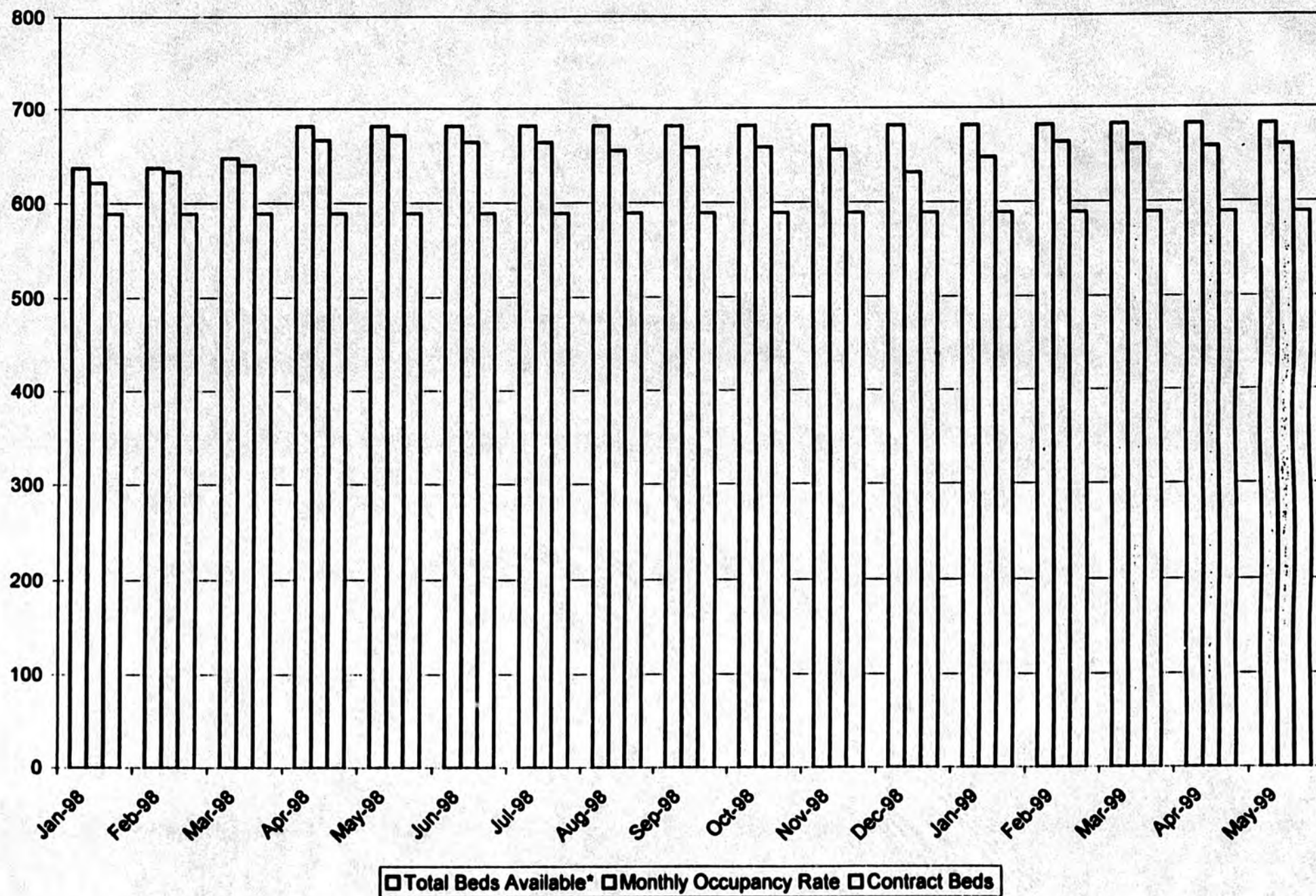
The Department provides direct contract oversight for each of the CRCs. It ensures that each facility operates in accordance with the terms of its contract and complies with the Department's CRC standards.

The Department houses an average of 16% of its overall prisoner population in CRCs, with an average daily occupancy rate of approximately 660 prisoners. During fiscal year 1998, 6,757 inmates served sentences in a CRC. See Chart 4 (CRC Utilization) on the

Chart 4: CRC Utilization July 1990 - May 1999



Jan 1998 - May 1999 CRC Average Populations



*Total beds available includes per-diem beds in addition to contract beds

CRC OCCUPANCY RATE July 90 through March 99

	Jul-90	Aug-90	Sep-90	Oct-90	Nov-90	Dec-90	Jan-91	Feb-91	Mar-91	Apr-91	May-91	Jun-91
Per Diem Beds												
Regular Contract Beds	238	238	238	238	238	238	238	238	238	238	238	238
Monthly Occupancy Rate	157.9	169.6	190.9	203.8	195	181.8	193.2	193.1	190.2	196.2	187	163.1
	Jul-91	Aug-91	Sep-91	Oct-91	Nov-91	Dec-91	Jan-92	Feb-92	Mar-92	Apr-92	May-92	Jun-92
Per Diem Beds												
Regular Contract Beds	262	262	262	262	262	262	262	262	262	262	262	262
Monthly Occupancy Rate	142.1	142.1	166.1	209.6	226.6	199.4	208	197.6	188.7	187.6	162.4	155.5
	Jul-92	Aug-92	Sep-92	Oct-92	Nov-92	Dec-92	Jan-93	Feb-93	Mar-93	Apr-93	May-93	Jun-93
Per Diem Beds												
Regular Contract Beds	273	273	273	273	273	273	273	273	273	273	273	273
Monthly Occupancy Rate	144.5	179.5	212.6	238.5	203.9	203.2	234	238.6	211.5	205	215.3	213.5
	Jul-93	Aug-93	Sep-93	Oct-93	Nov-93	Dec-93	Jan-94	Feb-94	Mar-94	Apr-94	May-94	Jun-94
Per Diem Beds												
Regular Contract Beds	273	273	273	405	405	405	405	405	409	409	409	409
Monthly Occupancy Rate	253.5	256.1	259.32	337.7	379.23	368.01	379.23	399.89	392.53	396.16	403.63	376.21
	Jul-94	Aug-94	Sep-94	Oct-94	Nov-94	Dec-94	Jan-95	Feb-95	Mar-95	Apr-95	May-95	Jun-95
Per Diem Beds												
Regular Contract Beds	412	412	412	558	567	567	542	542	542	542	542	542
Monthly Occupancy Rate	364.29	355.9	395.4	469.8	497.8	491.1	492.5	501.1	495.9	486.2	438.5	410.7
	Jul-95	Aug-95	Sep-95	Oct-95	Nov-95	Dec-95	Jan-96	Feb-96	Mar-96	Apr-96	May-96	Jun-96
Per Diem Beds	475	475	475	475	475	475	475	475	475	486	486	486
Regular Contract Beds	446	446	446	446	446	446	446	446	446	448	448	448
Monthly Occupancy Rate	371.87	401.94	409.5	419.74	417.66	417.8	419.97	455.57	450.44	465.53	441.91	447.83
	Jul-96	Aug-96	Sep-96	Oct-96	Nov-96	Dec-96	Jan-97	Feb-97	Mar-97	Apr-97	May-97	Jun-97
Per Diem Beds	486	486	486	492	553	558	558	563	576	586	586	586
Regular Contract Beds	448	448	448	452	460	463	463	467	479	486	486	486
Monthly Occupancy Rate	442.66	433.72	451.7	488.4	494.83	521.29	518.39	549.53	581.35	576	579.45	565.76
	Jul-97	Aug-97	Sep-97	Oct-97	Nov-97	Dec-97	Jan-98	Feb-98	Mar-98	Apr-98	May-98	Jun-98
Per Diem Beds	586	586	586	586	586	637	637	637	647	681	681	681
Regular Contract Beds	486	486	486	537	537	551	551	551	559	589	589	589
Monthly Occupancy Rate	543.19	547.74	573.67	615.68	622.77	605.61	621.42	632.75	639.65	666.1	670.84	663.83
	Jul-98	Aug-98	Sep-98	Oct-98	Nov-98	Dec-98	Jan-99	Feb-99	Mar-99	Apr-99	May-99	
Per Diem Beds	681	681	681	681	681	681	681	681	682	682	682	
Regular Contract Beds	589	589	589	589	589	589	589	589	589	589	589	
Monthly Occupancy Rate	663.26	654.94	657.87	658.03	655	631	647	662.57	660.1	658	660	

following page. The average costs for each CRC bed runs between \$54 and \$57 per day.

CRC beds fill three distinct correctional needs. First, they provide placement opportunities for low-level offenders who have relatively short sentences to serve. Second, they provide an alternative placement option for probationers and parolees who have violated their conditions and would otherwise be returned to prison. Third, depending upon their location, they provide a place for felons to transition back into their home communities. Needless to say, this function can only be fulfilled if there is a halfway house in the felon's home community.

The Department's existing 682 CRC beds are located around the state as follows:

Anchorage:	428
Fairbanks:	99
Bethel:	85
Juneau:	60
Barrow	6
Kotzebue:	4

Although the costs of CRC beds compare favorably with hard bed costs, they provide less security than the Department's institutions and they cannot be used for all prisoners if public safety is to be maintained. The Department believes that, at the present time, it has maximized the use that can be made of CRC beds in communities where they are already located.¹¹ On the other hand, the Department now needs and could readily use halfway

¹¹ For example, the Department's 85 CRC beds in Bethel is only three beds less than the number of hard beds that the Department has at the area's Yukon-Kuskokwim Correctional Center.

houses in other areas of the state and has plans to secure beds in Nome, Kenai, Mat Su, and Ketchikan over the next four years. The number and location of new beds will be as follows:

Nome:	40	by September 1, 1999
Kenai:	20	by July 1, 2000
Mat Su:	40	by July 1, 2001
Ketchikan:	20	by July 1, 2002

These new CRC facilities will give the Department a total of 120 additional CRC beds.

Expand Use of the CRC Offender Supervision Program. The

Department believes that graduated release opportunities are essential to the successful reentry of offenders back into their home communities. For a long time, the transitions available in Alaska consisted of first being returned to the correctional center closest to the point of arrest, then being furloughed to the local halfway house, and then being placed on probation in the community. The Department has created an intermediate transition between the CRC placement and release on probation, which is entitled the "CRC Offender Supervision" program. This program uses CRC providers to intensely monitor specially selected offenders as they transition back into the community, before their probation supervision begins.

Eligible participants are required to participate in appropriate programs, submit to drug and alcohol testing, and pay 12.5% of their gross income for the cost of the program. To be eligible for participation, the offender must be within six months of release, have developed a written release plan, have an approved residence and means of support, have completed all residential treatment requirements, and have no pending disciplinary actions.

Domestic violence and sex offenders are not eligible for participation under the guidelines established by the Department. The CRC director reviews and comments on requests to participate in the program, while final approval rests with the Deputy Commissioner for the Department.

CRC staff are responsible for monitoring the program on a seven-day-a-week, 24-hour-a-day basis and ensuring that the offender is in compliance with his or her individual release plan. This is accomplished by utilizing scheduled and unscheduled checks, as well as random school or work-site contacts. The CRC Supervision program permits an offender to live at his or her home and work at gainful employment, while at the same time ensuring that there is sufficient monitoring of the offender's activities to promote community safety and to continue the sanction of the sentence.

The schedule, locations, and number of program slots planned for the next four years are as follows:

Anchorage	36	by July 1, 1999
Juneau	15	by July 1, 1999
Fairbanks	25	by September 1, 1999
Anchorage	20	by October 1, 1999
Anchorage	10	by April 1, 2001
Juneau	10	by April 1, 2001
Bethel	25	by November 1, 2001
Anchorage	25	by February 1, 2002

The program costs approximately \$17.00 per day for each participant. The Department has been funded in FY 00 to maintain over 100 offenders in the program throughout the year.

Electronic Monitoring: HB 272, a bill allowing electronic monitoring, was passed in 1997. Following the adoption of regulations, the Department has contracted with a vendor who is providing electronic monitoring equipment, monitoring services, equipment set-up and retrieval, and equipment maintenance. The vendor is required to report violations to Department personnel.

Unlike the CRC Supervision program, which is a back-end transitioning program, the electronic monitoring program is a front-end alternative. Participation in the program is being phased in slowly to ensure an adequate opportunity for offender assessment and to allow staff an adequate opportunity to adjust to the new program. The schedule, locations, and program slots planned for the next four years are as follows:

Anchorage	60	by July 1, 1999
Mat-Su	10	by August 2000
Juneau	10	by September 2000
Fairbanks	10	by September 2000
Mat-Su	10	by November 2000
Kenai	10	by November 2000
Anchorage	10	by February 2001
Ketchikan	10	by April 2001
Fairbanks	15	by September 2001
Kenai	10	by November 2001
Juneau	10	by March 2002

Eligible participants are required to participate in appropriate programs, submit to drug and alcohol testing, and pay a daily fee for the cost of the program. The program allows offenders to maintain employment and remain with their families, yet still be held accountable for their crimes through continuous 24-hour electronic monitoring and supervision. To be eligible for participation in the program, the offender must be at the community custody level, have no pending disciplinary actions, and have a sentence to serve of between 20 and 365 days. Domestic violence and sex offenders are not eligible for participation under the Department's program guidelines. The Department is charging inmates the costs of the program, which totals \$12.00 per day.

Department personnel will be responsible for offender placement, the approval of weekly plans and contact visits, surveillance, daily program compliance (including drug and alcohol testing), providing necessary sanctions, and responding to violations.

Continue Use of Contract Prison Beds. The Department is currently housing 720 medium and close security inmates at the Central Arizona Detention Center in Florence.¹² The cost for this is \$53.00 per day per prisoner. Ideally, the Department would like to keep all Alaskan inmates in its custody within the state. The Department believes that this goal can be met in the next five years when Fort Greely is converted into a private prison. Until then, however, it will be necessary to continue using contract prison beds for the placement of some Alaskan inmates.

The costs of transportation makes contract prison placements prohibitively expensive except for prisoners with relatively lengthy sentences. The Department anticipates

¹² An additional 27 inmates are being housed at other out-of-state facilities.

that in the next four years it will, on any given day, house between 700 and 1100 prisoners in contract prison beds.¹³ See the Spreadsheet *supra* after p.6.

C. Shorten Time Spent in Hard Beds

Any action taken by the Department that reduces the amount of time offenders spend in incarceration permits the Department to handle more inmates. For example, if the Department is currently processing 30,000 inmates through 2,619 beds over the course of 365 days each year, this means that each inmate is spending an average of 32 days in one of the state's hard beds. If this amount of time could be reduced by an average of one day for each inmate, the Department could increase to 30,835 the number of inmates it could handle without overcrowding its facilities.¹⁴

The Department has identified several different means by which it can reduce the amount of time prisoners spend in the state's hard beds. These are:

- 1) Install credit card machines at all pre-trial facilities to enable arrested defendants to bail out immediately;¹⁵

¹³ The Department's population projections indicate that there will be enough suitable prisoners to support these numbers on a continuous basis, but there will not be enough to go significantly higher, e.g. to 1500. See Chart 1 *supra*.

¹⁴ In fact, many of the 2,619 beds are occupied by inmates who are serving lengthy sentences, which means that the average sentence served by the 30,000 is considerably shorter than 32 days.

¹⁵ Allowing the use of credit card machines for posting bail at three facilities resulted in the release of over 347 prisoners as of mid-June.

2. FY 01

In FY 01, the Department's prison and jail population is projected to rise from 4,759 to a high of 4,941. See Chart 2, *supra*. This represents a gain of 182 inmates in the daily average count. Based on extrapolations from "snapshots" of population compositions that the Department has taken, the Department expects approximately 25%, or 45, of these to be unsentenced misdemeanants or felons, while approximately 10 will be women.

The principle tools that the Department will rely upon to keep its institutions under capacity this fiscal year will be:

- (1) expanding the electronic monitoring program in Anchorage by 10 slots;
- (2) introducing the electronic monitoring program into Mat-Su (20 slots), Juneau (10 slots), Fairbanks (10 slots), Kenai (10 slots), and Ketchikan (10 slots); and
- (3) expanding the CRC Supervision program in Juneau by an additional 10 slots.

Before the Department returns 192 inmates from CADC in May and June of 2001, these measure will increase the Department's overall capacity by 257 inmates. (Note that the total number of inmates returned from CADC will be 15 more than were sent this year.)

These actions will be sufficient to ensure that all institutions are kept below capacity. At the end of the fiscal year, the Department will have 23 available placement options (hard beds, soft beds, or some combination thereof), in addition to its "cushion" of 84 beds.

On a quarterly basis, the actions to be taken in FY 01 can be summarized as follows:

First Quarter:	Extend electronic monitoring into Mat-Su	10 slots
	Extend electronic monitoring into Juneau	10 slots
	Extend electronic monitoring into Fairbanks	10 slots
	Increase number of inmates at CADC	12 beds
Second Quarter:	Expand electronic monitoring in Mat-Su	10 slots
	Extend electronic monitoring into Kenai	10 slots
	Increase number of inmates at CADC	65 beds
Third Quarter:	Expand electronic monitoring in Anchorage	10 slots
	Increase number of inmates at CADC	100 beds
Fourth Quarter:	Extend electronic monitoring into Ketchikan	10 slots
	Expand CRC Supervision in Juneau	10 slots
	Decrease number of inmates at CADC	(192 beds)

3. FY 02

In FY 02, the Department's prison and jail population is projected to rise from 4,750 to a high of 5,239. See second page of Chart 2, *supra*. This represents a gain of 489 inmates in the daily average count. Based on extrapolations from "snapshots" of population compositions that the Department has taken, the Department expects that approximately 25%, or 122, of these will be unsentenced misdemeanants or felons, while approximately 35 will be women.

The principle tools that the Department will rely upon to keep its institutions under capacity this fiscal year will be:

- (1) completing the new Anchorage Jail, which will increase its capacity by 288 beds;
- (2) establishing new CRCs in Mat-Su (40 beds) and Kenai (30 beds);

(3) expanding the electronic monitoring program in Fairbanks (15 slots), Kenai (10 slots), and Juneau (10 slots);

(3) expanding the CRC Supervision program in Anchorage (25 slots) and introducing the program in to Bethel (25 slots); and

(4) expanding the number of inmates at the contract prison in Arizona (Central Arizona Detention Center or "CADC") by a net of 92.

These measures will increase the Department's overall capacity by 535 inmates, which will more than adequately ensure that all institutions are kept below capacity. At the end of the fiscal year, the Department will have 117 available placement options (hard beds, soft beds, or some combination thereof), in addition to its "cushion" of 84 beds.

On a quarterly basis, the actions to be taken in FY 02 can be summarized as follows:

First Quarter:	Establish new CRC beds in Mat-Su	40 beds
	Establish new CRC beds in Kenai	30 beds
	Expand electronic monitoring in Fairbanks	15 slots
	Increase number of inmates at CADC	180 beds
Second Quarter:	Expand electronic monitoring in Kenai	10 slots
	Extend CRC Supervision into Bethel	25 slots
	Increase number of inmates at CADC	122 beds
Third Quarter:	Complete new Anchorage Jail	288 beds
	Expand CRC Supervision in Anchorage	25 slots
	Decrease number of inmates at CADC	(175 beds)
Fourth Quarter:	Expand electronic monitoring in Juneau	10 slots
	Decrease number of inmates at CADC	(35 beds)

4. FY 03

In FY 03, the Department's prison and jail population is projected to rise from 5,212 to a high of 5,387. See second page of Chart 2, *supra*. This represents a gain of 175 inmates in the daily average count. Based on extrapolations from "snapshots" of population compositions that the Department has taken, the Department expects approximately 25%, or 43, of these to be unsentenced misdemeanants or felons, while approximately 10 will be women.

The principle tools that the Department will rely upon to keep its institutions under capacity this fiscal year will be:

- (1) establishing a new CRC in Ketchikan (20 beds); and
- (2) utilizing the 800 new beds to be afforded by the Fort Greely Prison.

These measures will increase the Department's overall capacity by 820 inmates, which will more than adequately ensure that all institutions are kept below capacity. At the end of the fiscal year, the Department will have 817 available placement options (hard beds, soft beds, or some combination thereof), which will be utilized to bring most of the inmates back from the CADC in Arizona.

On a quarterly basis, the actions to be taken in FY 03 can be summarized as follows:

First Quarter:	Establish a CRC in Ketchikan	20 slots
Second Quarter:	No changes	
Third Quarter:	Increase number of inmates at CADC	130 beds

Fourth Quarter: Bring Ft. Greely on line 800 slots
Decrease number of inmates at CADC (200 beds)

B. By Institution

The following section sets out a one-page summary for each of the Department's fifteen correctional facilities. After identifying the institution's emergency and maximum population capacities, a table is set out that shows what options are expected to be used to accommodate the population growth projected for the institution. This is then followed by a short paragraph of background information about the facility and an explanation of the action that will be taken in accordance with the plan.

Once again, it is highly unlikely that the actual population growths will occur exactly as projected. Accordingly, the plans that are set out here for each institution should be viewed more as "models" than as rigid declarations. The number of inmates that will be sent from Cook Inlet to Palmer in FY 01 may be 9, rather than 7. Nonetheless, the plan documents that when Cook Inlet is in danger of exceeding its population capacity, the Department intends to send some of its inmates to Palmer. This remains true even if the precise number should change.

Following the one-page plan summary for each institution are a series of charts that provide additional information about that institution's population. First is Chart 5 (Maximum Count Per Month), which shows the emergency capacity of the institution and the highest number of inmates placed there each month since January 1994. This information essentially documents the extent of the overcrowding problem at that institution.

Next is Chart 6 (Jail vs. Prison Population) which shows the institution's "jail" and "prison" population. The "prison" population consists of sentenced felons, while the "jail"

Department of Corrections Privatization Subcommittee

Committee suggestions for Privatization as of 9/28/99

Support functions should be privatized, i.e.

- 1. Work Programs**
- 2. Education**
- 3. Substance Abuse counseling**
- 4. Drug testing**
- 5. Food services**
- 6. Custodial services**
- 7. Maintenance**
- 8. Laundry**

Program to bring native culture into the prison system to coordinate cross-cultural issues.

Uniform pricing, volume discounts, and system wide purchasing of food as well as other items.

Relocation of non-violent prisoners to intermediate facilities

Management Services

Parole and probation

Prison industries

Mental health – needs determined by mental health Trust:

- 1. Sub-acute unit for men in Anchorage**
- 2. Full spectrum of acute care psychiatric services for mentally ill offenders**

Core Subcommittee Meeting
Commission on Privatization
Meeting Date: 10/05
Meeting Time: 12:00 Noon
Number of Pages: X

Department of Corrections Privatization Subcommittee

Committee concerns

- 1. There is little evidence that the money the Department of Corrections is currently and the way it is currently being spent is producing positive results.**
- 2. A mechanism should also be built into the contract requiring the contractor to create a method of measuring the benefit of the service or product being provided.**
- 3. Rates of recidivism are not measured.**
- 4. Assessment tools to measure programs not available.**
- 5. All contracts let out for bid should be made available to the tax paying (for profit) as well as the non-profit groups. Particular note was made of the Department of Health & Social services dept policy to only allow non-profit groups to bid. Department of Correction staff indicates they Do allow for profit groups to bid on All contracts. Any cross between departments, e.g. Division of Alcoholism through Department of Health and Social services for corrections contracts should be consistent with the DOC practice.**

October 5, 1999

Sharon Anderson, Chair
Corrections Privatization Sub-Committee
907.269.0109

Dear Sharon:

Privatization, in its broadest sense, is the transfer of assets or services from the tax-supported and politicized public sector to the entrepreneurial initiative and competitive markets of the private sector. Opposition to privatization is strong, especially among the employee unions of public monopolies. The reason is simple: captive customers and job security. Virtually all governments have used some form of privatization in the past. Now officials across the nation and the world are systematically striving to introduce competition into government service provision. As Massachusetts Governor William Weld said, "With time and experience, I believe privatization will become second nature. The government of the future will be more a focus of resources rather than an owner of them, and purchaser and manager of services rather than supervisor of personnel and direct service provider."

As for the Committee suggestions of 9/28/99:

1. Recommend that all of Correctional Industries be transferred to the new Department of Community and Economic Development. The AHRIC is tied in with this department as part of the Administration and they have the business and union connections and more importantly have them at the table. Who better to run business for marginalized individuals than the private sector business community, private industry councils and trade unions? If we want a successful Correctional Industries program transfer it into the hands of people who know how to run a business and are tasked with economic development. Works for Welfare to Work clients, most of those coming out of the institutions are former or future clients, let the AHRIC have at it with this stigmatized group. Chances are we'll see better results than one questionably successful business venture in well over a decade.
2. No state positions should be associated with education, substance abuse, and drug testing services, food services, custodial services, and maintenance or laundry services. These services all exist in the private sector and should be bid out. This includes services for Probation and Parole as well. If there is the ability for the private sector to provide the service than it should be out-sourced to the private sector.

3. Quantity and Uniform Pricing should already be taking place. If not than it is a failure on the part of state purchasing to get the best "bang for the buck" and should be privatized as well.

From Philadelphia where taxpayers saved one-fourth of the cost by privatizing custodial services to Kansas who privatized all of its child welfare system with adoptions up 67%. From Indianapolis Mayor Stephan Goldsmith who privatized over 70 services with a savings to taxpayers of over \$40 million to Fairfax County, Virginia who privatized their Welfare to Work programs to a for-profit firm and now over 97% of their clients have been placed in jobs.

From Public Schools to Prisons, Governments around the world are confronting unprecedented pressures: budgets are tightening and at the same time citizens are becoming more demanding of services. Globally, public-private partnerships and new co-operative relationships are the future. Twelve countries, Australia, Canada, France, Germany, Ireland, Italy, Japan, New Zealand, South Africa, Spain, the UK and even the US, are managing partnerships and exploring new forms of private sector involvement in traditional public sector service provision. This includes prisons, prison management, probation management and provision of human and social services.

APPA Position Statement

PRIVATIZATION

Introduction

The American Probation and Parole Association (APPA) has the vision of a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy. The APPA recognizes the role of private sector service providers in achieving this vision, in protecting the public, in maintaining safe communities and in ensuring opportunities for offenders to lead law-abiding lives.

Position Statement

The APPA recognizes that the privatization of services and programs may offer a number of potential benefits to the criminal justice system. Private sources may make accessible expertise or specialized services with which the jurisdiction has had little experience or involvement. In addition to furnishing services in specialized areas, private service providers may offer a jurisdiction the ability to implement a program or service quicker, more efficiently or more cost-effectively. Private service providers may also enable a jurisdiction to become involved with more creative service practices and advanced technologies, paving the way for other operational innovations.

In considering privatization, a jurisdiction must employ a systematic approach to evaluating whether the private sector provision of services is the alternative of choice in addressing specific identified needs. The decision to privatize programs or services should be based on a thorough review of the experience of other jurisdictions' privatization successes and failures. APPA recognizes that all levels of public officials including executive, managerial and line staff offer perspectives which must be considered in evaluating the costs and benefits of privatized services based on a jurisdiction's specific needs. It may also be appropriate to invite input from community, advocacy and special interest groups if this input is relevant to the service or program under consideration.

APPA Position Statement Privatization

Once it has been determined that private sector services will allow for a more immediate, more efficient, more economical and/or more effective response to individual jurisdiction needs, it is imperative that criminal justice officials and decision makers plan carefully and meticulously for the procurement, implementation and evaluation of privatized service delivery. Jurisdictions must establish clear parameters and specific outcome measurements for the evaluation of the quality and efficacy of private sector service delivery. These expectations should be conveyed to potential private service providers in advance of the awarding of a service contract or the execution of an agreement with the

provider. It is incumbent on the employing jurisdiction to ensure that a comprehensive implementation plan is developed which delineates privatization activities and time lines. It is also the responsibility of the employing jurisdiction to oversee, manage, monitor, collect data on and evaluate privatization activities, and to share results of evaluations with other jurisdictions.

APPA acknowledges that public entities and policy makers retain the fundamental legal responsibilities assigned to them through legislation, by the courts or governing boards. These government jurisdictions and their representatives are ultimately accountable for the quality and efficacy of privatized services, and retain all authority and responsibility to ensure that the mission, goals and objectives of their individual agencies are met.

APPA recognizes the responsibility of private sector service providers to act as agents of government upholding the mission, goals and objectives of the employing jurisdiction. By operating within established parameters, standards, regulations and laws, private sector service providers contribute to the ability of a government agency to serve the public and to responsibly and humanely supervise offenders placed under its jurisdiction.

CORNELLCORRECTIONS

October 6, 1999

Ms. Sharon Anderson
Chairperson
Commission on Privatization
715 West 4th Avenue
Anchorage, AK 99501

VIA FACSIMILE (907) 269-0109

Dear Sharon,

Below are my suggestions for areas of focus as listed on the committee suggestion sheet:

- Work Programs (Industries) – (A) transfer to private sector or contract out
- Education – (A) transfer to private sector or contract out
- Substance Abuse Counseling – (A) transfer to private sector or contract out
- Drug Testing – (A) transfer to private sector or contract out
- Food Services – (E) combination of A-D, specifically A & D
- Custodial Services – keep current set-up
- Maintenance – keep current set-up
- Laundry – keep current set-up

- Program to bring native culture into the prison system to coordinate cross-cultural issues – this can be combined in education.

- Relocation of non-violent prisoners to intermediate facilities – I feel this is a non-issue for the committee.

- Management Services – currently operating privately at CRCs and proposed for Ft. Greely prison.

- Parole and Probation – parole services are quasi-private currently, but probation can be (A) transferred to the private sector or contracted out.

- Prison Industries – see above.

- Mental health – see above.

Cornell Corrections, Inc.
600 Barrow Street, Suite 200
Anchorage, Alaska 99501
907-274-6667 fax 907-274-3625

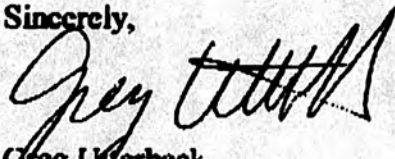
I have no other areas of possible privatization to add.

I will bring examples of RFPs from other governmental agencies for transitional services, drug testing, and possibly probation services to give the committee an idea of what has been proposed elsewhere.

I would like to serve on any subcommittee involving probation services and/or prison industries.

Thanks for allowing me to contribute at such a late date.

Sincerely,

A handwritten signature in dark ink, appearing to read "Greg Uterback", with a stylized flourish at the end.

Greg Uterback
Regional Director
Special Projects Manager

OCT-05-99 TUE 12:02 PM

suggested

FAX: 269-0109

PAGE 2

Department of Corrections Privatization Subcommittee

Committee suggestions for Privatization as of 9/28/99

Support functions should be privatized, i.e.

1. Work Programs - *local*
2. Education - *local*
3. Substance Abuse counseling - *local*
4. Drug testing - *local*
5. Food services - *
6. Custodial services *
7. Maintenance - *local*
8. Laundry *

*re these
considered
under
medical, or
are they in a
separate category?*

*add additional items
do they fit into S.B. 33*

Program to bring native culture into the prison system to coordinate cross-cultural issues. - *the
not be done at state expense. let the native groups fund
Uniform pricing, volume discounts, and system wide purchasing of food as well as other
items - centralizing these functions, i.e., use Wal-Mart
Fred Meyer as examples.*

Relocation of non-violent prisoners to intermediate facilities - *ASAP - why not use
funds for the work, use the money for the
local level, expensive.*

Management Services - *perhaps combined national: state -
it's cheaper.*

Parole and probation - *they appear to be operating without state
input -*

Prison industries -

*additional
source of
funding ->*

Mental health - needs determined by mental health Trust - *the state should
no more than what the
unless prisoners pay for it
that's what the
health trust is for.*

1. Sub-acute unit for men in Anchorage
2. Full spectrum of acute care psychiatric services for mentally ill offenders

*I would be willing to work on -
wherever I'm needed.*

*By name
Oct 6, 1999*

A-E of S.B. 33 p. 3 -

* Could these services be done by the inmates?

Medical - *if the greater percentage of inmates are
native health service handle them, as space all over,
they should not be responsible for a greater cost
to the state - if they were not in prison, I'd
would go to ANS -*

*Barbara J. Miller
fax 2 907-376-5609*

Department of Corrections Privatization Subcommittee

As a policy matter, we must be sure
that any out-sourcing contract be
very specific as to content, goals,
results and penalties for non-compliance.

2

EIDE & MILLER

A PROFESSIONAL CORPORATION

ATTORNEYS AT LAW

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TEL. (907) 279-0930

FAX TRANSMITTAL

DATE: October 6, 1999

TO: Sharon Anderson
c/o Senator Ward's Office

OF: Corrections Committee

FAX NO.: 269-0109

FROM: Mary Pate OF EIDE & MILLER

SENT BY: Mary Pate of EIDE & MILLER

A FAX OF 2 PAGES FOLLOWS. IF IT IS NOT CLEARLY OR COMPLETELY RECEIVED, PLEASE CALL SENDER AT (907) 279-0930.

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SPECIAL INSTRUCTIONS OR ADDITIONAL MESSAGE:

Sharon - I hope this is what you were looking for. I will see you next week. Mary Pate

Laundry (Section (A)) - This could certainly be privatized if not already and could also provide possible job opportunities for inmates.

Programs to Provide Native Culture to Prison System - (Section (B)) - I'm unclear as to what is currently being provided and what is being suggested here. Maybe this is something the native corporations should be providing at their expense as opposed to a state expense.

Uniform Pricing, Volume Discounts, etc. I am not sure whether this could or should be privatized without more information on the suggestion. It seems to me that one government employee should be in charge of purchasing for all of the prison system to ensure that the state is receiving uniform pricing, volume discounts, etc.

Relocation of non-violent prisoners to intermediate facilities - (Section (A)). I would agree that we should have more privately run facilities that would enable the current system to transfer non-violent prisoners to those facilities. I am confident that privately run prisons could be done so more efficiently and at less cost than state facilities. I am not sure if this is what is being suggested here or not.

Management Services - I am not sure what management services are being suggested here.

Parole and Probation - (Section (A) - partially). It sounds like some of this could be privatized such as pre-sentence reports, and education and training.

Mental Health - (Section (A)). I see no reason why most if not all of the mental health services offered to inmates could not be privatized. It appears that more effort should be put into seeing if there are other sources of funding for mental health and medical services.

Pam Vincent

From: Joe Reeves [Joe_Reeves@correct.state.ak.us]
Sent: Tuesday, October 05, 1999 11:16 AM
To: Pamela L Vincent; William K Parker
Cc: Dwayne Peeples; Shar Griffin
Subject: Revised INS Numbers for Mr. Parker

Importance: High

-Revised Inmate Services provided during FY99 for the Immigration & Naturalization Service (INS):

1,766 Mandays
357 Inmates

\$181,810.38 Billed INS

July 1, 1998-December 31, 1998 \$100.07 Daily Cost of Care

January 1, 1999-June 30, 1999 \$97.62 Daily Cost of Care



DEPARTMENT OF VETERANS AFFAIRS
ALASKA
Medical and Regional Office Center
2925 DeBarr Road
Anchorage AK 99508-2989

• Mel Henry
Health Services Administrator
State of Alaska
Department of Corrections
4500 Diplomacy Drive
Anchorage, Alaska 99508

In Reply Refer To: OOPA

Dear Mr. Henry:

In response to your recent inquiry regarding health care benefits for veterans incarcerated by the State of Alaska, a thorough review of the applicable VA policies was undertaken.

The incarceration of a veteran by a state or other government entity does not, in and of itself, disqualify a United States Veteran from benefits and services administered by the federal Department of Veterans Affairs. However, the provision of medical services to eligible veterans must be provided within a federal facility whenever the patient's medical condition makes this feasible. VA regulations also grant the local facility Director the authority to control the environment of care and limit any behavior or circumstances which, in the Director's opinion, are disruptive to patient care. It has long been the determination of this facility's leaders that patients who require custodial restraint or direct supervision from a state or local government would be disruptive.

The qualifying element for access by any of our patients is they must access our services without restraint or custodial supervision from other than a caregiver. A veteran who enters our facility without supervision or restraint will be provided services consistent with their medical needs and eligibility for VA benefits.

I hope this information is helpful to your agency in planning for the health care needs of your population. If you require further information in regard to this matter please contact me at 257-5490.

Sincerely yours,

Michael Bell
Community Affairs Director



Alaska Native Tribal Health Consortium

Administrative Offices
4141 Ambassador Drive
Anchorage, Alaska 99508
Telephone: (907) 729-1900
Facsimile: (907) 729-1901

October 5, 1999

**Mr. Mel Henry
Health Care Administrator
Department of Corrections
State of Alaska
4500 Diplomacy Drive Suite 109
Anchorage, Alaska 99508**

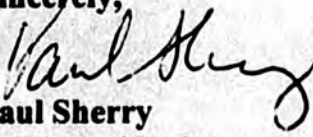
RE: Policy of non-compensation to DOC for Alaska Native's medical care

Dear Mr. Henry,

This is to verify that the Alaska Native Tribal Health Consortium, primary manager of the Alaska Native Medical Center, does not provide payment under our Contract Health Services program to the State of Alaska Department of Corrections for health/medical services for Alaska Natives and American Indians in DOC facilities. Such individuals are state residents in state custody; consequently the State of Alaska is the primary payor.

This practice is consistent with that of the Indian Health Service, which is the primary source of financing for our health programs, and consistent with that of other Alaska Native health service providers throughout the state of Alaska.

Sincerely,


**Paul Sherry
President/CEO**

**cc: Richard Mandsager, ANMC
Joseph Cladouhos, ANMC-CHS**

	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Monthly Average Caseload	Average Caseload Difference	Percent Caseload Difference
ANCHORAGE COMBINED PROBATION / PAROLE	FY 94	1169	1159	1176	1172	1173	1173	1154	1130	1141	1145	1148	1164	1158.67		
	FY 95	1173	1164	1173	1168	1223	1243	1229	1217	1211	1206	1211	1235	1204.42	45.75	3.95%
	FY 96	1223	1233	1269	1299	1302	1321	1362	1393	1400	1428	1438	1467	1344.58	140.17	11.84%
	FY 97	1491	1509	1529	1546	1565	1591	1581	1569	1622	1670	1674	1701	1587.33	242.75	18.05%
	FY 98	1770	1757	1768	1827	1800	1803	1804	1824	1835	1840	1873	1873	1814.50	227.17	14.31%
	FY 99	1850	1880	1822	1851	1852	1881	1879	1921	1923	1940	1931	1968	1891.50	77.00	4.24%
	FY 00	1998	2016	1984	0	0	0	0	0	0	0	0	0	499.83		
BARROW COMBINED PROBATION / PAROLE	FY 94	77	70	66	65	66	67	76	80	80	77	50	51	68.75		
	FY 95	57	59	54	55	50	50	51	54	56	56	56	57	54.58	-14.17	-20.81%
	FY 96	57	58	58	59	60	61	55	55	52	56	56	57	57.00	2.42	4.43%
	FY 97	60	62	62	64	63	69	72	59	61	61	59	64	63.00	6.00	10.53%
	FY 98	64	50	50	58	60	65	71	73	76	74	75	74	65.83	2.83	4.50%
	FY 99	75	71	80	83	84	84	80	84	77	73	77	72	78.33	12.50	18.99%
	FY 00	83	79	74	0	0	0	0	0	0	0	0	0	19.67		
BETHEL COMBINED PROBATION / PAROLE	FY 94	162	157	150	147	154	155	157	157	156	158	157	161	155.92		
	FY 95	163	161	164	166	160	164	157	158	163	162	164	170	162.67	6.75	4.33%
	FY 96	171	181	189	196	197	208	214	218	224	224	225	226	205.92	43.25	26.59%
	FY 97	236	240	244	255	261	267	273	282	285	302	310	320	272.92	67.00	32.54%
	FY 98	331	333	342	333	326	328	342	328	342	333	336	339	334.42	61.50	22.53%
	FY 99	349	345	335	336	327	333	337	323	319	306	317	313	328.33	-6.08	-1.82%
	FY 00	305	299	289	0	0	0	0	0	0	0	0	0	74.42		
DILLINGHAM COMBINED PROBATION / PAROLE	FY 94	59	58	57	48	43	44	44	45	47	47	44	41	48.08		
	FY 95	41	43	40	37	36	36	38	37	42	38	40	47	39.58	-8.50	-17.68%
	FY 96	47	44	41	38	38	44	43	40	45	44	46	42	42.67	3.08	7.79%
	FY 97	42	40	38	43	46	47	50	46	47	50	51	56	46.33	3.67	8.59%
	FY 98	59	64	67	58	59	64	65	67	73	77	72	76	66.75	20.42	44.06%
	FY 99	85	82	78	75	70	62	62	64	69	66	68	65	70.50	3.75	5.62%
	FY 00	65	62	57	0	0	0	0	0	0	0	0	0	15.33		
FAIRBANKS COMBINED PROBATION / PAROLE	FY 94	474	475	470	460	458	459	466	466	508	499	517	515	480.58		
	FY 95	503	500	506	496	505	497	505	508	504	497	496	500	501.42	20.83	4.34%
	FY 96	507	513	501	499	511	510	511	490	491	483	480	480	498.00	-3.42	-0.68%
	FY 97	482	487	491	486	478	478	488	487	501	503	524	514	493.25	-4.75	-0.95%
	FY 98	559	558	549	555	555	550	567	534	584	581	594	577	561.92	68.67	13.92%
	FY 99	600	618	619	646	623	629	660	653	642	654	661	654	638.25	76.33	13.58%
	FY 00	683	675	697	0	0	0	0	0	0	0	0	0	171.25		
JUNEAU COMBINED PROBATION / PAROLE	FY 94	170	169	172	166	170	170	179	182	181	177	183	183	175.17		
	FY 95	185	182	183	169	179	179	185	180	181	179	183	193	181.50	6.33	3.62%
	FY 96	193	189	187	185	181	192	177	174	179	167	174	190	182.33	0.83	0.46%
	FY 97	199	197	204	207	210	212	208	220	216	211	190	199	206.08	23.75	13.03%
	FY 98	199	213	214	224	243	245	242	223	243	240	248	242	231.33	25.25	12.25%
	FY 99	253	252	254	253	253	250	244	246	242	249	237	228	246.75	15.42	6.66%
	FY 00	227	227	238	0	0	0	0	0	0	0	0	0	57.67		

Corr Subcommittee Meeting
 Commission on Privatization
 Meeting Date: 10/05
 Meeting Time: 12:00pm
 Number of Pages: 8

	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Monthly Average Caseload	Average Caseload Difference	Percent Caseload Difference
KENAI COMBINED PROBATION / PAROLE	FY 94	150	148	155	163	155	160	165	160	155	156	165	162	157.83		
	FY 95	164	173	179	182	181	175	181	181	180	184	191	176	178.92	21.08	13.36%
	FY 96	173	179	172	173	178	180	172	168	164	174	170	175	173.17	-5.75	-3.21%
	FY 97	178	176	183	175	172	177	176	178	181	188	194	195	181.08	7.92	4.57%
	FY 98	210	199	195	192	197	191	189	193	192	202	215	207	198.50	17.42	9.62%
	FY 99	207	211	214	209	221	211	215	207	208	208	203	201	209.58	11.08	5.58%
	FY 00	204	202	215	0	0	0	0	0	0	0	0	0	51.75		
KETCHIKAN COMBINED PROBATION / PAROLE	FY 94	118	121	121	119	121	122	124	124	125	129	131	133	124.00		
	FY 95	122	127	134	129	120	119	125	121	124	125	119	118	123.58	-0.42	-0.34%
	FY 96	115	111	110	109	105	131	134	124	133	117	119	115	118.58	-5.00	-4.05%
	FY 97	138	143	140	141	143	146	144	144	144	146	149	168	145.50	26.92	22.70%
	FY 98	156	159	157	161	156	158	158	155	183	165	165	161	161.17	15.67	10.77%
	FY 99	152	151	153	154	156	152	156	155	168	179	177	176	160.75	-0.42	-0.26%
	FY 00	173	167	163	0	0	0	0	0	0	0	0	0	41.92		
KODIAK COMBINED PROBATION / PAROLE	FY 94	60	61	63	67	64	64	65	67	70	75	73	80	67.42		
	FY 95	78	71	71	69	70	74	72	71	67	70	70	64	70.58	3.17	4.70%
	FY 96	65	71	79	86	78	79	84	82	82	84	82	84	79.67	9.08	12.87%
	FY 97	77	80	79	75	71	68	66	62	64	66	69	72	70.75	-8.92	-11.19%
	FY 98	83	81	81	79	88	82	82	84	84	82	85	79	82.50	11.75	16.61%
	FY 99	82	88	88	95	99	89	101	99	97	92	91	91	92.67	10.17	12.32%
	FY 00	88	88	91	0	0	0	0	0	0	0	0	0	22.25		
KOTZEBUE COMBINED PROBATION / PAROLE	FY 94	53	55	51	52	52	50	56	53	52	59	52	52	53.08		
	FY 95	55	57	59	61	57	56	53	49	50	52	51	48	54.00	0.92	1.73%
	FY 96	51	58	59	57	56	54	58	60	61	64	62	58	58.17	4.17	7.72%
	FY 97	61	60	60	60	60	56	57	58	59	55	52	53	57.58	-0.58	-1.00%
	FY 98	53	58	58	58	58	55	55	54	58	57	61	61	57.17	-0.42	-0.72%
	FY 99	66	64	68	66	65	67	64	64	64	62	68	71	65.75	8.58	15.01%
	FY 00	69	69	69	0	0	0	0	0	0	0	0	0	17.25		
NOME COMBINED PROBATION / PAROLE	FY 94	64	62	62	59	58	56	54	53	56	54	55	55	57.33		
	FY 95	54	56	56	57	52	50	52	51	45	44	46	48	50.92	-6.42	-11.19%
	FY 96	50	47	49	49	47	50	55	50	50	50	46	47	49.17	-1.75	-3.44%
	FY 97	52	48	48	52	51	50	46	53	57	59	58	58	52.67	3.50	7.12%
	FY 98	58	58	65	69	63	63	66	68	72	65	68	73	65.83	13.17	25.00%
	FY 99	75	76	80	76	75	81	90	87	89	95	99	92	84.58	18.75	28.48%
	FY 00	92	91	97	0	0	0	0	0	0	0	0	0	23.33		
PALMER COMBINED PROBATION / PAROLE	FY 94	231	239	247	245	240	236	239	238	245	239	241	242	240.17		
	FY 95	245	254	264	264	268	274	271	272	271	264	280	278	267.08	26.92	11.21%
	FY 96	290	294	302	300	297	287	286	278	291	298	311	306	295.00	27.92	10.45%
	FY 97	307	299	304	303	308	305	312	319	315	313	331	366	315.00	20.00	6.78%
	FY 98	387	384	401	414	420	413	398	405	388	446	428	427	410.08	95.08	30.19%
	FY 99	468	465	470	462	474	478	483	489	489	469	427	430	467.00	56.92	13.88%
	FY 00	438	444	419	0	0	0	0	0	0	0	0	0	108.42		

FILE: caseload.xlw (converted from LOTUS on 4-7-97)

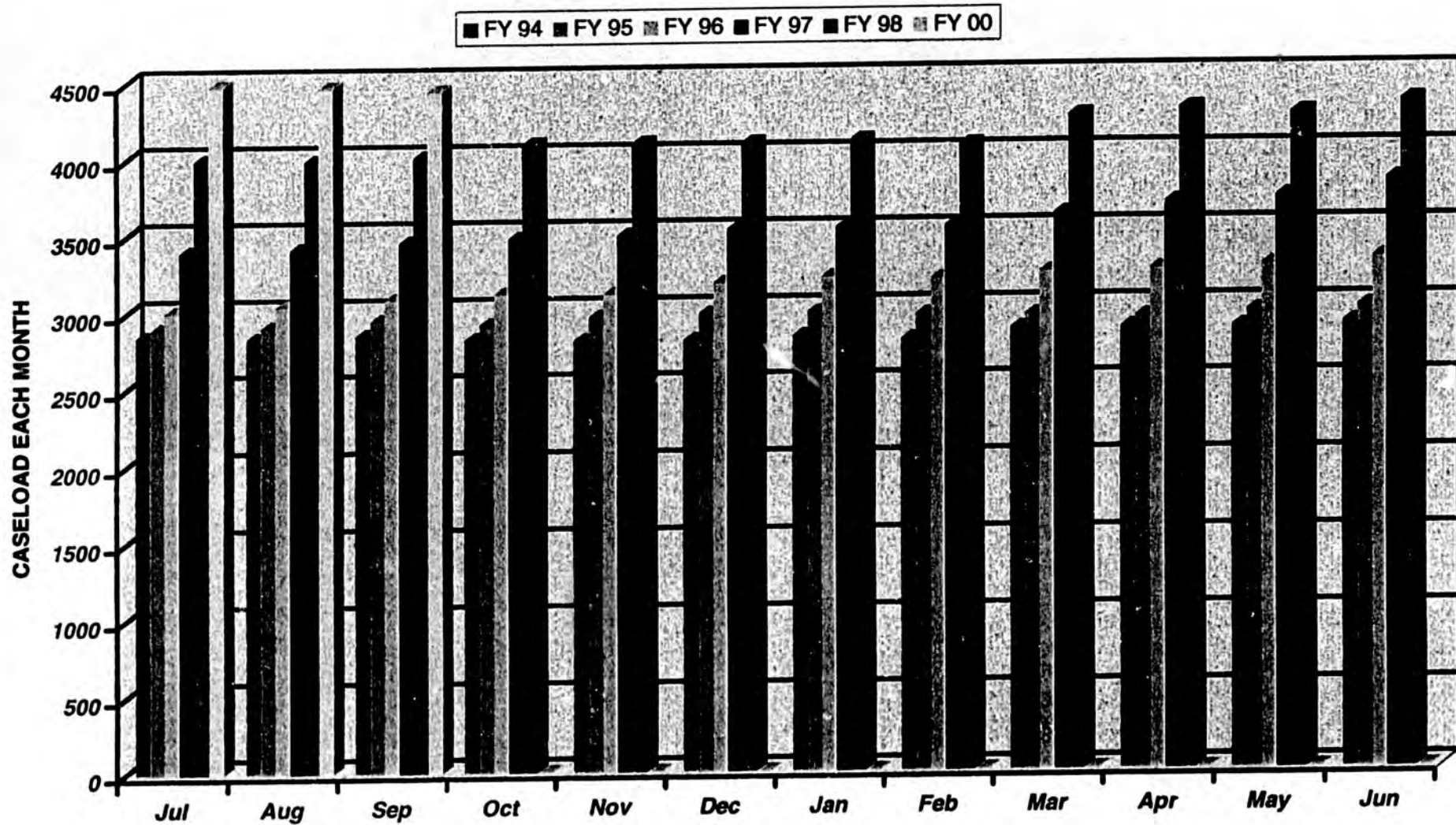
CREATED: 11-1-95

REVISED: 9-14-99

													Monthly Average	Average Caseload	Percent Caseload	
	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Caseload	Difference	Difference
SITKA COMBINED PROBATION / PAROLE	FY 94	55	54	56	51	50	45	45	45	50	52	53	53	50.75		
	FY 95	54	54	59	58	58	59	61	63	61	64	67	64	60.17	9.42	18.56%
	FY 96	64	64	64	61	57	61	61	62	62	58	63	67	62.00	1.83	3.05%
	FY 97	70	69	69	65	62	59	60	62	60	57	55	59	62.25	0.25	0.40%
	FY 98	67	65	63	60	64	71	65	62	63	65	61	56	63.50	1.25	2.01%
	FY 99	61	58	56	56	60	58	53	50	55	51	48	43	54.08	-9.42	-14.83%
	FY 00	51	44	43	0	0	0	0	0	0	0	0	0	11.50		

	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Caseload	Difference	Difference
STATEWIDE COMBINED PROBATION & PAROLE	FY 94	2842	2828	2846	2814	2804	2801	2824	2800	2866	2867	2869	2892	2837.75		
	FY 95	2894	2901	2942	2911	2959	2976	2980	2962	2955	2941	2974	2998	2949.42	111.67	3.94%
	FY 96	3006	3042	3080	3111	3107	3176	3212	3194	3234	3247	3272	3314	3166.25	216.83	7.35%
	FY 97	3393	3410	3451	3472	3488	3525	3533	3539	3612	3681	3716	3825	3553.75	387.50	12.24%
	FY 98	3997	3990	4010	4088	4092	4088	4104	4070	4254	4295	4260	4339	4132.25	578.50	16.28%
	FY 99	4323	4361	4317	4362	4359	4375	4424	4442	4442	4444	4404	4404	4388.08	255.83	6.19%
	FY 00	4476	4463	4436	0	0	0	0	0	0	0	0	0	1114.58		

**STATEWIDE COMBINED
MONTHLY PROBATION / PAROLE CASELOAD**
(Prepared by Division of Community Corrections)



	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Monthly Average Caseload	Average Caseload Difference	Percent Caseload Difference
ANCHORAGE COMBINED PSI	FY 94	29	37	23	52	42	41	61	52	34	62	66	5	42.00		
	FY 95	45	65	35	43	43	56	34	57	54	57	49	58	49.67	7.67	18.25%
	FY 96	46	56	49	28	59	55	74	84	63	67	37	53	55.92	6.25	12.58%
	FY 97	63	45	40	54	71	53	48	44	36	39	40	46	48.25	-7.67	-13.71%
	FY 98	46	48	35	35	30	30	60	36	37	31	39	36	38.58	-9.67	-20.03%
	FY 99	41	38	38	42	33	32	26	17	26	31	36	25	32.08	-6.50	-16.85%
	FY 00	58	18	33	0	0	0	0	0	0	0	0	0	9.08		
BARROW COMBINED PSI	FY 94	0	1	1	0	0	0	3	1	0	0	2	0	0.67		
	FY 95	0	2	1	0	0	0	1	1	1	0	0	0	0.50	-0.17	-25.00%
	FY 96	0	0	0	3	0	0	0	0	0	0	0	0	0.25	-0.25	-50.00%
	FY 97	0	0	1	2	3	0	0	5	1	0	1	0	1.08	0.83	333.33%
	FY 98	0	0	0	0	0	0	0	0	0	2	2	3	0.58	-0.50	-46.15%
	FY 99	2	0	1	5	0	11	7	3	2	3	0	0	2.83	2.25	385.71%
	FY 00	0	0	0	0	0	0	0	0	0	0	0	0	0.00		
BETHEL COMBINED PSI	FY 94	15	10	11	5	14	7	12	11	8	12	14	16	11.25		
	FY 95	17	18	10	11	12	7	13	20	22	14	17	18	14.92	3.67	32.59%
	FY 96	7	29	13	31	14	24	11	18	9	24	16	23	18.25	3.33	22.35%
	FY 97	10	16	18	10	15	16	19	21	10	11	13	13	14.33	-3.92	-21.46%
	FY 98	13	14	9	11	3	10	11	12	11	20	7	5	10.50	-3.83	-26.74%
	FY 99	11	12	5	6	3	10	9	6	11	18	5	9	8.75	-1.75	-16.67%
	FY 00	9	14	8	0	0	0	0	0	0	0	0	0	2.58		
DILLINGHAM COMBINED PSI	FY 94	0	0	2	2	0	2	3	1	1	0	1	3	1.25		
	FY 95	1	4	1	1	0	3	0	2	0	0	3	0	1.25	0.00	0.00%
	FY 96	1	4	0	8	0	2	0	1	2	2	4	4	2.33	1.08	86.67%
	FY 97	2	4	3	3	2	6	1	1	4	2	0	1	2.42	0.08	3.57%
	FY 98	1	0	5	4	3	3	1	0	0	2	5	1	2.08	-0.33	-13.79%
	FY 99	2	2	0	0	2	1	2	5	3	2	2	4	2.08	0.00	0.00%
	FY 00	2	2	4	0	0	0	0	0	0	0	0	0	0.67		
FAIRBANKS COMBINED PSI	FY 94	27	34	25	47	29	26	26	27	27	28	19	35	29.17		
	FY 95	30	25	27	29	35	21	34	39	36	39	39	27	31.75	2.58	8.86%
	FY 96	10	52	16	27	14	27	24	24	26	25	22	32	24.92	-6.83	-21.52%
	FY 97	34	31	26	25	38	32	40	21	22	50	22	37	31.50	6.58	26.42%
	FY 98	37	33	18	31	48	32	22	34	23	30	31	27	30.50	-1.00	-3.17%
	FY 99	34	24	18	28	19	30	25	26	17	34	22	19	24.67	-5.83	-19.13%
	FY 00	30	27	27	0	0	0	0	0	0	0	0	0	7.00		
JUNEAU COMBINED PSI	FY 94	21	8	10	9	5	9	5	11	8	3	8	14	9.25		
	FY 95	3	8	9	11	7	13	10	11	9	11	8	9	9.08	-0.17	-1.80%
	FY 96	15	0	10	8	3	5	11	17	9	6	6	12	8.50	-0.58	-6.42%
	FY 97	4	4	13	12	6	14	8	10	10	8	15	18	10.17	1.67	19.81%
	FY 98	18	13	15	6	5	4	11	14	8	7	9	6	9.67	-0.50	-4.92%
	FY 99	10	3	5	16	13	15	17	4	10	6	18	8	10.42	0.75	7.76%
	FY 00	5	7	1	0	0	0	0	0	0	0	0	0	1.08		

		Monthly Average												Monthly Average	Average Caseload	Percent Caseload
	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Caseload	Difference	Difference
KENAI COMBINED PSI	FY 94	2	14	10	8	13	7	11	11	11	15	15	16	11.08		
	FY 95	6	5	3	6	9	7	16	6	12	4	4	12	7.50	-3.58	-32.33%
	FY 96	9	7	7	7	3	7	11	13	9	17	10	4	8.67	1.17	15.56%
	FY 97	14	9	14	12	13	10	11	5	13	6	5	6	9.83	1.17	13.46%
	FY 98	6	11	7	10	6	8	6	7	6	15	12	12	8.83	-1.00	-10.17%
	FY 99	9	3	9	5	12	9	15	5	5	5	9	10	8.00	-0.83	-9.43%
	FY 00	5	1	17	0	0	0	0	0	0	0	0	0	1.92		
KETCHIKAN COMBINED PSI	FY 94	3	4	4	15	4	5	20	7	15	8	3	11	8.25		
	FY 95	8	16	2	10	3	12	11	8	11	9	10	13	9.42	1.17	14.14%
	FY 96	10	14	9	12	5	20	18	10	2	18	17	12	12.25	2.83	30.09%
	FY 97	12	9	13	11	20	16	6	10	13	7	10	9	11.33	-0.92	-7.48%
	FY 98	9	12	5	6	6	7	12	11	5	11	7	10	8.42	-2.92	-25.74%
	FY 99	17	8	12	11	7	10	25	11	4	8	6	6	10.42	2.00	23.76%
	FY 00	15	9	5	0	0	0	0	0	0	0	0	0	2.42		
KODIAK COMBINED PSI	FY 94	3	2	1	0	0	5	2	5	2	6	3	2	2.58		
	FY 95	0	1	4	11	3	1	0	4	3	2	6	7	3.50	0.92	35.48%
	FY 96	9	2	0	3	4	1	3	1	0	3	2	8	3.00	-0.50	-14.29%
	FY 97	8	5	1	1	2	2	0	1	0	2	0	5	2.25	-0.75	-25.00%
	FY 98	5	4	3	1	4	1	3	1	1	2	3	6	2.83	0.58	25.93%
	FY 99	3	0	2	2	0	1	2	3	0	1	3	1	1.50	-1.33	-47.06%
	FY 00	1	0	1	0	0	0	0	0	0	0	0	0	0.17		
KOTZEBUE COMBINED PSI	FY 94	5	0	6	0	3	1	1	0	0	3	6	1	2.17		
	FY 95	4	2	2	4	3	1	1	2	4	2	3	0	2.33	0.17	7.69%
	FY 96	0	0	1	3	2	1	0	3	1	1	0	6	1.50	-0.83	-35.71%
	FY 97	2	5	5	7	4	1	4	2	4	8	2	2	3.83	2.33	155.56%
	FY 98	2	4	2	6	2	1	12	3	4	11	4	2	4.42	0.58	15.22%
	FY 99	0	5	0	7	2	6	3	6	3	12	9	1	4.50	0.08	1.89%
	FY 00	1	0	0	0	0	0	0	0	0	0	0	0	0.08		
NOME COMBINED PSI	FY 94	3	3	1	2	2	3	5	3	1	3	2	2	2.50		
	FY 95	2	1	1	2	2	2	1	3	0	6	5	3	2.33	-0.17	-6.67%
	FY 96	4	4	0	9	7	3	8	4	0	5	3	12	4.92	2.58	110.71%
	FY 97	2	4	12	5	16	4	8	2	16	1	1	12	6.92	2.00	40.68%
	FY 98	1	3	4	4	5	5	11	5	8	10	10	1	5.58	-1.33	-19.28%
	FY 99	4	6	2	0	7	3	5	6	3	4	4	1	3.75	-1.83	-32.84%
	FY 00	13	7	3	0	0	0	0	0	0	0	0	0	1.92		
PALMER COMBINED PSI	FY 94	7	7	3	14	12	15	15	10	21	11	15	6	11.33		
	FY 95	11	4	9	16	6	12	10	12	8	1	13	4	8.83	-2.50	-22.06%
	FY 96	10	6	11	12	11	3	7	11	6	12	14	12	9.58	0.75	8.49%
	FY 97	1	12	10	16	16	5	10	16	10	2	9	4	9.25	-0.33	-3.46%
	FY 98	4	3	6	11	1	4	6	2	2	6	11	7	5.25	-4.00	-43.24%
	FY 99	6	1	2	1	7	2	1	5	9	23	15	11	6.92	1.67	31.75%
	FY 00	13	17	6	0	0	0	0	0	0	0	0	0	3.00		

FILE: caseload.xlw (converted from LOTUS on 4-7-97)
 CREATED: 11-1-95
 REVISED: 9-14-99

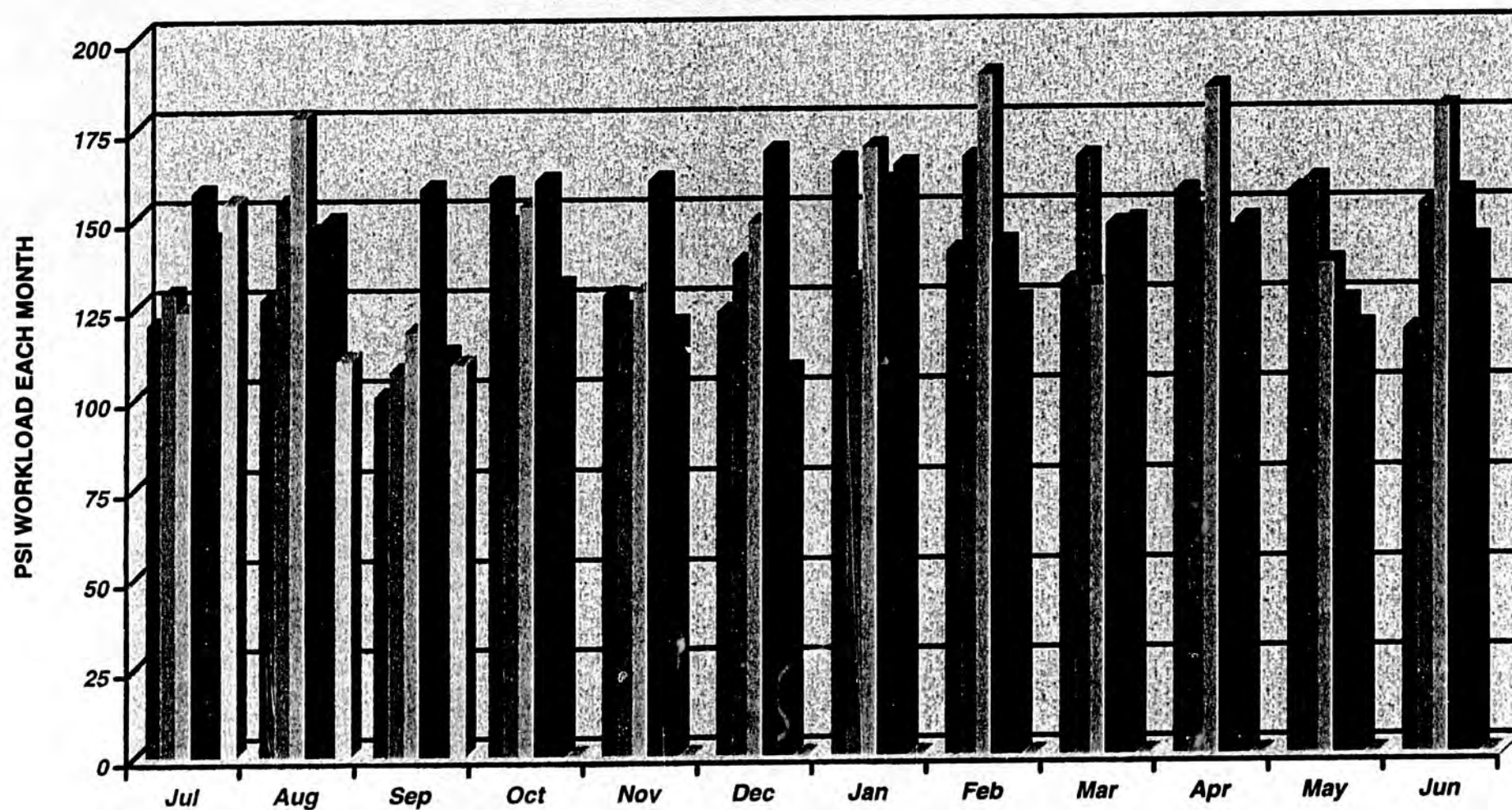
														Monthly Average	Average Caseload	Percent Caseload
														<u>Caseload</u>	<u>Difference</u>	<u>Difference</u>
														Jun		
														6	3.67	
SITKA COMBINED PSI	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Caseload	Difference	Difference
	FY 94	5	7	3	5	4	2	1	1	3	5	2	1	2.58	-1.08	-29.55%
	FY 95	2	3	3	4	1	2	1	1	6	5	2	1	3.08	0.50	19.35%
	FY 96	3	4	2	2	7	0	2	3	3	5	5	1	4.67	1.58	51.35%
	FY 97	5	2	2	2	3	9	4	4	8	8	7	2	4.25	-0.42	-8.93%
	FY 98	2	4	3	6	7	2	9	1	2	10	3	2	3.92	-0.33	-7.84%
	FY 99	3	2	5	3	5	3	4	1	9	4	4	4	1.17		
														0		
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														Caseload	Difference	Difference
														135.17		
														143.67	8.50	6.29%
STATEWIDE TOTAL COMBINED PSI	Year	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Caseload	Difference	Difference
	FY 94	120	127	100	159	128	123	185	140	131	158	156	117	153.17	-1.42	-0.92%
	FY 95	129	154	107	148	124	137	132	166	166	150	159	152	151.75	-17.67	-11.64%
	FY 96	124	178	118	153	129	148	169	189	130	185	136	179	119.83	-14.25	-10.63%
	FY 97	157	146	158	160	160	168	159	142	147	144	125	155	31.08		
	FY 98	144	149	112	131	120	107	164	126	148	148	118	142			
	FY 99	142	104	99	126	110	133	141	98	102	151	133	99			
														0		
														0		
														0		
														0		
														0		
														0		
														0		

STATEWIDE COMBINED MONTHLY PSI WORKLOAD

(Prepared by Division of Community Corrections)

■ FY 94 ■ FY 95 ■ FY 96 ■ FY 97 ■ FY 98 ■ FY 00



Summary of Interstate Compact Supervision Active Cases In Database

Supervised In Alaska - Active

From Sending State

ALABAMA	1
ARIZONA	19
ARKANSAS	7
CALIFORNIA	29
COLORADO	13
DELAWARE	1
FLORIDA	4
GEORGIA	4
HAWAII	16
IDAHO	13
ILLINOIS	2
INDIANA	1
KANSAS	2
LOUISIANA	5
MASSACHUSETTS	1
MICHIGAN	3
MINNESOTA	7
MISSISSIPPI	2
MISSOURI	7
MONTANA	13
NEBRASKA	1
NEVADA	6
NEW MEXICO	6
NEW YORK	5
NORTH CAROLINA	1
NORTH DAKOTA	1
OHIO	1
OKLAHOMA	2
OREGON	21
PENNSYLVANIA	2
SOUTH CAROLINA	2
SOUTH DAKOTA	3
TENNESSEE	3
TEXAS	14
UTAH	5
VIRGINIA	1
WASHINGTON	24
WYOMING	2

250

Supervised Outside - Active

By Receiving State

ALABAMA	6
ARIZONA	22
ARKANSAS	6
CALIFORNIA	45
COLORADO	3
DELAWARE	1
FEDERAL CUSTODY	4
FLORIDA	12
GEORGIA	5
HAWAII	7
IDAHO	13
ILLINOIS	4
IMMIGRATION	6
IOWA	3
KANSAS	2
KENTUCKY	1
LOUISIANA	6
MARYLAND	3
MASSACHUSETTS	1
MICHIGAN	8
MINNESOTA	6
MISSISSIPPI	4
MISSOURI	5
MONTANA	3
NEBRASKA	2
NEVADA	10
NEW JERSEY	1
NEW MEXICO	4
NEW YORK	3
NORTH CAROLINA	9
NORTH DAKOTA	1
OHIO	5
OKLAHOMA	4
OREGON	29
PENNSYLVANIA	7
RHODE ISLAND	1
SOUTH CAROLINA	8
SOUTH DAKOTA	1
TENNESSEE	6
TEXAS	23
UNKNOWN	4
UTAH	5
VERMONT	1
VIRGINIA	4
WASHINGTON	83
WISCONSIN	4
WYOMING	2

393

MEMORANDUM

State of Alaska

Department Of Corrections
Division of Community Correction
Point Mackenzie Rehabilitation Program
P.O.Box 873889
Wasilla, Alaska 99687-0129
Phone: 376-2976 Fax: 376-0725

To: Lynda Zaugg
Director Community
Corrections

Date: 8/29/99

From: Thomas Strickland
Superintendent PMRP

Subject: Community Service
Projects 1998/99

The following community service projects were completed during the calendar year 1998.

PROJECT	AGENCY	MANHOURS
House Rebuild after Fire	Mat-Su-Borough	1400
Breakup Cleanup/pickup	Wasilla/Mat-su/Borough	200
Knik Tribal Graveyard cleanup	Knik Tribal Council	200
Little Su Camping area Brushing	SOA Parks & Rec.	180
Brushing Local Roads	Mat-Su-Borough	980
Staking trails	SOA Fish & Game	96
Cleaning Local farms	SOA Dept of Ag	200
Receive Pallets from North Slope & Carrs which are cut into kindling for Parks & Rec. use.	SOA Dept of Parks & Rec.	700
Cut Deadwood for Dept of Ag Make Bundles for Parks & Rec.	SOA Dept of Parks & Rec	4800
Signs for camping areas	SOA Dept of Parks & Rec.	180
Removed 200 Railroad Ties	SOA Railroad	24

Donated 30 piglets to 4-H youth	Ak. Coop Extension	100
Set up Area for Wildland/Urban Fire exercise (cancel due to fire)	SOA Dept N.R.	40
Clean Palmer Hay Flats Refuge	SOA Dept Fish & Game	24
Removing Beetle Killed Spruce In Point MacKenzie area	Pt. Mac Property Owners	3300
Cut and bundle spruce trees for Angler Enhancement Project used By Youth Restoration Corp.	Ak. Dept of Fish & Game	147
Picked up trash from Parks Hwy & Knik to Mi 7 Pt Mackenzie Rd	City of Wasilla & Mat-Su.	790
Cleaned and cleared 25 acres of Brush and trees for the Knik Cemetery.	Knik Tribal Council	560
Buried whale carcass	Native Heritage Center	36
Cleaning approx. 40 acres Of trees and brush, possible Fire hazard at Togowoods girl Scout camp.	Alaska Council of Girl Scouts	Ongoing

February 1999 E.O.M. Report

CLASS	STUDENTS	HOURS	PASSED	CERTIFICATES
Daily Computer Fundamentals	34	915		
Orientations	33	82		
GED / ABE	10	133		
Drafting Fundamentals	13	51	9	PMRP Certificates Issued
Friday Safety Session / Confined	106	53	6	8 tested
Pt. Mac Food Service Program	4	39	3	PMRP Cards Issued
Ed Dept. Crew Training	3	39		
Friday Safety Session / Identify Haz	108	54	10	10 tested
Keyboarding	3	19	1	Waskey-30 Min.
Friday Safety Session/Moving Ppt.	108	54	8	8 tested
ADL Testing / Studying	3	30	3	AK Drivers Permit
CDL Testing / Studying	1	30	1	CDL Permit-Buie
Friday Safety Session/Hygiene	108	54	9	9 Tested
Post Secondary	2	154	1	Wagner - Electrical Journeyman

TOTAL NUMBER OF CLASSES	14
TOTAL NUMBER OF STUDENTS	536
TOTAL CLASS HOURS	1707
TOTAL STUDENTS PASSED	51

CC: Mr. Strickland
PO Jenski
David Bales
File

END OF MONTH REPORT FOR FEBRUARY HYDROPONICS

The hydroponics system is online we have 24 cucumbers, 24 peas, 96 lettuce plants and 36 buckets that will have tomato plants on 3/5/99 in them. Everything is growing well the peas are growing about 3 inches a day, the lettuce is getting it's fifth and sixth leaves, and the cucumbers have three to four leaves and are the leaves are getting broader everyday. [REDACTED] has picked up the ball and is doing a wonderful job getting this system on line and growing. He is working on some how to cards for the next individual whom takes over when he leaves in about fifty days.

He will be instructing me in the area of cloning so that when it is time to rotate the crops out we can take the best producers and recreate that productivity. From this point on it's a matter of monitoring the pH levels. Ensuring the concentration levels in the reservoir tanks at the proper levels. Changing the nutrients cloning for the next plantings making sure the light is the proper distant from the plants, and the correct hours of light is being provided for the specific growth stage of the plants. Foliage feeding, and harvesting the fruits of our labors.

FY 99 Potatoes from Pt Mac			
Facility	Pounds of Potatoes	Total Price @ \$.12/lb	Percent of Total
PCC	22,300	\$2,676	21%
HMCC	28,000	\$3,360	26%
MSCC	11,700	\$1,404	11%
CICC	3,150	\$378	3%
SACC	2,100	\$252	2%
AMCC	4,000	\$480	4%
YKCC	6,500	\$780	6%
WWCC	8,000	\$960	8%
SubTotal Institutions	85,750	\$10,290	81%
PTM	20,000	\$2,400	19%
Grand Total	105,750	\$12,690	100%
(52.5 Tons)			

June 99 *for*

Author: Thomas Strickland at DOC-PTMAC1PO
Date: 10/30/98 11:20 AM
Priority: Normal
TO: Val Tange@legis.state.ak.us (Val Tange) at CC2MHS1
CC: Elaine Busse Floyd at DOC-ACO1PO
CC: Lynda Zaugg at DOC-ACO1PO
Subject: Re: production info

----- Message Contents -----

Val: The production figures I sent were for the previous two years.
Here are the production numbers for this year:

Potatoes:

Reds for distribution to other facilities.....15 ton
White for distribution to other facilities.....30 ton
Seed potatoes for next planting season.....20 ton

The following vegetables were grown, processed and frozen for Point Mackenzie use throughout the year.

Broccoli.....949 lbs
Brussell Sprouts.....184 lbs
Cabbage.....1240 lbs
Beets.....58 lbs
Carrots.....1060 lbs
Cauliflower.....2048 lbs
Collard Greens.....92 lbs
Cucumber.....417 lbs
Leaf Lettuce.....10 lbs
Prizehead Lettuce.....120 lbs
Green Peppers.....51 lbs
Green Peas.....648 lbs
Fresh Peas.....772 lbs
Kohlarabi.....195 lbs
Rudabaker.....14 lbs
Zucchini.....686 lbs

*7499 pounds
for Pt Mac
use*

The Mailing address for Point Mackenzie Rehabilitation program is
P.O.Box 873889, Wasilla, Ak. 99687. If you need anything else just
let me know. Strick

----- Reply Separator -----

Subject: production info

Author: Val Tange@legis.state.ak.us (Val Tange) at CC2MHS1
Date: 10/30/98 8:25 AM

Tom - Thanks for the fax. I believe that I can get some good numbers
for the education program from them. I do have one question -- one of
the sheets (p. 7) did not have a date on it. Are these the production
numbers for 1998? Were you able to find any for 1997/1998? Or can you
at least let me know what types of vegetables were planted this year.
In order to show the legislature that the project is fulfilling its
"mission", it will really help to be able to give the numbers!!

Re: subcommittee

Subject: Re: subcommittee

Date: Thu, 16 Sep 1999 18:39:34 -0800

From: "Dan Wayne" <danwayne@gci.net>

To: "Annette Deal" <Annette_Deal@legis.state.ak.us>

I'm not on the corrections committee any more. Too much.

Daniel C. Wayne, Attorney at Law

326 4th Street, Suite B

Juneau, Alaska 99801

907-586-2770 (phone)

907-586-6333 (fax)

danwayne@gci.net

On the Web at: <http://home.gci.net/~danwayne>

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This message is confidential and privileged communication, intended only for the use of the individual or entity to whom it is addressed, and should not be read or used by anyone else. If you received this message in error, please immediately notify us by return email or by collect call at (907) 586-2770 and delete the message from your system, retaining no hard copies. (Alaska Statute 12.37.010 - 12.37.130)

>>

----- Original Message -----

From: Annette Deal

To: danwayne@gci.net

Sent: Wednesday, September 15, 1999 3:24 PM

Subject: subcommittee

Dan -

I have you listed as a member of the Admin, and the Corrections subcommittees. I know you are on Admin for sure - can you let me know about corrections? I think it may just be a double entry on my behalf.

Thank you.

Annette Deal

Legislative Aide to:

Representative Cowdery

Point MacKenzie Rehab Program

Farm Report for July 1999

Robert S. Boyd, Farm Technician *RB*

During the past month we had to harvest the cauliflower and broccoli because it was going to seed due to hot weather and lack of water. We fed about 630 pounds of cauliflower and 317 pounds of broccoli to the pigs.

We have been harvesting the following vegetables as they mature: squash, radishes, peppers, tomatoes, broccoli, cauliflower, cucumbers, and spinach.

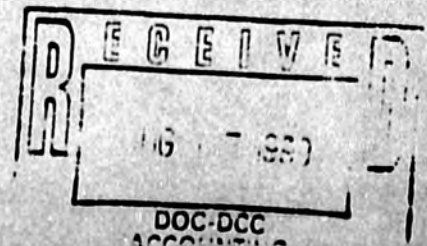
Some of the vegetables were shipped to the following institutions:

Palmer Correctional Center	106 lbs.
Mat-Su Pre -Trial	106 lbs.
Hyland Mountain	107 lbs.
Nome	188 lbs.
6 th Avenue	60 lbs.
Cook Inlet Pre -Trial	123 lbs.

The balance is being used at Point MacKenzie.

Total Vegetables Harvested and Used

Cauliflower	271 lbs.	Pepper	103 lbs.
Broccoli	281 lbs.	Radish	54 lbs.
Tomato	121 lbs.	Squash	291 lbs.
Cucumber	723 lbs.	Spinach	124 lbs.



We will start harvesting the cabbage and head lettuce in the middle of August. The potatoes are doing well with a very visible difference between the irrigated and non-irrigated patches due to the past hot weather.

The grain (barely) is looking good and has started turning. It should be ready for harvest around the middle of September.

We received the new chain for the potato harvester. We are in the process of getting the harvester ready for the fall harvest.

We have located about 70 potato boxes at Palmer Correctional Center and will be moving them out to Point MacKenzie within the next couple of weeks so that we can get them sanitized and ready for potato seed storage.

Continuing with normal farm activity: weeding, transplanting and harvesting.

FY 99 Potatoes from Pt Mac

figures as of June 1999

Facility	Pounds of Potatoes	Total Price @ \$.12/lb	Percent of Total
PCC	22,300	\$2,676	21%
HMCC	28,000	\$3,360	26%
MSCC	11,700	\$1,404	11%
CICC	3,150	\$378	3%
SACC	2,100	\$252	2%
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YKCC	6,500	\$780	6%
WWCC	8,000	\$960	8%
SubTotal Institutions	85,750	\$10,290	81%
PTM	20,000	\$2,400	19%
Grand Total	105,750	\$12,690	100%

5-2.5 Tons

6/99 figure

MEMORANDUM

State of Alaska

Department Of Corrections
Division of Community Correction
Point Mackenzie Rehabilitation Program
P.O.Box 873889
Wasilla, Alaska 99687-0129
Phone: 376-2976 Fax: 376-0725

To: Lynda Zaugg
Director Community
Corrections

Date: 8/29/99

From: Thomas Strickland 
Superintendent PMRP

Subject: Community Service
Projects 1998/99

The following community service projects were completed during the
calendar year 1998./99

PROJECT	AGENCY	MANHOURS
House Rebuild after Fire	Mat-Su-Borough	1400
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Little Su Camping area Brushing	SOA Parks & Rec.	180
Brushing Local Roads	Mat-Su-Borough	980
Staking trails	SOA Fish & Game	96
Cleaning Local farms	SOA Dept of Ag	200
Receive Pallets from North Slope & Carrs which are cut into kindling for Parks & Rec. use.	SOA Dept of Parks & Rec.	700
Cut Deadwood for Dept of Ag Make Bundles for Parks & Rec.	SOA Dept of Parks & Rec	4800
Signs for camping areas	SOA Dept of Parks & Rec.	180
Removed 200 Railroad Ties	SOA Railroad	24

Donated 30 piglets to 4-H youth	Ak. Coop Extension	100
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Cut and bundle spruce trees for Angler Enhancement Project used By Youth Restoration Corp.	Ak. Dept of Fish & Game	147
Picked up trash from Parks Hwy & Knik to Mi 7 Pt Mackenzie Rd	City of Wasilla & Mat-Su.	790
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Buried whale carcass	Native Heritage Center	36
Cleaning approx. 40 acres Of trees and brush, possible Fire hazard at Togowoods girl Scout camp.	Alaska Council of Girl Scouts	Ongoing

Alaska Railroad Corporation

Corporate Address: P.O. Box 10-7500, Anchorage, Alaska 99510
327 W. Ship Creek Avenue, Anchorage, Alaska 99501



MEMORANDUM

August 30, 1999

To: Ike King, Corrections Officer 3
From: David Thompson, Mgr., Planning and Performance
Subject: Railroad Inmate Crews

I would like to take this opportunity to tell you how things are going to date. The Inmate crew system is one of the best vegetation approaches we currently have without spraying herbicide. They have worked out well. They have worked safe and orderly under our foreman. They have pulled, cut, and trimmed vegetation to make our operation safer.

To date we have put in about 2,200 Inmate labor hours in the Seward area and over 3,700 Inmate labor hours out of the Palmer facility. They have cleared over 25 grade crossings for better visibility. They have cleared 15 miles of rail in the Wasilla and Palmer area. They have cleared vegetation from around buildings, tracks and roads in several needed areas. The biggest project they completed was the pulling of weed and trees in the Anchorage and Seward switch yards. They have completed 16 miles so far.

We have a person that will do analysis on their production in better detail after they have completed their work this summer. I will update you on that status when I receive it. As you know we pay the inmates \$1 an hour and they usually work 9 to 10 hours a day, five days a week. We plan to get in close to 4 months in this year and continue the program next year starting in the Fairbanks area first. They have had a perfectly safe summer minus a spec of dirt in the eye of one that was washed out immediately.

Thank you for all your assistance and help making this a very successful program. If there is any other immediate information that is needed, please call. I will send better information in about a month.

Thursday, July 29, 1999

Outside job gives Spring Cr

By Colleen Kelly
Los Altos

It is as good as they hoped for. Life on the "outside" has put smiles on the faces of inmates Henry Hunter and Benjamin Reed. They are part of a crew of 10 Spring Creek Correctional Center prisoners who are doing a six-week stint clearing woods for Alaska Railroad.

It's the first time in Spring Creek's 11-year history that inmates have gone outside the prison fence for a job.

"Oh, man, we've been waiting for years to do this," said Norm Nafis, the correctional officer assigned to oversee the crew last week.

"Taking that step, getting outside and putting that fence behind them. They all looked forward to it," Nafis said.

Dressed in street clothes and wearing railroad-issued hard hats, the inmates looked like any other work crew.

The casual observer would never realize that the individuals tilling at the Seward switching yard all load up into a white van each afternoon to return to the maximum-security prison on the other side of the bay.

"I count all the tools before we go," Nafis said.

He ushers his men into the railroad-leased van before steering it down Nash Road to get back in time for a hot evening meal at Spring Creek.

"There's no grumbling whatsoever, except not having a hot lunch," Nafis said.

The inmates work five days a week, rising at 6:50 a.m. so they can eat a hearty breakfast before heading out to work. Snacks, drinks and lunch are all loaded into the van, which serves as a break room and supply wagon throughout the day.

In preparation for the assignment, the prison divided the 10 inmates into five teams.

"We're all in the same (housing) module. We're in five rooms, teamed up," said Reed, who also works with Hunter at the site.

Nafis said the team concept helps ensure cooperation among the men.

"They take care of each other. They make sure they get up for work on time," the 10-year correctional officer said.

Both Hunter and Reed are enthused about being part of the weed-clearing crew. The work isn't difficult and it gives them a chance to work outdoors in the fresh air.

"It beats going to Arizona," said Hunter, who thought he was leaving Alaska when the Palmer correctional facility first transferred him.

"We got a chance to do a little sightseeing," Reed joked. "Plus it kills a lot of time."

Like the rest of the crew, both Hunter and Reed have less than two years remaining on their sentences.

"A lot of us are short-termers," Hunter said. "Half of us will be released within a few months."



Inmates Henry Hunter, left, and Benjamin Reed, right, of Spring Creek Correctional Center working to remove weeds began the six-week work project July 19.

Nafis hopes something good comes out of this first attempt at Spring Creek inmates working outside the prison. "It's good for them to know they're being trusted and that they're earning their trust," he said.

Much of the time he works alongside the inmates. Although he's nearing 60, the retired police officer from South Florida said he likes the assignment.

"If I can get the same job next year, I'll not retire," he said.

Nafis is one of three line officers who helped train the crew for

"Spending \$5 billion ...
that's going to have
a tremendous impact"

— Chris Johnson
Engineering Manager
Flowline Alaska

7-29-99

gives Spring Creek inmates a lift

preparation the assign- at, the prison ided the 10 ates into five ms.

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Nafis said the im concept lps ensure o operation n long the men.

"They take re of each other. ey make sure ey get up 'or rk on time," s 10 year cor- tional officer d.

But, Hunter d Reed are thused conut sing part of the eed-clearing ew. The work n't difficult and gives them a race to work adorns in the fresh air.

"It beats going to Arizona," d Hunter, who thought he was aving Alaska when the Palmer orrectional facility first trans- mitted him.

"We get a chance to do a little ghassening," Reed joked. "Plus it lls a lot of time."

Like the rest of the crew, both Hunter and Reed have less than ve years remaining on their sen- nence.

"A lot of us are short-timers," Hunter said. "Half of us will be released within a few months."



Graham Kelly/LOG photo

Inmates Henry Hunter, left, and Benjamin Reed are part of a 10-member work crew from Spring Creek Correctional Center working to remove weeds from the railroad switching yard in Seward. The inmates began the six-week work project July 19.

Nafis hopes something good comes out of this first attempt at Spring Creek inmates working outside the prison. "It's good for them to know they're being trusted and that they're earning that trust," he said.

Much of the time he works alongside the inmates. Although he's nearing 60, the retired police officer from South Florida said he likes the assignment.

"If I can get the same job next year, I'll not retire," he said.

Nafis is one of three line officers who helped train the crew for

the job. First the inmates picked weeds within the prison walls and then moved outside the fence to work two more weeks.

Now as he oversees the crew at the railroad switching yard, Nafis carries a cell phone and pager, but no weapon. He's not worried.

"We know their attitudes and their personalities. We tried to pick the best of the best," Nafis said.

If anyone does get the idea to flee, the correctional officer would get the word out instantly. He's got escape packets that have photos and information on each of the

inmates.

Nafis is confident any escaped convict would be caught. "Then they'd have to finish their sentence and have another four years added on top of that for escape," he said.

The weed-pulling assignment means more than just a chance to breathe air outside the fence and earn a buck an hour. Hunter said a letter from Alaska Railroad will look good on his prison work record.

Who knows? He said there might even be work for him on the railroad once he's free.



Alaska Correctional Industries

INTRODUCTION & OVERVIEW

The State of Alaska's constitution mandates the Department of Corrections to accomplish two main objectives. The first is to protect the public by incarcerating those individuals who have violated the laws as established by society. The second is to provide reformation of the incarcerated offender before that individual is returned to society.

Alaska Correctional Industries is dedicated to the reformation and rehabilitation of prisoners by providing a meaningful and realistic employment experience. The Correctional Industries program operates under Chapter 32 of the Alaska Statutes (Appendix A) as approved by the legislature in 1982. Currently the program is operational at five correctional centers and is operating eight separate correctional industries operations.

CURRENT ORGANIZATION

The entire current staffing (18 state positions) of the correctional industries program is comprised of 12 production managers, 1 equipment operator (truck driver), 1 accountant, 2 marketing representatives, 1 operations manager, and 1 general manager. The program currently operates within the Commissioner's Office

The program functions at six correctional centers and has operated nine correctional industry operations. The industrial operations currently employ approximately 150 inmates. The following are established Alaska Correctional Industries operations:

	# Inmates
1. Juneau Commercial Laundry	27
2. Kenai Metals/Office Systems Plant	25
3. Eagle River Garments	12
4. Palmer Auto-Body Repair Shop	4
5. Palmer Meat Processing Plant	27
6. Fairbanks Garment/Flat Goods Shop	15
7. Seward Furniture Plant	35
8. Alaska Sterile Laundry (Private Cooperative)	7

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 private sector wholesalers. Projections for FY-00 gross sales level is anticipated to approach \$3.5 million.

Private Sector Involvement

In producing the products and services offered by the correctional industries program, raw materials and services are purchased annually from Alaskan vendors. Recent years have indicated that 87% of all Alaska Correctional Industries expenditures involved purchases from 397 individual private sector vendors within Alaska.

In June, 1989, the Bureau of Justice Assistance, operating under the U.S. Department of Justice, certified the Alaska Department of Corrections for the Private Sector/Prison Industries Enhancement Certification Program (PIE). This certification allows Alaska Correctional Industries to operate in conjunction with a private sector partner and to trade in interstate commerce. One certified PIE operation is currently in place at our Lemon Creek Correctional Center. Alaska Laundry doing business as the Alaska Sterile Laundry operates a commercial hospital laundry providing services to Bartlett Regional Hospital. As part of this public-private sector cooperative relationship, Alaska Sterile Laundry provides its own production manager and supervises inmate workers while operating its business within the correctional center.

While several PIE industries have been developed since the program's certification in 1989, most of these companies are no longer in operation and the department has encountered difficulty in identifying appropriate private sector partners for this concept. The future availability of industries space will have a great deal of importance in the development of private sector operations.

The Correctional Industries Commission conducts public meetings and public hearings on all potential private cooperative ventures prior to implementation. The commission has welcomed private sector proposals and has promoted concepts to facilitate their implementation. The commission at their next quarterly meeting will initially review another private sector proposal.

CORRECTIONAL INDUSTRIES COMMISSION

As established by the legislature, the Correctional Industries Commission was established to provide general policy direction to Alaska Correctional Industries through the Commissioner of Corrections. All Commission members are appointed by and serve at the pleasure of the Governor. The commission acts primarily in an advisory capacity for the Department of Corrections. The majority of final decisions affecting the operation of Alaska Correctional Industries rest with the Commissioner of Corrections. However, current statutes do require the commission's approval prior to the sale of Alaska Correctional Industries products and services to private sector markets.

According to statute, the commission consisted of nine members, seven of whom are to be appointed by the governor to serve staggered terms of four years. Appointed members include two representatives of private industry, two from organized labor, one ex-offender representative, one for agriculture, and one to represent the general public. The Commissioner of Corrections, by statute, serves as chairperson of the commission. The Commissioner of Administration also serves as a member of the commission.

The Correctional Industries Commission meets once quarterly and typically holds its meetings in different locations throughout the state. The commission meetings are teleconferenced by request to other sites. Public hearings are conducted by the commission to provide an opportunity for persons or organizations who may be affected by the plans of the correctional industries program to appear and present testimony concerning those plans. All the commission meetings are advertised and the meeting agendas are now forwarded to the local chamber of commerce chapters for dissemination to potentially affected local businesses.

ALASKA CORRECTIONAL INDUSTRIES MISSION STATEMENT

(AS ADOPTED BY THE CORRECTIONAL INDUSTRIES COMMISSION ON 10/21/88)

The primary 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 Alaskan 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 labor force in the State.**
- 2) To develop and operate agricultural, industrial, and service enterprises under the jurisdiction of the Commissioner of Corrections.**
- 3) To structure the Correctional Industries program and work environment to: increase the prisoners' 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.**
- 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 as nearly self-supporting as possible, by generating a sufficient amount of money from the sale of products and services to pay for all or most of the expenses of the program.**

It is understood that conflicts will sometimes exist between the various goals of the Correctional Industries Program. To the degree that such conflicts exist, it is the role of the Correctional Industries Commission and the Commissioner of Corrections, as defined by statute, to determine the most appropriate direction and course of action for the Correctional Industries Program.

DEPARTMENT OF CORRECTIONS PRIVATIZATION

SUBCOMMITTEE MEETING

AUGUST 24, 1999

I. INTRODUCTORY COMMENTS AND DISCUSSION

1. Meeting chaired by Sharon Anderson
2. Attended by sub-committee members as well as by Sen. Ward and Rep. Cowdery
3. General Discussion was had regarding limiting the scope of the sub-committee's work and the possibility of extending the sub-committee's existence by means of a new bill in the 1999/2000 legislative session.
4. Senator Ward indicated that various documentation of the budget process for the Department of Corrections ("DOC") was available through his office. Senator Ward also indicated that budgetary information about other departments and divisions was available through his office.
5. Both Senator Ward and Representative Cowdery made introductory comments and welcoming remarks.
6. Chair Sharon Anderson made a few introductory remarks and gave her background.
7. Annette Diehl of Representative Cowdery's office handed out packets containing information about the sub-committee, the sub-committee members, and the purpose of the privatization investigation.
8. Chair Anderson indicated that if any sub-committee member was away from Anchorage during the meeting times, they could call in from other locations. Chair Anderson indicated that the call-in participation would be easiest if the caller would call from a Legislative Information Office.
9. The sub-committee members in attendance were introduced and the timetable for finishing the work of the sub-committee was presented to the members

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(907) 258-0106

II. SUBSTANTIVE DISCUSSION

Chair Anderson began the substantive part of the meeting by suggesting that the sub-committee members solicit input on existing processes and programs from DOC. Chair Anderson then suggested that the sub-committee members "brain-storm" and present areas of specific inquiry or of specific concern. The sub-committee generally geared the remainder of the meeting towards producing a list of information requests to be given to DOC and producing a list of topics to be addressed in the next eight weeks.

The list that follows is a chronological presentation of the ideas and requests presented by the sub-committee members.

1. Senator Ward indicated that he had participated in a recent national conference on privatization. The conference covered two topics that Senator Ward felt could be applied to the sub-committee's work; namely 1) management of any government department was a legitimate target of privatization; and 2) the process whereby the government unit delivered its services should be scrutinized for possible improvements. The recent privatization of the management of the Indianapolis, Indiana airport was presented as an example of successful focus on these topics.
2. Sub-committee member Gail Schubert presented a question of whether or not the comments or work of the sub-committee would be constrained by existing union contracts. Both Senator Ward and Representative Cowdery responded to this question. The consensus answer seemed to be that the goal of the sub-committee was not to change any existing contract, but that all areas of the operation of DOC were open to review and suggested changes. Both Senator Ward and Representative Cowdery felt that the volume of work would be the most significant factor limiting the input of the sub-committee.
3. Sub-committee member Mel Tipton asked that any information presented by DOC personnel regarding the operations of DOC be presented in such a way so as to allow the comparison of the cost of those operations with private operations.

4. Sub-committee member David Morrison presented his view that DOC was primarily functioning as a confinement provider rather than providing treatment to offenders. Mr. Morrison commented that the focus on confinement rather than treatment could be leading to the "revolving door" effect of several repeat offenders.
5. Sub-committee member Bill Parker said that the information provided by DOC would address the confinement and treatment aspects of DOC's mission.
6. Chair Anderson noted the existence of overlap (and funds) between several departments regarding treatment and involvement with several segments of the prison/probation/parole population. Representative Cowdery commented that he was aware of several areas of overlap both in funding and in services.
7. Annette Diehl noted that the "Privatization Packets" provided to each sub-committee member contained articles, which addressed duplication of services.
8. Sub-committee member Gail Schubert asked if there were studies or information regarding the effectiveness of treatment or the correlation of treatment and a reduction in recidivism.
9. Bill Parker and Bruce Richards from DOC indicated that there were no current recidivism studies, although there were figures available indicating the percentage of the current prison population which were recidivists. It was noted that a 1993 UAA study addressed recidivism among sex offenders.
10. Senator Ward commented that he had sponsored a bill to investigate the feasibility of probationers and parolees paying some portion of the cost of probation/parole services. The Senator also mentioned that he would like the sub-committee to address the cost and effectiveness of probation and parole services.
11. Dan Wayne questioned the appropriateness and/or effectiveness of collecting money from probationers and parolees, most of who are not financially stable. Mr. Wayne is an attorney in Juneau who contracts for public defense work. Mr. Wayne was attending telephonically from the Juneau LIO.

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12. Sub-committee member Garland Warren asked the DOC to provide information relating to the cost of prisoners sent to Arizona. There was discussion by various members of the sub-committee and Mr. Parker and Mr. Richards indicated that they would provide cost information.
13. Senator Ward asked that DOC provide figures relevant to Parole Board travel and other expenses.
14. Chair Anderson asked Mr. Parker to explain probation and parole. Mr. Parker indicated that probation was an additional, "tail-on", sentence that was imposed by the judge. This additional sentence would be imposed if the offender violated the conditions of his probation. Mr. Parker indicated that there are two types of parole: statutorily mandated "good time" parole, and discretionary parole. Inmates are given one-third of their confinement time off for good behavior as mandatory parole. Discretionary parole is given to those offenders who are not seen as a risk to the public.
15. Chair Anderson asked if discretionary parole was increasing or decreasing due to stricter sentencing requirements placed on the judges. DOC was to see if such information was available.

II.A. Discussion Among Several Parties re: Prisoner Housing in Arizona

1. Representative Cowdery comments that he is aware of a bill (HB 53) regarding the proposed Delta Prison and the cost of housing a prisoner there. Representative Cowdery believes the daily cost is \$70/prisoner/day.
2. Bill Parker indicates that the daily cost for each of 712 prisoners in Arizona is \$52.50/day. That figure does not include transportation, medical, dental, or prisoner wage costs.
3. Senator Ward comments that he is aware that significant recidivism among the Alaska Natives incarcerated in Arizona may be due to the lack of cultural contact and the inability of family members to travel from bush Alaska to Arizona. Senator Ward asked DOC to produce any information available

regarding the relationship between Alaska Natives isolated in Arizona and recidivism.

4. Representative Cowdery agreed with Senator Ward. Representative Cowdery noted that his office receives several calls from Alaskan families regarding their inability to travel to see family members incarcerated in Arizona.

5. Dan Wayne comments telephonically that it costs \$60/day/person to house a person in the halfway houses in Juneau.

(General Substantive Discussion Resumes)

16. Representative Dyson arrives and asks what the nature of the discussion is. Chair Anderson responds that the sub-committee is currently; 1) discussing the existing situation in the DOC and the treatment/incarceration of prisoners: 2) brainstorming ideas to be addressed by the sub-committee in the coming weeks: and 3) discussing the potential privatization of management of DOC and/or individual prisons.

17. Representative Dyson asks if prison industry is an appropriate topic for sub-committee discussion. Senator Ward notes that everything is open for discussion and consideration.

II.B. Prison Industries and Private Contracts: Extended discussion on these topics.

1. Representative Dyson talks about the Nevada prison auto shop, which is currently run by prisoners. This program is attractive to inmates and seems to work. The program participants have a very low recidivism rate. The wages that are paid to the prisoners are divided in the following proportions: 25% to the victim, 50% to reimburse costs of the program, and 25% in escrow for the prisoner(s). This program as well as a similar program in Eastern Oregon are attempts at restorative justice, i.e. to put the victim where they were before the crime.

2. Sub-committee member Garland Warren asks DOC to provide information on existing private sector contracts

including any yearly increases or Cost Of Living Adjustments in those contracts.

3. Subcommittee member Russell Lewis asks DOC personnel to provide information regarding the extent of prison industries in Alaska.
4. Representative Dyson comments that he asked the Alaska Department of Transportation ("DOT") about using prisoners for highway maintenance and brush removal. DOT responded that the administrative details were too hard to agree upon with DOC.
5. Bruce Richards of DOC indicated that he would investigate the use of prisoner labor in removing brush along the Alaska Rail Road track system.
6. Senator Ward commented that he believed the Alaska Rail Road was the only state entity using prisoner labor.
7. Chair Anderson asked about job training programs in the prisons.
8. Bill Parker responded that there were some apprenticeship programs available and that every prison had job training programs.
9. Sub-committee member Mel Tipton asked if computer training would work for prisoners. Bruce Richards responded that there were courses available and that there was current program in place where prisoners were employed in providing an inventory of computer parts and hardware.

(GENERAL SUBSTANTIVE DISCUSSION RESUMES)

18. Chair Anderson asks if the sub-committee can list items to be provided by DOC.
19. Senator Ward notes that Village Elders are concerned about the lack of cultural connection in the prison system. Senator Ward asks the sub-committee to look at the possibility of contracting out a program to bring native culture into the prison system. This may have the effect of lowering recidivism since approximately 1/3 of the Alaska prison population is Native Alaskan.

20. Representative Dyson talks about the concept of community sentencing that he has observed being handed down by Judge Barry Stewart. Representative Dyson indicates that community sentencing may reduce recidivism and it may be a cost-effective proposal for "non-violent" offenders who are not a threat to the community. There is general discussion about the difficulty of reaching a consensus regarding which "non-violent" offenders are or are not a threat to the community.
21. Representative Dyson comments further that alcohol is involved with most of the incidents involving Native prisoners. Comments from other sub-committee members indicate that alcohol is a factor for most of the prison population, not just the Native prisoners. Representative Dyson indicates that he has heard that there is subtle pressure for inmates (Native and non-Native) to be involved in treatment and/or training programs for the sake of numbers instead of a real concern to match the treatment or training to the individual offender.
22. Sub-committee member Garland Warren asks if DOC buys all of its supplies from the same wholesaler or contractor. Bill Parker (DOC) indicates that each facility has a separate purchasing manager, food service manager.
23. By common consent, the sub-committee agrees that it will look at uniform pricing, volume discounts, and system wide purchasing of food as well as other items.
24. Sub-committee member Mel Tipton proposes the idea of pre-qualifying contractors.
25. Chair Anderson provides the following summarized list of the areas that the sub-committee will focus on and that the sub-committee would like information on from the DOC: 1) Prison Industries; 2) Management Services; 3) Treatment, including, outcomes, recidivism, anger management, substance abuse, and mental health; 4) Probation and Parole; 5) Services, including maintenance and food services; and 6) Health Care, including Physician's Assistants, clinics, and hospitals.
26. Marco Pignalbieri of Representative Cowdery's staff comments that the sub-committee should consider discussing the relocation of non-violent prisoners to intermediate facilities. After a general discussion, Senator Ward asks the DOC to provide copies of their classification scheme or process.

27. Chair Anderson notes that Tuesdays from 12:00 to 1:30 will be the regular meeting time.
28. Sub-committee member Mel Tipton comments that he would like to see the prison communities in the Mat-Su valley and in Southeast become self-sufficient. Representative Dyson provides a brief discussion about the Indian Hills prison in Nevada which has a work program. Representative Dyson notes that the work program is highly popular and has a chilling effect on prison violence.
29. Sub-committee Garland Warren notes his objection to using prison labor on privately held farms. Representative Dyson indicates that this is an area that needs to be discussed and worked upon.
30. Sub-committee member Dave Morrison discusses the situations where prison industries have worked. Most such situations involve most of the prisoner wages going back to the state or some entity of the state or to victim compensation.
31. Senator Ward suggests that a partnering approach to prison industries could result in a win-win situation, but that the support of both organized labor and the Department of Labor is necessary.
32. A general discussion ensues with sub-committee member reiterating his opposition to the use of prison labor on privately held farms, even if a prevailing wage is paid. Sub-committee member Gail Schubert indicates her approval of a system whereby the DOC collects prevailing wage from the farmers and pays the standard prison wage to the prisoners, with the difference being used for DOC purposes. Senator Ward notes that certain tourism related industries in Utah are going to be staffed by inmates and that a similar program is in place in Colorado.
33. Representative Dyson mentions the possibility of using prison industries/labor for light manufacturing jobs, i.e. for the Mountain Goat aircraft facility currently being planned.
34. Chair Anderson asks that any information available on the use of prison industries in other states be made available to the subcommittee.
35. Chair Anderson notes that the next meeting will focus on tasks and group assignments.

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36. Meeting is closed at 1:44.

Sex Offender Treatment Program:

Initial Recidivism Study



**Alaska Department of Corrections
Offender Programs**



**Alaska Justice Statistical Analysis Unit
Justice Center
University of Alaska Anchorage**

July 31, 1996

ERRATA

Reference Pg. 46, paragraph 2 and Pg. 51, Figure 27:

Although the actual number of Native sex offenders who left the program during the Beginning stage is greater during the Langdon period than during the Current period, the percentage of Natives leaving during the Beginning stage is actually greater during the Current period.

**Sex Offender Treatment Program:
Initial Recidivism Study**



**Alaska Department of Corrections
Offender Programs**



**Alaska Justice Statistical Analysis Unit
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University of Alaska Anchorage**

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**Sex Offender Treatment Program:
Initial Recidivism Study**

July 31, 1996

Prepared by:

**Anthony M. Mander, Ph.D.
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At the Justice Center, there are several individuals who deserve special recognition for their work: Richard Curtis performed miracles putting all of the odd pieces of the database together, making it one of the most comprehensive and useful in the country. Cassie Atwell performed the main data entry and was assisted by Patricia Peden and Rhonda Horn. Research Associates Nancy Johnson, Samantha Moeglein and Julie Watson assisted in the preliminary SPSS analysis. Tracie Howard did an excellent job in producing the survival analyses and charts. A special acknowledgment is also made of the efforts by Melissa Green, who created all of the fine charts and tables.

At Public Safety, the authors acknowledge the efforts made by Bruce Detloff to provide the APSIN criminal arrest record checks via a special program he created.

At Corrections, the authors acknowledge the special efforts made by Steve Schwartz in managing to make our database "talk to" the OBSCIS and APSIN systems. We additionally want to thank the Wing Counselors at Hiland Mountain Correctional Center for their involvement in searching for often elusive data. Special thanks go to Sgt. Franny Main, who was frequently called upon to assist in the data entry process. Also at DOC, many thanks to Betsy Robson for her careful reading of our initial draft and to Wanda Schloeman for her precise editing of the final.

The authors are hopeful that this is only the beginning of a concerted effort to use research and data analysis as an integral part of providing conscientious and therapeutically-sound programming to sex offenders in the Department's custody.

R. Munafo, 7/31/96

Sex Offender Treatment Program: Initial Recidivism Study

I. Introduction

The Alaska Department of Corrections and the Justice Center at the University of Alaska Anchorage recently completed a study of sex offenders who had been in the treatment program at Hiland Mountain Correctional Center during the period of January 1987 to August 1995. This effort to analyze information about the participants at the Sex Offender Treatment Program was originally begun during Fiscal Year 1993. After a private contractor failed to complete his contractual obligations, the UAA Justice Center was contacted for assistance in completing the project. There have been numerous problems along the way, many of which were inherent in building a database that includes records covering such an extended period of time. The compilation of the recidivism statistics was especially labor-intensive, due to the fact that the three databases utilized in this part of the study (Corrections' OBSCIS system, Public Safety's APSIN system, and the sex offender program database) do not readily "talk to" each other. This resulted in a great deal of manual compilation of data.

This report begins with a summary of the history of sex offender treatment in Alaska, including the current status of the programs offered by the Department as well as a summary of the treatment philosophy followed by all of the Department's Sex Offender Treatment Programs.

In order to best assess treatment efficacy, researchers typically begin by reviewing the work that has gone before them. This document continues with a literature review that includes information initially compiled by students of the UAA Justice Center, with additional information compiled by the authors.

The report then describes the methodology used in completing this study, including a description of the treatment and control groups studied, as well as a discussion of the definition of recidivism used in the study. Data for the treatment group only includes information on offenders who were at the Hiland Mountain Sex Offender Treatment Program, as this is the only program for which comprehensive historical records exist.

Next, the results of the study are presented. Findings reported in this section are divided into three major areas. The first is basic demographic information which describes the offenders and helps us to understand "who" the participants were. The second section tells us something about program variables, i.e. what was "done" in treatment. The third and final area of the results section gives information about re-offense. This tells us something about the effectiveness of the program with respect to how long the offenders "survived" compared to control groups.

Finally, this report closes with a summary of the noteworthy findings and recommendations for further study. Recommendations for further development of the Sex Offender Treatment Programs operated throughout the Department of Corrections are offered which address the common goal of reducing the number of victims of sexual assault.

II. Sex Offender Treatment in Alaska

II. Sex Offender Treatment in Alaska

A. History

The sex offender treatment program (SOTP) has been developed, over a number of years, by the Alaska Department of Corrections (DOC), in conjunction with a variety of individual contractors. DOC has attempted to develop the programs along a continuum of care in a number of regions throughout the State.

The first program was opened in 1979 at Lemon Creek Correctional Center (LCCC), Juneau, Alaska. The program was established via a small Law Enforcement Administration Act (L.E.A.A.) grant of approximately \$18,000.00 and worked with 10, and later 15 sex offenders, at any given time. The program received L.E.A.A. funds for two years and was then funded by the Department of Corrections for another one and a half years. The program participants were housed in the general population and received individual and group therapy without the benefit of a treatment milieu. The program at LCCC was closed in 1982. It was re-established in 1985 and was revised in 1989 and again in 1992. The program currently houses 24 inmates in a milieu setting and provides Pretreatment and Pre-release services.

The second institutional program was developed in 1981 at Fairbanks Correctional Center (FCC) and housed 32 inmates in a milieu program setting. This program was closed in 1992. The make-up of the FCC population was largely unsentenced felons (60%) and misdemeanants (15%). Thus, when the institution reached population caps there was a natural tendency to transfer program participants rather than short term prisoners or those who would need to be available for court. This created an atmosphere of instability for the program participants and the program itself. The Department followed the recommendations of a special task force and closed the program, transferring continuing program participants to other institutional programs. Community based programs for sex offenders continue in the Fairbanks area.

A third institutional program was established in 1982 at Hiland Mountain Correctional Center (HMCC) in Eagle River just outside of Anchorage. This program currently houses approximately 85 sex offenders in a milieu setting. Seventy of these are involved in intensive treatment programming and 15 are involved in pretreatment programming/screening. The HMCC program is currently the only multi-phase institutional treatment program for sex offenders in Alaska and offers specialized services to the developmentally disabled sex offender as well as to female sex offenders. There are presently four contract therapists, one of whom provides clinical supervision in addition to direct services to inmates. This program uses specially trained correctional officers as wing counselors, who assist the contractors in maintaining an intensive therapeutic environment. There is also a contract plethysmograph technician.

B. Continuum of Care

For a period of time in the evolution of sex offender treatment programs in the State of Alaska there were three distinct programs operating simultaneously. At their peak these three programs provided for 124 offenders at any given time (80 at HMCC, 32 at FCC and 12 at LCCC). Having programs operating in Juneau, Eagle River and Fairbanks offered the advantage of making treatment available in institutions in the three main regions of the state. Unfortunately, maintaining consistency between programs was an ongoing problem. The programs in the three facilities were not closely linked and offered very diverse programs. There were somewhat different expectations and procedures, causing confusion and frustration for those program participants who, for one reason or another, had to transfer between institutions. DOC hired several consultants in 1991 to evaluate the sex offender programs. One of the recommendations stemming from these evaluations was to create a continuum of services rather than duplicating services in several areas. It was also recommended at this time that DOC adopt the Relapse Prevention model as its primary approach as this model has been shown to be particularly effective in the treatment of sex offenders.

3 Sex Offender Treatment in Alaska

Since this time DOC has developed and implemented the centralized services model. Efforts towards coordination continue as Pretreatment and treatment programs in the institutions and communities strive to provide the Relapse Prevention model in a consistent manner. DOC sponsored professional workshops on Relapse Prevention (RP) in 1991 and 1994 to enhance the knowledge of providers and to encourage consistency of approach. Additionally, in 1992, the DOC established a process to review and approve therapists to provide sex offender treatment consistent with the Department's model. There are currently 39 pretreatment spaces (24 at LCCC and 15 at HMCC) and 70 treatment openings for a total of 109 institutional program beds. It should be noted that funding previously used for additional institutional program spaces has been diverted to enhancing the number of available community treatment spaces.

Community based treatment for sex offenders in Alaska originally was conceptualized as "aftercare" or follow-up counseling for offenders who had participated in the institutional programs. In reality, most offenders in community programs have not received institutional treatment. The reasons for this are several. Many offenders do not receive sufficient sentences to enable them to enter the institutional treatment program. Some sex offenders receive no jail time at all. Others refuse treatment in prison but agree to participate once they are released from prison. During the most recent program review, it was learned that anywhere from 45-90% of the participants in the contracted community programs had had no prior institutional treatment. Contracts for community SOTP's currently exist in Anchorage (30 spaces), Fairbanks (15 spaces), Juneau (15 spaces), Bethel (10 spaces), Kenai (10 spaces) and Ketchikan (10 spaces).

Additionally, there are numerous approved providers throughout the State who do not have a contractual relationship with the Department. Offenders who chose to see an approved provider who is not under contract to the DOC are responsible for their own treatment expenses. Only programs operated by DOC Approved Providers, and which meet the DOC Standards of Care, are recognized by the Alaska Department of Corrections as approved sex offender treatment programs.

C. Relapse Prevention Model

The operation of a sex offender treatment program can draw from several models and treatment approaches that are currently used in the treatment of sexual aggression. One particular model, the Relapse Prevention (RP) model, has been used for a number of years and has been demonstrated to be effective in the treatment of sexual aggression. This model, adapted by Pithers, Marques, Gibat and Marlatt (1983) from a substance abuse model developed by Marlatt and Gordon (1980), is a cognitive-behavioral approach to treatment. As previously noted, this model was adopted by the Department as part of the move toward a centralized services model.

RP is defined as a maintenance oriented self-control program that teaches sex offenders how to determine if they are entering into high risk to re-offend situations, self-destructive behaviors, their deviant cycle patterns, and a potential re-offense. RP is based on the reality that sex offenders are responsible for their behaviors and can control them. It helps them explore factors which lead up to committing sexual assaults and teaches them a variety of interventions to use in the community as a part of their personal maintenance program. The RP model teaches sex offenders that they must make a commitment to abstain from participating in future deviant sexual behavior. In doing so it teaches them how to cope with those situations which can lead to relapse. The offenders learn new behaviors to substitute for the old and destructive ones they have engaged in previously. Prevention of sexually deviant, criminal, and other abusive and destructive behavior is promoted as the primary goal for all sex offenders who enter treatment.

RP's main purpose is to identify the events and processes that lead up to the deviant behavior and contribute toward relapse (Marlatt, 1985). Relapse Prevention is a program model that combines behavioral management skills with cognitive processes to "intervene" and thereby modify the specific behavior that has been targeted. Sexually deviant behavior is defined as any inappropriate sexual behavior that involves non-consenting partners (this includes partners under the age of 18 years old or individuals judged by the Alaska Court System as being

adult but unable to be responsible for personal decisions), or behaviors that present a danger to the individual or others, and as defined by Alaska Statute. The focus is not to "cure" or remove all temptation, but to develop ways to manage and cope with the ongoing sexual desires, to teach the individual to be responsible for internal and external stressors (Salter, 1988).

D. Program Descriptions

Depending on an offender's custody status, sentence length and readiness for treatment, programming may be provided in the institutional pretreatment and treatment programs, as well as in community programs. The nature of treatment itself varies according to the offender's readiness for treatment, the nature of the offense and other factors.

1. The LCCC Sex Offender Pretreatment Program

An intensive pretreatment program is housed in the Lemon Creek Correctional Center in Juneau. LCCC is a maximum security prison and is therefore able to provide screening and pretreatment services to close and maximum security prisoners. The Pretreatment Program is housed in one of four modular dormitories (mods) and houses 24 men in 12 semi-private rooms. All pretreatment activities are held in the mod or the counselor's office. The offenders use the same cafeteria as the general population and have access to all other programs, recreational activities and work opportunities that are available to the rest of the population.

There is no minimum time requirement for the Pretreatment Program, although offenders seem to need about six months in order to make any progress in accomplishing the goals of the program. Offenders who do not have enough time left to serve to receive treatment at HMCC can receive pretreatment services at LCCC. The Pretreatment Program evaluates these offenders and determines their amenability to treatment. Offenders who are amenable are oriented to the treatment process in preparation for treatment in the community.

Pretreatment groups are a combination of didactic education and group process. Groups are held twice weekly. Offenders also receive individual treatment on a monthly basis. Offenders undergo psychological testing and their social, family and sexual histories are reviewed in detail. Institutional behavior is evaluated and observations are made of the offenders behavior and attitudes while in program. This results in an assessment of the offender's amenability to treatment and the establishment of an individualized pretreatment and management plan. Ordinarily, amenability assessments are completed within 90 days. Offenders generally remain in Pretreatment for 12 months or less.

The LCCC Pretreatment Program houses offenders who are on two different tracks. One group of offenders are being evaluated for and oriented to treatment at HMCC. These men meet the necessary time requirements and other eligibility criteria for the institutional treatment program, however, their custody may be so high that they are not eligible for transfer to HMCC. Participation in pretreatment may enable some offenders to gain a custody decrease. The second track of offenders are evaluated for treatment in the community and are assessed for and oriented to this treatment setting. Some offenders are not amenable to treatment in either setting. Offenders who, after receiving pretreatment, continue to accept no responsibility for their offense(s) are an example. A thorough assessment is made of these offenders and recommendations are made regarding management strategies. This assists the field probation officer in the supervision of these high risk offenders.

Progress in pretreatment is monitored by a Pretreatment Team. This is composed of contract staff (therapists) as well as DOC staff (e.g., probation officer, work supervisor, correctional officers and other institutional staff with knowledge of the offender). The Pretreatment Team consults and coordinates with the Clinical Supervisor at HMCC regarding potential transfers to the HMCC program.

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2. THE HMCC Sex Offender Treatment Program

The SOTP is housed within the Hiland Mountain Correctional Center. HMCC is classified as a medium security facility. The architectural structure of the facility lends itself to the therapeutic community treatment model. Two of the four housing units are designated as sex offender program houses. They contain space for seven 10-man wings for treatment and one 15-bed wing for pretreatment.

The SOTP is available for adult male sex offenders who have been convicted and sentenced for sexual offenses and who have 18 months to 6 years remaining until release or a possible parole date. Sex offenders must meet several other eligibility criteria before being admitted into program. These include a willingness to participate in programming, an ability to benefit from the program, and a willingness to accept responsibility for the offense(s). Specific eligibility requirements are listed in Alaska Department of Corrections *Standards of Care for Sex Offender Treatment Programs* (1994).

The majority of sex offenders within DOC are male. Adjacent to HMCC is the women's facility at Meadow Creek. The two institutions have administratively been one for several years. Female sex offenders housed at Meadow Creek who meet program eligibility requirements may receive sex offender treatment services on an individual basis. These women are not treated in treatment groups with male offenders, as it is not seen as therapeutic to attempt to treat both male and female sex offenders within the same group. There are a number of differences between the two which may impact treatment progress, including differences in the dynamics of the offense, differences in communication styles, and differences in the life experiences of female and male offenders.

The SOTP also works with special needs populations. These include offenders with various cognitive impairments, learning disabilities, physical handicaps and mental illness. These individuals must meet the same general eligibility requirements as other offenders but program components may be altered or augmented to compensate for particular disabilities.

The staffing of the SOTP is a unique blend of both public (DOC Correctional Staff) and private (Contract) treatment providers. Correctional Officers act as wing counselors who maintain wing files on each group member. They also conduct individual counseling sessions with each wing member bi-weekly to monitor compliance with a Treatment Plan and regularly attend the daily group counseling sessions held in each wing. Wing counselors also perform many security functions including operational relief and coverage and other duties as may be assigned. A Clinical Supervisor (Ph.D. psychologist) has responsibility for the overall clinical management of the program. He supervises the contract staff, which includes Individual Wing Therapists and a Behavioral Treatment Technician. Individual Wing Therapists supervise clinical activities of the Wing Counselors and are responsible for the treatment of the 10 men on their wing. Therapists provide individual, group, and family therapy (when appropriate). Therapists also provide a number of educational components including victim clarification, empathy and behavioral self-control, behavioral treatment (in conjunction with the behavioral technician), crisis intervention and staff training. Therapists are responsible for writing a summary of progress in treatment at the time of discharge. The Behavioral Treatment Technician operates the plethysmograph, performing regular assessments and treatment under the supervision of the Clinical Supervisor.

An offender's treatment plan and progress in treatment is monitored by the Treatment Team. The Treatment Team is composed of the offender, the offender's wing representative, the wing counselor, the program director, the institutional probation officer, the clinical supervisor, and the contract therapist. The team may include others who have special knowledge of the offender, e.g., a family member, clergyman, potential employer, a field probation officer, or other institutional staff.

The SOTP consists of the following four program phases:

- **Pretreatment:** The purpose of this phase is to provide assessment, orientation, education, challenge of offense denial, and clinical management. Unlike the Pretreatment Program at Lemon Creek, the primary function of the HMCC Pretreatment phase is to ready offenders for participation in the institutional treatment program.

- **Beginning Treatment:** This phase prepares offenders to give and receive feedback, to use self-regulation and social skills, to assume responsibility for the current offense and its impacts upon victims, and, focuses on the most immediate precursors to the sexual offense with the creation of external management strategies.
- **Intermediate Treatment:** This phase addresses the earliest precursors to the offense and develops the skills for more self management of all risk factors. In the Intermediate phase the focus is on the internalization of skills learned in the preceding phase.
- **Advanced Treatment:** This phase emphasizes the application and generalization of skills to new situations.

Most sex offenders have a form of personality disorder and have difficulty functioning emotionally and socially. This is independent of IQ, education, socioeconomic status, race and culture. People with personality disorders distort input from the environment and project their own needs and motives onto the world. This results in the learning of maladaptive patterns or solutions to problems. Treatment is most effective when these underlying thinking patterns and misperceptions are directly targeted for change. Personality disordered people require specialized treatment approaches. These approaches increase access to the personality structure and improve the accuracy of assessment as well as the effectiveness of treatment and management strategies. Traditional mental health concepts and strategies will not work unless they are modified and adapted for work with the personality of the sex offender.

The Hiland Mountain Program has integrated both treatment and management within the Relapse Prevention model. The RP model provides for both internal (self directed) and external (Safety Net, Approved Provider, P.O., V.P.S.O.) approaches to the management of assaultive behaviors. As offenders progress further in treatment, they are expected to perform more self management strategies, but management by others is needed as a backup if they fail. Self management includes coping self talk, immediate coping responses for stopping or avoiding any risk factors, and proactive behaviors, which lead towards responsible, long-term life directions.

The Relapse Prevention Plan as it is used at the Hiland Mountain SOTP is a two-step process. The first step, constructed in the Beginning phase, addresses the most immediate precursors to the sexual offense; the second step, assembled in the Intermediate phase, adds the earliest precursors to the offense. The first step RP is similar to Relapse Prevention Plans which have been developed in Canada and the U.S. The second step RP is a Hiland development which incorporates an understanding of the personality disorder. With the exclusion of Pretreatment, each Treatment stage is a minimum of six months and may take 12 months or more. Duration in treatment depends upon the offender's individual resources, problem areas, skills, motivation and length of sentence.

The sex offender population is diverse, therefore, there are different levels of outcome. The HMCC SOTP is not designed with the expectation that every sex offender will complete all stages of treatment. Some offenders may leave the program without completing all stages of treatment, but have gained some benefit. These offenders may lack the ability or the time to go further in the Program. Some offenders will be Sentence Complete, exiting the Program from the Beginning, Intermediate, or Advanced Stage and returning to the community. Others will gain full benefit by completing all stages of treatment, be Residential Program Complete, leave the SOTP, and remain incarcerated until release from prison. Each stage of treatment has a corresponding Relapse Prevention Plan. All levels of outcome will be eligible for follow-up with community programs.

Upon discharge all sex offenders, irrespective of the reason for discharge or their stage of treatment upon release, have a Relapse Prevention Plan. The RP for those who leave against treatment team advice, or for those who are removed by a treatment team, emphasize external management over self-management. Additionally, sex offenders leaving Hiland Mountain with partial or complete program benefit begin to establish a Safety Net while they are still incarcerated, or shortly after release (see discussion of Safety Net on p. 7).

The treatment program at HMCC is an extremely intense and complex process. The treatment plans are highly individualized based upon in-depth assessment and observation of the program participants. Close observation by a

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multitude of staff leads to an in-depth and more thorough picture of each particular offender. This allows not only for very specific treatment but also for a more thorough assessment of risk as well as the development of appropriate management strategies. This information is made available to field probation officers and community treatment personnel when offenders are released from prison. This allows for the continuation of appropriate treatment and management strategies which can help reduce the risk of re-offense.

3. Community Based Treatment Programs

Community based treatment for sex offenders is provided in several areas of the State. There are a total of 90 community treatment spaces. Currently there are 30 spaces available for community based treatment in Anchorage, 20 in Fairbanks, 10 in Juneau and 10 each in Kenai, Ketchikan and Bethel. Efforts are currently underway to establish community programs in other areas of the state. The number of community treatment spaces has more than doubled since 1992. The community programs are provided through contracts with private therapists approved by the Department. The Department is committed to community treatment and management programs for sex offenders and continues to strive for the development of these programs, as a means of enhancing public safety.

The methods and goals of community treatment are the same as those of the institutional programs. The institutional programs differ in intensity, however, in that they provide pretreatment and treatment within the context of a treatment milieu. This is much more intense than treatment provided in the community, with the offender's behaviors closely monitored and evaluated continually. Interventions can be effected on an ongoing basis. Community treatment would not be able to duplicate the intensity of the institutional milieu.

In 1994, the Alaska Department of Corrections began to develop a Safety-Net program for use in the community. This included development of a training manual, using a grant obtained from the National Institute of Corrections. The manual is used in training people close to the offender to recognize and report pre-relapse signs. This is an attempt to create a structure around the offender similar to that which is provided by the institutional treatment milieu.

Many contractors have begun to use the Safety Net program, especially in smaller, more isolated communities. Although progress is being made, the program is not yet fully integrated into the system. Statewide Standards describe the Safety-Net as a small group of "natural-helpers" who may be in a position to observe the day to day behaviors of the offender in the community. These individuals are trained to recognize pre-relapse signs and to share such signs with staff who work with the offender. This is a means of gaining community support in monitoring and supervising an offender while enhancing public safety. The Safety-Net may serve to reduce public fears by educating people about real versus perceived threats. It may help in providing a sense of empowerment, by teaching those closest to the offender about the signs of pre-relapse behavior and by providing a means of using these observations to improve supervision.

DOC attempts to maintain a consistency of approach not only between institutional programs but also between institutional and community programs. The adoption of the Relapse Prevention Model of treatment has helped to standardize treatment between programs and program sites. The chronology of events significant to the development of sex offender treatment in Alaska are shown in the chart that follows this section of the report.

Sex Offender Treatment in Alaska

Significant events

- 1979 A pilot sex offender program opens at Lemon Creek Correctional Center
- 1980 Alaska initiates presumptive sentencing for Class A, B and C felonies (2nd offense)
- 1981 An institutional sex offender treatment program is established at Fairbanks Correctional Center
A community aftercare program is established in Fairbanks
- 1982 The Lemon Creek program closes
A pilot program is established at Hiland Mountain Correctional Center
Alaska moves Class A felonies to Unclassified status and initiates presumptive sentencing for a first offense of Sexual Assault and Sexual Assault of a Minor
- 1984 A community aftercare program is established in Anchorage
The HMCC SOTP expands
- 1985 Plethysmograph assessment and behavioral treatment begin at HMCC
The Lemon Creek program reopens
A community aftercare program is established in Juneau
- 1986 Social skills established at Hiland Mountain
Pre-program (pre-treatment) wing is established at Hiland Mountain
- 1989 LCCC SOTP is revised
- 1990 DOC sponsors statewide training for probation officers
- 1991 DOC hires national experts to evaluate Alaska's sex offenders programs
DOC sponsors training in Relapse Prevention for treatment providers
- 1992 The LCCC SOTP is reorganized into a pre-treatment program
The Fairbanks institutional program is closed
Community treatment openings in Fairbanks are increased
A community treatment program is established in Ketchikan
An Approved Provider process is established and DOC begins contracting with individual approved providers rather than agencies
- 1993 A community treatment program is established in Kenai
- 1994 DOC sponsors a training workshop for treatment providers
A Safety Net Training Manual is written
- 1995 A community treatment program is established in Bethel

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III. Literature Review

III. Literature Review

All correctional program evaluations, and particularly evaluations of sex offender treatment programs, are faced with a number of obstacles. The evaluation of a program usually begins by asking such questions as "Does it work?" or "Is it cost effective?" and may even include something specific such as "Does it meet our criteria for Goal A?" When we are asked if a program works, we need to know the definition of "works," and when we are asked if it is cost effective we may need to ask "compared to what?" Thus, the initial questions generate a host of additional questions and answers that must also be addressed, considered, and then decided upon.

The literature review begins with an etiology of sexual offending and is followed by sections which reflect the initial questions posed about factors related to studying recidivism, including: the different working definitions of recidivism that are used in the literature; the differences in recidivism between sex offenders who have attended a treatment program versus those not treated; the optimal levels or types of treatment cited in the literature; and other factors which possibly affect recidivism.

A literature review concerning recidivism reflects only current thinking and previous research. This is an area in which research continues and theory is developing.

A. An Etiology of Sexual Offending

Appropriate assessment, treatment and management of the sex offender should match the nature, the scope and the depth of the problem. A more accurate understanding of the sex offender would increase the efficiency, the focus and the effectiveness of sex offender treatment, resulting in more accurate predictions of recidivism. It is important to recognize that sex offenses are not isolated behaviors but are the result of many separate factors coming together. Sex offenses are not mistakes or accidents which occur in a moment of excessive impulse. Sexual offenses do not have one cause, for example, early traumatic experiences, parental abuse, parental negligence, low self-esteem, prior sexual victimization, a stressful circumstance, excess sexual hormones, an unusual temptation, or substance abuse. These are popular attempts to seek answers. Simple explanations promise understanding but end up minimizing and excusing the behavior. They oversimplify the scope and the depth of the problem. They do not assure the victim whose basic assumptions about life have been shattered and asks, "Why?" Treatments based upon these assumptions are superficial, waste money, mislead the public trust, and do not help the victim of sexual assault. Substance abuse, for example, will disinhibit prior predispositions to commit sexual assault, but substance abuse is not the cause of sexual assault nor can it be allowed to excuse subsequent arrestable behaviors. For some offenders substance abuse may be one of many risk factors which are near the end of a long chain of events.

Most sex offenders have a form of personality disorder. People with personality disorders have difficulty with empathy for themselves or others (Beck, Freeman and Associates, 1990; Hare, 1993; Shapiro, 1981; Yochelson and Samenow, 1976, 1977, 1985). These individuals think in a different way, having many "thinking errors" and deficits in the cognitive processing of social information (Atrops, 1996). They have difficulty processing emotions and making social judgments (Goleman, 1995). Empathy is the prerequisite social judgment skill which makes it possible to develop respect, consideration, common sense, conscience, and principle. The subtlest social judgments are made in intimate social relationships.

Without empathy for others there is a systematic and growing imbalance, contributing to an accumulative series of false solutions and growing negative consequences over the course of a lifetime. The offender will seek to gain increasing control over his external circumstances in a way which will increase the likelihood of his having more positive than negative experiences. These attempts at mastery turn into dominance, alienating others. Problems are not solved, but are postponed or given to others. Solutions are not solutions but illusions which postpone the inevitable. Short-term "fixes" are not long-term correctives for achieving responsible goals. When short-term fixes don't work, the offender goes to even greater extremes to try to maintain balance, however inevitably maintains the imbalance. The net impact contributes to a spreading ripple effect with enormous emotional and

social costs with wide-ranging public, clinical, scientific, moral, theological, legislative, legal and economic concerns.

Sex offenders eventually seek control through direct aggression or through indirect sexual aggression. Direct aggression is overt and easily observable. It is more easily understood as the use of physical force to kidnap and subdue a woman in a rape.

Indirect aggression is covert. It is more often used by professionals who perform rapes on women and by those who sexually assault minors, e.g., same sex pedophiles, opposite sex pedophiles, and incest parents. The indirect aggressor lives a double life, working hard to present a "good guy" image while sexually assaulting others. He tries to get his young victims to share his one-sided thinking. He takes from his victims. He turns his victims against themselves, leaving them without a sense of self or with a fragmented and confused self.

The indirect form of sexual aggression is much harder for lay persons to observe and to understand. This form of aggression includes parallel control strategies as are used by direct aggressors. The pedophile is able to mask, disguise and manipulate victims over longer time spans. The pedophile will attempt to have his whole family, his circle of friends, his coworkers, counselors, institutions, and the court join him in his "incest." The sexual aggressor who uses indirect control is no less aggressive than those who use direct control over a victim.

Neil Malamuth and his associates (Malamuth, Sockloskie, Koss, and Tanaka, 1991; Malamuth, Linz, Heavey, Barnes, and Acker, 1995) propose the "Confluence Model of Sexual Aggression," noting that sexual aggressors against women are characterized by the convergence of several key factors which may be organized into two major pathways. The first major pathway includes juvenile delinquency plus impersonal promiscuous sex; the second major pathway includes attitudes supporting violence against women and hostile masculinity, namely, a general proneness to hostility. Ray Knight and Robert Prentky in Bridgewater, MA have replicated Malamuth's work, reviewing the histories of men who have raped women. These findings were presented at the Fourteenth Annual Research and Treatment Conference of The Association for the Treatment of Sexual Abusers (Prentky, Knight & Malamuth, 1995). Recent unpublished research by Malamuth and associates have shown that men who are more self-oriented rather than other-oriented will be at much higher risk for sexual aggression against women when both pathways are present. This self-orientation included a lack of empathy which was part of a much broader personality dimension.

B. Recidivism Definitions

Previous study of sex offender recidivism generally has not portrayed the sex offender as a serious recidivist. Sturup (1968) wrote that "very few sex offenders recidivate with a new sexual crime" (p. 9). However, more recent research on sex offender recidivism provides a basis for questioning the accuracy of this impression. Many of the more recent studies reviewed concluded that much of the confusion in research literature can be attributed to differences in measuring the recidivism of a sex offender. It is important to keep in mind that early researchers thought that all sex offenders were alike and did not have a clear picture of the differences that exist between them. Sex offenders are a heterogeneous group, with reoffense rates ranging from low estimates for incest offenders to high rates for pedophiles who prefer pre-pubescent males and exhibitionists.

The evaluation of the effectiveness of treating sex offenders is ultimately based upon whether or not an offender repeats his past sexual assault in a future sexual reoffense. Attempting to measure this new offense(s) involves consideration of time period and the actual event used in the definition. With these two factors in mind, it is not unusual to see that researchers have defined "recidivism" in different ways:

- An accusation or admission of a deviant sexual contact, once treatment had begun, whether or not there was an arrest (Berlin & Meinecke, 1981).

- A recommitment of the same type of offense, even if the offender is not convicted for it; recommitment of any sex offense, even if different from the original one; and recommitment of any criminal offense, even if it is not a sex offense (Furby, Weinrott, & Blackshaw, 1989, p. 8).
- A rearrest for a sexual offense (Marshall, Jones, Ward, Johnston & Barbaree, 1991; Romero & Williams, 1983).
- A conviction for a sexual offense during a specified time period (Furby, et al., 1989). According to the authors, this was the most widely used definition.

There are some concerns about the use of arrest and conviction records to measure the actual occurrence of a new sexual assault. These include the fact that many victims do not report all counts of victimization. Additionally, many sex offenders have admitted to committing two to five times as many sex crimes for which they were not arrested, indicating that arrest and conviction records may underestimate recidivism. Arrest and conviction records may not be the most reliable measure of reoffense (Hall & Proctor, 1987; Weinrott & Saylor, 1991; Groth, Longo & McFadin, 1982).

Other issues may also need to be considered. There is a difference in sex and non-sex reoffense rates based on type of sexual offense. Also, an appropriate recidivism time period for each type of sexual offense is needed. The wide variation in reported time periods for evaluation makes comparison between types of sexual offenses and other studies nearly impossible. Finally, long-term follow-up is crucial in sex offender research, given the low rate at which the offenses of sex offenders are detected and prosecuted. Some types of sex offenders have crime free periods (Romero & Williams, 1985).

C. Research Designs in Recidivism Studies

Song and Lieb (1994) note that while some studies have shown that particular treatment programs are associated with lower recidivism rates in certain types of sex offenders, there is a lack of solid scientific evidence from controlled experimental studies that clearly demonstrate that treatment programs reduce sex offender recidivism. An experimental design in which the subjects are randomly assigned to a treatment or control group is the ideal method for treatment evaluation, in that it controls for all factors which may influence recidivism (such as age or type of offense). Because random assignment is usually not possible, and may be ethically questionable, a quasi-experimental design may be used in which a group of treated offenders is compared to a group of non-treated offenders who are similar in demographic and offending characteristics. Marques, Day, Nelson and West (1994) note that only a comparison group can determine the actual effectiveness of a treatment program in reducing recidivism.

The only controlled study of recidivism (Marques et al., 1994) in an ongoing program is California's Relapse Prevention Program at Atascadero State Hospital. Subjects were rapists and pedophiles. The study, begun in 1985, employs a research design that includes three groups: a treatment group, a volunteer control group (those who volunteered for but did not receive treatment) and a nonvolunteer control group (those who refused the opportunity for treatment). Treatment subjects were less likely to commit new sex offenses than were nonvolunteers and it is noted that this is a significant result. The researchers have also reported that early treatment dropouts were at higher risk for new sex crimes than those who completed a year or more of treatment and that treated child molesters were less likely to commit other violent crimes than were molesters in the volunteer control group. Marques, et al. (1994) note, however, that although the results are promising, a consistent picture of treatment effects has not yet emerged. Despite this, the study results highlight the importance of including appropriate comparison groups when addressing the issue of treatment effects, as well as the need to control for a number of other factors, such as attrition from both treatment and methodological standpoints, examining sex and other violent offenses separately as outcome variables, employing adequate statistical tests, and analyzing data from the standpoint of time at risk for reoffense.

D. Differences in Recidivism between Treated and Untreated Sex Offenders

The effectiveness of treatment is tied to certain characteristics of the offender, as well as to the type of treatment offered. Not all offenders are amenable to treatment, and not all treatments are effective with sex offenders. McGrath (1991, p. 320) identified three factors necessary for effective treatment with sex offenders: a) the offender must acknowledge he committed the offense and accept responsibility for his behavior; b) the offender must consider his sexual offending a problem that he wants to stop; and, c) the offender must be willing to enter into and fully participate in the treatment.

It is unclear in most studies if, and how, amenability was assessed. Studies which pool many different forms of treatment of sex offenders (Furby, et al., 1989) showed less discrimination between treated and untreated sex offenders. Pithers and Cumming (1989), who worked with Relapse Prevention Planning, observed that outcome studies of treated sex offenders should evaluate specialized forms of treatment. Some of the treatments reported on by Furby, et al. (1989) were not cognitive-behavioral models.

A "meta-analysis" by Hall (1995) was performed on 12 studies of treatment with 1,313 sex offenders. Hall examined programs with three basic treatment approaches: behavioral, cognitive-behavioral, and hormonal. The summary recidivism rate was 19% for treated offenders versus 27% for untreated offenders. Cognitive behavioral and hormonal treatments were found to be more effective than behavioral treatments alone, but were not significantly different from each other. The longer the follow-up period, the more pronounced the treatment effect, with studies having follow-up periods longer than five years showing a greater treatment effect than studies with follow-up periods of less than five years.

E. Differences in Recidivism between Types of Treated Sex Offenders

Sex Offenders are a heterogeneous group. Reoffense rates are lower for incest offenders and higher for pedophiles who prefer prepubescent boys and exhibitionists.

Lang, Pugh and Langevin (1988) as cited by Becker and Hunter (1992:83) reported on the response of incest offenders and opposite sex pedophiles to group therapy which included a wide variety of techniques. About 7% incest offenders reoffended while 18 percent of pedophiles reoffended.

Marshall and Barbaree (1988) as cited in Becker and Hunter (1992:87) looked at recidivism rates of treated and untreated pedophile offenders, who were categorized as incestual relations, non-familial female children and non-familial male children. Treated pedophiles had 13.2 percent recidivism; while 34.5 percent of non-treated pedophiles recidivated.

Marshall, et al. (1991) discussed a cognitive behavioral program in Canada which based recidivism on official records. Inmates near the end of their sentence volunteered for the program. Results showed recidivism rates of 11% for treated and 35% for untreated inmates. The program appeared to have better results with pedophiles than rapists.

Sturgeon and Taylor (1980) examined the recidivism status of all sex offenders from all treatment programs from California's Atascadero State Hospital released in 1973. The offenders were followed from 1973-1978. Rapists were more likely to reoffend in the first year after release, while pedophiles recidivated 2-3 years after discharge. They found that 18% of pedophiles reoffended, while 26% of rapists reoffended.

Pithers and Cumming (1989) evaluated the effectiveness of Relapse Prevention Planning in 167 offenders released from the Vermont Treatment Program for Sexual Aggressors with 3% of pedophiles and 15% of rapists reoffending after 6 years in the community. It may take longer for a pedophile to reoffend since the pedophile proceeds through a series of stages to "groom" the victim. This may make them more accessible to Relapse Prevention Planning.

Prentky and Knight (1991) claim that recidivism rates are so high among rapists because they have not been properly assessed. They believe treatments are less effective with rapists because they are treated as a homogenous group. These authors feel rapists should be assessed to determine specific typology so that a more effective treatment can be administered.

F. Differences in Recidivism between Types of Treatment

Ideas regarding the treatment of sex offenders have moved from a view of punishment as the only response to an act viewed solely as criminal towards the idea of "curing" offenders of their mental illness (Marques, Day, Nelson, Miner & West, 1991). The move towards "curing" mental illnesses of sex offenders tapered off during the late 1970s when results from psychotherapy programs were not showing the promise once hoped. Many suggested that these early types of therapy did not reduce the amount of recidivism (Dix, 1976; Frisbie, 1969 as cited in Marques, et al., 1991). Workers in the field have abandoned the mental illness view of sexual offending and have reconceptualized the treatment approach. Methods of slowing the rate of recidivism have emerged from this reconceptualization.

The success rates of the early programs were measured by asking the treated offenders whether or not they felt like committing any more crimes. Studies of the early treatment plans focused on the immediate outcome and recidivism rates for the long run were virtually ignored. The experimental groups were so small that generalizations were not possible (Murray, 1987; Romero & Williams, 1983; Berlin & Meineck, 1981).

Insight-oriented psychotherapy was the original treatment used for sex offenders. This type of psychotherapy is a process involving introspection by the sex offender. Many psychotherapeutic approaches assume that deviant sexual behavior is the result of trauma in the offender's past. While it is true that trauma can play a role in the etiology of sexual deviancy, these approaches often result in the offender blaming others for his problem rather than taking personal responsibility for his criminal acts. Evaluating the results of insight-oriented psychotherapy is complicated and there are no common standards of measurement (Becker & Hunter, 1992). Many have reported disappointing results when psychoanalysis or insight-oriented psychotherapy is the sole treatment, especially in cases where deviant sexual arousal is dominant. Additionally, insight-oriented psychotherapy is not always conducive to the prison setting, in that it requires the offender to be fairly intelligent, have a "capacity for abstract thinking and self-observation,...a sense of distress and motivation for change, and an ability to form a working relationship with a therapist... that may extend a long period of time and that may involve considerable emotional discomfort and frustration" (Baker, quoting Groth, 1979).

Penile plethysmography (Laws, 1989) in which a sex offender's penile arousal to auditory or visual stimuli were used to assess and treat deviant sexual arousal have been in use since about 1966 and continue to be components in an effective sex offender treatment program. Behavior modification has been used to apply learning theory, e.g. classical conditioning, operant conditioning, to decrease undesirable behavior and to replace it with socially approved responses. Few programs use behavior therapy as a sole therapeutic strategy. Hall (1995) suggested that behavioral treatment alone is not as effective as cognitive-behavioral therapy or hormone therapy.

Organic treatments appear to be the most controversial. These treatments manipulate hormone levels in order to alter the offender's libido. Research indicates that the level of the male hormone testosterone can affect sexual aggressiveness. Reduction of the hormone can be accomplished by surgery or drug therapy. Surgery, whether castration or psychosurgery are typically opposed as being overly invasive and possibly unethical techniques. Medication therapy includes the use of estrogens administered orally or by implantation to curb sexual desire (Murray, 1987). Drug therapy can produce negative side effects, such as weight gain, headaches, insomnia, fatigue, depression. Proper duration for treatment is not known due to lack of long term studies (Murray, 1987).

Some programs surveyed by Sapp and Vaughn (1991) used Depo-Provera, while others used androgens (CPA, or Cytoproterone Acetate). The courts have ruled that offenders cannot be forced to use the drug, as it could be considered "cruel and unusual punishment" (p. 22). However, this drug treatment is gaining increased judicial acceptance and may become an important addition to the treatment of certain sex offenders. Depo-Provera poses

few legal and ethical issues when given to fully informed individuals on a voluntary basis (Peters, 1993: 327). While medication therapy may have a role in the treatment arsenal, it needs to be incorporated and integrated into a larger clinical framework.

Cognitive-behavioral approaches which incorporate Relapse Prevention strategies currently appear to have the greatest acceptance by sex offender treatment programs in the U.S. and Canada (Laws, 1989). Antonowicz and Valliant (1992) maintain that "cognitive-behavioral" treatment models hold the most promise for treatment of sex offenders. Programs have become multi-dimensional and target deviant sexual arousal patterns and cognitive distortions as change agents. The promise of these types of programs is that offenders are learning skills to recognize the chain of events and specific risk factors that have led up to their offenses. This method of treatment allows the offenders to interrupt the chain of events in order to avoid reoffense (Marques, et al., 1991).

Post-1980s treatment has been overwhelmed with the need to measure and show success rates in changing re-offense patterns of sex offenders. From this foundation many treatment models begin with the suggestion of follow-up periods of longer than the standard three-to-five years. Relapse prevention succeeds by making the offender aware of the steps which led them to the problem in the first place (Pithers, Kashima, Cumming, Beal & Buell, 1988). The use of RP techniques helps the offender focus on the big picture and not the immediate gratification gained from committing a sexual act. This type of program also prepares the offender for these relapses by showing them how to avoid problem situations.

Pithers, et al. (1988) stressed that treatment does not end with formal therapy-maintenance is forever: "The client who has adequately learned the RP philosophy will continue his own therapy everyday for life." The effectiveness of RP is not clear because of problems of measurement after treatment. Short-term follow-up studies indicate that the treatment works well and should be studied further by following patients in the program over a period of more than three years and even beyond the ten years suggested.

G. Differences in Recidivism between Court-referred versus Voluntary Treatment

Although it seems likely that involuntary, court-referred sex offenders would be less optimum candidates for treatment than those volunteering for treatment, little documentation has been published on this assumption.

Maletzky (1980) addressed the difference in outcome and compliance between self-referred and court-referred patients. This study consisted of 100 male patients divided into four categories: self-referred and court-referred homosexual pedophiles, and self-referred and court-referred exhibitionists. There were no significant differences in court-referred and self-referred compliance and outcomes.

Alexander (1993) performed a "meta-analysis" on 17 studies with 1470 subjects. Those receiving mandatory treatment had a 10.5 percent recidivism rate. A "meta-analysis" of 29 studies with 2,296 subjects had a 12.4 percent recidivism rate. Since the rate was slightly lower for mandatory treatment, the author suggests that legislating treatment would probably be beneficial.

H. Survival Analysis

After reviewing the recidivism literature, several generalizations can be made: first, there is no consistently used definition of recidivism. Second, there is a difference in sex and non-sex reoffense rates based on type of sex offense. Third, because victims don't report all counts of victimization, a more accurate form of data collection than just arrest and conviction records is needed. And lastly, an appropriate recidivism time period for each type of sex offense is needed. The wide variation in reported time periods for evaluation makes comparison nearly impossible.

This latter point raises the possibility that an alternative to the fixed recidivism window may be needed to capture the complex relationship between treatment and recidivism. A survival analysis of sex offender treatment data would address the question: "Does treatment extend the time between release and reoffense?" (Kalbfleisch, 1980;

Lawless, 1982; Miller, 1981). A survival analysis avoids the overly simplistic recidivist/nonrecidivist dichotomy and provides a method for evaluating treatment effectiveness independent of a fixed, and perhaps artificial, follow-up time period. This method has the advantage of presenting data patterns over time rather than at a single point in time as is typically seen in conventional statistical analysis. A further advantage is that the researcher can address all subjects in a study, regardless of their individual "time at risk", and also allows the inclusion of subjects that have been lost to attrition. (Howard, 1996).

I. Summary

The concept of recidivism is extremely complex, varying not only by definition of the reoffense event but also tied to the time period of the follow-up, the type of offender, and the type and length of program employed. Every program discussed here has had failures, and it is unrealistic to look for total success from any program. However, the definition of "does it work?" is tied to this ratio of success and failure. Based on the literature reviewed here, the general consensus seems to be that Relapse Prevention approaches hold the most promise for reducing reoffense rate among sex offenders. Several other approaches may enhance the RP framework. Treatments that are matched to the specific needs of the offender are likely to be the most effective.

Evaluations of recidivism need to define the outcome measures used along with the sources of possible unreliability. Survival analysis appears to be the statistical method of choice when analyzing reoffense data.

Incarceration alone is not likely to be an adequate intervention for preventing new sexual assaults. "Incarceration is an externally imposed stoppage that does not require from the offender any motivation for voluntary commitment to change the offense patterns." "The offender can maintain attachment to the offense pattern through fantasy." "Depending on the nature of the offense pattern..., it is conceivable that the offender could continue actively engaging in some semblance of the offense pattern while incarcerated" (George & Marlatt, 1989, p. 17).

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IV. Methodology

IV. Methodology

In experimental research, groups that receive treatment are compared to other groups, called control groups, that are similar in all respects but do not receive the treatment intervention. In this way there is a reference for any changes that appear in the treatment group members. The scientific ideal in a research project is to select participants randomly and assign them to the various treatment and control groups. The reasoning is that if changes in the groups are due to unknown variables these changes will appear at random in all groups and cancel each other out. Any resulting differences that appear in the treatment group are then assumed to be the result of the treatment itself rather than the result of unanticipated causes. In the real world this is not typically possible because of the ethical considerations that arise when one refuses treatment to individuals who are in need and willing to participate. For this reason there are few controlled experiments in clinical field research. Marques', et al. (1991, 1994) study of sex offenders in the California system is a notable exception.

Sometimes circumstances are such that control groups are naturally created in field research projects. When this happens the participants in the control and treatment groups are not usually matched in all respects. Nevertheless, some comparisons are possible and the researchers can have more confidence, although not perfect confidence, that results are in fact due to the treatment applied rather than due to some serendipitous effect.

The data from treated offenders in the present study was compared with data from sex offenders and non-sex offenders in several other comparison groups. This allows us to make some conclusions about whether the results are likely to be due to treatment efforts or some other random and unknown factors. While the comparison groups are not ideal, their inclusion allows us to have more confidence in our conclusions.

A. Groups Studied

Data has been collected on 685 convicted offenders, who are divided into the following groups:

- **Sex Offender Treatment Group:** 411 male sex offenders who received some level of treatment in the Hiland Mountain SOTP between January 1987 and August 1995. The amount of treatment varied considerably between individuals because of differences in length of sentence and speed with which progress was made by individuals in the program, however, all 411 had some exposure to treatment.
- **Motivated Sex Offender Control Group:** 74 male sex offenders who requested treatment but did not receive treatment due to an insufficient sentence or the lack of an available treatment bed. This group of men was considered a "motivated" control group as they were willing to accept treatment but, through no fault of their own, this was not available. These men were requesting treatment during the Langdon and Transition period (see discussion below).
- **Unmotivated Sex Offender Control Group:** 100 male sex offenders randomly selected from the DOC OBSCIS system who did not seek or request treatment. These are considered to be an "unmotivated" control group as they refused treatment, at least while in prison. Closer examination showed that some of the offenders randomly selected were already members of the treatment group, so that only 86 offenders were maintained in this group once the data was corrected.
- **Non-Sex Offender Control Group:** 100 male non-sex offenders who were randomly selected from the OBSCIS database to provide some comparison between sex offenders and the broader criminal population.

It is important to note that, although these groups were not intentionally matched on demographic variables, a study conducted by Howard (1995) compared a sample of 358 of the offenders on several demographic variables. In Howard's study, 73 of the motivated control subjects were compared to 285 of the treatment group subjects. The variables studied included age, race, marital status, number of children, type of offense, sentence received, veteran status, substance abuse, education and work history background. Results indicated no significant

differences between the groups on any of these variables. We can, therefore, have some confidence that subjects in these two groups were at least roughly equivalent. Figure 1 shows the percentages of offenders in each of the groups.

B. Groups Not Studied

It is important to point out that the current research did not study all sex offenders who ever received treatment services from DOC. Not all sex offenders ever treated at Hiland Mountain have been included in the study, due to the fact that there is little or no data available on offenders in the program prior to 1985. Additionally, over the years, there have been a number of sex offenders who were treated at sites other than HMCC. In the past, many sex offenders have also been exposed to institutional treatment and pre-treatment at Lemon Creek and Fairbanks Correctional Centers. Additionally, a large number of offenders have received treatment in the various community settings throughout the State. Some of these received community treatment as aftercare or continuing care following some level of treatment at one of the institutional sites. Others received their first exposure to treatment in the community. The data available on these individuals is often very limited. It would be time consuming and expensive to attempt to enter this historical data in the database. It is indeed questionable how much historical data even exists. There is a plan for data to be entered from the LCCC Pre-Treatment Program in the near future. This will allow DOC to evaluate the effectiveness of the pre-treatment component. It would be desirable to also enter data from the Community Programs, however, this may be difficult due to the resources which would be necessary.

C. Time Periods

The treatment program at HMCC has evolved over time. While this evolution is more or less a continuous process, the program can be viewed as extending over three time periods.

- **Langdon Clinic Phase:** During this phase (10/31/85 to 2/28/92) the program operated under contract with the Langdon Clinic who developed and managed the SOTP. DOC had minimal involvement in program development and operation and management during this period.
- **Transition Phase:** There was a transition period as DOC was becoming more directly involved in the development and management of the SOTP. DOC contracted with separate providers directly, set up standards to screen and approve treatment providers and developed standards of care for treatment of sex offenders in the custody of DOC. During this period of overlap some offenders received treatment from both Langdon Clinic staff and other contract staff. The transition period was arbitrarily set at one year from 3/1/92 until 2/28/93.
- **Current Period:** The current period for the purpose of this data analysis is from 3/1/93 to 8/31/95.

The collection of data on program participants continues so that ongoing study of these offenders can occur. Data collection continues to get more refined as the program evolves and as analysis of the data continues. How data is analyzed in future studies may also change, with future research possibly grouping the data differently as the program evolves over time. It is conceivable that treatment effects vary according to the various time periods because of differences in staff and/or approach to treatment. This question can be addressed statistically. When no differences between the time periods appear, the data may be collapsed (combined) and analyzed as a whole. When there is no difference between time periods, it is better to collapse the data because there is greater power in the statistical tests when there is a larger sample size. It is then easier to detect if there is a real difference in any given result, rather than a result that occurred through chance. Additionally, analyzing data over time periods may help us to understand how the program is changing over time and whether the program changes which have been instituted have had the desired results. Figure 2 shows the percentage of sex offenders treated during the three time periods.

D. Case Files

The amount of information available for analysis varied according to which of the treatment and control groups the offenders were in, as well as by the time periods when the offenders were in program. Sex offenders who were in the treatment group had a greater amount of information in their data file. More was learned about these offenders as a result of the assessment accomplished during the treatment process. A substantial amount of information is gathered on offenders in treatment that is simply not available for other inmates. Within the treatment group, more information was known about sex offenders in the current period (new files) than in the La Jordon or transition periods (old files). The least amount of data was available for offenders in the control groups as there was no treatment file on these individuals.

E. Release Information

Figure 3 shows the year in which the treated offenders were, or will be, released from prison. At the time of the study 82% of the treated offenders had been released.

F. Definitions of Recidivism

Several measures of recidivism were used in the present study. These include the following:

- **First Arrest - Any Offense:** This variable is a measure of both sexual and non-sexual re-offenses. The time it took for an offender to be arrested for any offense is reflected in this figure.
- **Most Serious Offense - Any Offense:** This variable is also a measure of both sexual and non-sexual re-offenses but specifically determines the most serious of all re-offenses committed by an offender. This was determined by looking at NCIC offense codes and applying an algorithm to identify seriousness. The algorithm used was developed by the Bureau of Justice Statistics in the mid-1970's in an attempt to arrange the NCIC codes according to level of seriousness.
- **First Arrest - Non-Sexual Offenses:** This variable is a measure of re-offense for any non-sexual crime.
- **Most Serious - Non-Sexual Offenses:** This variable is a measure of the most serious of the non-sexual re-offenses, which is assessed using the algorithm described above.
- **First Arrest - Sexual Offenses:** This variable separates out sexual offenses from other offenses so that we can study the effects of treatment on sexual re-offending specifically.
- **Most Serious Sexual Offense:** This variable examines the most serious of the sexual re-offenses using the same algorithm as described above.

There is a range of criminal behavior which is reflected in the above definitions. Measures which reflect criminal behavior of any type tend to be the most sensitive since they pick up criminal thinking of any kind. Sexual re-offenses are the least sensitive since they are typically under reported. Non-sexual offenses, however, are related to sexual offenses because sexual offenses are often at the end of a chain of events which include non-sexual precursors. It is this chain of events which the relapse prevention plan addresses.

G. Data Sources

Information about re-offenses was derived from the Alaska Public Safety Information Network (APSIN). A special program was created by the Department of Public Safety to extract re-arrest information on the offenders in the study. Any information of this type is bound to be an underestimate of actual criminal activity. Offenses are committed that are not detected. Some offenses that are detected do not result in a re-arrest. Many re-arrests do

not result in prosecution. Some that are prosecuted do not result in conviction. Additionally there are always doubts about the accuracy of any database. Data may not be entered into the system or it may be entered incorrectly. Most authorities in the research field indicate that a figure of about 80% accuracy is typical for a database such as APSIN. There has never been a study of the APSIN system to determine actual accuracy.

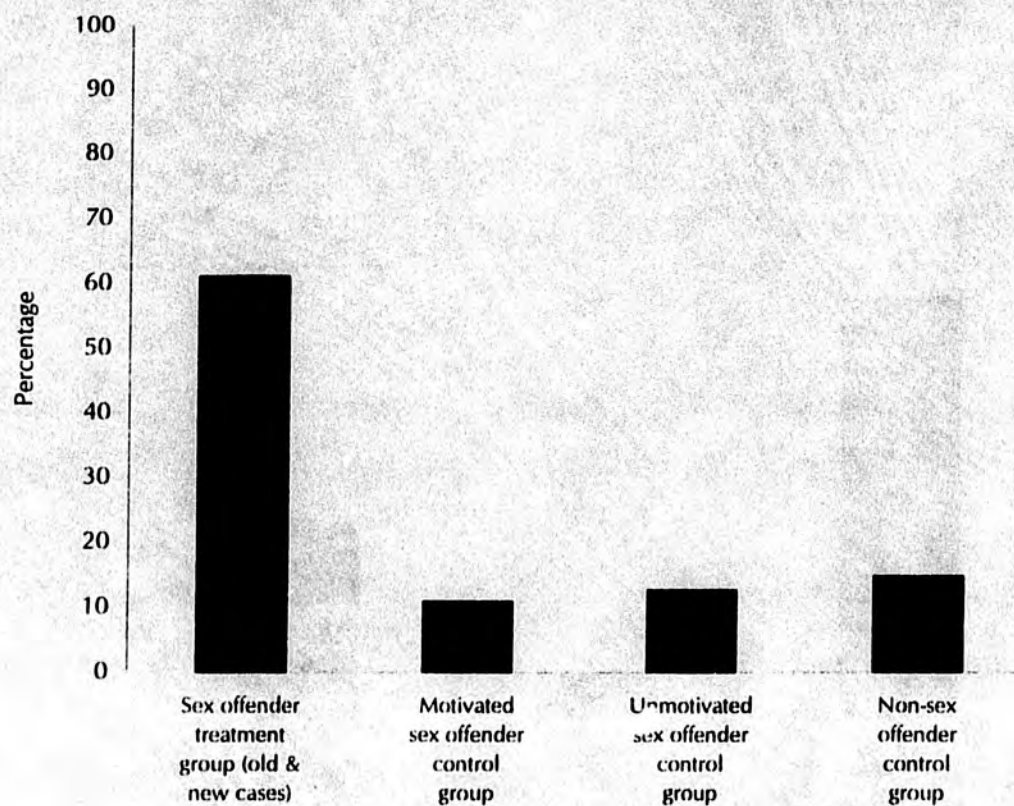
Another factor which effects the accuracy of current data is the fact that some offenders leave the State. Re-offense information is potentially available from an FBI database (Triple I). For a number of reasons it was not possible to gather Triple I data prior to this report.

For all of the above reasons, the data in the present study is an estimate of re-offense events. Nevertheless, the comparative differences between groups will give us valuable information about program effectiveness.

H. Statistical Analysis

The statistical procedure used to analyze reoffense data in the present study is survival analysis. This procedure, discussed by Marques, et al. (1994), accounts for the differential time that offenders are in the community. The longer that offenders are in community placement the greater the opportunity for re-offense. The method, therefore, takes into consideration the fact that offenders have varying opportunity to re-offend. This technique is commonly used in medical research. The procedure yields a survival curve whereby groups can be compared for survival over time. The most effective methods will result in a greater percentage of survival. In the case of sex offenders, the results will compare survival rates between groups. In the present study, we would expect that treated offenders will survive at a higher rate than those offenders who were not treated.

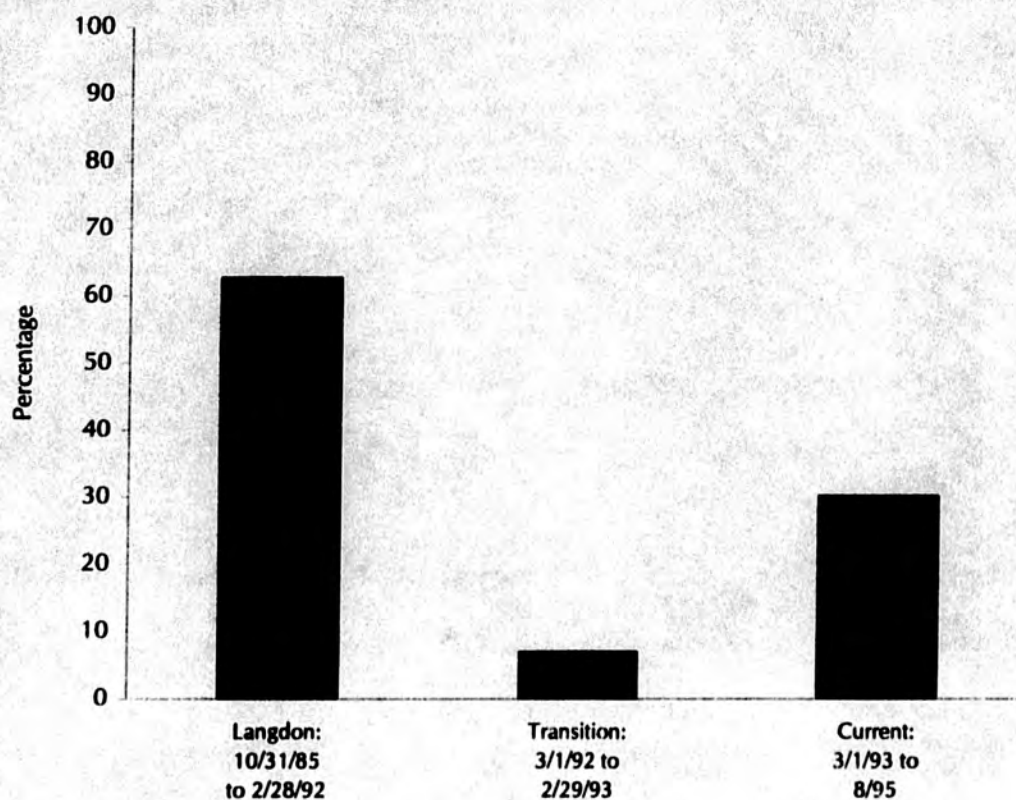
There was also a great deal of demographic information, as well as information relating to the treatment process, which was analyzed. Whenever possible, this data was analyzed using appropriate statistical methods (e.g. Chi-Square) to determine if differences were statistically significant. Chi-Square is a statistical method of determining whether differences are more than what could be expected by chance. In some cases, statistical analysis was not possible due to insufficient numbers of subjects.

Figure 1. Major Type of Case

The project consists of 411 individuals who participated in the Hiland Mountain Correctional Center program at some level and three control groups of inmates to help put the information about the 411 into a frame of reference.

Table 1. Major Type of Case

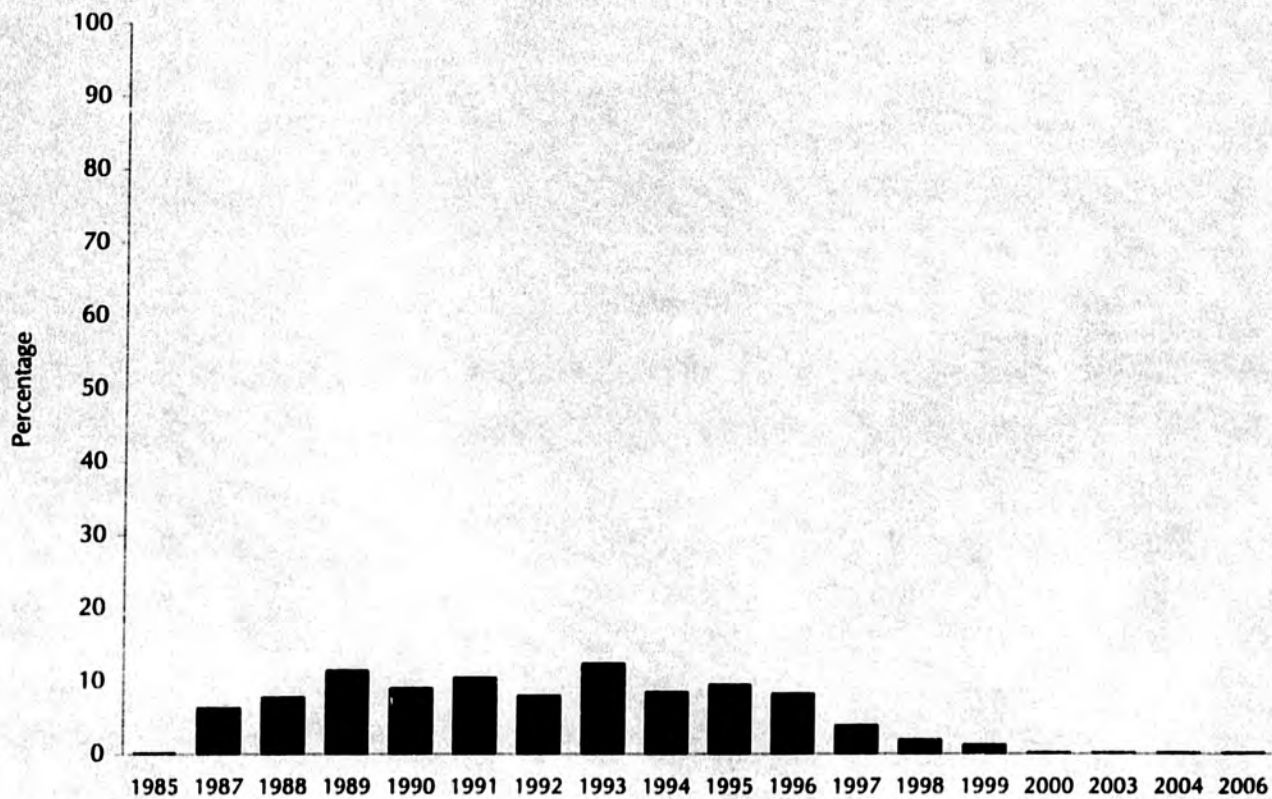
	N	%
Sex offender treatment group (old & new cases)	411	61.3 %
Motivated sex offender control group	74	11.0
Unmotivated sex offender control group	86	12.8
Non-sex offender control group	100	14.9
Total	671	

Figure 2. Treatment Provider Period

There has been a change in the contractual arrangement so that DOC currently has more involvement in the overall program management and hiring of staff.

Table 2. Treatment Provider Period

	N	%
Langdon: 10/31/85 to 2/28/92	258	62.8 %
Transition: 3/1/92 to 2/29/93	29	7.1
Current: 3/1/93 to 8/95	124	30.2
Total	411	

Figure 3. Projected Year of Release

Of the treated inmates, approximately 18 percent had not been released from prison at the time of the study.

Table 3. Projected Year of Release

	N	%	Cumulative %		N	%	Cumulative %
1985	1	0.2 %	0.2 %	1996	34	8.3 %	92.0 %
1987	26	6.3	6.6	1997	16	3.9	95.9
1988	32	7.8	14.4	1998	8	1.9	97.8
1989	47	11.4	25.8	1999	5	1.2	99.0
1990	37	9.0	34.8	2000	1	0.2	99.3
1991	43	10.5	45.3	2003	1	0.2	99.5
1992	33	8.0	53.3	2004	1	0.2	99.8
1993	51	12.4	65.7	2006	1	0.2	100.0
1994	35	8.5	74.2				
1995	39	9.5	83.7	Total	411		

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V. Results

A. Descriptive Information

V. Results

Findings reported in this section are divided into three major areas. The first gives a descriptive account of offenders who participated in the treatment program. Basic demographic information is given to describe the offenders. This helps us to understand "who" the participants were with respect to race, age, education level, marital status and so forth. The second section tells us something about program variables, i.e. what was "done" in treatment with respect to how long offenders remained in treatment, how far they progressed, and under what conditions they were discharged. The third and final section gives information about re-offense. This tells us something about the effectiveness of the program with respect to how long the offenders "survived" compared to control groups.¹

A. Descriptive Information

Descriptive information about the offenders studied is provided in Figures 4 through 17 and addresses the following variables:

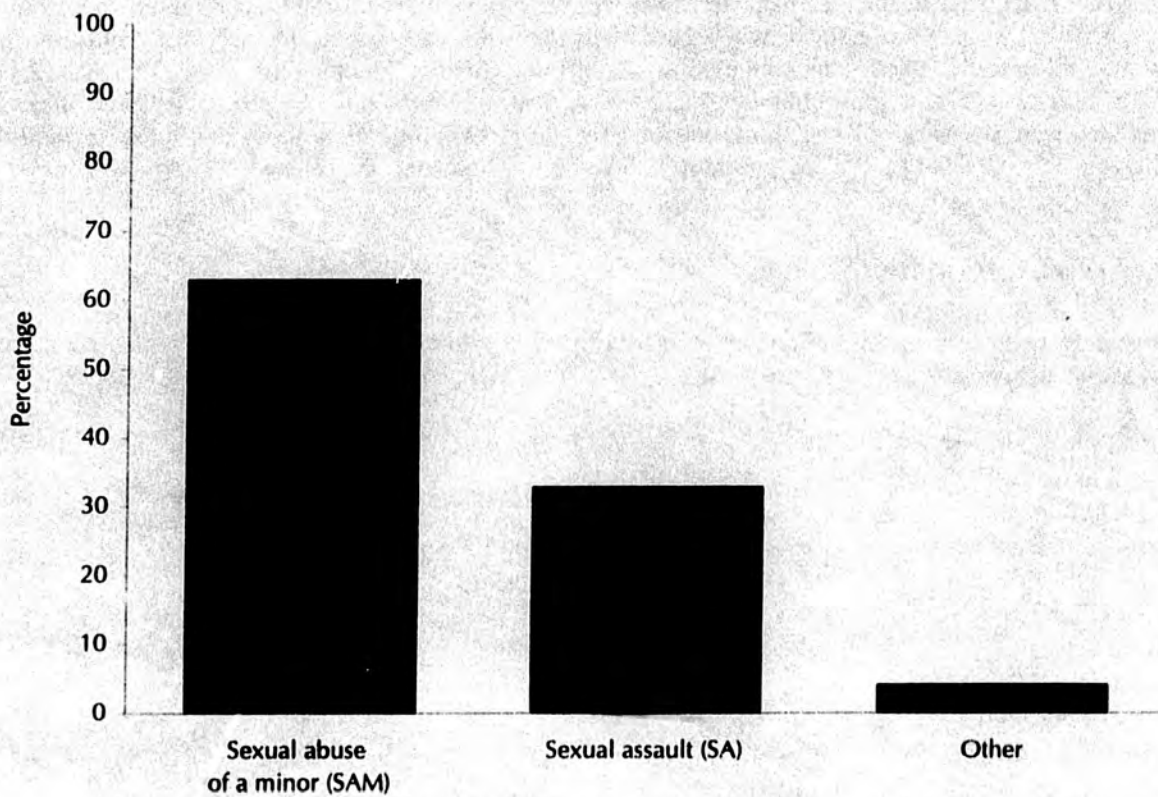
- Major Type of Offense
- Judicial District of Offense
- Length of Sentence
- Presumptive Sentencing
- Race
- Age of Offenders
- Marital Status
- Occupation of Offender
- Level of Education
- Substance Abuse

Summary of Descriptive Findings

The majority of the sex offenders in the treatment group have committed crimes against children. Over half had been convicted in the Third Judicial District and almost all received sentences of over two years. Sixty percent (60 %) were sentenced to 7 years or less. Almost half of the sentences were presumptive. About one-half of the offenders were White and 38% Alaska Native. Almost one-half of the offenders were under age 35 with Sexual Assault (SA) offenders being younger than Sexual Abuse of a Minor (SAM) offenders. Also, Alaska Native offenders tended to be younger than their White counterparts. Almost 40% of the offenders were single and about 30% were married at the time of their offenses. Most offenders were in occupations classified as skilled or unskilled labor at the time of offense. Nearly two-thirds had a high school education or its equivalent. Sixty-seven percent (67%) had a history of substance abuse. The incidence of substance abuse was much higher among Alaska Native offenders. There was insufficient data to draw any firm conclusions about the role of substance abuse at the time of the instant offense.

¹ "Missing" Information/Data: In some cases, a given data element was unavailable in the database. This is reflected in the figures on the following pages. It was not always possible to find the missing data, particularly in the case of offenders who have left the system.

Figure 4. Offense Category



Of the 411 inmates in the treatment program, the majority (63.0%) were convicted of some form of sexual abuse of a minor. The "other" category includes crimes that were difficult to classify under the other two headings or sexual crimes that were charge-bargained.

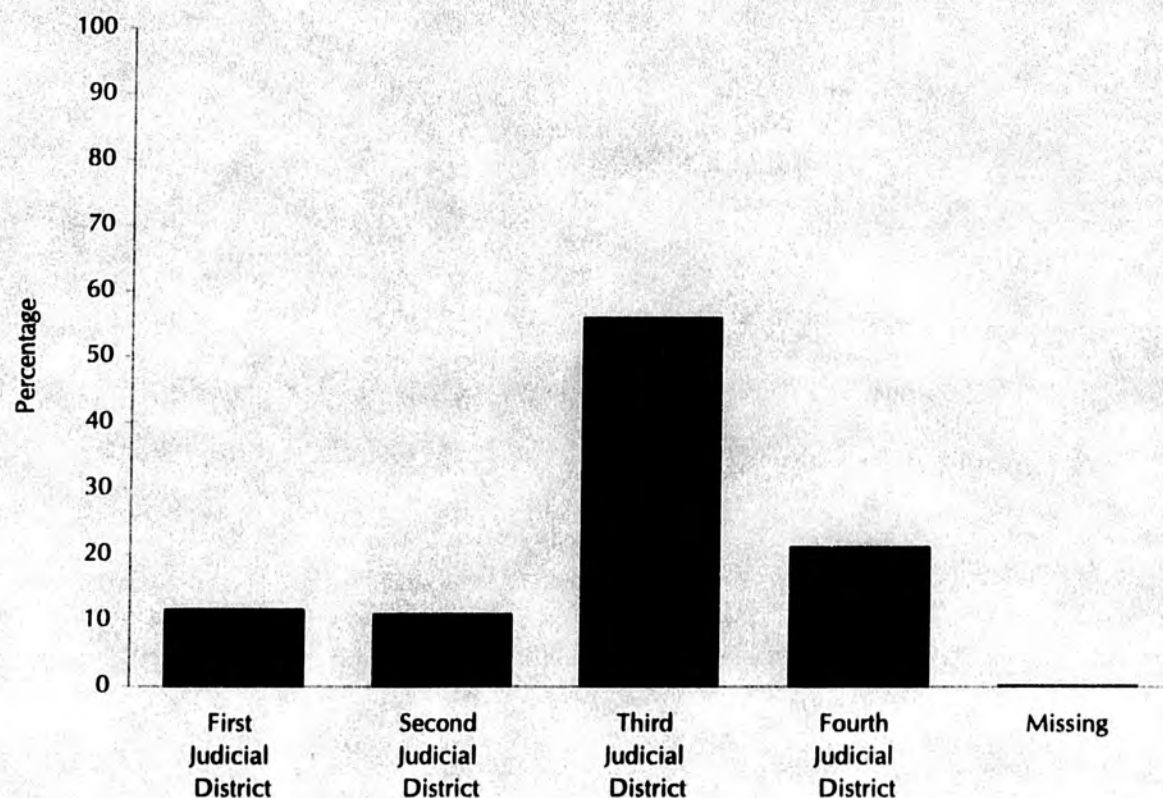
Table 4a. Offense Category

	N	%
Sexual abuse of a minor (SAM)	259	63.0 %
Sexual assault (SA)	135	32.8
Other	17	4.1
Total	411	

Table 4b. OBSCIS Offense Code

Offense	Code	N	%
Sexual abuse of a minor (SAM)	Total	259	63.0 %
Sexual abuse of a minor 1	41.434	95	23.1
Sexual abuse of a minor 2	41.436	118	28.7
Sexual abuse of a minor 3	41.438	8	1.9
Sexual abuse of a minor 4	41.440	9	2.2
Incest	41.450	2	0.5
Attempted sexual abuse of a minor 1	941.434	20	4.9
Attempted sexual abuse of a minor 2	941.436	6	1.5
Attempted sexual abuse of a minor 3	941.438	1	0.2
Sexual assault (SA)	Total	135	32.8 %
Sexual assault 1	41.410	86	20.9
Sexual assault 2	41.420	27	6.6
Sexual assault 3	41.425	1	0.2
Sexual assault 3 (old)	41.430	1	0.2
Attempted sexual assault 1	941.410	19	4.6
Attempted sexual assault 2	941.420	1	0.2
Other offenses	Total	17	4.1 %
Offense against the person (old)	15.120	2	0.5
Offense against the person (old)	15.160	1	0.2
Attempt to commit a crime	31.100	1	0.2
Assault 1	41.200	1	0.2
Assault 2	41.210	2	0.5
Assault 4	41.230	2	0.5
Kidnapping	41.300	3	0.7
Exploitation of a minor	41.455	3	0.7
Coercion	41.530	1	0.2
Burglary 1	46.300	1	0.2
Total		411	

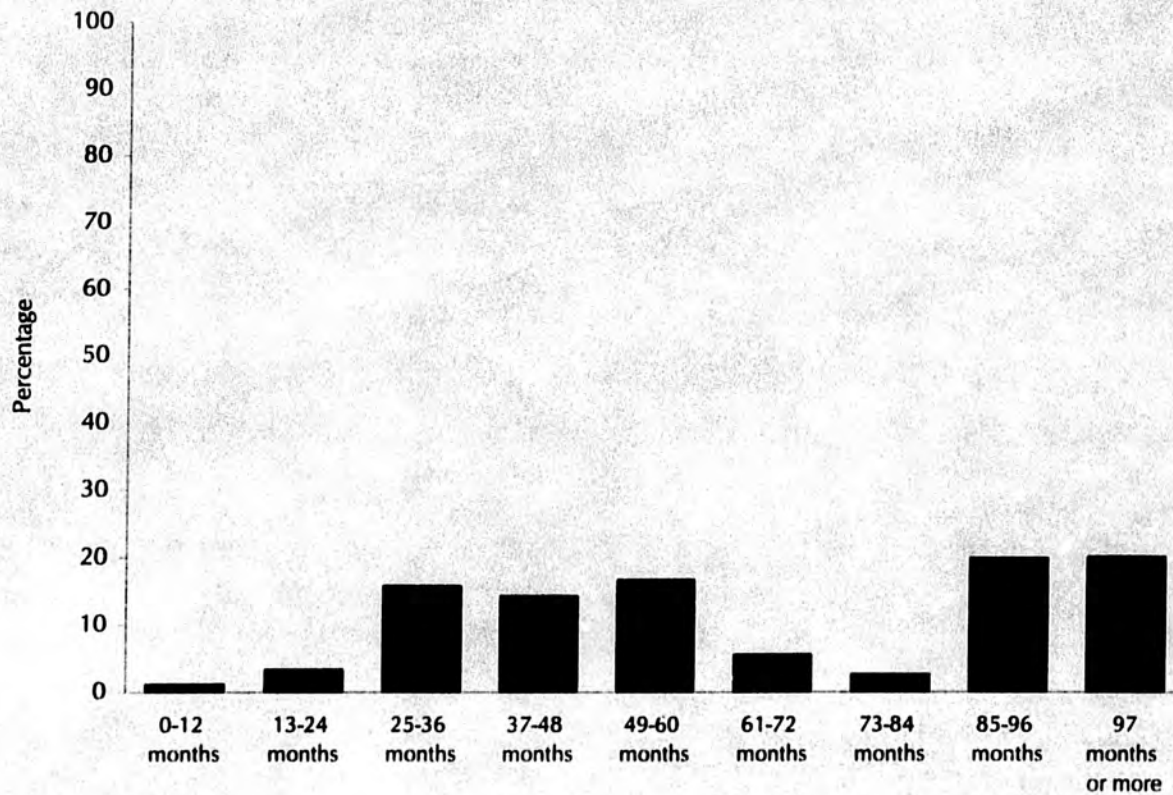
Figure 5. Location of Court of Conviction



The highest number of participants in the Hiland Mountain Sex Offenders Treatment Program were tried in the Third Judicial District (56.0%).

Table 5. Location of Court of Conviction

	N	%
First Judicial District	48	11.7 %
Second Judicial District	45	10.9
Third Judicial District	230	56.0
Fourth Judicial District	87	21.2
Missing	1	0.2
Total	411	

Figure 6. Length of Sentence*12 month intervals*

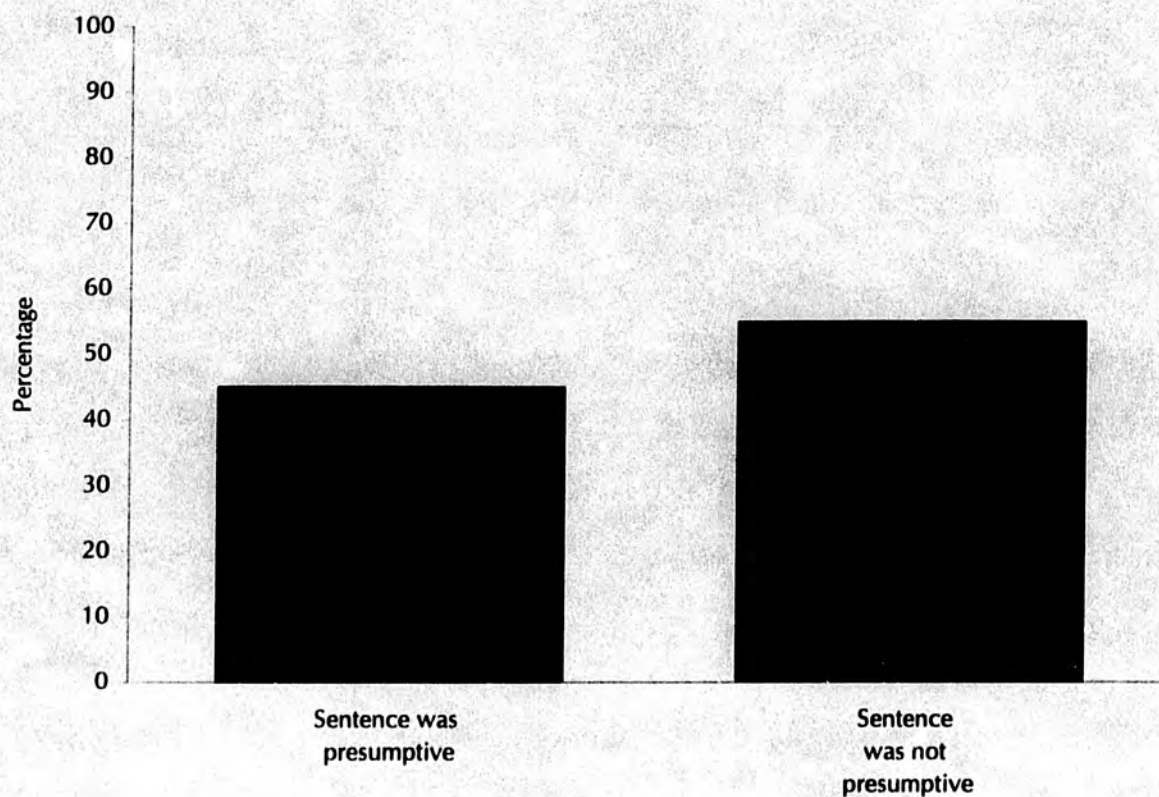
Most (95%) of the inmates in this program received sentences of more than two years. Approximately 60 percent received sentences of more than seven years.

Table 6a. Length of Sentence*12 month intervals*

	N	%
0 to 12 months	5	1.2 %
13 to 24 months	14	3.4
25 to 36 months	65	15.8
37 to 48 months	59	14.4
49 to 60 months	69	16.8
61 to 72 months	23	5.6
73 to 84 months	11	2.7
85 to 96 months	82	20.0
97 months or more	83	20.2
Total	411	

Table 6b. Length of Sentence*Actual sentence length*

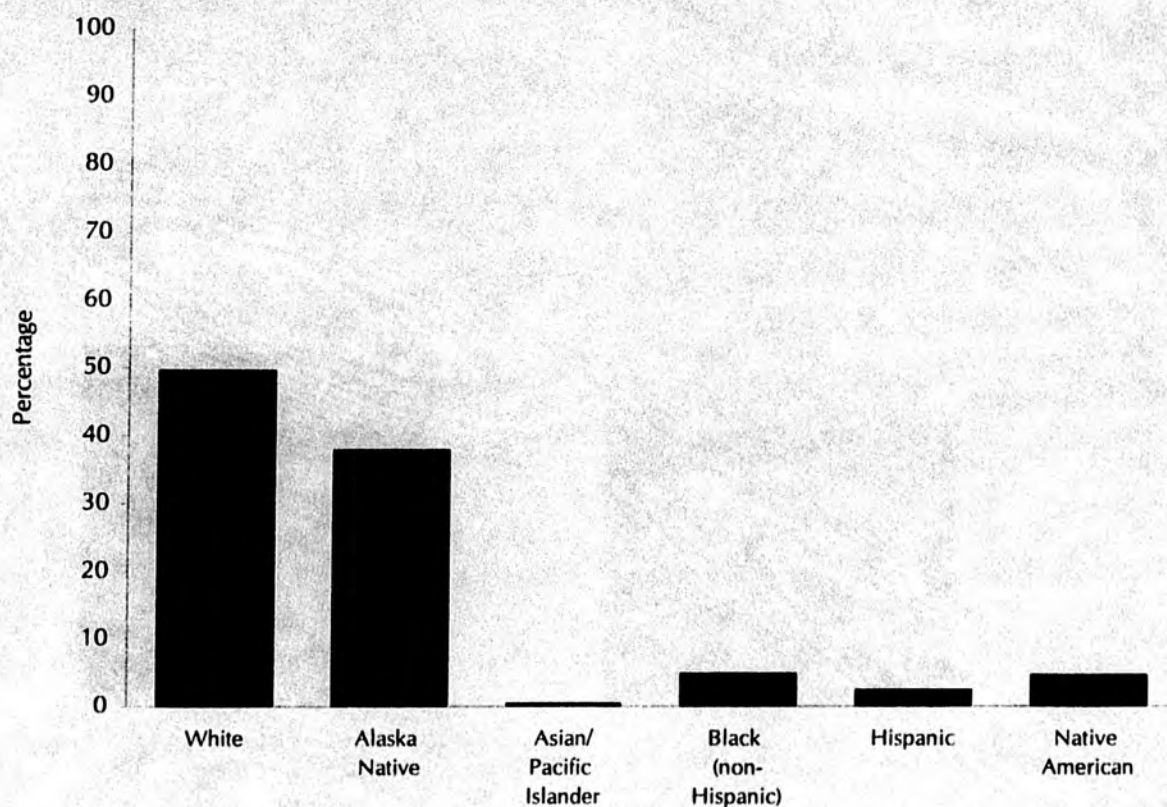
	N	%		N	%
6 months	1	0.2 %	90 months	1	0.2 %
10 months	1	0.2	96 months	81	19.7
12 months	3	0.7	97 months	2	0.5
18 months	5	1.2	98 months	3	0.7
20 months	1	0.2	99 months	1	0.2
22 months	1	0.2	102 months	1	0.2
24 months	7	1.7	108 months	8	1.9
26 months	1	0.2	114 months	3	0.7
27 months	1	0.2	120 months	24	5.8
30 months	17	4.1	126 months	1	0.2
32 months	1	0.2	132 months	2	0.5
34 months	1	0.2	144 months	8	1.9
36 months	44	10.7	156 months	5	1.2
39 months	1	0.2	171 months	1	0.2
42 months	6	1.5	174 months	1	0.2
44 months	1	0.2	180 months	11	2.7
48 months	51	12.4	185 months	1	0.2
51 months	1	0.2	186 months	1	0.2
54 months	4	1.0	192 months	1	0.2
55 months	1	0.2	228 months	1	0.2
56 months	1	0.2	240 months	3	0.7
57 months	1	0.2	300 months	2	0.5
60 months	61	14.8	324 months	1	0.2
66 months	3	0.7	360 months	1	0.2
72 months	20	4.9	480 months	1	0.2
74 months	1	0.2			
75 months	1	0.2			
78 months	2	0.5			
84 months	7	1.7			
			Total	411	

Figure 7. Presumptive Sentencing

Less than half (45.0%) of the inmates associated with the program were serving a presumptive sentence.

Table 7. Presumptive sentencing

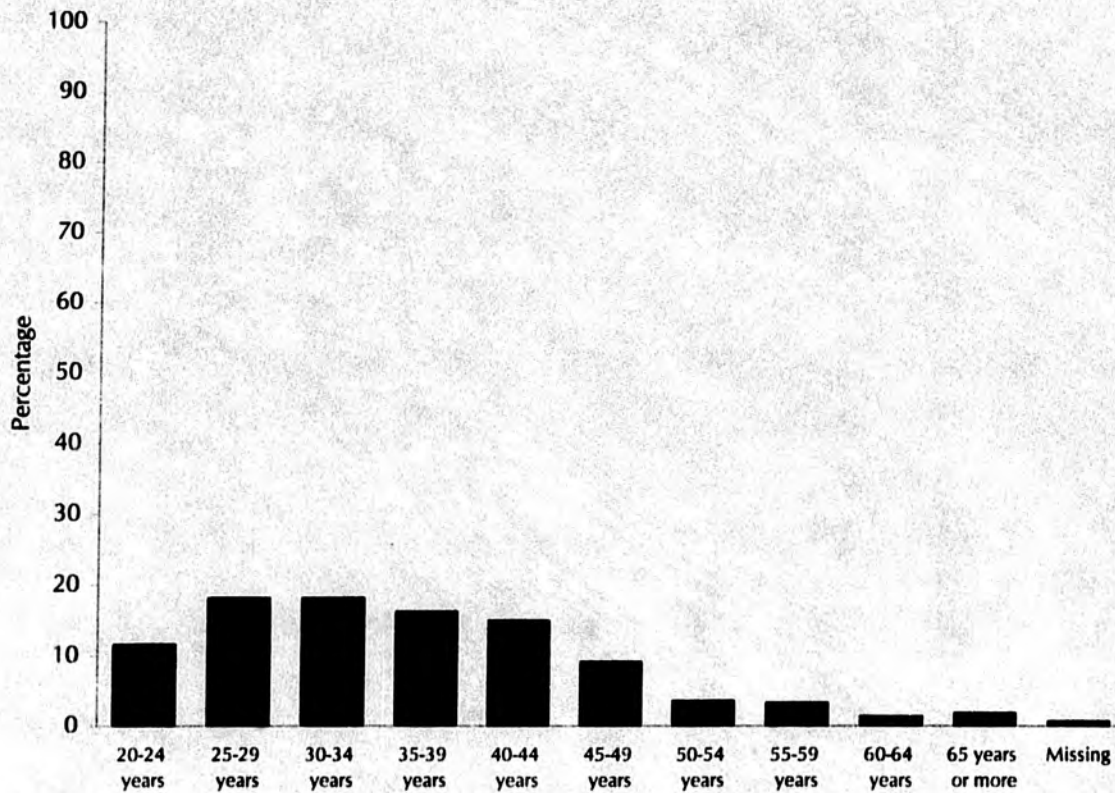
Sentencing was presumptive	185	45.0 %
Sentencing was not presumptive	226	55.0
Total	411	

Figure 8. Race

Just under one-half (49.6%) of the inmates who came into contact with the program were white. The next highest racial group (38.0%) were Alaska Natives (this group includes individuals of Eskimo, Aleut, Athabascan, Haida, Tlingit, and mixed Alaska Native backgrounds).

Table 8. Race

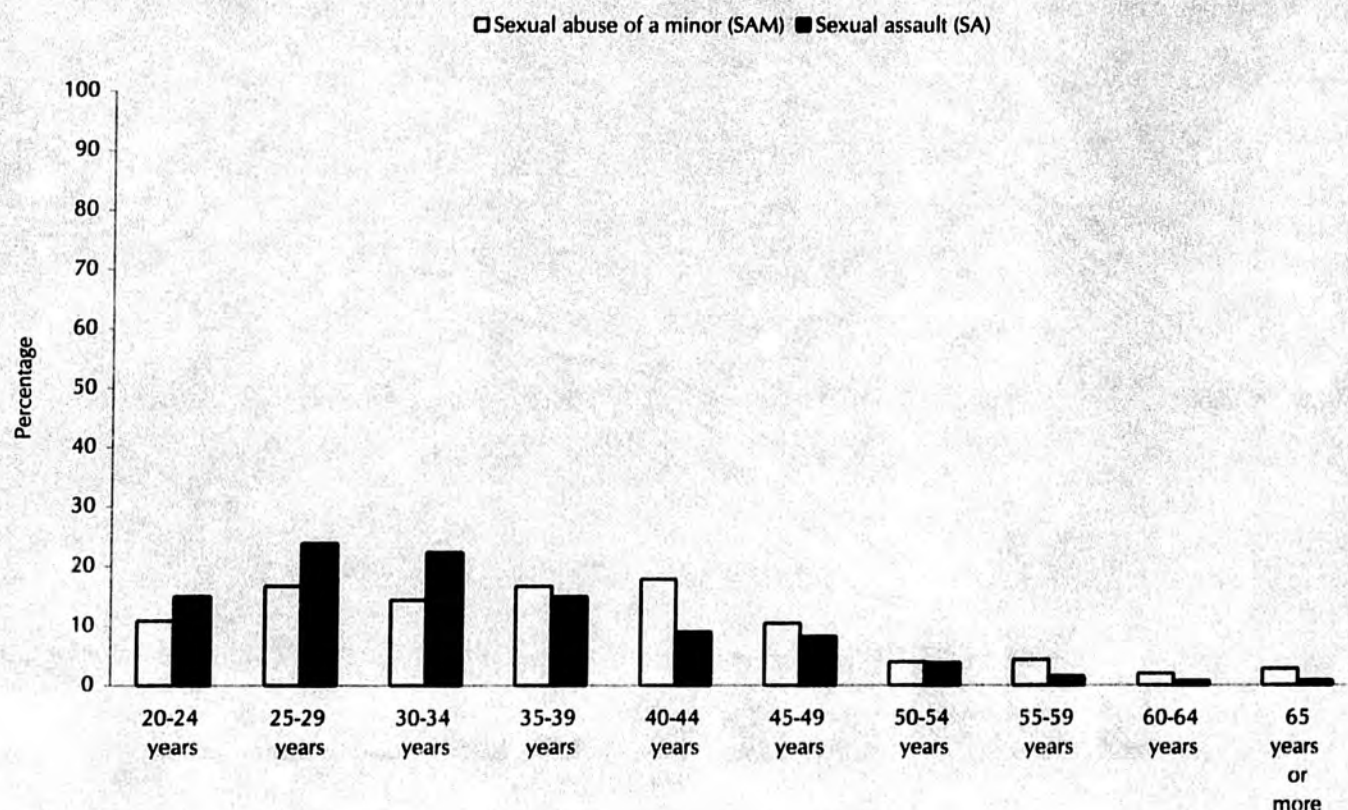
	N	%
White	204	49.6 %
Alaska Native	156	38.0 %
Eskimo (unspecified)	58	14.1
Yup'ik Eskimo	36	8.8
Inupiat Eskimo	12	2.9
Aleut	24	5.8
Athabascan	7	1.7
Haida	2	0.5
Tlingit	16	3.9
Mixed Alaska Native	1	0.2
Asian/Pacific Islander	2	0.5 %
Black (non-Hispanic)	20	4.9 %
Hispanic	10	2.4 %
Native American	19	4.6 %
Total	411	

Figure 9. Age at Treatment Program Discharge

Almost half of the program participants (48%) were under 35 years of age.

Table 9. Age at Treatment Program Discharge

	N	%
20-24 years	48	11.7 %
25-29 years	75	18.2
30-34 years	75	18.2
35-39 years	67	16.3
40-44 years	62	15.1
45-49 years	38	9.2
50-54 years	15	3.6
55-59 years	14	3.4
60-64 years	6	1.5
65 years or more	8	1.9
Missing	3	0.7
Total	411	

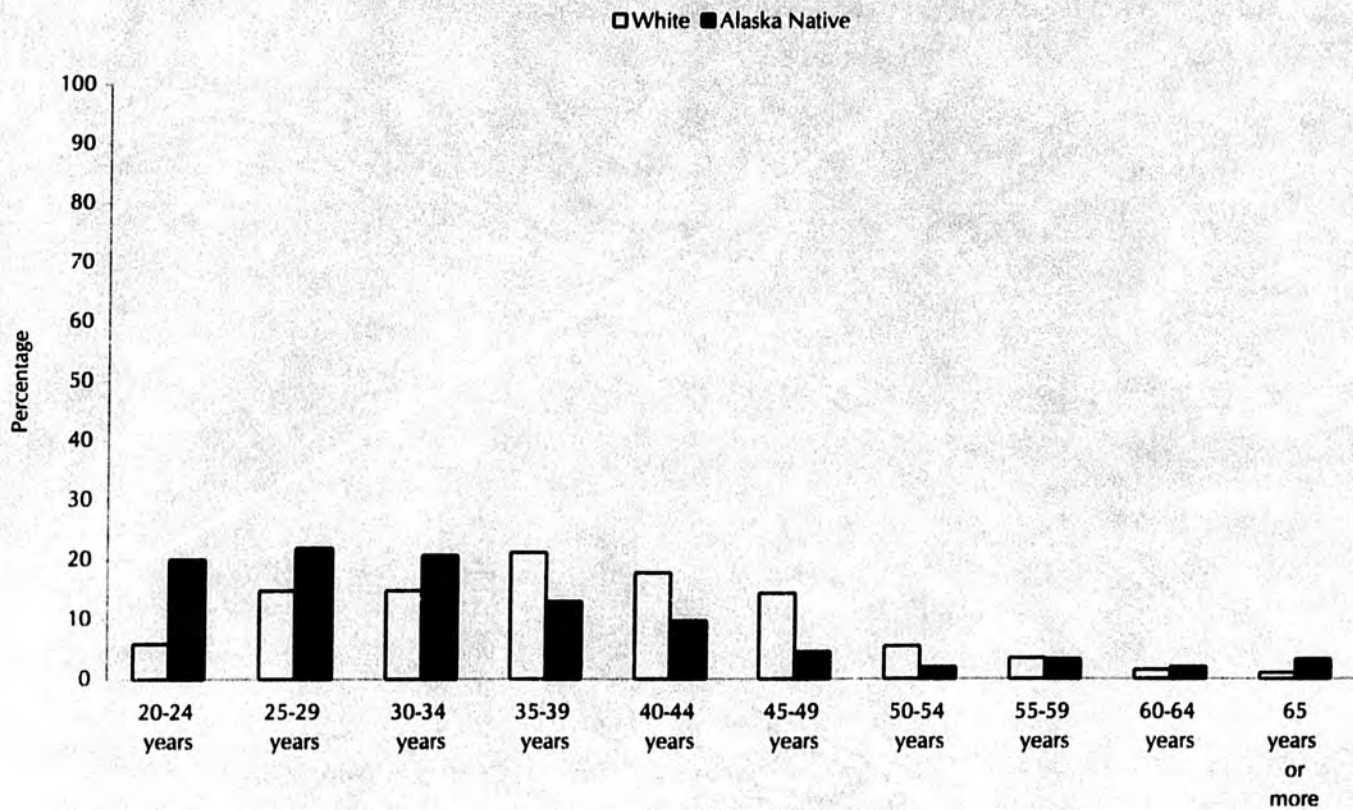
Figure 10. Age at Discharge from Program by Major Offense Category*SAM and SA offenders only.*

The offenders committing sexual assaults (SA) are younger compared to the offenders committing sexual abuse of minor (SAM) offenses. The most frequent age group for SA offenders is 25 to 29, whereas the most frequent age category for SAM offenders is 40 to 44.

Table 10. Age at Discharge from Program by Major Offense Category*SAM and SA offenders only.*

	Sexual abuse of a minor (SAM)		Sexual assault (SA)	
	N	%	N	%
20-24 years	28	10.9 %	20	14.9 %
25-29 years	43	16.7	32	23.9
30-34 years	37	14.4	30	22.4
35-39 years	43	16.7	20	14.9
40-44 years	46	17.9	12	9.0
45-49 years	27	10.5	11	8.2
50-54 years	10	3.9	5	3.7
55-59 years	11	4.3	2	1.5
60-64 years	5	1.9	1	0.7
65 years or more	7	2.7	1	0.7
Total	257		134	

Age at program discharge was missing for two SAM and one SA offender, who are excluded from this table.

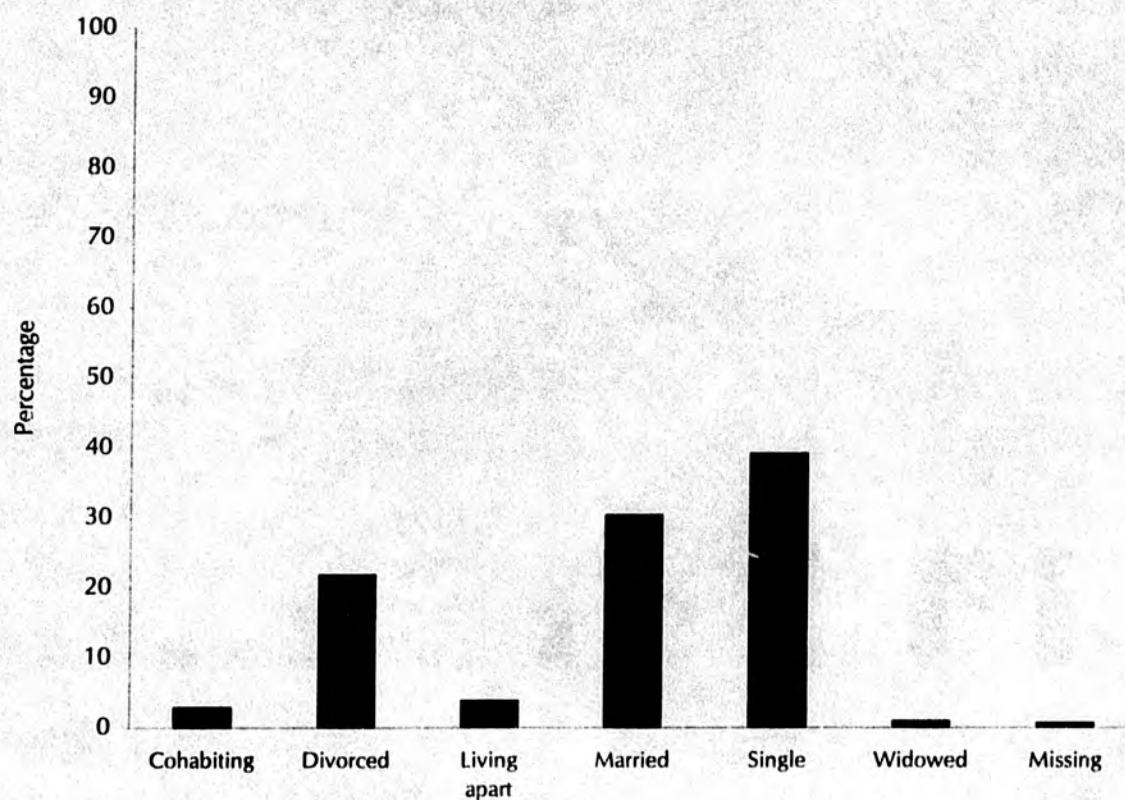
Figure 11. Age at Discharge from Program by Race*Whites and Alaska Natives only.*

Alaska Native offenders tended to be younger than Caucasian offenders. The most frequent age for Native offenders was about 27 years, whereas the most frequent age for white offenders was about 10 years older.

Table 11. Age at Discharge from Program by Race*Whites and Alaska Natives only.*

	White		Alaska Native	
	N	%	N	%
20-24 years	12	5.9 %	31	20.0 %
25-29 years	30	14.8	34	21.9
30-34 years	30	14.8	32	20.6
35-39 years	43	21.2	20	12.9
40-44 years	36	17.7	15	9.7
45-49 years	29	14.3	7	4.5
50-54 years	11	5.4	3	1.9
55-59 years	7	3.4	5	3.2
60-64 years	3	1.5	3	1.9
65 years or more	2	1.0	5	3.2
Total	203		155	

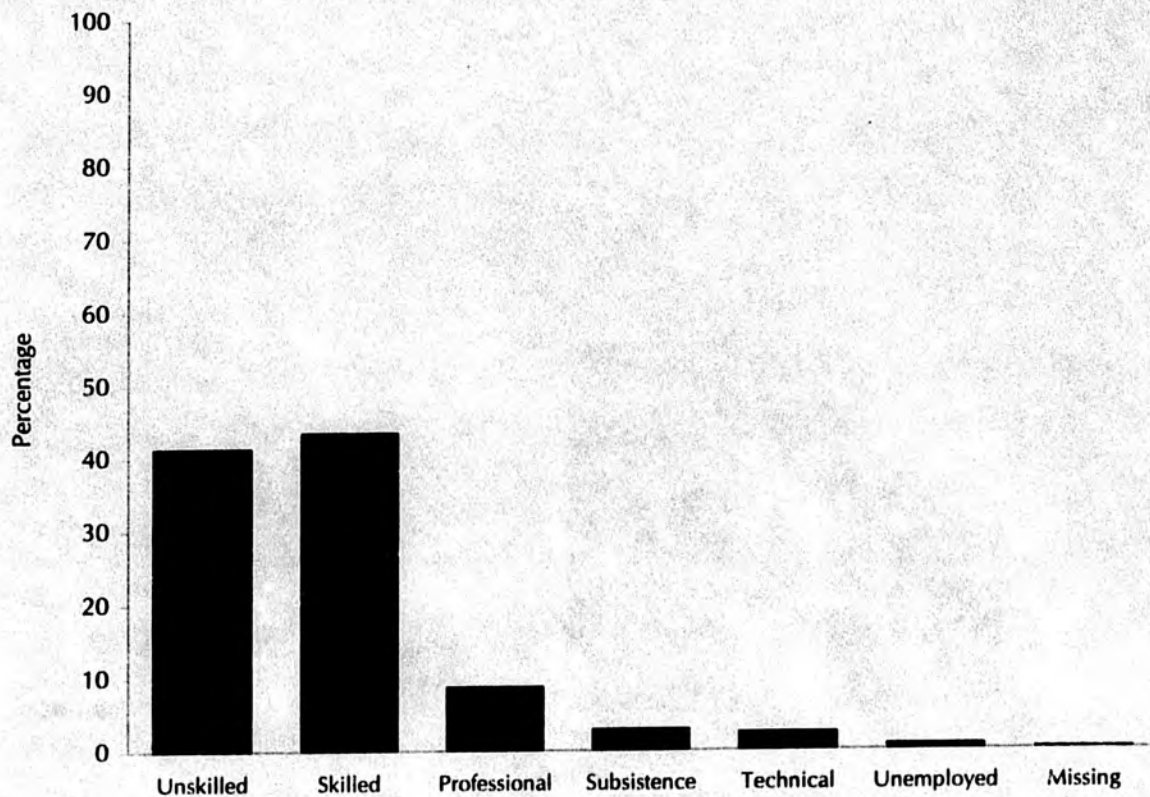
Age at program discharge was missing for one white and one Native inmate, who are excluded from this table.

Figure 12. Marital Status at Instant Offense

Almost 40 percent of the inmates were single at the time of the instant offense. About 30 percent were married.

Table 12. Marital Status at Instant Offense

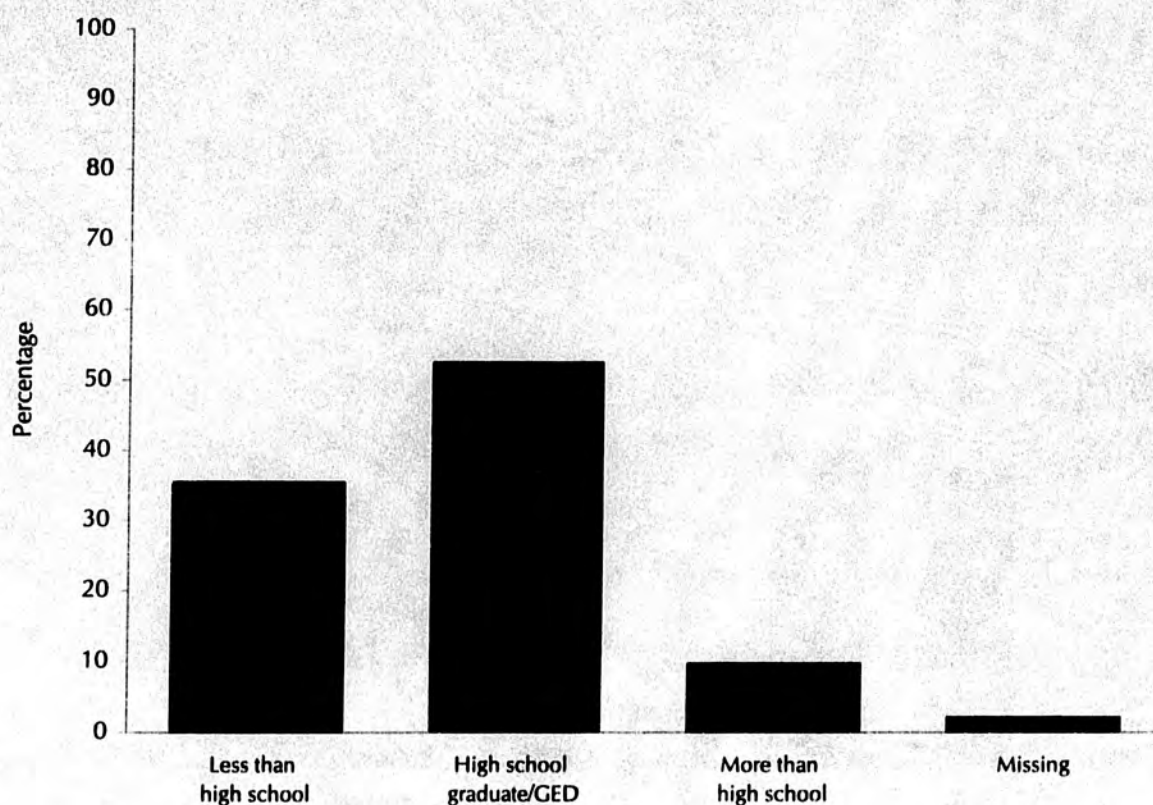
	N	%
Cohabiting	12	2.9 %
Divorced	90	21.9
Living apart	16	3.9
Married	125	30.4
Single	161	39.2
Widowed	4	1.0
Missing	3	0.7
Total	411	

Figure 13. Occupation

Most offenders in the program were classified either as unskilled labor (41.4%) or skilled labor (43.6%).

Table 13. Occupation

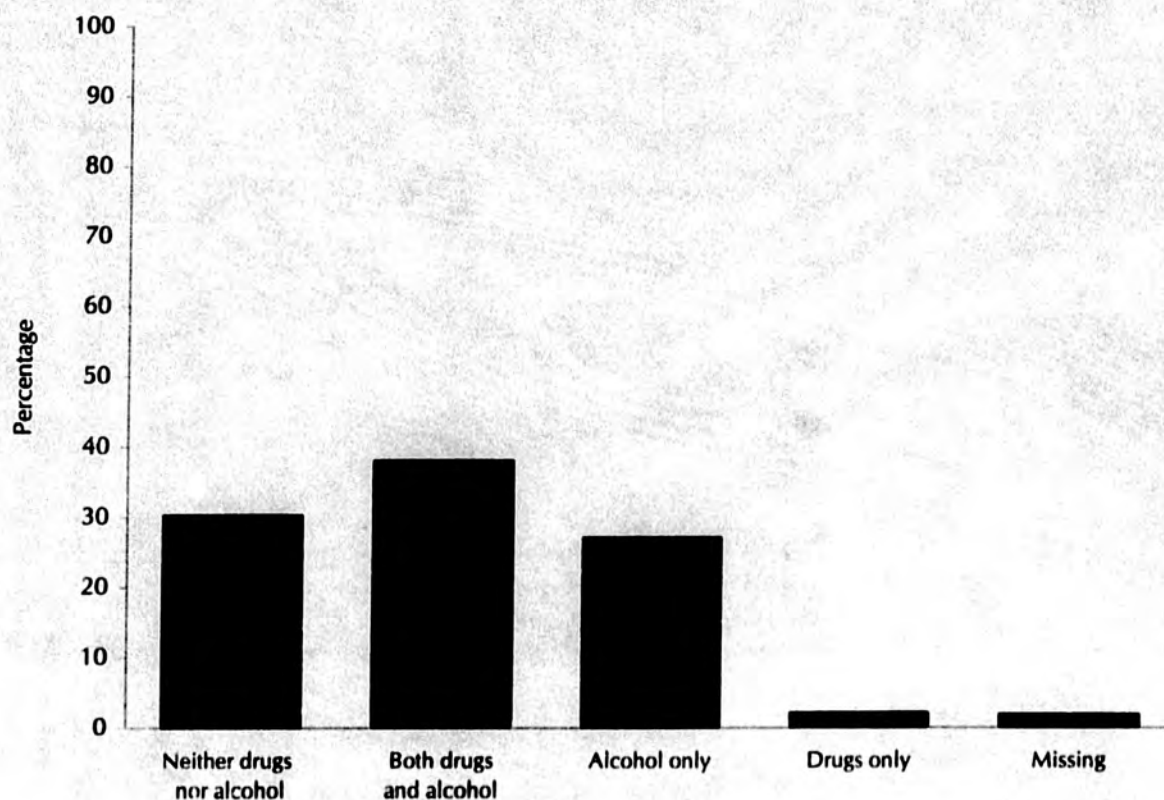
	N	%
Unskilled	170	41.4 %
Skilled	179	43.6
Professional	36	8.8
Subsistence	12	2.9
Technical	10	2.4
Unemployed	3	0.7
Missing	1	0.2
Total	411	

Figure 14. Education

Nearly two-thirds (62.3%) of the sex offenders who had contact with the program had an educational level of high school diploma/GED equivalency or higher.

Table 14. Education
Highest grade completed.

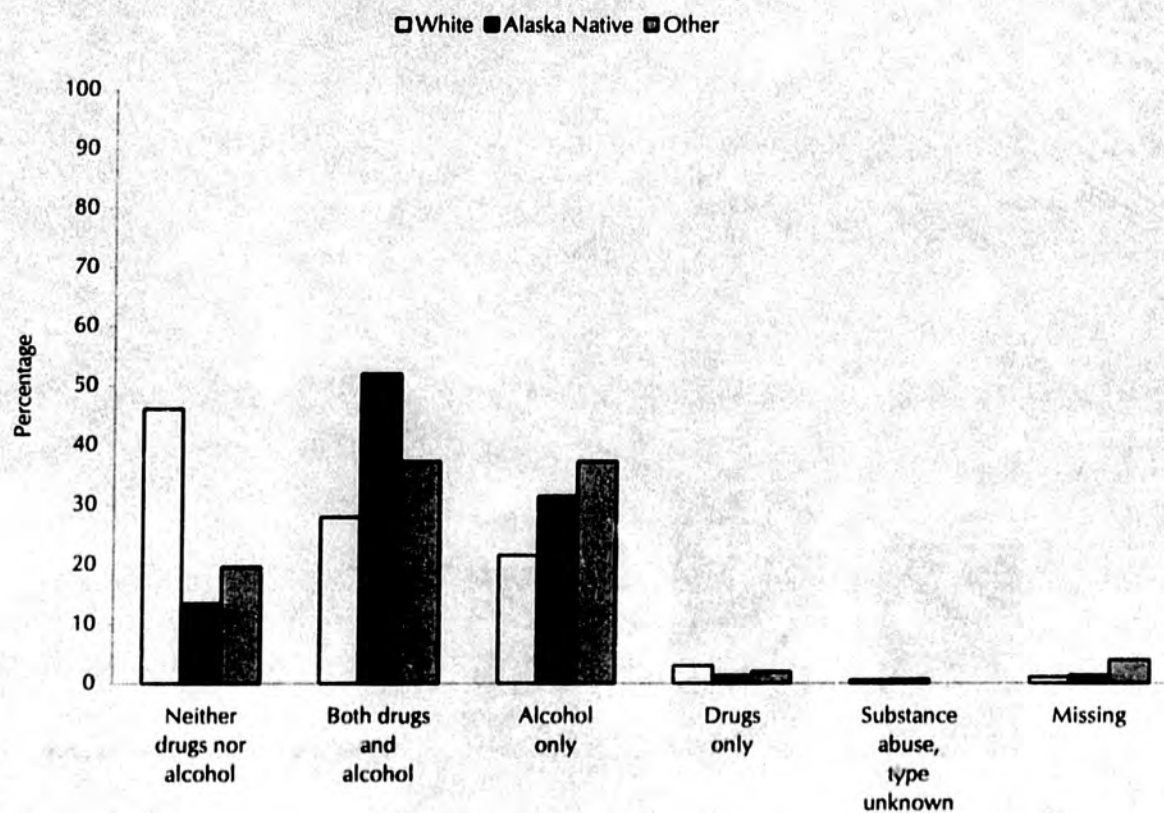
	N	%
Less than high school	146	35.5 %
High school graduate/GED	216	52.6 %
More than high school	40	9.7 %
Missing	9	2.2 %
Total	411	

Figure 15. Substance Abuse History

The majority of inmates in the program indicated a history of alcohol or drug abuse or both (67.6%). However, nearly one-third of the inmates (30.4%) reported no history of either drug or alcohol abuse.

Table 15. Substance Abuse History

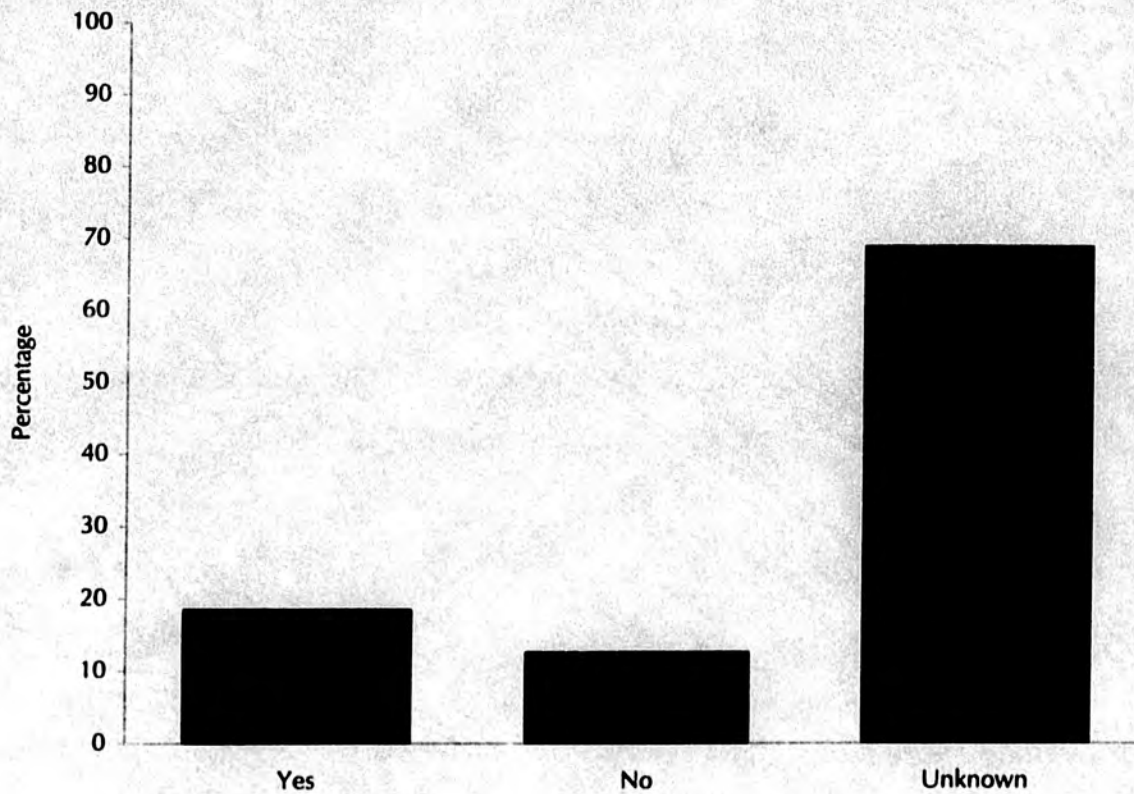
	N	%
Neither drugs nor alcohol	125	30.4 %
Both drugs and alcohol	157	38.2
Alcohol only	112	27.3
Drugs only	9	2.2
Missing	8	1.9
Total	411	

Figure 16. Substance Abuse History by Race

There was a higher incidence of substance abuse among Alaska Native participants. Of white participants in the program 46 percent reported no alcohol or drug abuse, while only 14 percent of the Alaska Natives and 20 percent of the other races reported no substance abuse.

Table 16. Substance Abuse History by Race

	White		Alaska Native		Other	
	N	%	N	%	N	%
Neither drugs nor alcohol	94	46.1 %	21	13.5 %	10	19.6 %
Both drugs and alcohol	57	27.9	81	51.9	19	37.3
Alcohol only	44	21.6	49	31.4	19	37.3
Drugs only	6	2.9	2	1.3	1	2.0
Substance abuse, type unknown	1	0.5	1	0.6	0	0.0
Missing	2	1.0	2	1.3	2	3.9
Total	204		156		51	

Figure 17. Substance Abuse at Instant Offense

There were limited data on substance abuse at the time of the instant offense. Data for most of the offenders were unavailable because this information was not recorded in many files, especially the old case files.

Table 17. Substance Abuse at Instant Offense

	N	%
Yes	76	18.5 %
No	52	12.7
Unknown	283	68.9
Total	411	

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V. Results
B. Treatment Variables

B. Treatment Variables

There are three primary treatment variables under study, including: Time in Treatment; Treatment Stage Attained; and, Reason for Discharge. These variables reflect not merely what is offered the offender during the treatment process, but also the degree to which the offender accepts or incorporates what is offered. In order to benefit from treatment it is necessary for an offender to actively participate for an optimal length of time. On the one hand, the number of months in treatment might be viewed as if it were a dosage, assuming that treatment is cumulative in a quantitative sense; on the other hand, the mere passage of time is not sufficient to achieve a qualitative change. The discrimination between treatment stages at discharge (Beginning, Intermediate, and Advanced) are clinical determinations that the offender has made qualitative changes by accepting what is offered.

The reasons for discharge are grouped into four categories: ATA (left against treatment advice)/Quit program; Removed/Dismissed by the treatment team; Sentence Complete; and, Program Complete. The reasons for discharge, along with the variable stage at discharge, allow us to make some conclusions about how much of treatment has been incorporated.

How well the offenders do upon release is connected to these primary variables, i.e. the length of time in program, the treatment stage obtained, and the reason for discharge from the program.

Each of the primary treatment variables was also studied in relation to demographic variables. The demographic variables help us to individualize the treatment.

1. Time in Program

Treatment variables related to Time in Program are presented in Figures 18 through 22.

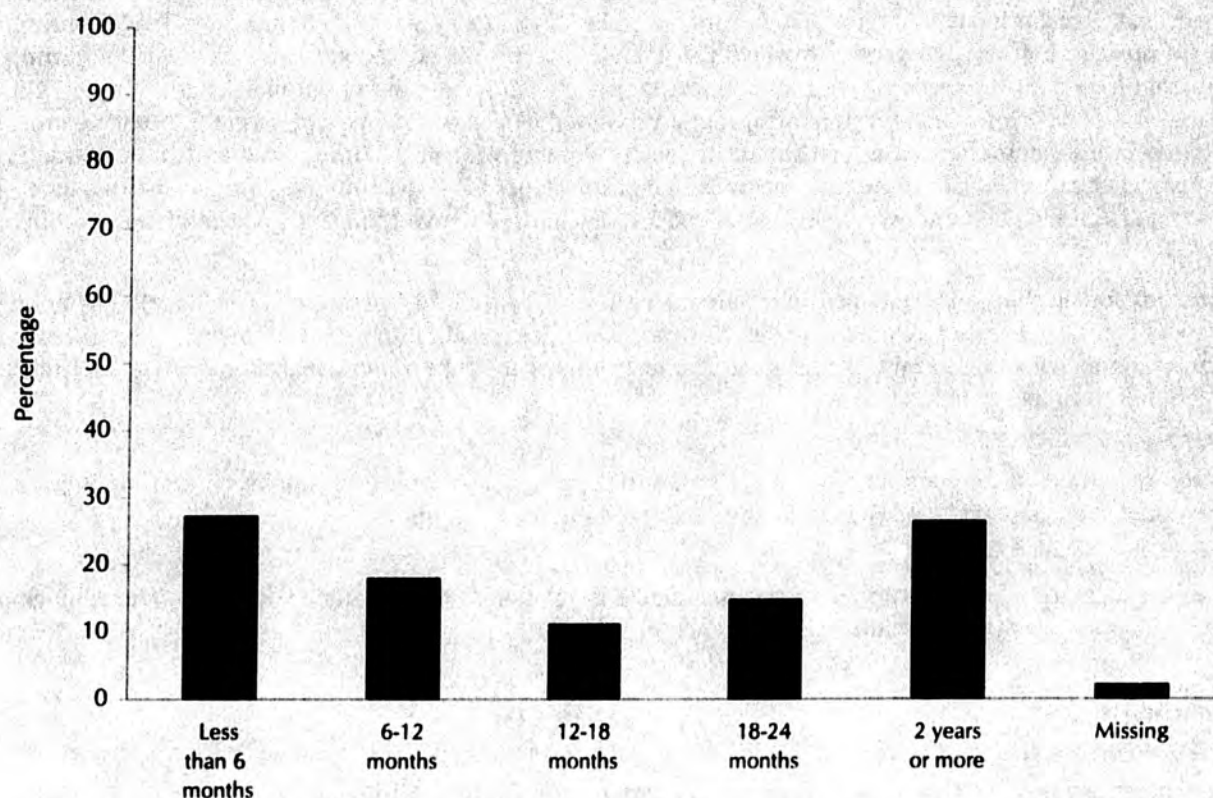
Summary of Findings for Time in Program

Results show that a number of offenders leave program in the first six to twelve months. This reflects the program's second level of screening when offenders actually have the opportunity to participate in the program. Some choose not to participate and leave program against treatment advice and others may be removed by staff because of lack of involvement. Those who choose to work at treatment tend to stay two years or longer. There was a large difference in the range of time spent in program for those in the treatment group. At least one offender was only in the program for four days, while one other offender was in the program for over 2,000 days. About 25% of the offenders had been in program for six months or less. The average stay in the program was 17 months.

Results also indicate that Alaska Natives spend significantly less time in program than Caucasians. A larger number of Alaska Natives are leaving in the first six months. The reasons for this will be explored further in later sections of this paper. When considering the amount of time it takes Alaska Natives and Caucasians to complete the beginning phase of treatment, however, there is no statistical difference. This tells us that the Alaska Native offenders who stay in treatment finish this phase in about the same time.

It is interesting that offenders who abuse neither alcohol or drugs tend to remain in treatment longer. Conversely, those who abuse both substances leave program earlier. This is consistent with the clinical observation that these individuals tend to be somewhat more impulsive.

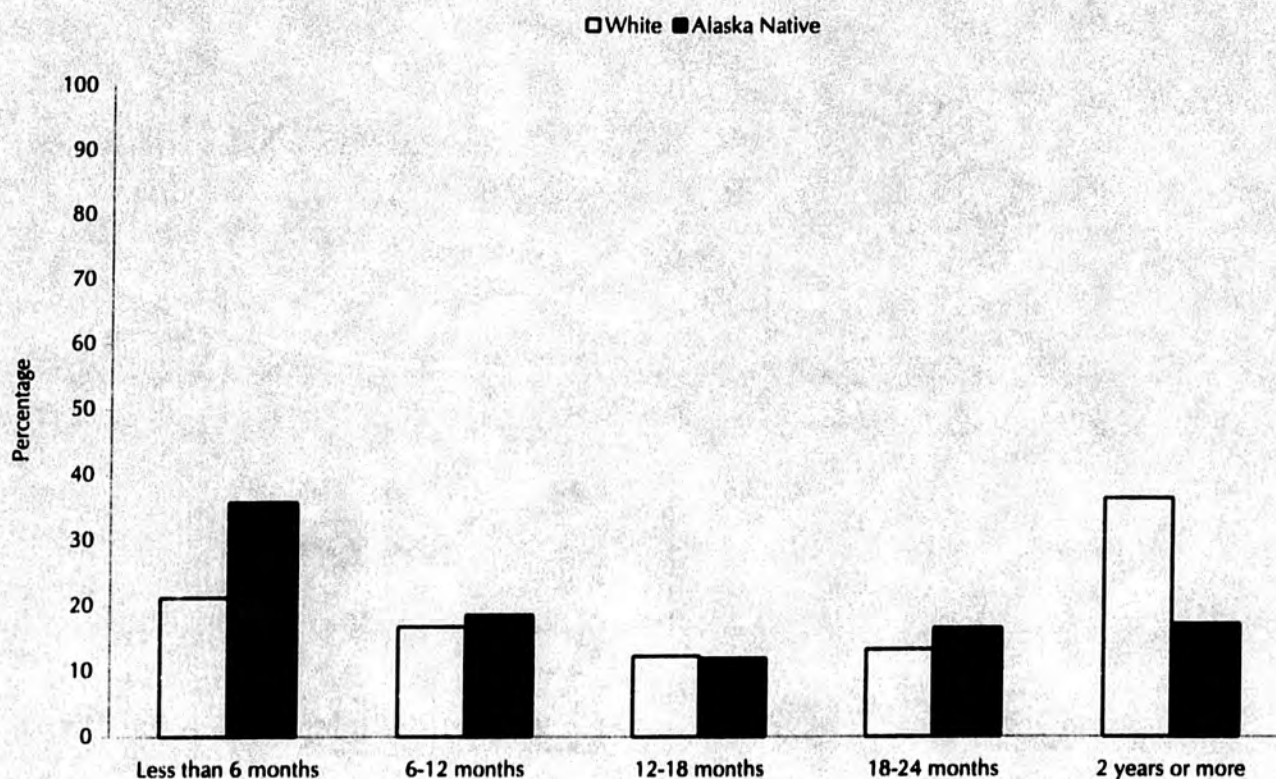
Most sex offender programs report a lower success rate with SA offenders than with SAM offenders, with many showing that these individuals have a tendency to leave treatment sooner. Results of this study indicate that this is not the case in the HMCC program. There is no relationship between type of offense and time in program.

Figure 18. Length of Time in Program

About one quarter of the participants spent less than 6 months in the program, and a nearly equal number spent 2 years or more. The average was about 17 months. The figure shows how the earlier stage of treatment functions as a second level of screening to sort out those who are not ready to actively participate in treatment after having a trial of treatment.

Table 18. Length of Time in Program

	N	%
Less than 6 months	112	27.3 %
6-12 months	74	18.0
12-18 months	46	11.2
18-24 months	61	14.8
2 years or more	109	26.5
Missing	9	2.2
Total	411	

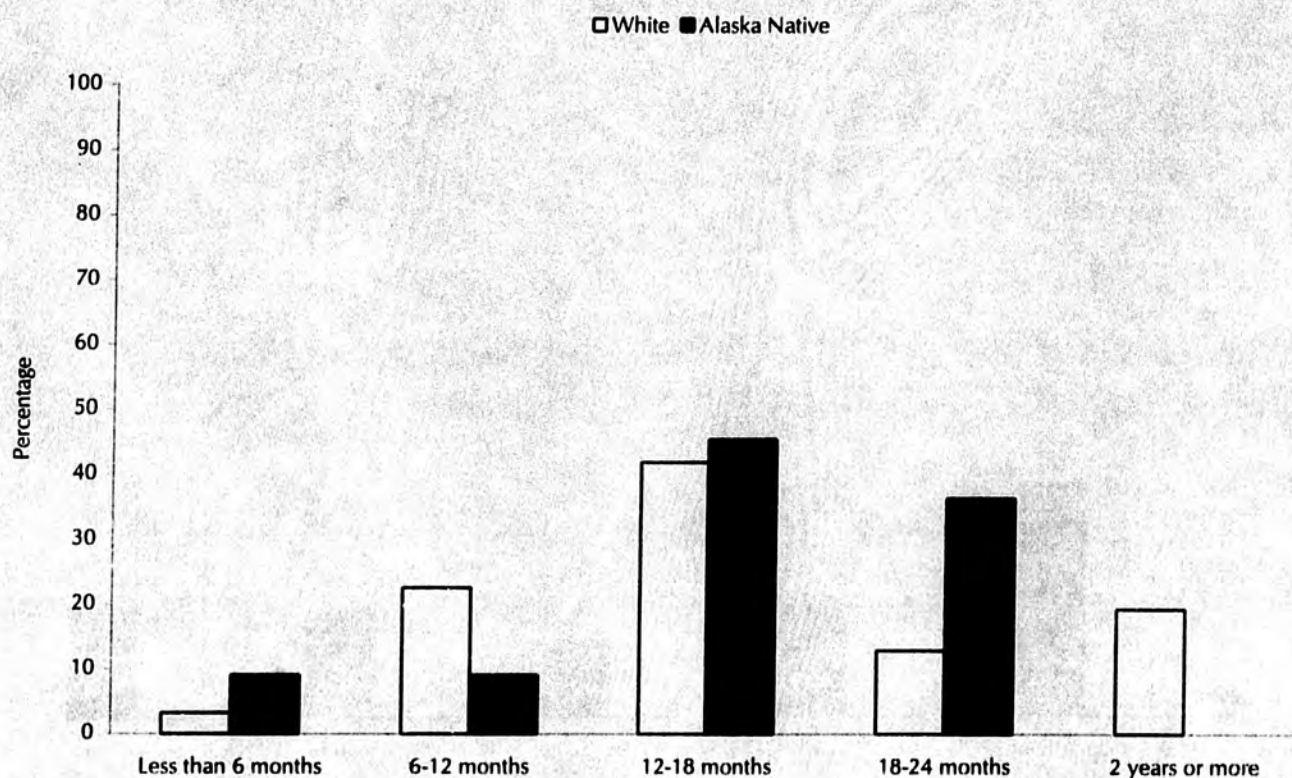
Figure 19. Length of Time in Program by Race*Whites and Alaska Natives only.*

Alaska Natives spent less time in the program than whites. A greater percentage of whites remained in for two years or longer. The relationship is statistically significant.

Table 19. Length of Time in Program by Race*Whites and Alaska Natives only.*

	White		Alaska Native	
	N	%	N	%
Less than 6 months	43	21.2 %	54	35.8 %
6-12 months	34	16.7	28	18.5
12-18 months	25	12.3	18	11.9
18-24 months	27	13.3	25	16.6
2 years or more	74	36.5	26	17.2
Total	203		151	

Length of time in program was missing for 1 white and 5 Alaska Native participants, who are excluded from this table.

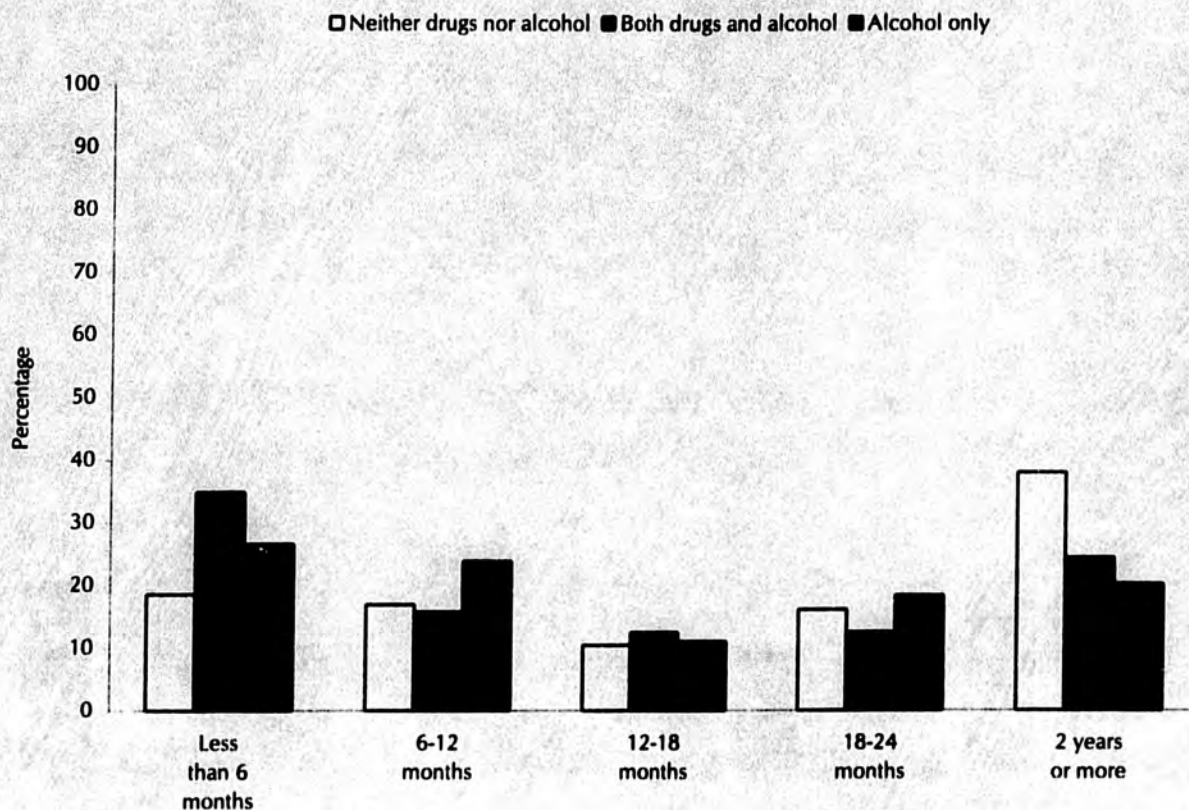
Figure 20. Beginning Treatment: Number of Months*Whites and Alaska Natives only.*

When only the Beginning stage of treatment is considered, among those who completed the stage, there is no significant difference in the length of time it took the Alaska Native offenders compared to the white offenders. This finding is based on a limited number of cases because the information was not available in most of the files.

Table 20. Beginning Treatment: Number of Months*Whites and Alaska Natives only.*

	White		Alaska Native	
	N	%	N	%
Less than 6 months	1	3.2 %	1	9.1 %
6-12 months	7	22.6	1	9.1
12-18 months	13	41.9	5	45.5
18-24 months	4	12.9	4	36.4
2 years or more	6	19.4	0	0.0
Total	31		11	

Figure 21. Length of Time in Program by Substance Abuse History
 "Drugs only" and "Substance abuse - type unknown" excluded



Those with a history of both alcohol and drug abuse left the program sooner than those who had no history of substance abuse.

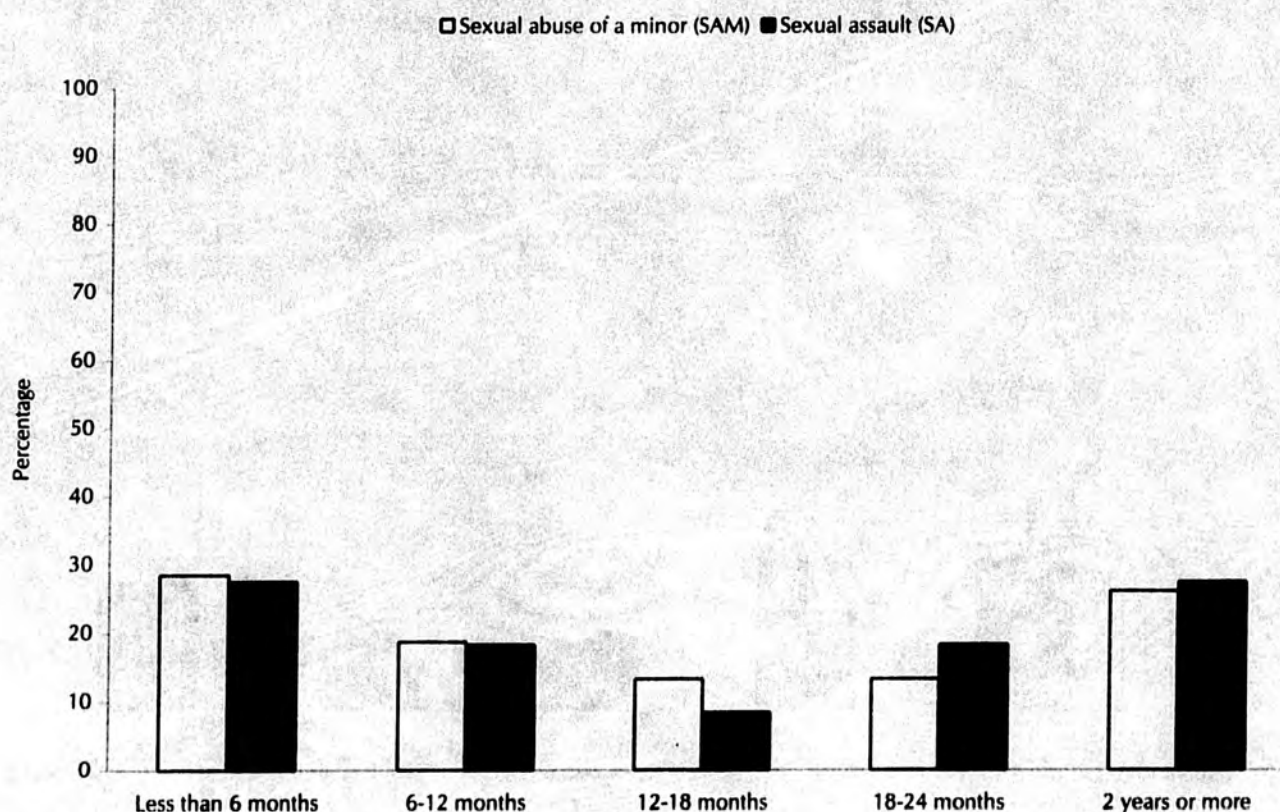
Table 21. Length of Time in Program by Substance Abuse History
 "Drugs only" and "Substance abuse - type unknown" excluded

	Neither drugs nor alcohol		Both drugs and alcohol		Alcohol only	
	N	%	N	%	N	%
Less than 6 months	23	18.5 %	53	34.9 %	29	26.6 %
6-12 months	21	16.9	24	15.8	26	23.9
12-18 months	13	10.5	19	12.5	12	11.0
18-24 months	20	16.1	19	12.5	20	18.3
2 years or more	47	37.9	37	24.3	22	20.2
Total	124		152		109	

A significant but weak relationship.

In 15 cases the substance abuse history was either "drugs only" (N=9) or "substance abuse - type unknown" (N=6).

Length of time in program was missing for 9 participants, who are excluded from this table.

Figure 22. Length of Time in Program by Major Offense Category*Whites and Alaska Natives only: SAM and SA offenders only.*

There is no relationship between type of sexual offense and time spent in the program.

Table 22. Length of Time in Program by Major Offense Category*Whites and Alaska Natives only: SAM and SA offenders only.*

	Sexual abuse of a minor (SAM)		Sexual assault (SA)	
	N	%	N	%
Less than 6 months	73	28.5 %	36	27.5 %
6-12 months	48	18.8	24	18.3
12-18 months	34	13.3	11	8.4
18-24 months	34	13.3	24	18.3
2 years or more	67	26.2	36	27.5
Total	256		131	

Length of time in program was missing for 7 SAM and SA participants, who are excluded from this table.

2. Treatment Stage

Treatment variables related to Treatment Stage are presented in Figures 23 through 29.

Summary of Treatment Stage Results

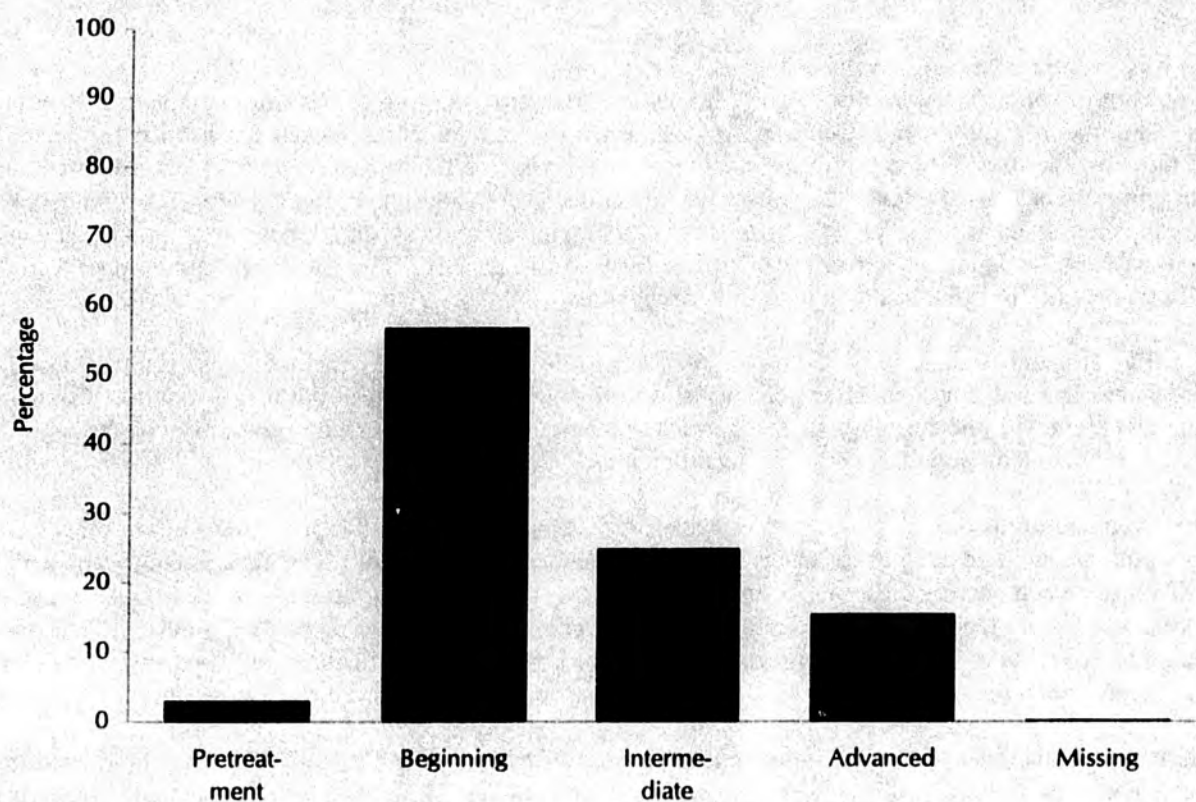
Almost 60% of the offenders were discharged from the program either during or just after completing Beginning stage (see discussion of program outcome, p. 6). Those with longer sentences tended to advance further either because they had the time needed to further themselves and/or because the longer sentences were a motivation to strive for parole. The type of offense did not seem to affect the level of attainment in program. SA offenders were roughly equivalent in stage achieved. This finding is encouraging since most sex offender programs in the United States regard the SA offender as a poor candidate for treatment in general. The HMCC program appears to deal more effectively with SA offenders than many other programs.

Alaska Native offenders tend to leave the program earlier while a greater percentage of Caucasians achieved the advanced stage. As noted above a large percentage of Natives left the program in the first 6 months. Comparing the Langdon period with the current period, it appears that more Native offenders left program from the beginning stage during the Langdon period. There were no differences between periods for whites.

Offenders who had no history of substance abuse tended to advance further in the program. On the other hand a history of both alcohol and drug abuse tended to be related to less advancement. This data is consistent with the length of stay data and once again seems to support the clinical observation that those offenders who have a serious substance abuse history tend to be poorer candidates for the program. There are probably a number of reasons for this including a tendency towards impulsivity, a desire for immediate gratification, and poor stress tolerance. These are traits which interfere with the work needing to be done in more advanced programming.

Finally, it seems that those with more formal education progressed further in program. This may be related to the fact that Relapse Prevention is a highly cognitive therapy and requires skills which are taught and strengthened during formal education. There are reading and writing assignments in the program which are extremely important to the treatment process. Those with more education have an easier time with the discipline required to complete the assignments. The very fact that an individual achieved higher grades in formal education is diagnostic of important qualities which are involved in success at difficult tasks of any nature. These include concentration, discipline, rational thinking skills, achievement drive, an interest in learning, persistence and so forth. However, the level of formal education cannot totally account for progress in treatment. It is only one of numerous variables which contribute to treatment progress. Offenders with greater than High School education also leave program against treatment advice or are removed by staff for good cause. The program materials should be examined to determine reading level, as a means of insuring that they are understandable to individuals of all reading levels, especially those who learned English as a second language.

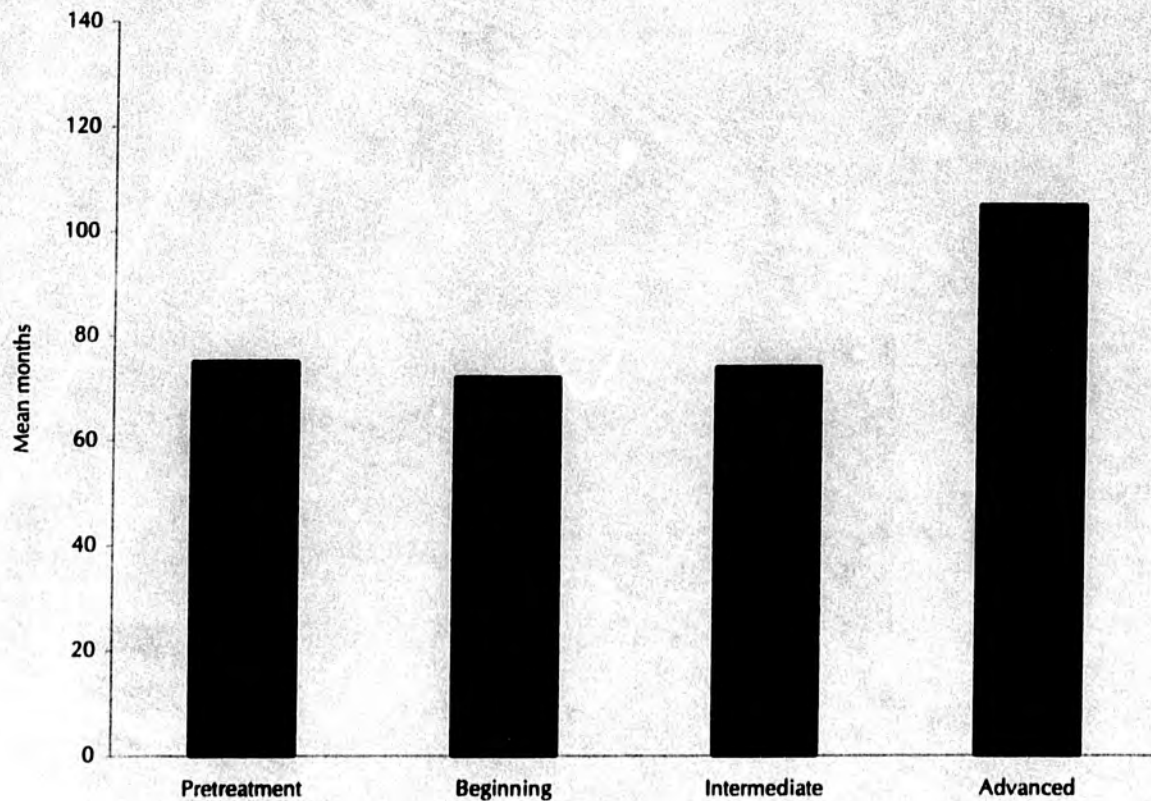
It should be pointed out that the Social Skills wing at HMCC houses offenders who have slower learning styles and require more in the way of tutoring and/or specialized assignments. Most of these individuals do not advance beyond the beginning stage. These offenders account for part of those discharged in beginning phase, however, an exact percentage is currently undetermined because there is no indicator of placement in the Social Skills wing in the older cases in the database.

Figure 23. Treatment Stage at Discharge

The greatest number of inmates were discharged from the program (58.4%) either during or just after completion of the beginning stage.

Table 23. Treatment Stage at Discharge

	N	%
Pretreatment	12	2.9 %
Beginning	233	56.7
Intermediate	102	24.8
Advanced	63	15.3
Missing	1	0.2
Total	411	

Figure 24. Treatment Stage at Discharge by Mean Sentence Length

Longer sentence lengths allow time needed for the advanced stage of treatment. The longer sentences may also motivate offenders to strive for early release by parole.

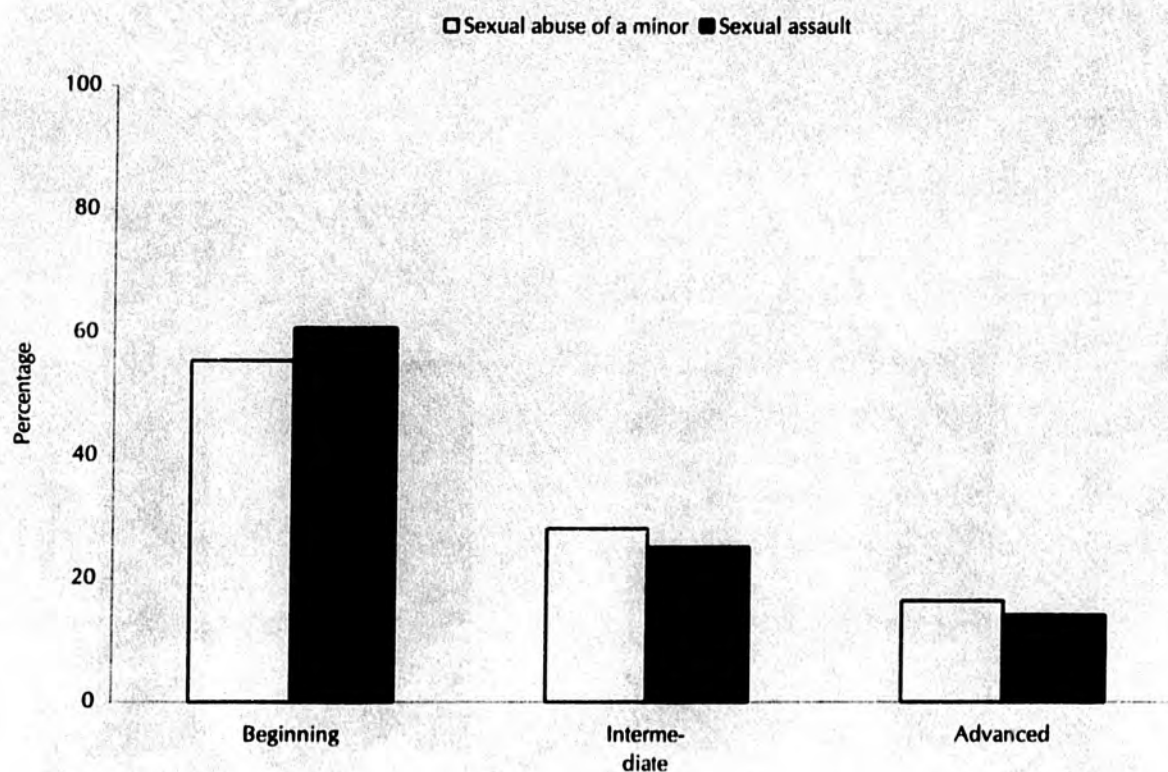
Table 24. Treatment Stage at Discharge by Mean Sentence Length

	N	mean months
Pretreatment	12	75 months
Beginning	233	72
Intermediate	102	74
Advanced	63	105 *
Total	410	

* A statistically significant increase.

One individual for whom data was missing is excluded from this table.

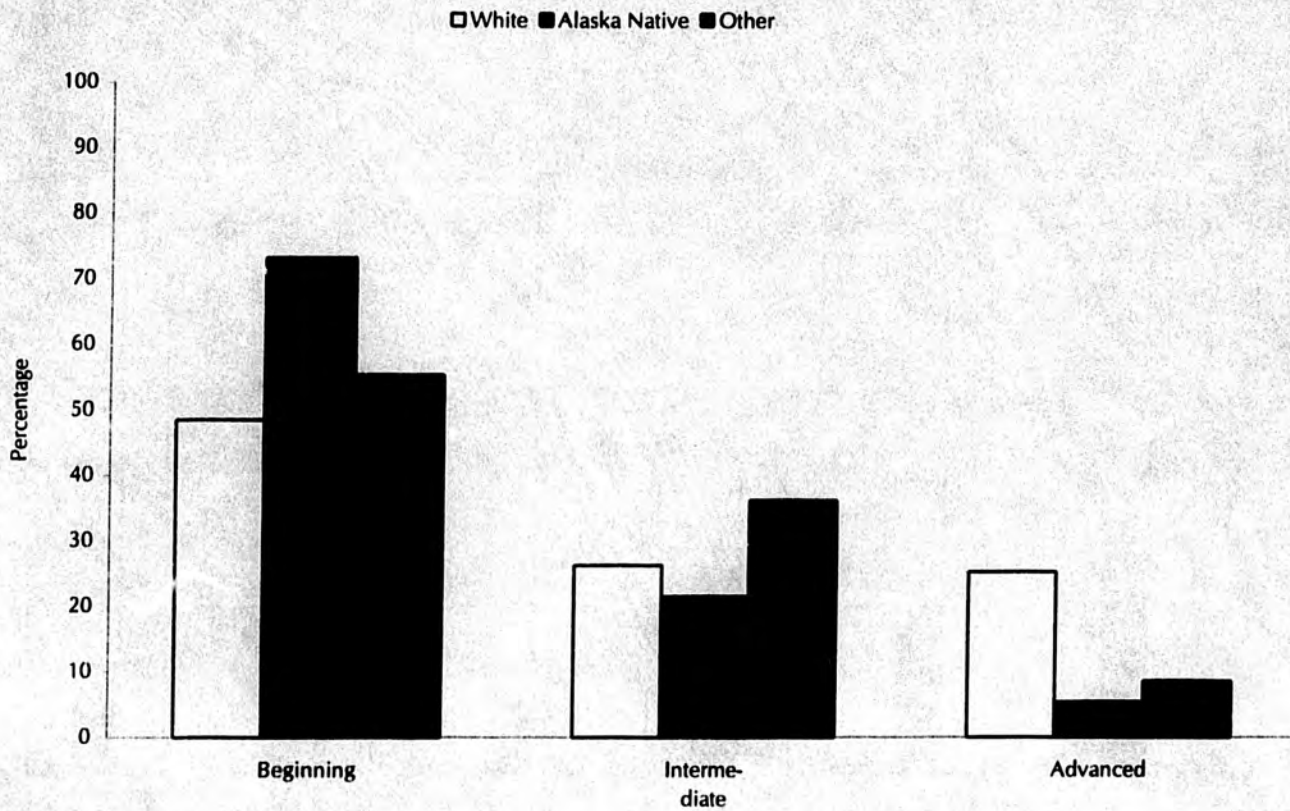
Figure 25. Treatment Stage at Discharge by Major Instant Offense Category
SAM and SA offenders only; pretreatment stage excluded.



Sexual abuse of a minor (SAM) offenders and sexual assault (SA) offenders were roughly equivalent in stage at discharge. The program appears to deal more effectively with rapists (SA offenders) than most programs. Rapists, as a group, are regarded as being more aggressive and less amenable to treatment.

Table 25. Treatment State at Discharge by Major Instant Offense Category
SAM and SA offenders only; pretreatment stage excluded.

	Sexual abuse of a minor		Sexual assault	
	N	%	N	%
Beginning	71	55.5	155	60.8
Intermediate	36	28.1	64	25.1
Advanced	21	16.4	36	14.1
Total	128		255	

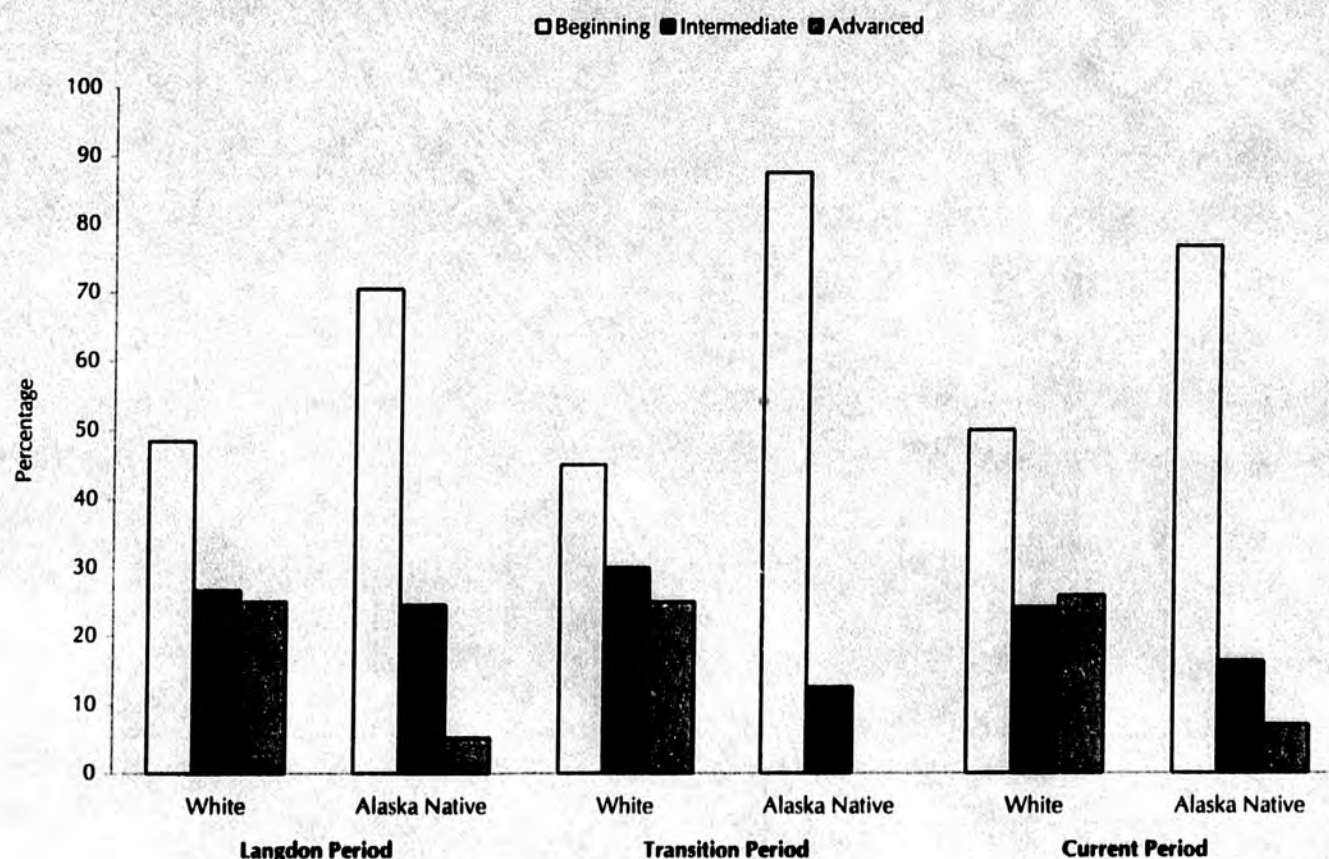
Figure 26. Treatment Stage at Discharge by Race*Pretreatment stage excluded.*

Although participants of all races were most likely to be discharged from the program during the beginning stage, a larger percentage of whites remained in the program through the advanced stage.

Table 26. Treatment Stage at Discharge by Race*Pretreatment stage excluded.*

	White		Alaska Native		Other	
	N	%	N	%	N	%
Beginning	98	48.5	109	73.2	26	55.3
Intermediate	53	26.2	32	21.5	17	36.2
Advanced	51	25.2	8	5.4	4	8.5
Total	202		149		47	

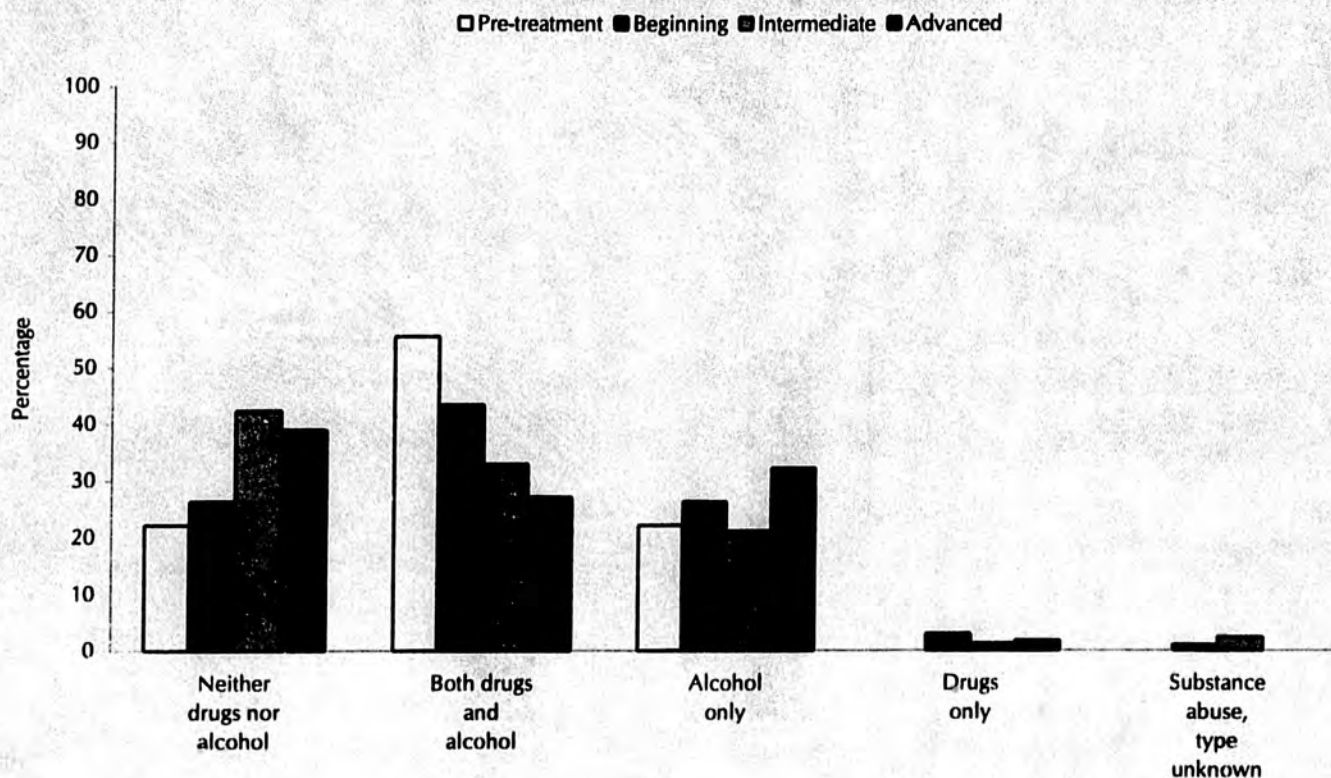
Figure 27. Treatment Stage at Discharge by Race for Each Treatment Provider Period
Whites and Alaska Natives only.



There appears to be little difference between the Landgon and current periods with respect to whites. However, in the Landgon period more Natives left during the beginning period of the program. The transition period has too few cases to make meaningful comparisons. Overall, there were too few cases to make statistical judgments.

Table 27. Treatment Stage at Discharge by Race for Each Treatment Provider Period
Row percentages. Whites and Alaska Natives only.

		Beginning		Intermediate		Advanced		Total
		N	%	N	%	N	%	
Landgon period								
	White	60	48.4 %	33	26.6 %	31	25.0 %	124
	Alaska Native	69	70.4	24	24.5	5	5.1	98
	Total	129		57		36		222
Transition period								
	White	9	45.0 %	6	30.0 %	5	25.0 %	20
	Alaska Native	7	87.5	1	12.5	0	0.0	8
	Total	16		7		5		28
Current period								
	White	29	50.0 %	14	24.1 %	15	25.9 %	58
	Alaska Native	33	76.7	7	16.3	3	7.0	43
	Total	62		21		18		101

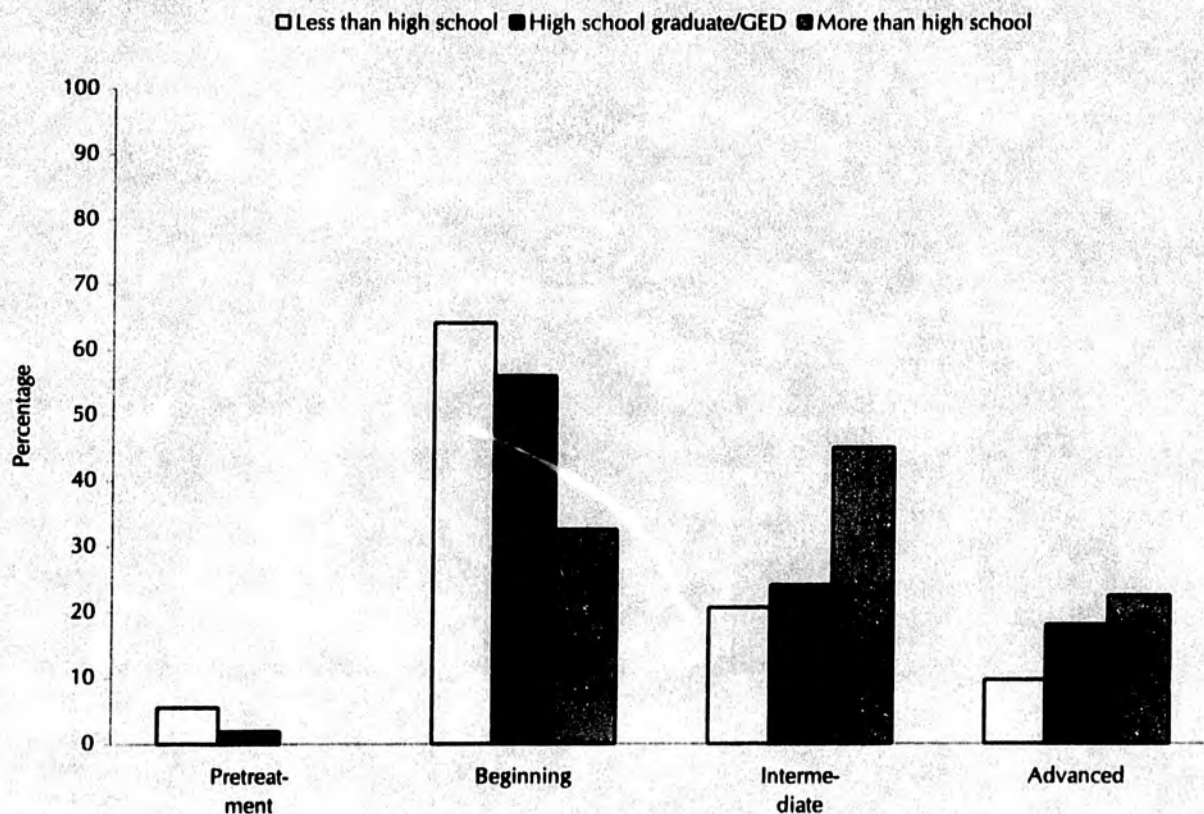
Figure 28. Substance Abuse History by Treatment Stage at Discharge*Whites and Alaska Natives only.*

Treatment stage is not as sensitive a measure as length of stay; nevertheless, a substance abuse-free history is related to further advancement in the program.

Table 28. Substance Abuse History by Treatment Stage at Discharge*Whites and Alaska Natives only.*

	Pre-treatment		Beginning		Intermediate		Advanced	
	N	%	N	%	N	%	N	%
Neither drugs nor alcohol	2	22.2 %	54	26.3 %	36	42.4 %	23	39.0 %
Both drugs and alcohol	5	55.6	89	43.4	28	32.9	16	27.1
Alcohol only	2	22.2	54	26.3	18	21.2	19	32.2
Drugs only	0	0.0	6	2.9	1	1.2	1	1.7
Substance abuse, type unknown	0	0.0	2	1.0	2	2.4	0	0.0
Total	9		205		85		59	

Substance abuse status was unknown for two participants who were discharged from the program during the beginning period; they are excluded from this table.

Figure 29. Treatment Stage at Discharge by Education

It appears that those with more education progressed further in the program. This was a statistically significant, but weak, relationship.

Table 29. Treatment State at Discharge by Education

	Less than high school		High school graduate/GED		More than high school	
	N	%	N	%	N	%
Pretreatment	8	5.5 %	4	1.9 %	0	0.0 %
Beginning	93	64.1	121	56.0	13	32.5
Intermediate	30	20.7	52	24.1	18	45.0
Advanced	14	9.7	39	18.1	9	22.5
Total	145		216		40	

One individual's stage at discharge was missing and nine did not have a known educational level.

3. Reason for Discharge

Treatment variables related to Reason for Discharge are presented in Figures 30 through 40.

Summary of Findings for Reason for Discharge

The HMCC program has a two stage screening process. During pre-treatment offenders undergo a preliminary screening to determine amenability to the treatment process. Certain fundamental characteristics are necessary for an offender to enter treatment. He must, for example, accept responsibility for his crime and admit in a substantial way to the charges of which he was convicted. He must possess the basic faculties which are required for programming. This includes adequate intellectual and language skills and an ability to control his behavior in the program setting so that he does not pose a danger to himself or others, or compromise the security of the institution. He must be capable of interacting with others in a safe and productive fashion. Offenders with limited intellectual abilities or limited skills with the English language may be placed in the Social Skills wing and receive augmented programming.

The second phase of screening is a higher standard and comes only after the offender has been placed in the program and allowed to experience a trial of treatment. The treatment process is extremely challenging and requires hard work, intensive self inspection, the ability to tolerate corrective feedback, and a willingness to choose the path of healthy living and decision making. Not all offenders who enter treatment are able or willing to meet this challenge. Results indicate that about 60% left treatment either by self-removal against treatment advice (ATA) or by removal for cause by staff. Another 30.4% continued in program until their sentences ran out. These individuals who were in varying stages of the program chose to continue programming in spite of the challenges. These are considered successes by staff. Slightly less than ten percent (9.7%) of the sample finished all stages of the program before leaving HMCC. Although this may seem like a small percentage, it should be remembered that many programs that treat sex offenders offer only the equivalent of the HMCC beginning treatment stage. Also, as we will see in the next section treatment in any amount appears to have been beneficial.

The reasons for discharge were about the same for all races except that more Caucasians were likely to complete. As was pointed out earlier it appears that more Natives quit during the Langdon Period and more were removed during the current period. The high attrition rate for Alaska Natives is an important and troubling finding. Other findings tell us that Alaska Natives in the program were younger, more likely to abuse substances and had fewer years of formal education. We also know that these variables are related to program advancement. Controlling for these variables therefore should help us to tease out the most relevant factors related to early discharge.

As it turns out, these particular variables do not totally account for the findings. Alaska Native offenders who abuse both alcohol and drugs tend to quit ATA or are removed at a higher frequency than White offenders who abuse both alcohol and drugs. Therefore, while severe substance abuse is related to offender failure in program, it appears to have a greater effect for the Native offenders.

Offenders were divided into three age categories (29 and under, 30 to 49, and 50+) to evaluate the relationship between age and reason for discharge. There was no significant relationship between race and discharge reason in the first two age categories. Youthfulness does not appear to account for the loss of Native participants. To the contrary, there was a significant relationship in the oldest age category, with a greater than expected frequency of Native offenders in this age group leaving program. The reasons for this will need to be explored in future research.

Finally, data was examined separately for offenders with a higher than High School education. These findings indicated that a higher than expected frequency of Native offenders quit ATA or were removed when compared with White offenders of the same educational level.

Findings reported earlier in this report showed that education was related to remaining in program longer and achieving more stage advancement when looking at offenders regardless of race. It appears, however, that many offenders with advanced formal education remove themselves from program. It appears that more well-educated

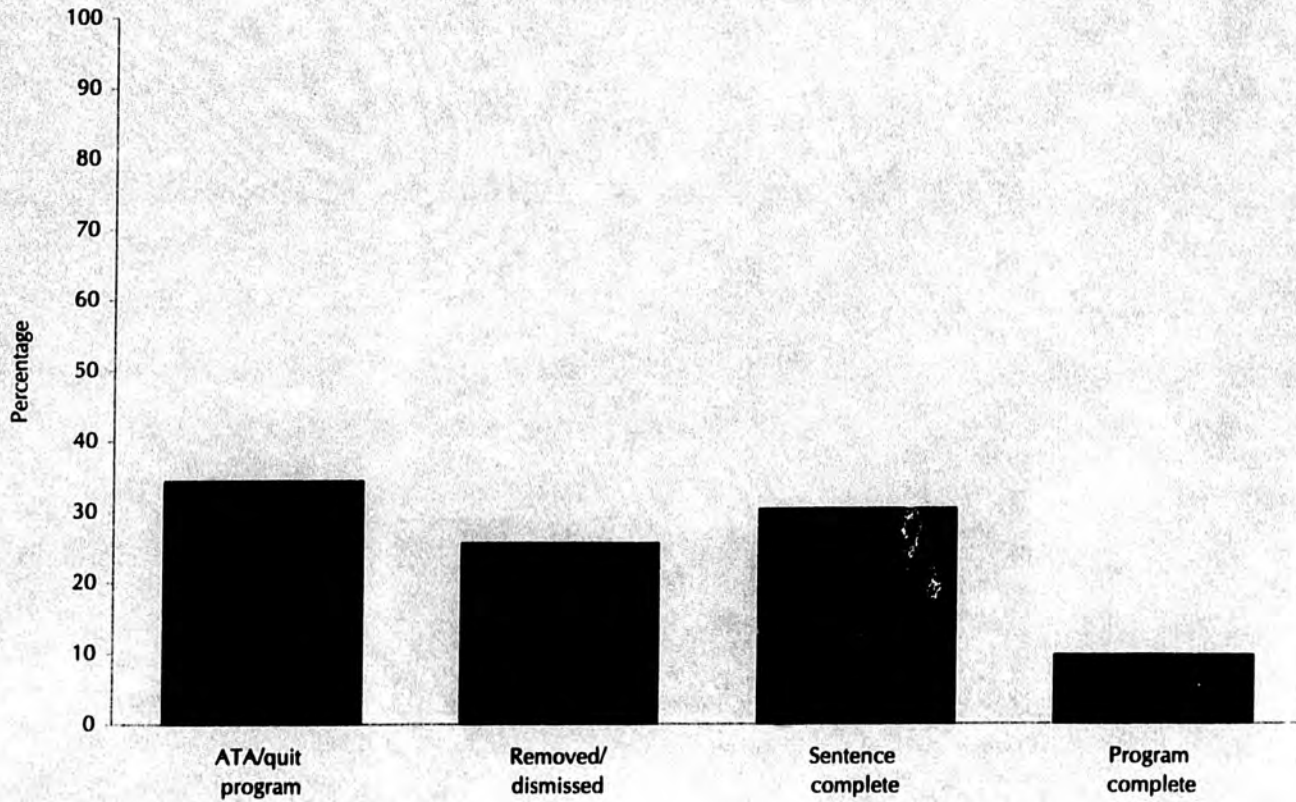
55 Results: Treatment Variables

offenders left ATA during the Langdon period and more were removed by staff during the current period. This reflects the more active screening process of the current period, which is reflected over groups regardless of education. Some highly educated offenders are not amenable to treatment. While formal education is associated with program advancement, it is not the only, and certainly not the most important, predictor of success in program. Many other variables related to offender attitude and personality are likely to be more powerful predictors of success. These personality variables should be the subject of future research.

Younger subjects tend to quit program or be removed at greater frequency. Although this is a statistically significant finding, the strength of the relationship is not particularly strong.

There is no difference in the reason for discharge according to offense. The hypothesis that sexual assault (SA) offenders quit or were removed at a higher than expected frequency was not substantiated. The HMCC program appears to work well with this difficult group of offenders.

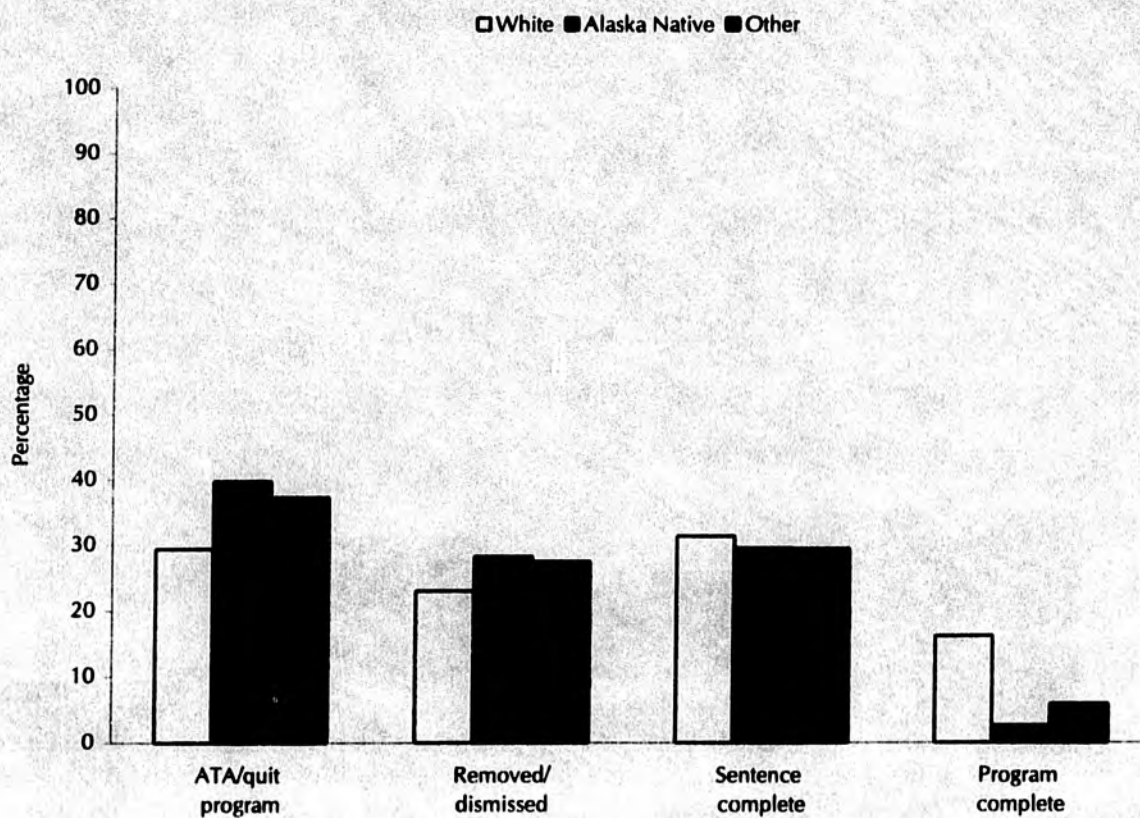
Those who completed program had significantly longer sentences. Once again this may be due simply to having enough time to complete the program but also may reflect motivation due to parole incentive.

Figure 30. Reason for Discharge

The screening process occurs at two levels. The first screening is in pretreatment, when offenders who are not amenable to treatment leave or are removed; the second level of screening is through a trial of a course of treatment. Offenders who leave early in treatment have varying degrees of active participation. 59.8 percent removed themselves or were removed by staff. 40.1 percent of offenders continued in treatment. These figures are not unusual for sex offender treatment. The screening process allows DOC to focus resources on those who are most responsive to treatment and identify those who remain at risk.

Table 30. Reason for Discharge

	N	%
ATA/quit program	141	34.3 %
Removed/dismissed	105	25.5
Sentence complete	125	30.4
Program complete	40	9.7
Total	411	

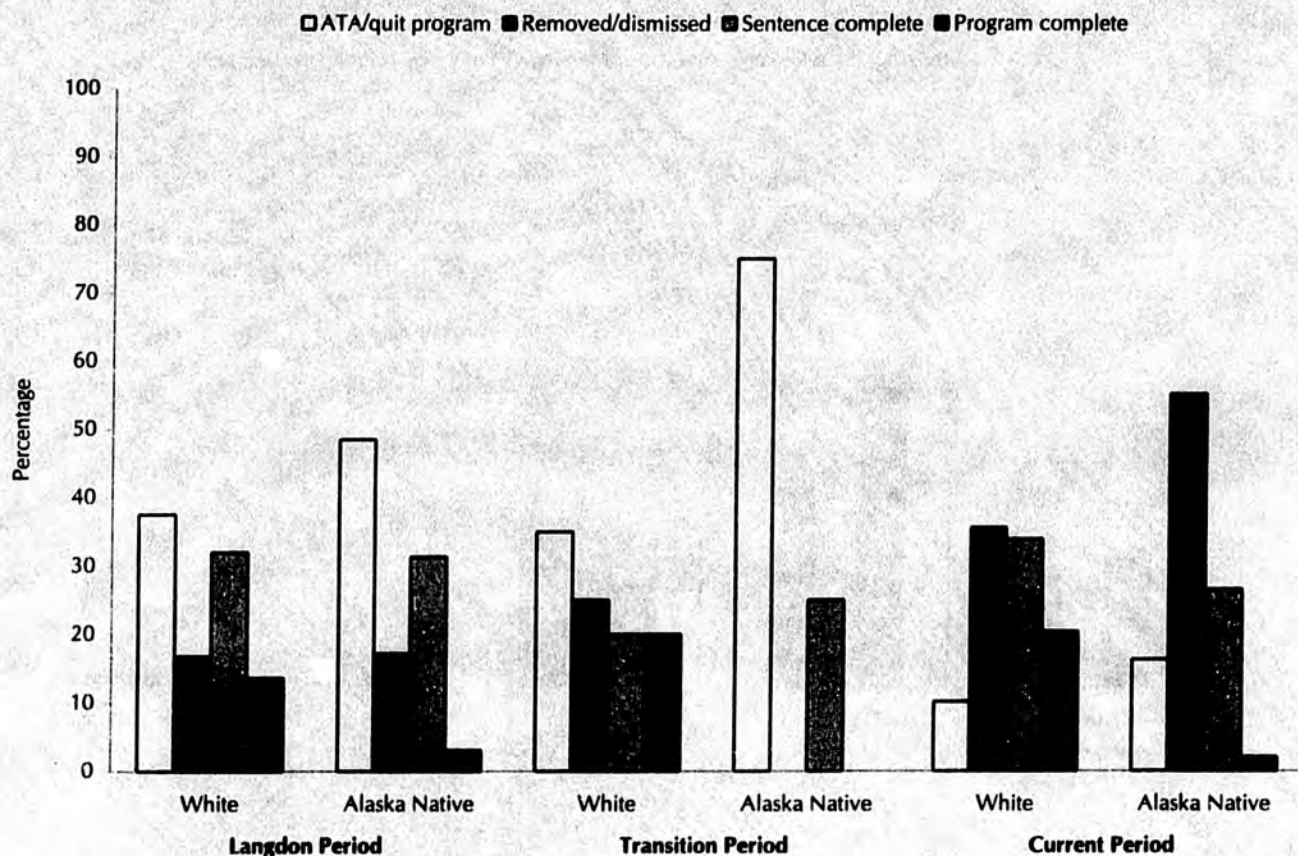
Figure 31. Reason for Discharge by Race

While the reason for discharge from the program was roughly the same for members of all races, whites were more likely to complete the program.

Table 31. Reason for Discharge by Race

	White		Alaska Native		Other	
	N	%	N	%	N	%
ATA/quit program	60	29.4 %	62	39.7 %	19	37.3 %
Removed/dismissed	47	23.0	44	28.2	14	27.5
Sentence complete	64	31.4	46	29.5	15	29.4
Program complete	33	16.2	4	2.6	3	5.9
Total	204		156		51	

Figure 32. Reason for Discharge by Race for Each Treatment Provider Period
Whites and Alaska Natives only.



During the **Landgon period** more Alaska Natives quit the program than one might expect, and more whites completed it (statistically significant but weak relationship).

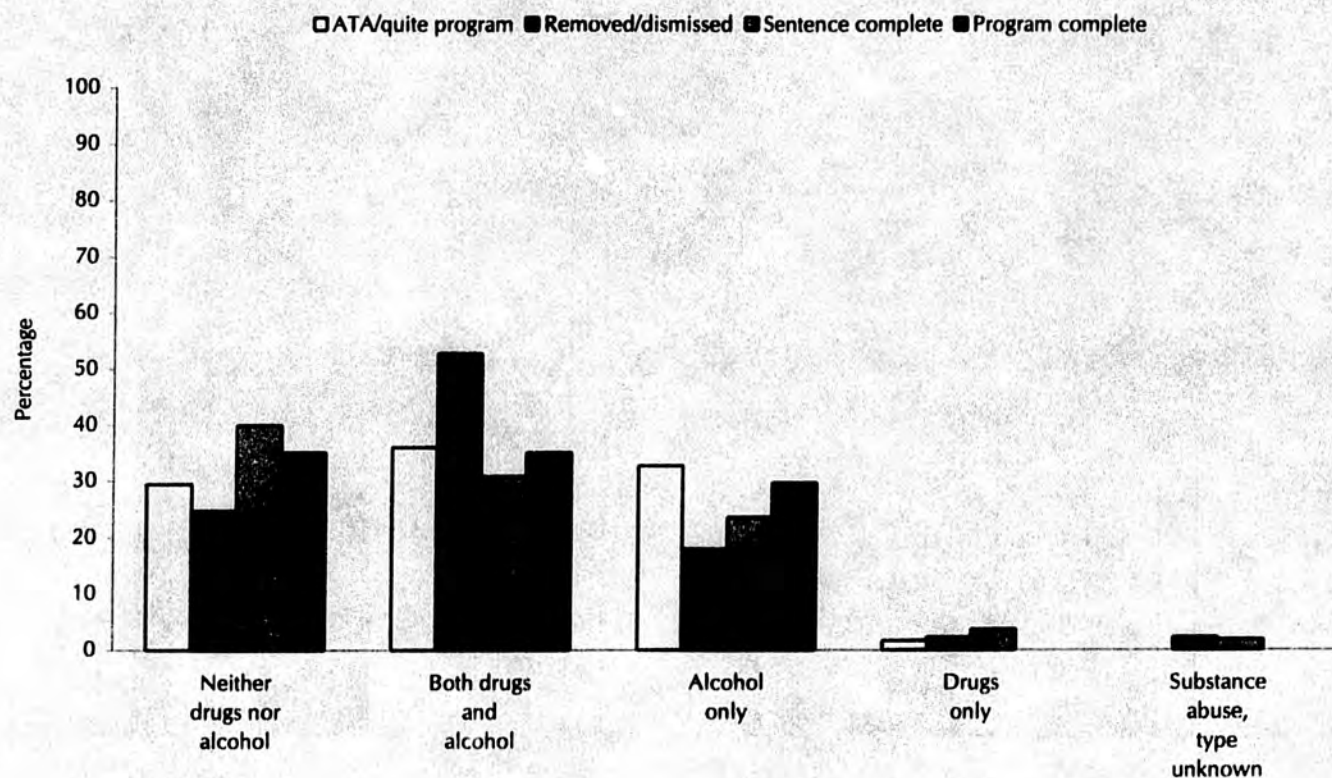
Due to the low number of Alaska Natives who left during the **transition period**, we cannot make a meaningful comparison. However, 75 percent of the Alaska Natives who left the program did so by quitting.

It appears that whites were less likely to quit or be removed during the **current period** when compared with Alaska Natives (statistically significant and moderately strong relationship).

Table 32. Reason for Discharge by Race for Each Treatment Provider Period

Row percentages. Whites and Alaska Natives only.

		ATA/quit program		Removed/dismissed		Sentence complete		Program complete		Total
		N	%	N	%	N	%	N	%	
Landgon period										
	White	47	37.6 %	21	16.8 %	40	32.0 %	17	13.6 %	125
	Alaska Native	48	48.5	17	17.2	31	31.3	3	3.0	99
	Total	95		38		71		20		224
Transition period										
	White	7	35.0 %	5	25.0 %	4	20.0 %	4	20.0 %	20
	Alaska Native	6	75.0	0	0.0	2	25.0	0	0.0	8
	Total	13		5		6		4		28
Current period										
	White	6	10.2 %	21	35.6 %	20	33.9 %	12	20.3 %	59
	Alaska Native	8	16.3	27	55.1	13	26.5	1	2.0	49
	Total	14		48		33		13		108

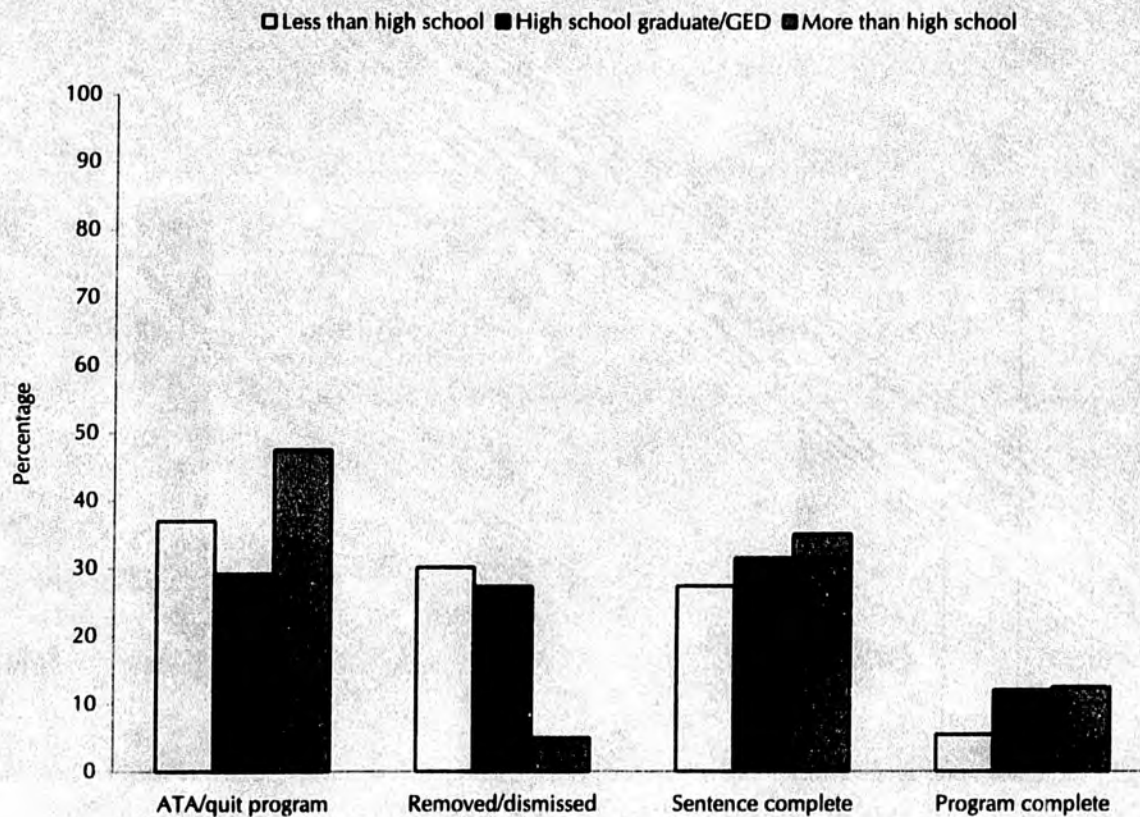
Figure 33. Reason for Discharge by Substance Abuse History*Whites and Alaska Natives only.*

Those who use both drugs and alcohol tend to be removed and those who abuse neither drugs nor alcohol tend to complete the program or leave due to completion of sentence.

Table 33. Reason for Discharge by Substance Abuse History*Whites and Alaska Natives only.*

	ATA/quite program		Removed/dismissed		Sentence complete		Program complete	
	N	%	N	%	N	%	N	%
Neither drugs nor alcohol	36	29.5 %	22	24.7 %	44	40.0 %	13	35.1 %
Both drugs and alcohol	44	36.1	47	52.8	34	30.9	13	35.1
Alcohol only	40	32.8	16	18.0	26	23.6	11	29.7
Drugs only	2	1.6	2	2.2	4	3.6	0	0.0
Substance abuse, type unknown	0	0.0	2	2.2	2	1.8	0	0.0
Total	122		89		110		37	

Substance abuse status was unknown for two participants who were removed/dismissed from the program; they are excluded from this table.

Figure 34. Reason for Discharge by Education

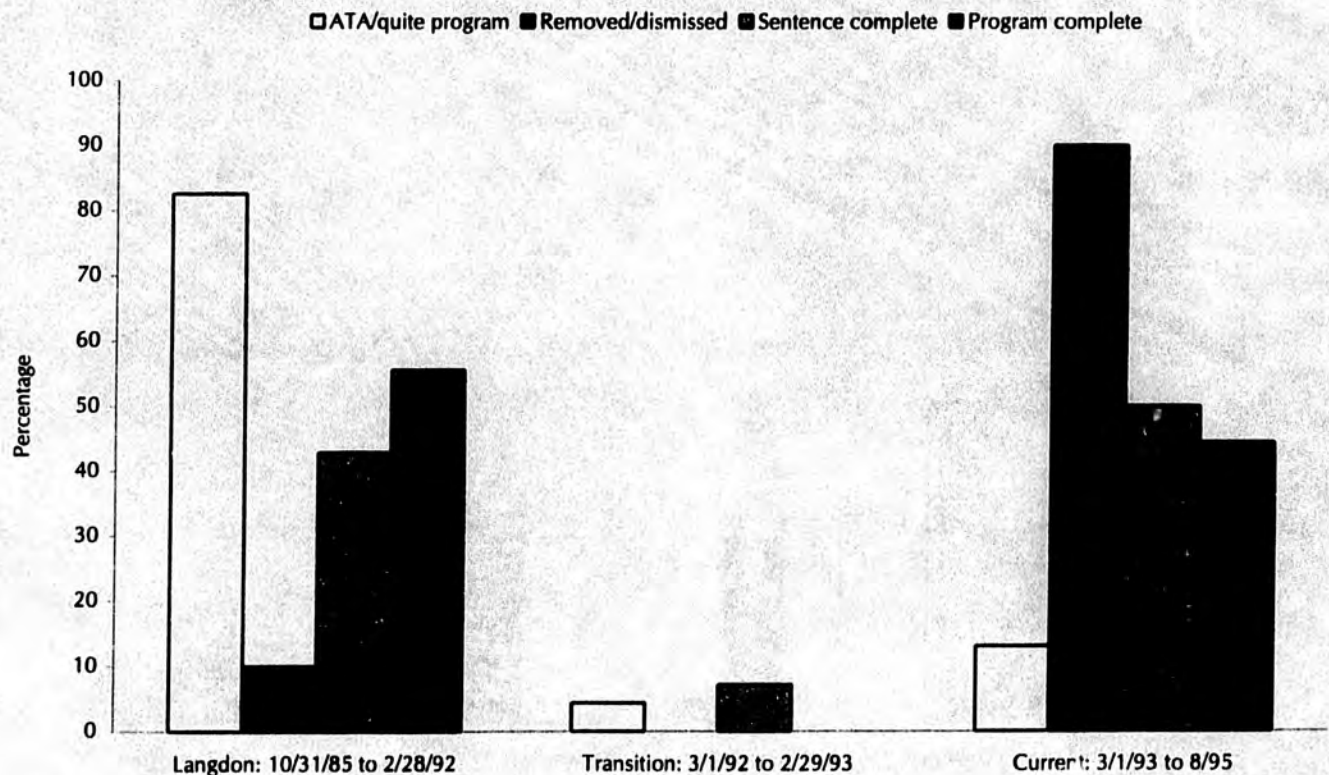
Nearly 48 percent of those with more than a high school education quit the program, while only 5 percent of them were removed or dismissed. Only about 6 percent of those with less than a high school education completed the program.

Table 34. Reason for Discharge by Education

	Less than high school		High school graduate/GED		More than high school	
	N	%	N	%	N	%
ATA/quit program	54	37.0 %	63	29.2 %	19	47.5 %
Removed/dismissed	44	30.1	59	27.3	2	5.0
Sentence complete	40	27.4	68	31.5	14	35.0
Program complete	8	5.5	26	12.0	5	12.5
Total	146		216		40	

Educational level was missing for 5 inmates who quit the program, 3 who completed their sentences, and 1 inmate who completed the program.

Figure 35. Reason for Discharge by Provider Period for Offenders with More than High School Education



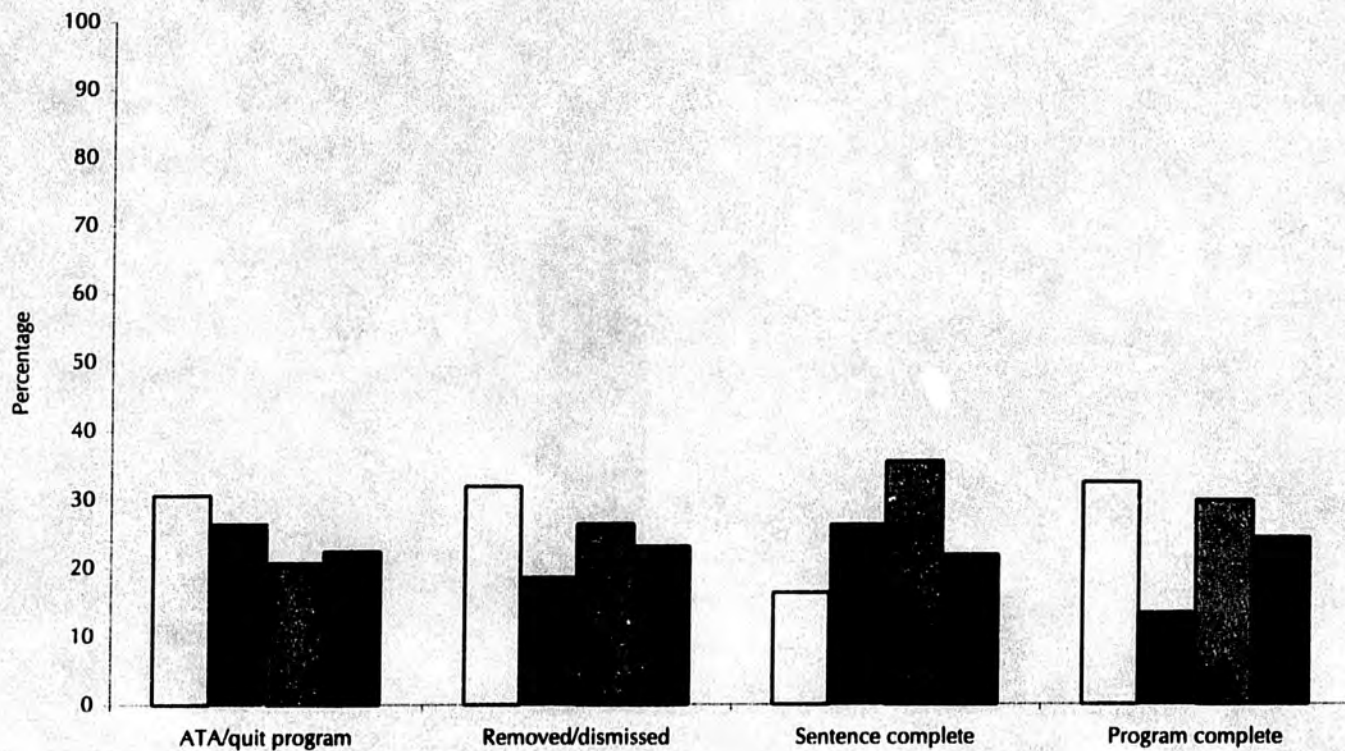
During the Langdon period, many well-educated offenders were quitting the program and some were being removed. During the current period, this trend has reversed, so that some are quitting but a larger number are being removed. This may be due to the fact that the program more actively screens out those offenders who are not amenable to treatment. Although higher levels of education are correlated with program advancement, education is not the only, and certainly not the most important, variable related to program success.

Table 35. Reason for Discharge by Provider Period for Offenders with More than High School Education

	ATA/quit program		Removed/dismissed		Sentence complete		Program complete	
	N	%	N	%	N	%	N	%
Langdon: 10/31/85 to 2/28/92	19	82.6 %	2	10.0 %	12	42.9 %	5	55.6 %
Transition: 3/1/92 to 2/29/93	1	4.3	0	0.0	2	7.1	0	0.0
Current: 3/1/93 to 8/95	3	13.0	18	90.0	14	50.0	4	44.4
Total	23		20		28		9	

Figure 36. Age at First Known Sex Offense by Reason for Discharge from Program*Whites and Alaska Natives only.*

□ 19 years or younger ■ 20 to 25 years ■ 26 to 34 years ■ 35 years or older

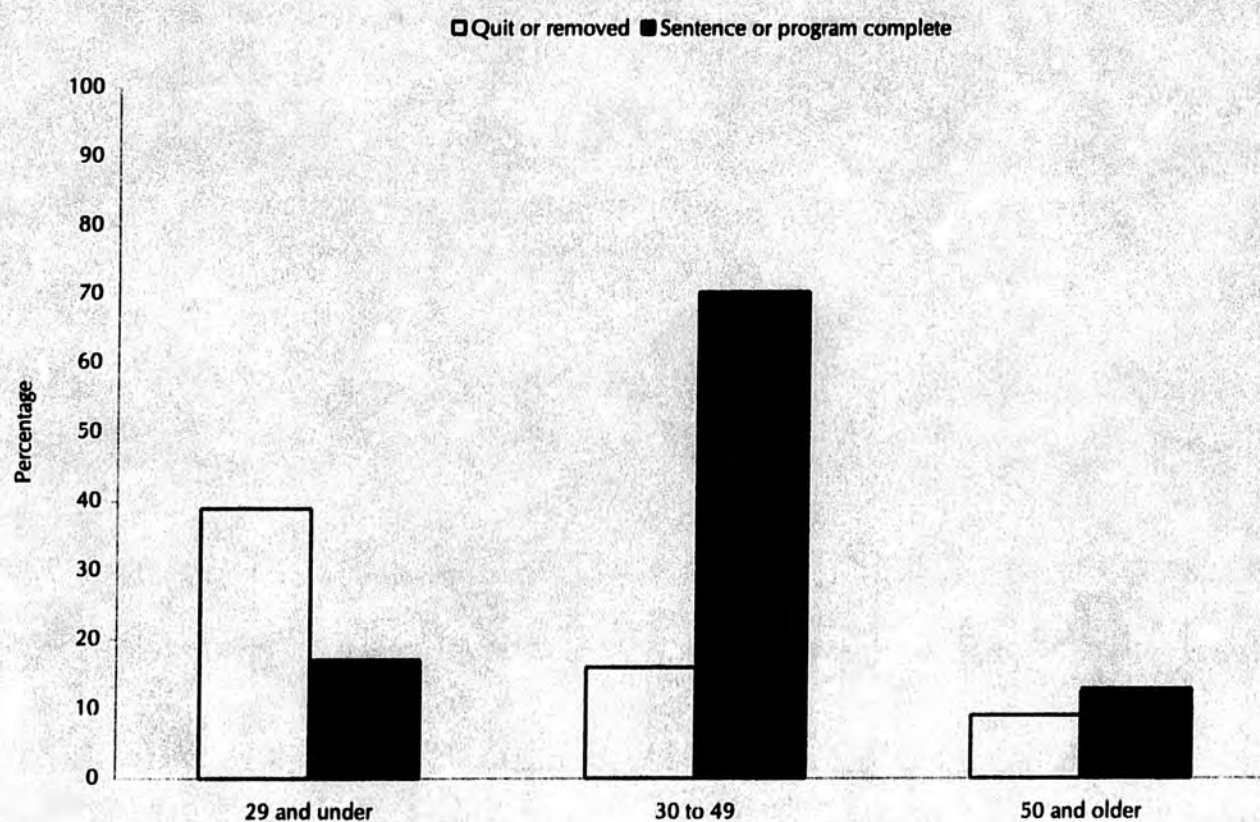


Age at first sex offense does not appear related to a participant's eventual discharge from the program.

Table 36. Age at First Known Sex Offense by Reason for Discharge from Program*Whites and Alaska Natives only.*

	ATA/quit program		Removed/dismissed		Sentence complete		Program complete	
	N	%	N	%	N	%	N	%
19 years or younger	37	30.6 %	29	31.9 %	18	16.4 %	12	32.4 %
20 to 25 years	32	26.4	17	18.7	29	26.4	5	13.5
26 to 34 years	25	20.7	24	26.4	39	35.5	11	29.7
35 years or older	27	22.3	21	23.1	24	21.8	9	24.3
Total	121		91		110		37	

The age of first sex offense was missing for one participant who quit the program; this participant is excluded from this table.

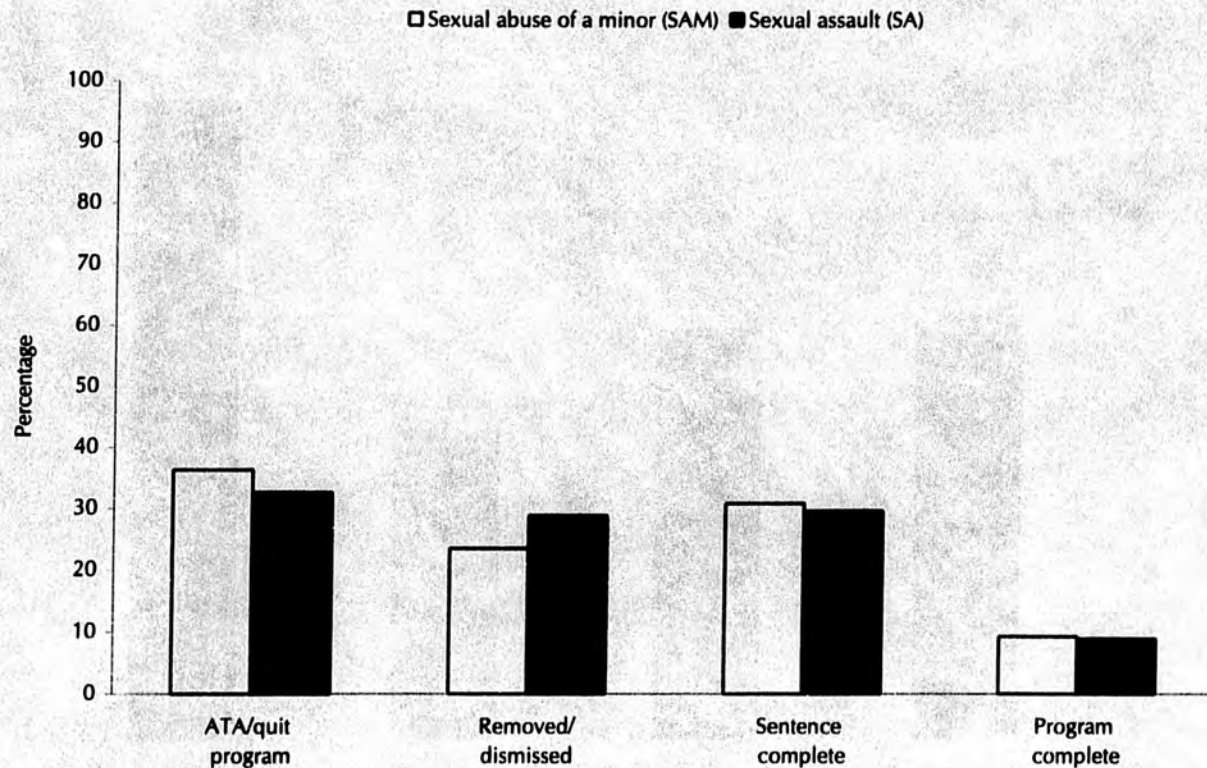
Figure 37. Reason for Discharge by Grouped Age

There is a significant relationship between age of offender and reason for discharge. Younger offenders tend to leave the program against treatment advice or be removed by staff at a higher than expected frequency compared to offenders in the other age groups.

Table 37. Reason for Discharge by Grouped Age

	Quit or removed		Sentence or program complete	
	N	%	N	%
29 and under	95	38.9 %	28	17.1 %
30 to 49	127	52.0	115	70.1
50 and older	22	9.0	21	12.8
Total	244		164	

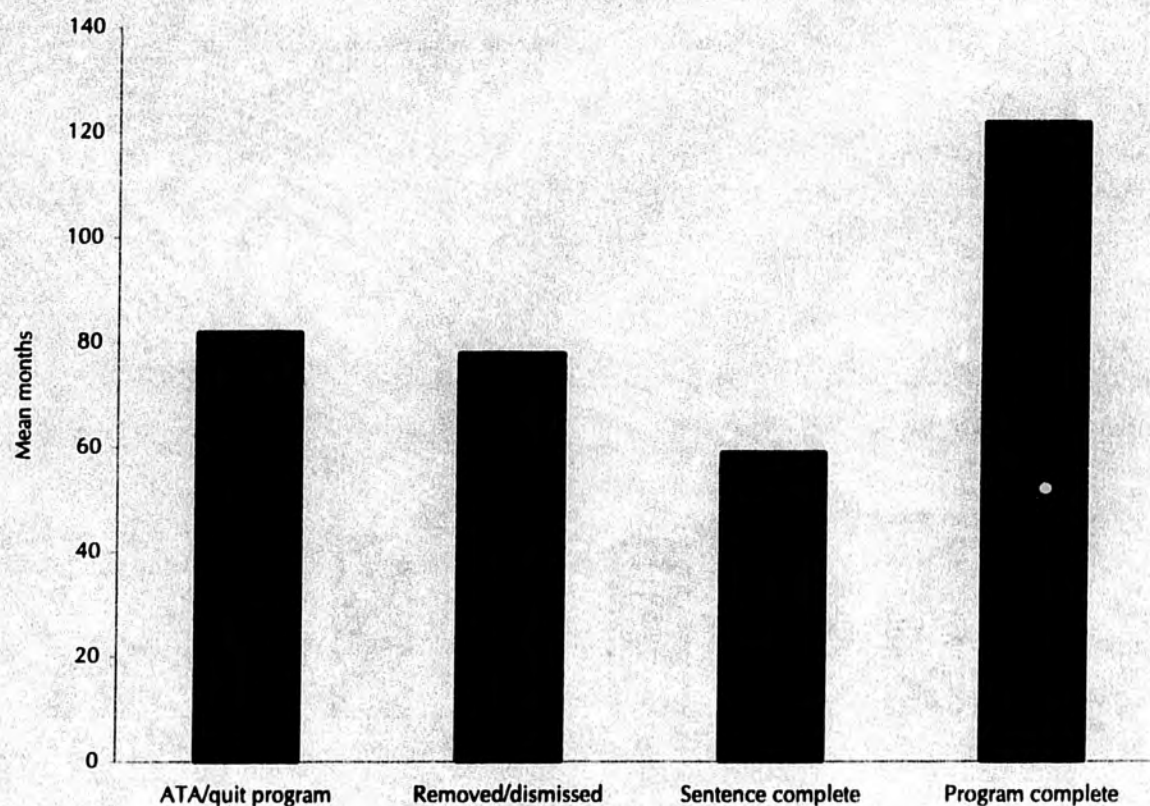
Reason for discharge was missing for three participants, who are excluded from this table.

Figure 38. Reason for Discharge by Major Offense Category*SAM and SA offenders only.*

There was no difference in the reason for discharge according to offense. The hypothesis that sexual assault (SA) offenders quit or were removed at a higher rate than sexual abuse of a minor (SAM) offenders was not substantiated.

Figure 38. Reason for Discharge by Major Offense Category*SAM and SA offenders only.*

	Sexual abuse of a minor (SAM)		Sexual assault (SA)	
	N	%	N	%
ATA/quit program	94	36.3 %	44	32.6 %
Removed/dismissed	61	23.6	39	28.9
Sentence complete	80	30.9	40	29.6
Program complete	24	9.3	12	8.9
Total	259		135	

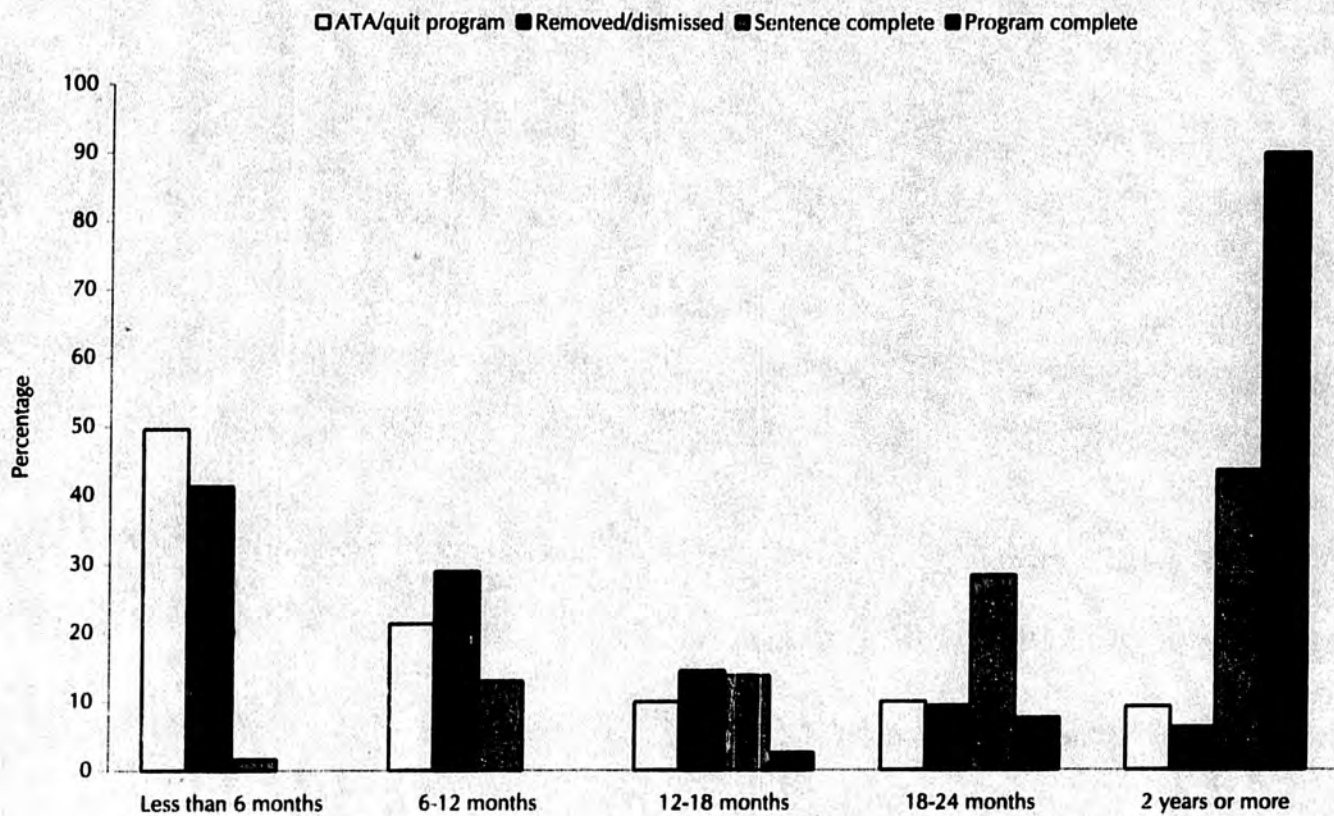
Figure 39. Reason for Discharge from Program by Mean Sentence Length

Those who completed the program had statistically longer sentences (mean = 122 months) than those whose sentences ran out while in the program (mean = 59 months).

Table 39. Reason for Discharge from Program by Mean Sentence Length

	N	mean months
ATA/quit program	141	82 months
Removed/dismissed	105	78
Sentence complete	125	59
Program complete	40	122 *
Total	411	

* A statistically significant increase.

Figure 40. Length of Time in Program by Reason for Discharge

Those whose sentences run out and those who complete the program spend significantly more time in it than those who quit or are removed.

Table 40. Length of Time in Program by Reason for Discharge

	ATA/quit program		Removed/dismissed		Sentence complete		Program complete	
	N	%	N	%	N	%	N	%
Less than 6 months	70	49.6 %	40	41.2 %	2	1.6 %	0	0.0 %
6-12 months	30	21.3	28	28.9	16	12.9	0	0.0
12-18 months	14	9.9	14	14.4	17	13.7	1	2.5
18-24 months	14	9.9	9	9.3	35	28.2	3	7.5
2 years or more	13	9.2	6	6.2	54	43.5	36	90.0
Total	141		97		124		40	

Length of time in program was missing for 9 participants, who are excluded from this table.

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V. Results
C. Re-Offense Data

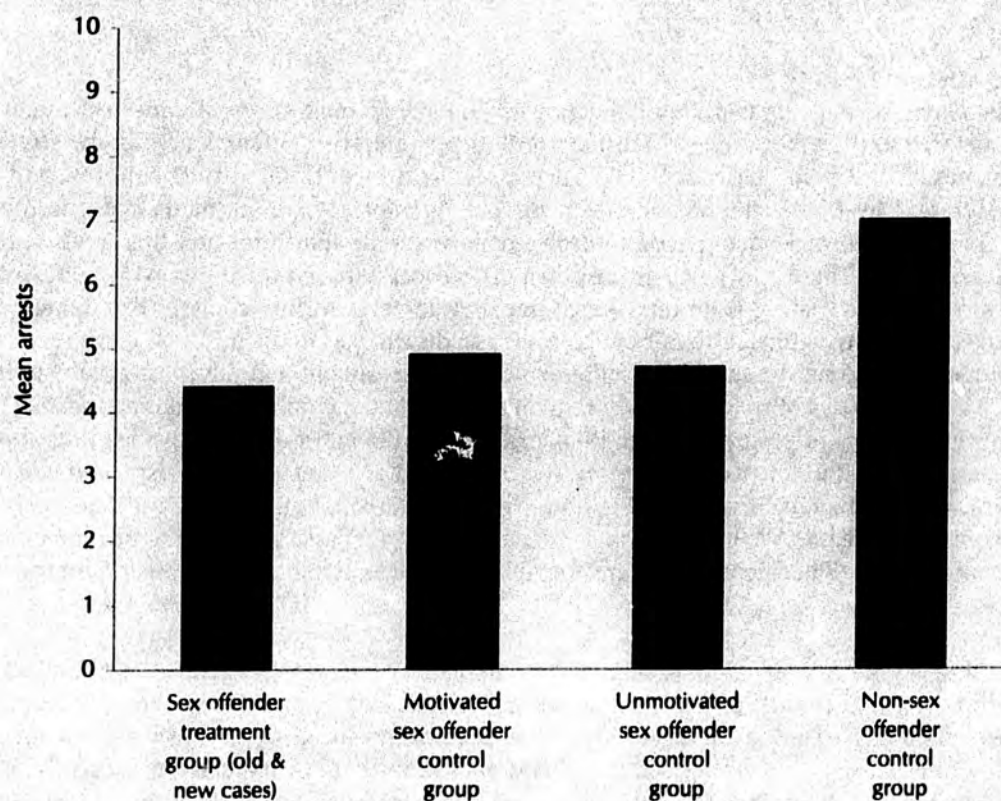
C. Re-offense Data

Re-offense data is presented in Figures 41 through 50.

Summary of the Re-offense Data

The results of the data analysis indicate that sex offenders who had any amount of sex offender treatment had the best survival rate compared to the other groups. Furthermore, there were no re-offenses among the sex offenders who completed all stages of treatment. Offenders who did not seek treatment (unmotivated controls) had the next best survival rate, followed by those who sought treatment but did not receive it (motivated controls). The difference between the motivated and unmotivated control groups was not significant and this trend may reverse itself as more data is collected. There may be other unknown differences between these groups which may account for the finding. In any case, the finding is an unexpected one and deserves further study. The treated offenders survived longer in the community without a re-offense however recidivism was defined. Even when there was a re-offense treatment seemed to prolong the survival. Both the amount of treatment and the stage of advancement are related to survival. These two ways of trying to measure treatment effect are confounded (mixed together) as stage achievement requires longer time in program. Since it takes a longer amount of time to advance in treatment, it's hard to know if the amount of time in treatment or the stage achieved is responsible for the improvement. It is probable that the same phenomenon is being looked at from slightly different angles. It is clear that survival rate is related to advancement in treatment. We get clear improvements in survival rate according to how much treatment is provided and incorporated. The more of the treatment process which the offender incorporates the more successful the result.

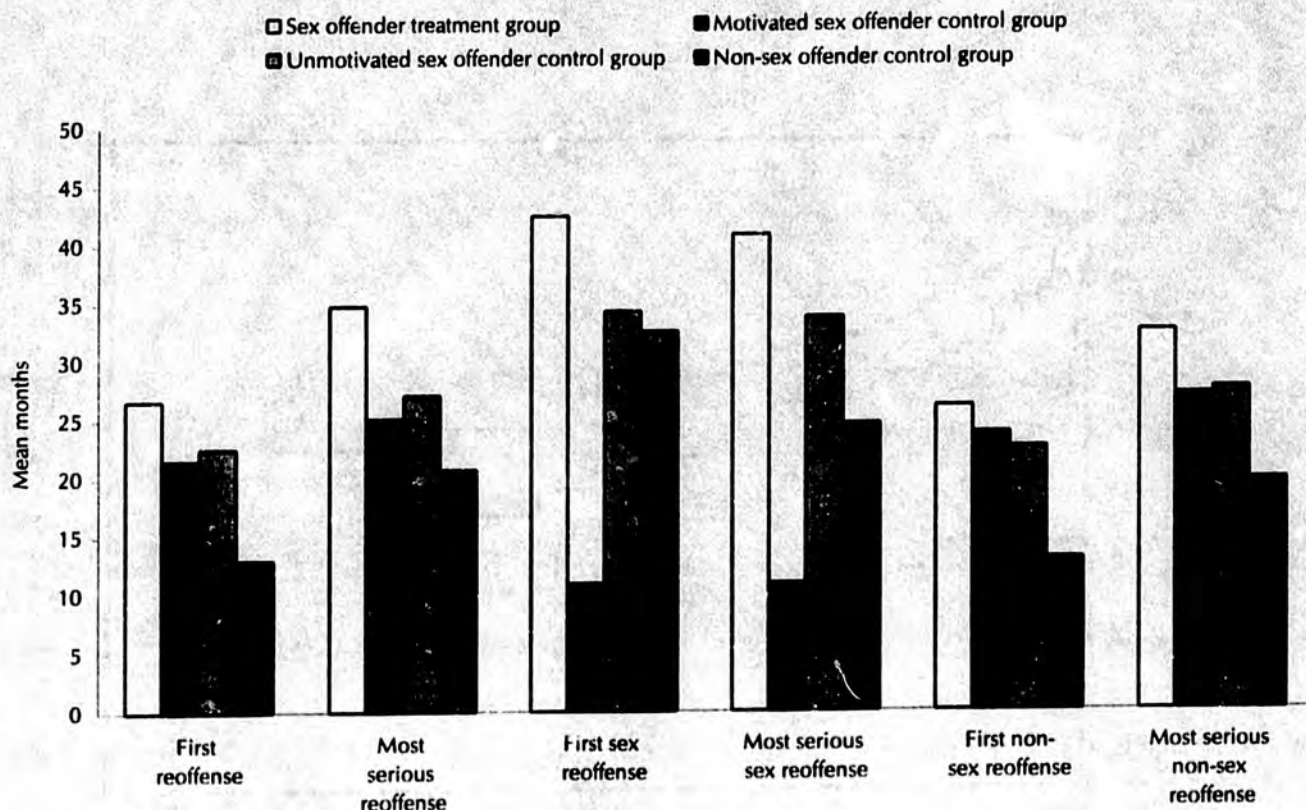
There was a slight tendency for SA offenders to offend more frequently and sooner than SAM offenders. This is consistent with findings from other parts of the country and the world. Stage advancement seems to be particularly important for the SA offenders. Those who achieved intermediate or advanced status survived at a much higher rate than those that achieved only beginning status. There was about a 10% increase in survival rate for SA offenders as they advanced from beginning to intermediate and from intermediate to advanced. Although the data shows a similar pattern for SAM offenders, the differences are not as striking. There are not enough cases in the sample for some of the differences between groups to reach statistical significance. However, it is important to note that most of the differences that emerge are in the direction predicted, which suggests that there may be an effect. When more cases become available for analysis, we can assume that the differences between groups are likely to reach significance. The improvement in re-offense rates appear to be robust in that it emerges consistently, even when the results are examined in slightly different ways.

Figure 41. Total Reoffense Arrests by Major Type of Case

The treated inmates had fewer rearrest charges of any kind than any other group.

Table 41. Total Reoffense Arrests by Major Type of Case

	N	Mean number of arrests
Sex offender treatment group (old & new cases)	411	4.4 arrests
Motivated sex offender control group	74	4.9
Unmotivated sex offender control group	86	4.7
Non-sex offender control group	100	7.0
Total	671	

Figure 42. Number of Months to Recidivism by Main Type of Group and Crime

In each measure we have for recidivism, the treated cases, if they had a rearrest, were in the community longer than the other types of cases. This tells us that even when there is a reoffense, treatment seems to prolong the period before relapse. This is shown graphically in Figure 43, which shows survival curves until first rearrest.

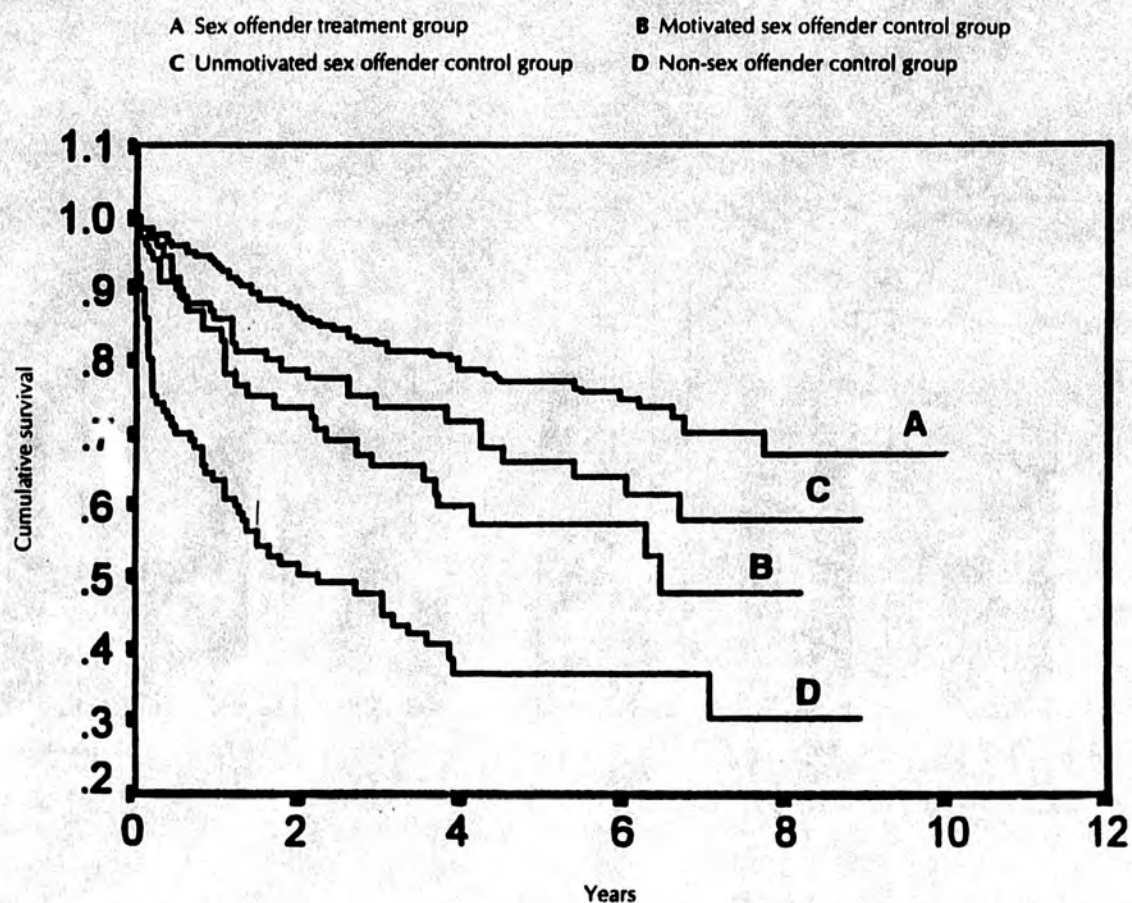
Table 42. Number of Months to Recidivism by Main Type of Group and Crime

	First reoffense (1)		Most serious reoffense (1)		First sex reoffense (2)		Most serious sex reoffense (2)		First non-sex reoffense (1)		Most serious non-sex reoffense (1)	
	N	months	N	months	N	months	N	months	N	months	N	months
Sex offender treatment group	74	26.7	74	34.8	13	42.4	12	40.8	71	26.1	71	32.5
Motivated sex offender control group	32	21.5	32	25.1	3	10.9	3	10.9	30	23.8	30	27.1
Unmotivated sex offender control group	27	22.5	27	27.1	2	34.3	2	33.8	27	22.5	27	27.6
Non-sex offender control group	57	13.0	57	20.7	5	32.6	5	24.5	57	13.0	57	19.7
Total	190		190		23		22		185		185	

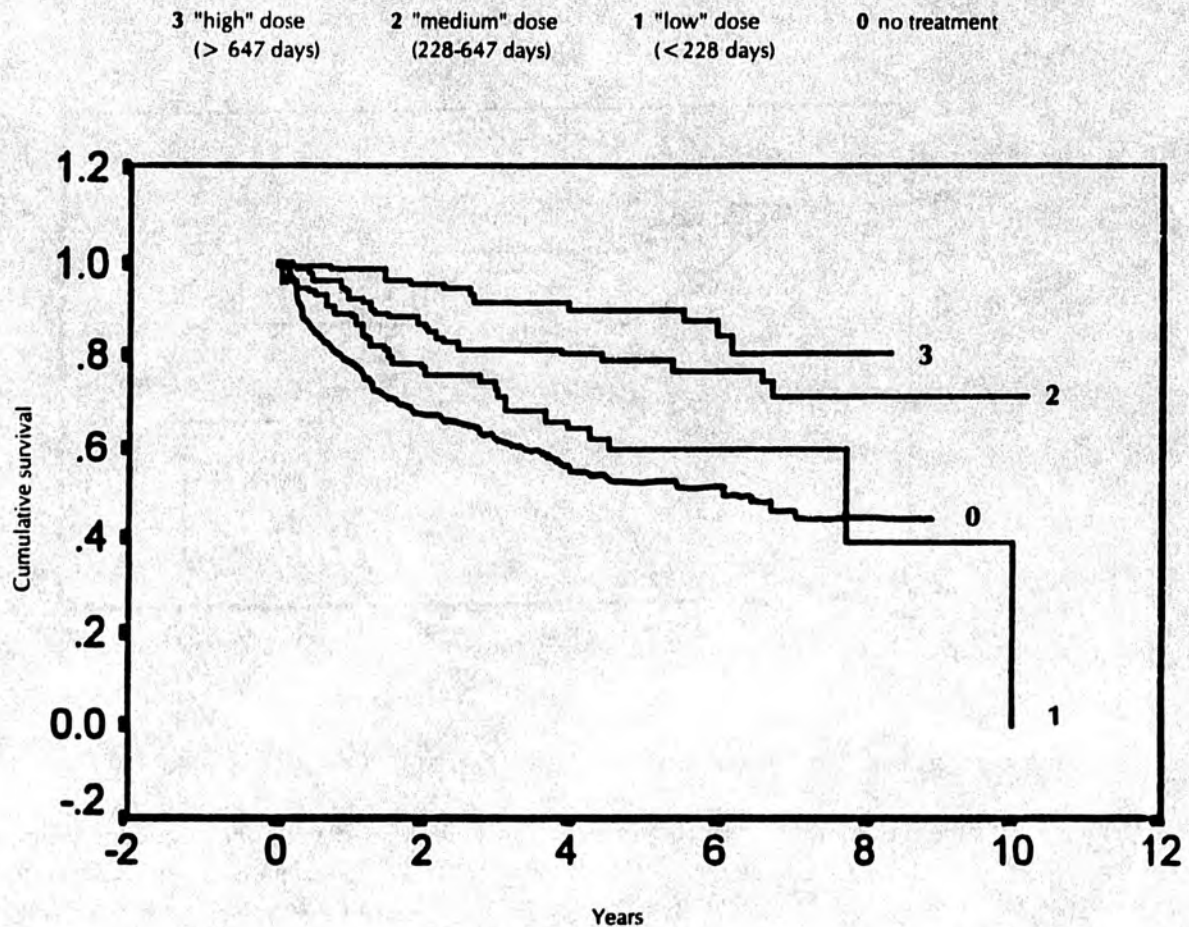
1. A means test indicates a significant relationship between the type of case and months to recidivism.

2. Although the mean differences appear to be large, the small number of cases reduces our ability to rely on the means test to determine the statistical significance of any relationship.

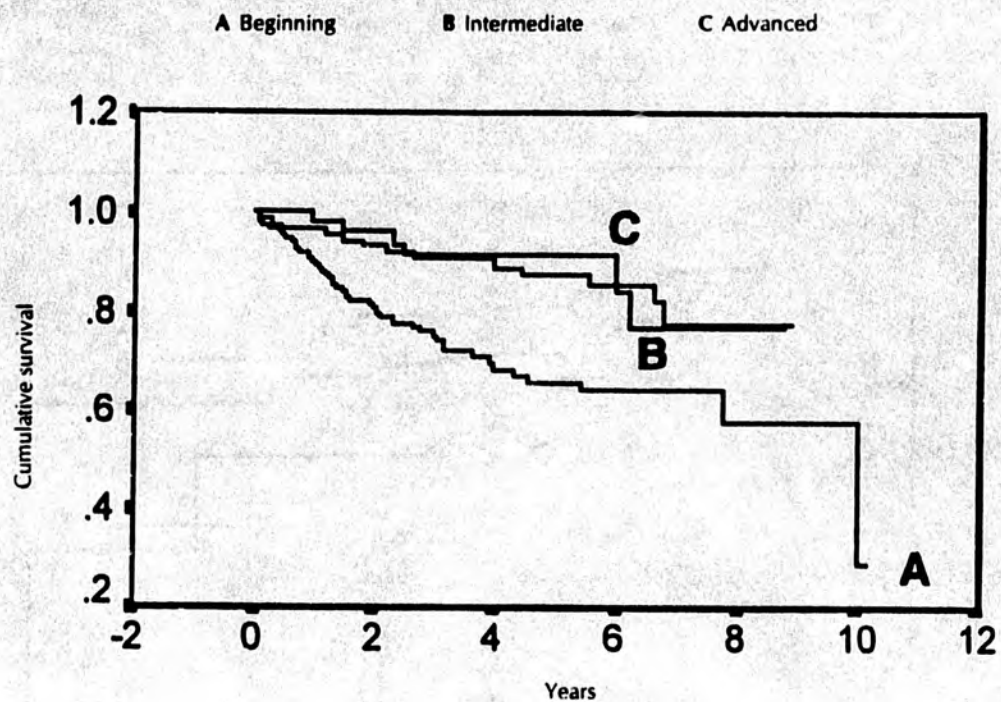
Figure 43. Survival Functions: Years at Risk to First Rearrest



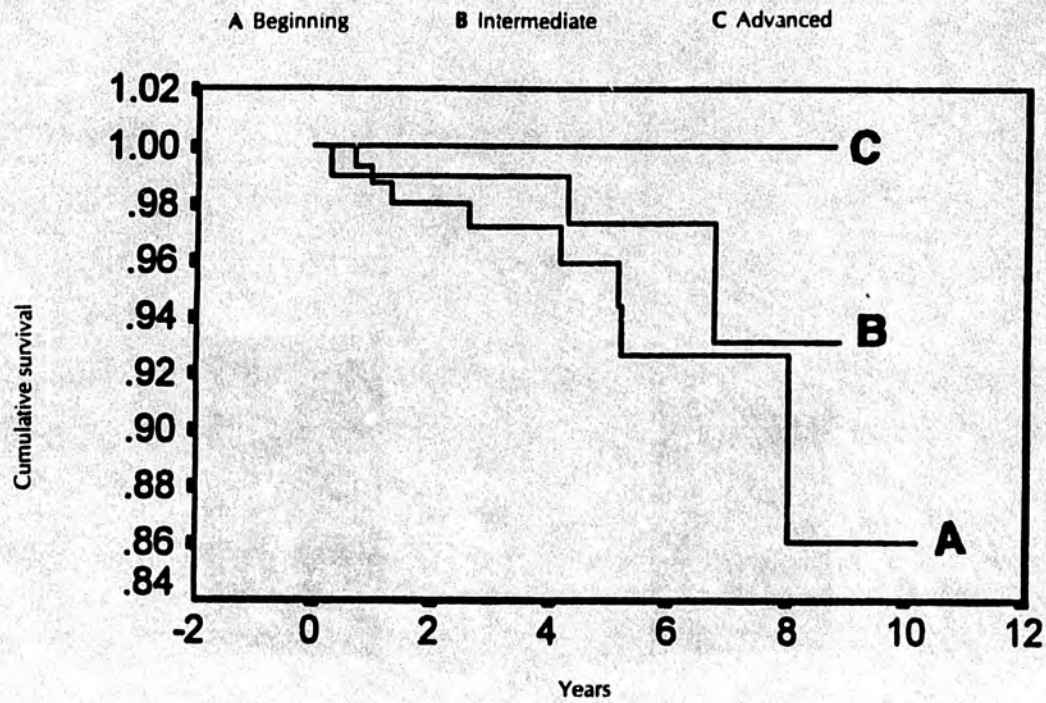
This figure shows that the treatment group has a superior survival rate compared to controls. It appears that the unmotivated control group had a slightly better survival rate than the motivated control groups. This was an unexpected finding.

Figure 44. Survival Functions: Recidivism – Year of First Offense

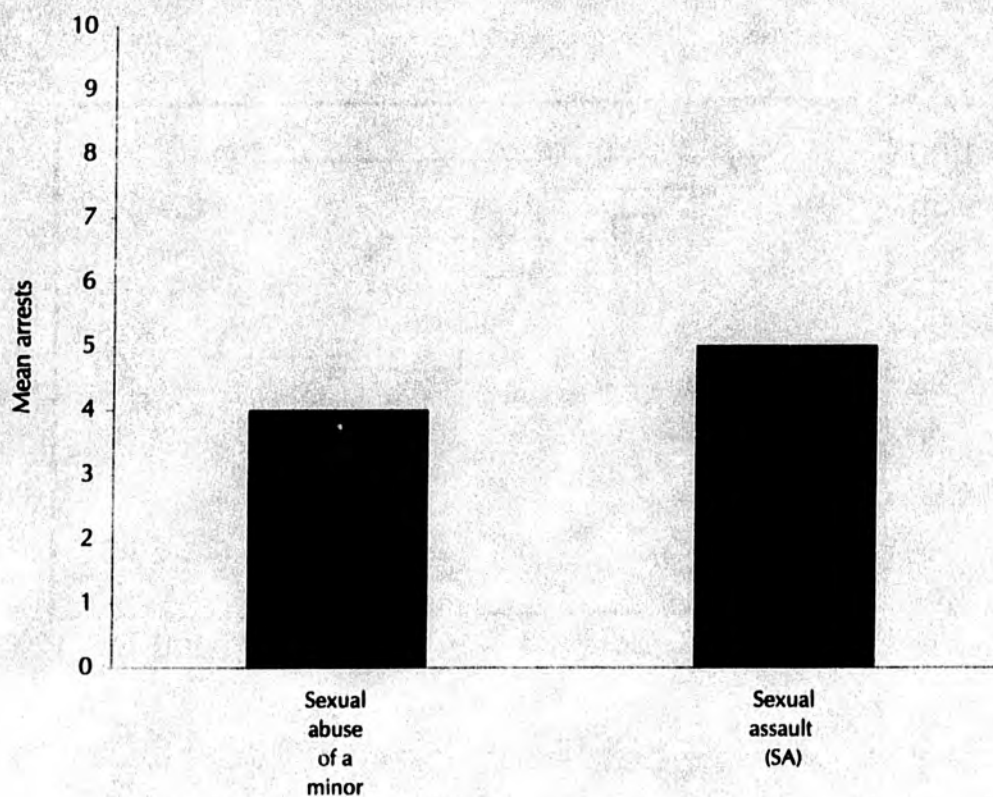
The treatment group was divided into three levels of "dose," low, medium, and high. This corresponds to the number of total days that they spent in treatment. This was calculated by dividing the total range into thirds. The groups fall out as expected, with "high dose" offenders doing the best, followed by "medium" and "low" doses. The above chart does not contain any of the "censored" cases (those offenders who had not reoffended at the time the survival curve was constructed); each group had censored cases.

Figure 45. Survival to First Arrest by Treatment Stage at Discharge

Because time in treatment does not necessarily reflect advancement, the data for the treatment group was plotted according to stage achieved. This figure shows results for first rearrest. The data is as expected, with advanced stage offenders surviving best, but the difference between advanced and intermediate stage offenders is negligible. The differences overall approach statistical significance.

Figure 46. Survival to First Sex Offense Arrest by Treatment Stage at Discharge

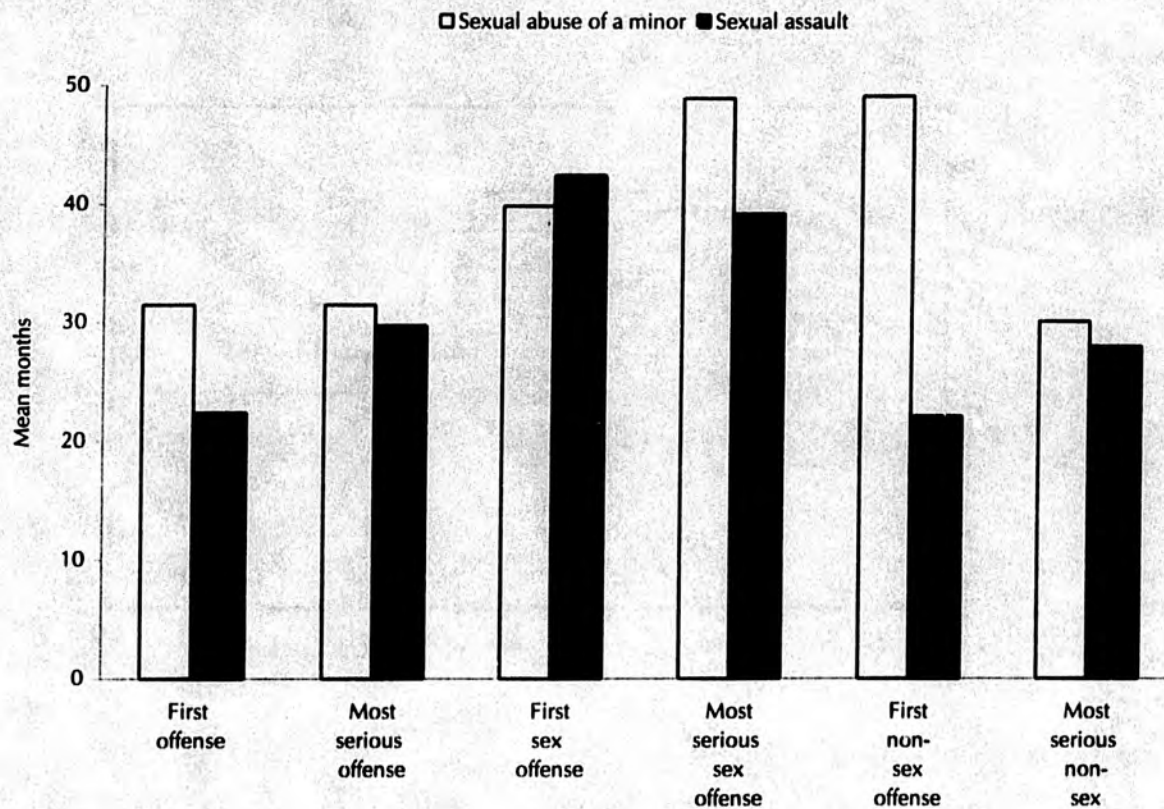
The survival data for sexual reoffenses more clearly shows the relationship between advancement in stage and survival rate. There were no sexual reoffenses for offenders in the advanced stage of treatment. These differences also approached statistical significance.

Figure 47. Total Reoffense Arrests by Offense Category

Inmates convicted of sexual assault (SA) had slightly more reoffense charges of any kind than those convicted of sexual abuse of a minor (SAM).

Table 47. Total Reoffense Arrests by Offense Category

	N	Mean number of arrests
Sexual abuse of a minor (SAM)	308	4 arrests
Sexual assault (SA)	160	5
Total	468	

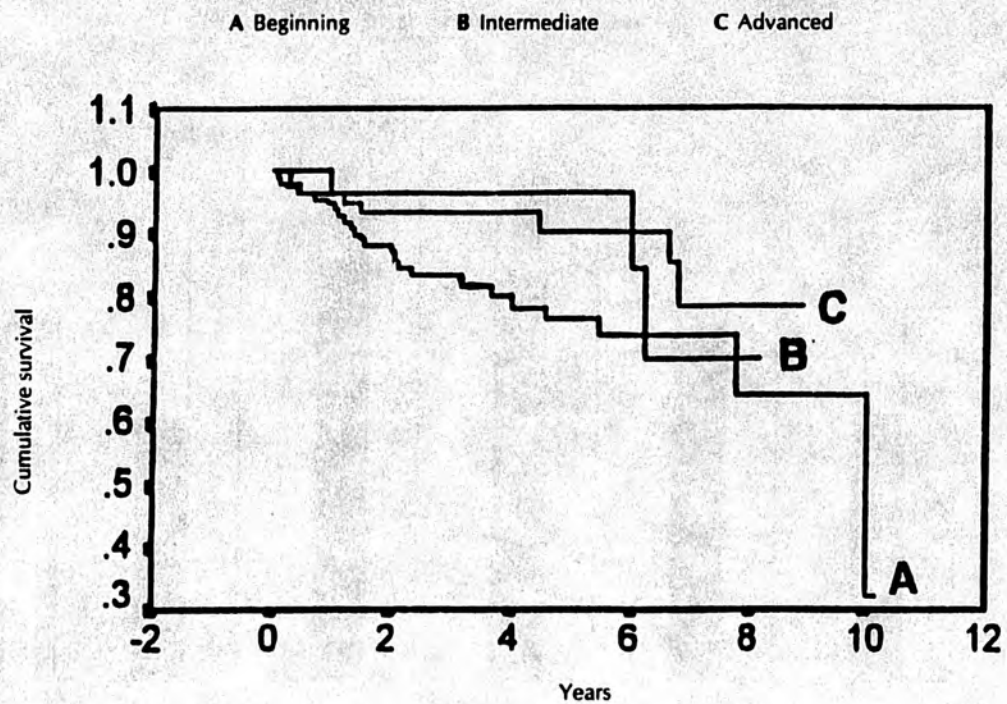
Figure 48. Number of Months to Recidivism

For those who had a reoffense, the mean reoffense time was shorter for those initially convicted of sexual assault. Therefore sexual assault (SA) offenders had slightly more rearrests and reoffended sooner.

Table 48. Number of Months to Recidivism

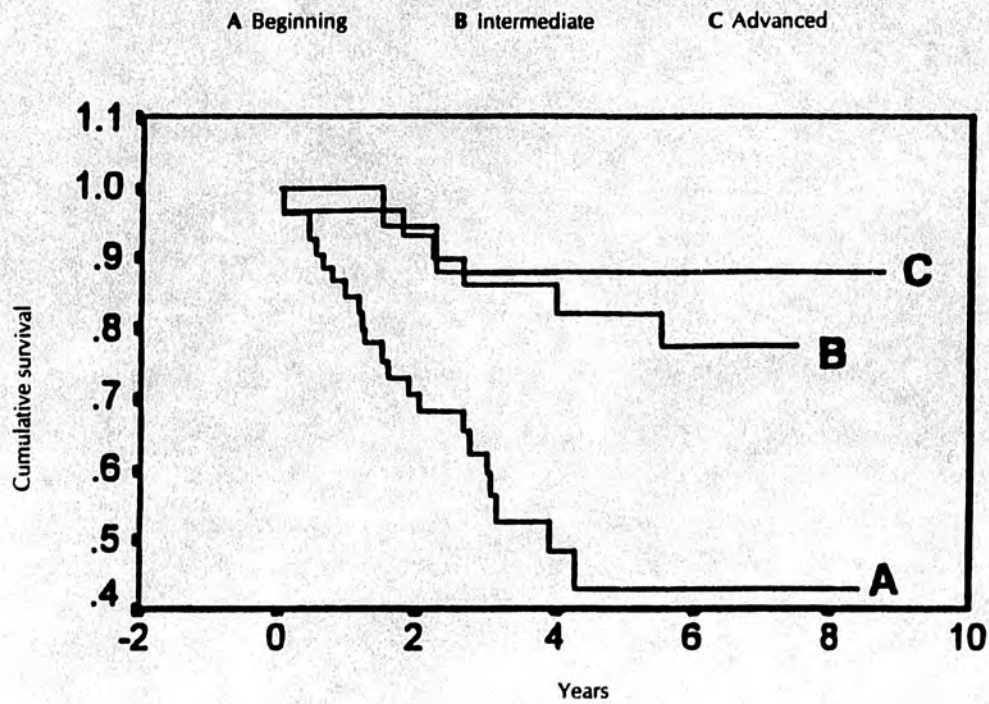
	Sexual abuse of a minor		Sexual assault	
	N	mean months	N	mean months
First offense	259	31 months	135	22 months
Most serious offense	259	31	135	30
First sex offense	259	40	135	42
Most serious sex offense	259	49	135	39
First non-sex offense	259	49	135	22
Most serious non-sex offense	259	30	135	28

Figure 49. Survival to First Arrest: Sexual Abuse of Minor (SAM) Offenders by Treatment Level



Survival data was analyzed for SAM and SA offenders to determine if stage achieved was related to survival for these two groups. The data for SAM offenders is in the direction predicted, but the differences are small.

**Figure 50. Survival to First Arrest: Sexual Assault (SA)
Offenders by Treatment Level**



Stage achieved appears to be especially important to SA offenders. Achievement of intermediate or advanced stage is related to survival as measured by first arrest. The difference is statistically significant.

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VI. Conclusions and Recommendations

VI. Conclusions and Recommendations

There are a number of important findings that have emerged from the present research project. Several of these will be the focus of the concluding remarks, including:

- The majority of the sex offenders in the treatment group assaulted children.
- The Sexual Assault (SA) offenders do as well as the Sexual Abuse of Minor (SAM) offenders, both in terms of how long they stay in treatment and how far they advance through the phases of the program.
- There was a higher percentage of Alaska Native offenders in the treatment group than would be expected in comparison with the population.
- Alaska Native offenders tended to leave the program earlier than White offenders. The Alaska Native offenders who leave the program early are older, more educated, and have a history of both alcohol and drug abuse.
- Two-thirds (67.7%) of the offenders in the treatment group had a history of substance abuse. The incidence of substance abuse was even higher among Alaska Native offenders. For all offenders, those who had no history of substance abuse tended to advance further in program. Those with a history of both alcohol and drug abuse tended to leave in the earlier phases of the program.
- Almost half (45.3 %) of the offenders in the treatment group were in program for a year or less. The average length of stay was 17 months. Almost 60% were discharged during or just after completion of the Beginning phase.
- Longer sentences tended to relate to further advancement in treatment.
- Treatment at any level improves survival in the community without re-offense. The further offenders advanced in treatment, the more benefit is derived, with those completed all stages having no re-offenses. This is particularly true for SA offenders, who tend to re-offend more quickly and at a higher frequency.
- For some offenders (SAM), there was not much difference in re-offense rate between those who reached intermediate phase and those who reached advanced stage in the program.

This research demonstrates that treatment can work, at least for some offenders. It works by reducing the incidence of sexual re-offense (as measured by new arrest data) or by prolonging the time until re-offense. Either of these results reduces the number of victims in the community. When treatment does not work for certain offenders this information is equally important. Sexual assault is not a disease which can be cured. It is an aggressive behavior which results from the convergence of a complex number of factors. It can however be contained and managed. Offenders who are amenable to treatment and willing to actively participate learn to recognize precursors to relapse and self manage their high risk behavior. Those who are not amenable and/or not willing to participate in treatment must be controlled by external measures. It is important to recognize that offenders differ along a continuum of risk. Identifying the extent of the risk and the conditions under which an offender is likely to relapse allows the offender and others to manage the risk more effectively. Approaches which have focused on relapse prevention have been effective in reducing risk to the community. Treatment strategies and management strategies go hand-in-glove.

The research findings suggest that the HMCC program has been able to identify not only offenders who are amenable to treatment by virtue of their basic faculties, but also offenders who are amenable to incorporating the principles of treatment, and thereby attaining a higher level of internal management. The Intermediate and Advanced stage of treatment appear to identify these later individuals. Not all offenders are capable of attaining this stage of treatment. However, any level of treatment appeared to yield significant benefits. During on-site program reviews over the last several years, one of the present authors asked offenders to rate the effectiveness and helpfulness of the HMCC program. Even offenders who left program (ATA), or who were removed, acknowledged that they had derived benefit from the time they spent in treatment. The present research data seems to support this. The findings seem to suggest that offenders should be encouraged to participate in treatment until they have derived the maximum benefit that they are capable of achieving.

It is possible, through continued research effort, to determine a constellation of factors which would be predictive of treatment success at different levels. DOC should attempt to identify such predictors through continued research efforts. This would assist in developing a more objective definition of "maximum treatment benefit." We cannot expect advanced treatment stage from all offenders, but it would be helpful to have a more objective criteria for determining when offenders had derived, what is for them, the maximum benefit. External supervision could then be altered according to the level of risk. This would partly be determined by treatment stage and partly by other variables such as seriousness of offense and other factors. Such an approach would increase the efficiency of treatment. It would also provide a more objective basis for making decisions about furlough and parole, thereby enhancing community safety.

Some of the data suggests that there is not much difference between Intermediate and Advanced stage offenders with respect to recidivism. This suggests that these two phases might be combined to shorten treatment for some offenders. This would decrease the cost of treatment and increase the number of offenders in treatment. DOC needs to explore this possibility further.

Many of the findings suggest that Alaska Native offenders leave treatment early. The reasons for this are not entirely clear. Overall, Alaska Native offenders are younger, tend to abuse substances more than their White counterparts, and tend to have less formal education. Each of these factors have been shown to contribute to the lack of advancement in treatment in the present study. However, other analysis suggested that it was the older, more highly educated Alaska Natives that were leaving program early. Severe substance abuse also appeared to be related to early discharge. Further research will be needed to identify and correct the specific problem(s) which lead to early withdrawal from program. This is extremely important since Native offenders made up 38 percent of the SOTP population.

During the past two years, the HMCC program has undertaken a number of steps to improve services to Native offenders. Changes have included a pretreatment orientation for Natives, mentoring by more advanced-phase Alaska Natives, monthly Alaska Native Planning and Support Group, staff training and curriculum development to incorporate Alaska Native values and practices, collateral contacts with families, initiation of a "week of reflection" which encourages offenders to reflect about their desire to quit program and other changes to try to make programming more relevant and appropriate to Native offenders. Additionally, efforts are currently underway to further augment Pretreatment and beginning treatment by incorporating native healing and spiritual practices. The data included in this study only includes participants through August 1995. Given these changes, it will need to be determined if the same pattern emerges, or if there is a change, once the current year's data is analyzed.

With its focus on the recidivism of the sex offender population, the present study is the first of its type in Alaska. The database has value for the continuing study of sexual offending in Alaska. To be optimally useful, however, the database must be established at the LCCC Pretreatment Program and in the community programs so that the effectiveness of treatment at these sites can be assessed. This is a major undertaking, however, involving manpower, equipment and funding.

At HMCC, the consistent entry of demographic, psychological testing, and clinical information into the database assists in ongoing assessment, supervision, treatment, management, report writing, and program evaluation, as well as research and recidivism studies. Similar efforts at LCCC and in the community should increase efficiency, both in treatment and in program evaluation at these sites. Throughout the process of analyzing the data, there have been indications of data elements that were needed, but which are not currently being collected. These will be added to the database as it evolves.

The database itself has value as a model for other data collection systems which may be developed in the future. The effectiveness of programs in areas other than sexual offending can be improved by the on-going collection of data. Such data systems provide on-going feedback which improve efficiency of programming.

Cost-Benefit Analysis

There are many reasons for funding effective sex offender treatment which reduces crime and the number of victims, including some practical reasons. Several studies have demonstrated how effective sex offender treatment saves taxpayer dollars.

Prentky and Burgess (1990) outline the costs of treating an offender and the relative risk of re-offense compared to just the cost of incarcerating an offender and their probability of re-offense. The authors sought to address the question of whether treatment of sex offenders was cost-effective by looking at the cost of treatment of 129 child molesters treated at the state hospital at Bridgewater, Massachusetts and comparing their re-offense rates with a control group of untreated child molesters from Canada. In both cases they looked at charges on new sex offenses in a five year follow-up, finding that 25% of the treated child molesters were charged with a new sex offense, while 40% of the untreated child molesters were charged with a new sex offense. Prentky and Burgess computed the cost when there was a new, detected sex crime against one victim at \$183,333, which included the costs of investigation, arrest, prosecution and incarceration for an average of seven years and treatment and care for one victim. The cost for treating a sex offender for five years was computed at \$118,146.

A similar analysis was conducted by McGrath (1994), as noted in Steele, 1995. McGrath calculated the cost benefits of Vermont's community-based sex offender treatment program and found that the cost to the State to provide out-patient treatment is \$103,800. If recidivism is reduced by only 1%, the State saves \$35,000 over the cost of the program. If recidivism is reduced by 8%, there is a \$1 million savings to the state.

In another analysis of the cost factors involved in treatment, the costs of incarceration with treatment were compared to the costs of incarceration without treatment in the same prison, at the Minnesota Sex Offender Program (Steele, 1995). The cost of treatment of one offender was calculated at \$2,473.60, which was compared with Prentky and Burgess' calculation that a new offense costs \$183,333. The author concludes that if treatment resulted in even one less sex offense, then the State would be able to treat an additional 74 sex offenders. She further points out that the recent trend toward mandatory life sentences for three violent offenses will result in a cost of incarceration of over \$1 million, not including any medical treatment for serious illness or inflation.

If one assumes that there will frequently be more than one victim, both pre- and post-imprisonment, then it follows that the cost of incarcerating sex offenders without treatment will be higher than that of treating them. Following this logic, the studies noted (Burgess and Prentky, 1990; McGrath, 1994; Steele, 1995) appear to demonstrate that treating sex offenders appears more cost-effective than incarceration without treatment. Similar figures for Alaska were not available to the authors of this report, however, it could be assumed that there would be a similar cost difference if the relevant information was compiled. Obtaining this type of information for Alaska, however, is a research project in its own right, involving both time and funds.

Recommendations

The nature of sex offenders necessitates close teamwork and cooperation. Sex offenders are adept at finding the weak link in the system and using it to their advantage. All parts of the system must work as a team for treatment to be successful. Based on the results of this research, it is recommended that the Department of Corrections develop a plan for addressing the system-wide issues involved in the treatment of sex offenders in its custody, both within the correctional institutions and on probation/parole supervision. At a minimum, the following should be addressed:

- Determine changes in service delivery which may be needed in order to address the differences between Sexual Assault (SA) and Sex Abuse of a Minor (SAM) offenders.
- Assess the needs of Alaska Native sex offenders and determine what effect changes implemented within the past year have had on this population.
- Develop a plan for future research on the factors which are predictive of treatment success.
- Identify system gaps and develop a plan for future development of both institutional and community programs for sex offender treatment and management.

81 *Conclusions and Recommendations*

- **Develop standards for external monitoring of sex offenders who are determined to be unamenable to treatment.**
- **Develop recommendations for changes needed in other branches of government, including possible statutory changes.**
- **Identify potential funding for further research and program development.**

VII. References

VII. References

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Instate Inmate Count -- Alaska Department of Corrections -- August - 1999

	104	403	200	233	53	170	85	78	172	176	108	486	230	113	92	Emer Cap		2703
	102	397	189	225	47	164	82	75	165	176	104	466	224	112	88	Max Cap		2616
Day	AMCC	CIPT	FCC	HMCC	KCC	LCCC	MSPT	MCCC	PCC Med	PCC Min	SIXTH	SCCC	WCC	WPT	YKCC	Emer Cap	Totals	%
1	92	428	197	225	46	163	78	78	168	176	106	481	225	104	89	2703	2656	98%
2	96	430	195	230	44	161	81	78	169	175	94	481	225	98	93	2703	2650	98%
3	93	447	197	229	45	161	79	78	161	175	87	481	225	101	91	2703	2650	98%
4	93	439	201	221	46	161	78	78	166	176	96	481	224	98	95	2703	2653	98%
5	95	446	198	218	48	161	77	78	169	176	101	481	223	98	89	2703	2658	98%
6	95	452	199	222	51	160	75	78	168	176	94	477	230	105	88	2703	2670	99%
7	102	454	197	218	48	156	79	78	159	176	100	486	229	103	84	2703	2669	99%
8	101	454	190	216	52	166	79	78	159	176	108	486	226	104	89	2703	2684	99%
9	102	457	188	216	49	162	76	78	168	176	107	486	224	105	89	2703	2683	99%
10	93	446	190	218	50	158	77	78	170	176	111	486	227	105	87	2703	2672	99%
11	92	444	197	216	47	162	79	77	169	176	107	486	230	101	89	2703	2672	99%
12	95	445	188	216	49	164	79	78	165	176	103	485	230	105	92	2703	2670	99%
13	94	460	194	214	52	162	79	78	169	175	93	485	228	102	91	2703	2676	99%
14	98	439	196	217	52	163	78	78	172	176	100	485	226	103	91	2703	2674	99%
15	96	438	199	217	53	167	79	78	172	176	108	485	226	98	97	2703	2689	99%
16	95	440	193	221	51	167	83	78	171	176	86	484	225	97	97	2703	2684	99%
17	80	444	196	211	48	167	81	78	171	176	92	483	230	108	82	2703	2647	98%
18	79	447	186	213	44	164	85	78	171	176	98	483	230	110	87	2703	2651	98%
19	78	442	186	209	44	168	80	78	171	176	93	481	229	105	86	2703	2626	97%
20	77	449	190	206	46	166	72	78	171	176	102	486	228	102	86	2703	2635	97%
21	91	434	187	207	47	168	72	78	171	176	116	486	230	98	88	2703	2651	98%
22	93	438	194	213	46	172	81	78	171	176	110	486	230	104	89	2703	2681	99%
23	94	439	193	215	45	170	78	78	171	176	99	486	229	99	91	2703	2663	99%
24	97	441	200	212	45	163	81	78	171	176	104	486	228	101	88	2703	2671	99%
25	100	440	200	222	44	163	75	78	171	176	106	486	227	105	89	2703	2682	99%
26	98	444	189	222	41	165	72	78	170	176	102	484	229	102	88	2703	2660	98%
27	97	442	192	217	43	166	78	78	172	176	104	485	230	101	86	2703	2667	98%
28	93	433	196	219	44	166	81	78	171	176	108	485	230	106	81	2703	2668	99%
29	92	432	196	221	47	166	84	77	171	176	103	485	230	103	81	2703	2664	99%
30	98	431	197	221	50	165	83	77	171	176	102	484	229	103	86	2703	2673	99%
31	101	435	196	220	50	163	73	77	171	176	101	483	230	104	90	2703	2670	99%
Avg	92.84	443.7	194	216.9	47.68	163.8	78.44	77.96	168.6	175.9	100.9	484	227.4	102.4	89.48	2703	2664	99%
10 dy	0	151	0	0	0	0	0	0	0	0	0	0	0	0	0			
30/90	0	90	12	0	0	2	3	0	0	0	5	0	0	0	10			

Institution	MEN Sent.	MEN Unsent	WOMEN Sent.	WOMEN Unsent	TOTAL
Anvil Mt.(Nome)	39	58	1	3	101
Cook Inlet PT	56	379	0	0	435
Fairbanks CC	34	146	6	10	196
Hiland Mt. CC	0	0	145	75	220
Ketchikan CC	29	19	1	1	50
Lemon Creek CC	122	41	0	0	163
MatSu Pre-Trial	4	66	0	3	73
Meadow Creek	77	0	0	0	77
Palmer Med.CC	138	33	0	0	171
Palmer Min.CC	173	3	0	0	176
6th Avenue	10	81	2	8	101
Spring Creek CC	481	2	0	0	483
Wildwood CC	230	0	0	0	230
Wildwood PT	13	86	3	2	104
YKCC (Bethel)	8	81	0	1	90
Total:	1414	995	158	103	2,670
		Unsent		Sent.	
Total:		1098		1572	2,670

	MEN	MEN	TOTAL
Institution	Sent.	Unsent	
Fairbanks CC	5	29	34
Lemon Creek CC	0	17	17
Palmer Med.CC	16	1	17
Total	21	47	68
	Sent	Unsent	
Total	21	47	68

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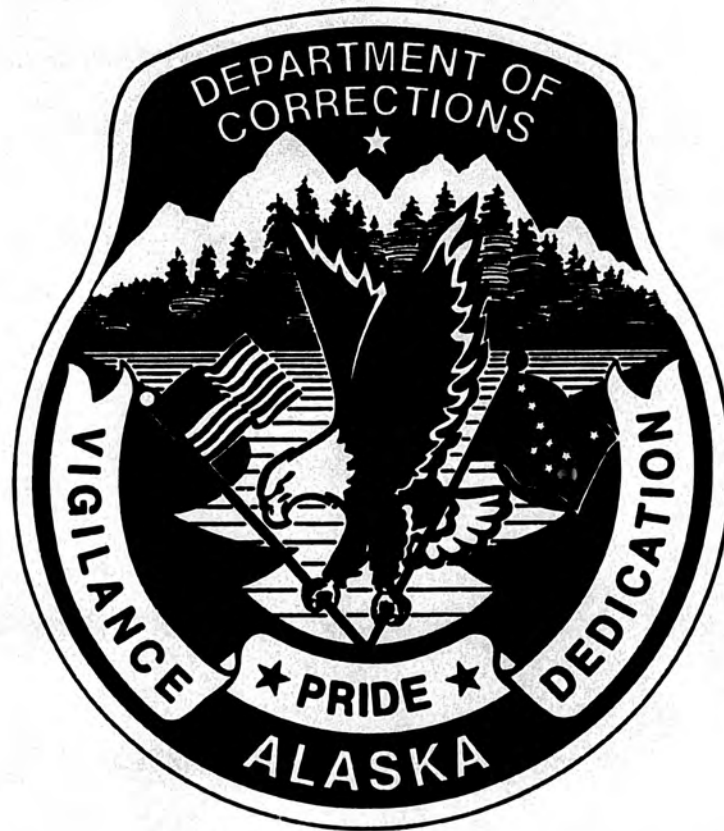
Community Residential Center Beds										
August 31, 1999										
	Cordova	Parkview	Midtown	Glennwd	N.S.	Tundra	Glacier	Aulla	Akeela	Seaside
155+22=177 177+14=191 191+5=196 196+32=228 228+14=242 242+90=332 332+15=347 347+8=355 355+10=365 365+6=371 371+17=388 388+6=394 619 (718)										
Institutional Beds										
Assigned	155	98	27	76	84	77	50	4	14	34
Furlough	59	68	0	17	40	22	20	5	11	7
Conf Misd	51	26	32	28	15	18	7	0	6	13
Restitution	26	8	0	11	4	1	11	0	0	0
Filled Beds	136	102	32	56	59	41	38	5	17	20
Field Beds										
Assigned	22	14	5	14	15	8	10	2	3	6
3rd Party	4	0	0	5	0	0	0	0	0	0
Probation	0	0	0	4	10	1	7	0	0	1
Parole	0	0	0	10	1	1	7	0	0	0
Unsentence	20	0	0	8	20	33	8	0	0	9
Filled Beds	24	0	0	27	31	35	22	0	0	10
TOTAL CRC BEDS										
										Total
Total Filled	160	102	32	83	90	76	60	5	17	30
										Filled: 625
TOTAL CRC SUPERVISION										
TTL. SUPV	0	20	0	7	0	0	5	0	0	0
										Total 32
INSTITUTIONAL	2670									
CADC	709									
OTHER: OUT OF STATE	26									
CRC	625									
TREATMENT BEDS FILLED	30									
CRC OFF SUP	32									
EM	21									
PT MACKENZIE	107									
INST TENTS	68									
TOTAL	4288									

Community Residential Program - Treatment Beds								August 31, 1999	
							Safe		
	G.H.S.	Clitheroe	ANARC	Akeela	RCAOA	YKHC	Harbor		
Total Contract Beds									
	2	13	2	4	3	1	1	Allotted:	26
Institutional Beds									
Beds Assigned		11	2	4	2	1	1	Allotted:	22
Furlough	0	5	0	6	2	1	1		15
Confined Misd.	0	0	0	0	0	0	0		0
Restoration	0	0	0	0	0	0	0		0
Total Filled	0	5	0	6	2	1	1	Filled:	15
Field Beds									
Beds Assigned	2	2			1			Allotted:	5
3rd Party	0	0	0	0	0	0	0		0
Probation	2	4	0	0	7	1	0		0
Parole	0	1	0	0	0	0	0		
Unsentenced	0	0	0	0	0	0	0		0
Total Filled	2	5	0	0	7	1	0	Filled:	15
TOTAL TREATMENT BEDS									
								Total	
Total Filled	2	10	0	6	9	2	1	Filled:	30

Community Residential Program - Treatment Averages for								August-99	
	GH5	Clitheroe	ANARC	Akeela	RCAOA	YKHC	HOPE H.		
Total Contract Beds									
	2	13	2	4	3	1	1	Total	26
Institutional Beds									
# Assigned Beds		11	2	4	2	1	1	Total	21
# Beds Filled									
Forfeign	0.00	4.06	0.00	5.90	1.19	1.00	1.00	13.16	
Confined Med.	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
Restoration	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
Total filled beds	0.00	4.06	0.00	5.90	1.19	1.00	1.00	Total	13.16
Field Beds									
Assigned beds	2	2			1			Total	5
# Beds Filled									
3rd Party	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
Probation	2.00	3.71	0.00	0.00	8.00	1.00	0.00	14.71	
Parole	0.00	1.00	0.00	0.00	0.00	0.00	0.00	1.00	
Unassigned	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	
Total filled beds	2.00	4.71	0.00	0.00	8.00	1.00	0.00	Total	15.71
TOTAL TREATMENT BEDS									
Total filled beds	2.00	8.77	0.00	5.90	9.19	2.00	1.00	Total	28.87

Department of Corrections

Agency Overview



DEPARTMENT OF CORRECTIONS

Mission

The mission of the Department of Corrections is to protect the public and encourage offender rehabilitation through humane, safe and cost-effective confinement and supervision. The department will respect the rights of victims and recognize the dignity inherent in all human beings as it pursues this mission.

Major Goals and Strategies

1 Manage offender population through safe and secure facilities to protect the public

- Maintain inmate populations within institutional capacities.
- Maintain high utilization of community residential center (CRC) beds.
- Expand safe alternatives to incarceration.
- Implement strategic long-range population management plan.

2 Provide cost effective and efficient offender programs and health services

- Develop programs to safely and effectively manage youthful offenders.
- Provide culturally relevant offender accountability programs.
- Operate female residential substance abuse treatment program.
- Continue development of victims' services.
- Continue increased monitoring of sexual predators.
- Expand female training and work programs.

3 Provide effective use of resources and efficient delivery of services

- Continue development of integrated Management Information System.
- Implement an automated procurement system.
- Develop and implement alternatives for health care cost management.

- Develop and implement a multivariable population projection system.

4 Build community partnerships

- Work with communities to address noncriminal public protection detentions.
- Work with the public and local governments to expand jails, prisons, and CRCs.
- Develop neighborhood-based community supervision services.

Key Performance Measures

- Maintain in-state prisoner population in correctional facilities at less than emergency capacity.
- Establish program to address violent juvenile offenders in the adult correctional system.
- Bring Integrated Management Information System on-line.

Major Changes and Key Issues

Prison Overcrowding

The agency's foremost challenge continues to be the increasing number of people coming into the adult criminal justice system, resulting in overcrowded institutions and increased probation caseloads in Community Corrections. During FY1998 and FY1999 the department contracted for additional out-of-state prison beds and community residential center beds. The department continues to implement programs such as CRC Offender Supervision and Electronic Monitoring as safe alternatives to incarceration.

The department's managers have developed and refined a population management plan that includes assessing the feasibility of implementing temporary housing units at 4 correctional facilities. The department continues to work with the city of Delta Junction and the municipality of

Anchorage toward implementing of HB53 to open a private prison facility at Fort Greely and to build a new Anchorage Jail to replace Sixth Avenue Correctional Center.

Juveniles in adult facilities

The department has experienced an increase in the number of youth serving time in adult facilities for serious violent crimes. Significant correctional management issues as well as public safety concerns are associated with this population. Many of these adolescent children will complete their maturation in an adult prison and will be released into Alaska's communities in their early to mid-20s. Without some form of intervention it is likely that these offenders will continue to engage in criminal behavior.

Division of Institutions

The Division of Institutions operates 15 jails and prisons that range in size from 50 to 500 prisoner beds. In addition, the division provides oversight supervision for 11 Community Residential Centers and the out-of-state placement of approximately 900 prisoners. The division provides programs for offenders in institutions and under community supervision, which includes sex offender treatment, substance abuse treatment (including a Women's Residential Substance Abuse Treatment Program at Hiland Mountain Correctional Center), work, educational/vocational needs, batterers' programs and religious programs. The division also provides medical and mental health services to offenders in prisons, community residential centers, the Point MacKenzie work

farm and out-of-state facilities. The division's primary goal is to ensure the safety and protection of the public through safe, secure facilities and to strive to assure that all prisoners have opportunities to develop the skills necessary to lead crime-free lives after release.

Division of Community Corrections

The division supervises of 4,300 adult felons on probation and parole in communities across the State of Alaska. Additionally, the division supervises 112 offenders, both misdemeanants and felons, at the Point MacKenzie work farm.

The division is pursuing cost-effective alternatives to incarceration through enhanced probation for offenders with technical probation/parole violations. The division is developing offender accountability programs such as victim impact classes and cognitive skill programs for both the community and the farm. Additionally, the division continues to improve the farm's productivity.

Alaska Board of Parole

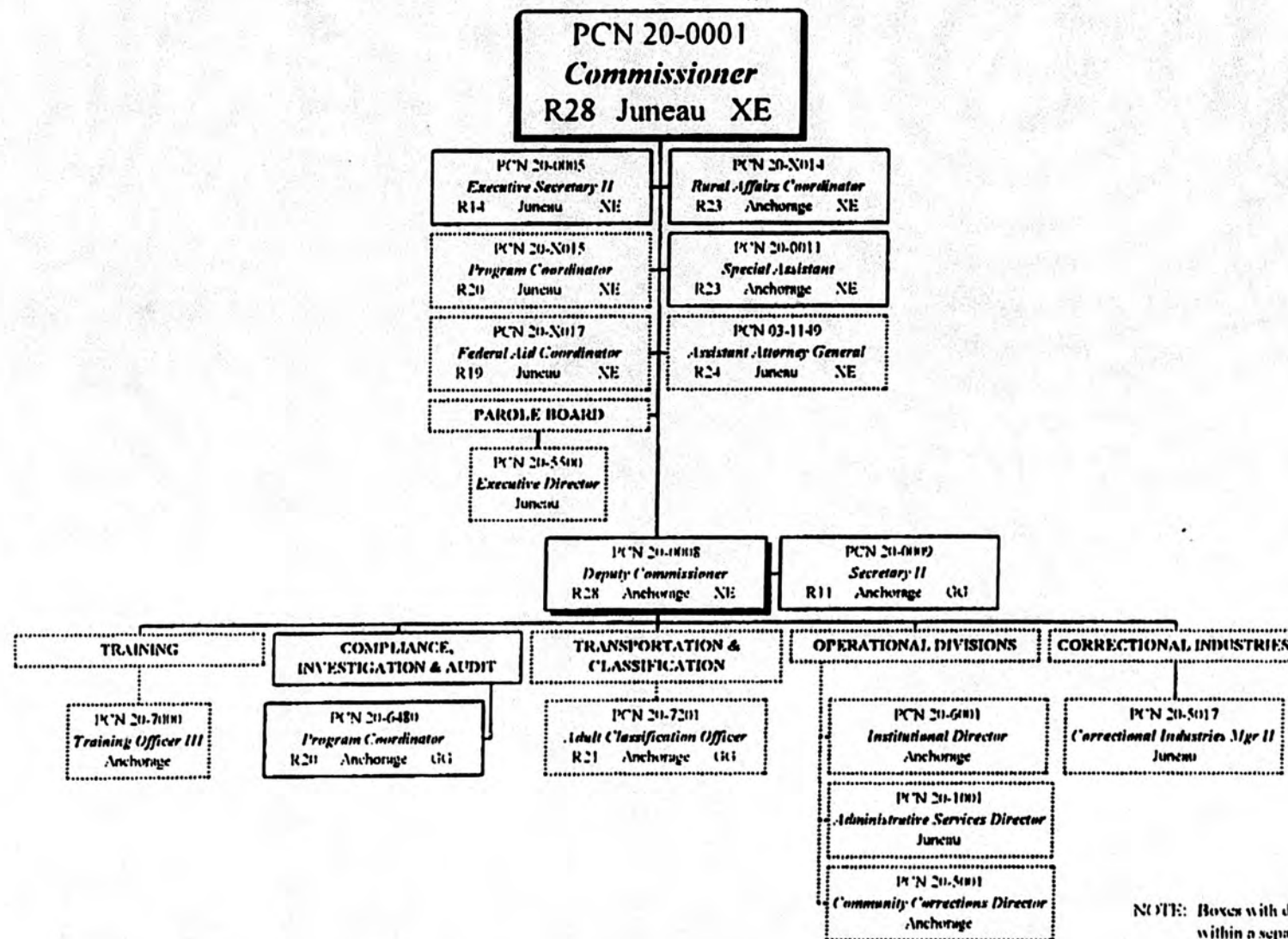
The Alaska Board of Parole functions autonomously within the department. The Board of Parole provides the full range of parole coordination and support functions for this element of the department's prisoner population.

Administration and Support Services

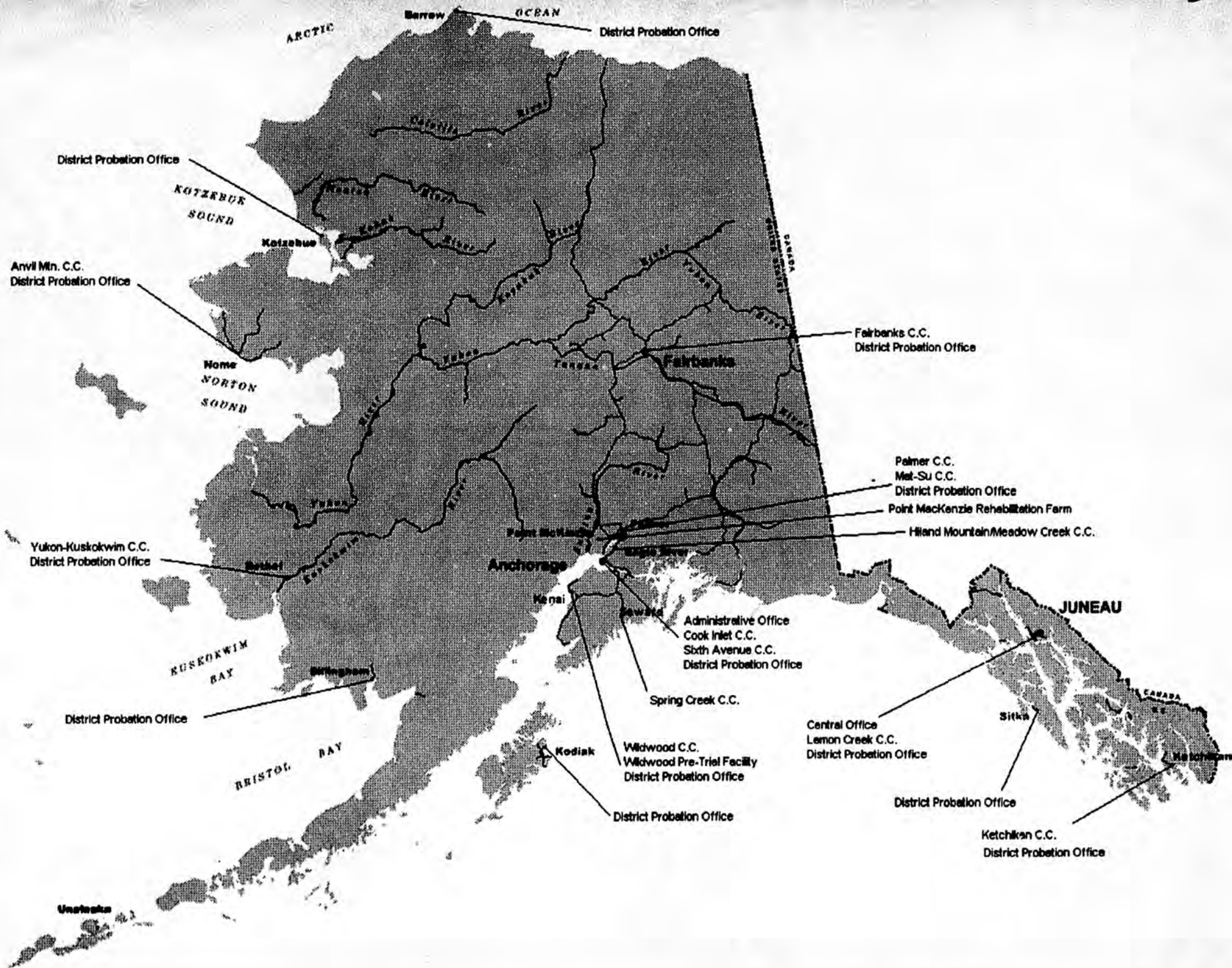
The division has completed procurement of its new MIS system and the system will be on-line by mid-FY2000. In addition, the division is developing a personnel subsystem to implement Workplace Alaska which effects the recruitment and hiring process of positions requiring Alaska Police Standards Council certification.

Budget Summary	FY1998 Actual	FY1999 Authorized	FY2000 Governor
General Funds	\$130,342.0	\$140,325.9	\$152,990.3
Federal Funds	\$1,719.7	\$7,142.6	\$5,547.0
Other Funds - Interagency receipts, etc.	\$5,071.1	\$5,257.5	\$13,027.5
TOTAL BUDGET	\$137,132.8	\$152,726.0	\$171,564.8
Positions - Full-time	1,355	1,362	1,405
Positions - Part-time	2	1	0
KEY PROGRAM AREAS (All Fund Sources)			
Administration and Operations	\$119,980.1	\$118,596.6	\$129,630.6
Contract Facilities	\$25,314.9	\$34,129.4	\$41,934.2

**Department of Corrections
Office of the Commissioner
FY 2000 Organizational Structure**



NOTE: Boxes with dotted lines are budgeted within a separate component



DEPARTMENT OF CORRECTIONS HIGHLIGHTS

- 12 Correctional Institutions with 2,691 Beds
(Emergency Capacity)
- 1 Point MacKenzie Farm - 112 Beds
- Out Of State Prison Contracts (currently 902 beds and growing)
- 15 Municipal Jails (Contracted - 159 Beds)
(Bristol Bay Boro, Cordova, Craig, Dillingham, Haines, Homer, Kodiak, Kotzebue, North Slope Boro, Petersburg, Seward, Sitka, Unalaska, Valdez, Wrangell)
- 13 Regional Adult Probation Offices
- 10 Community Residential Centers (681 Beds
Contracted with 2 additional contracts for an additional 60 new beds pending final negotiations for a total of 741 beds)

8/27/99
(Revised)

DEPARTMENT OF CORRECTIONS
COMPARISONS OF INMATE COUNTS

YR 1995	AMCC	CIPT	FCC	HMCC	KCC	LCCC	MSPT	MCCC	PCCMED	PCCMID	SIXTH	SCCC	WWCC	WWPT	YKCC	TOTAL						
January 30, 1995	96	412	212	231	51	185	93	62	201	178	138	383	202	87	118	2,645	509	80	0	0	159	3,393
February 28, 1995	93	399	187	228	53	186	75	66	186	176	117	383	202	87	118	2,554	513	80	0	0	272	3,419
March 29, 1995	78	401	158	233	53	158	83	64	197	175	128	416	202	94	111	2,549	491	78	0	0	272	3,390
April 30, 1995	89	408	177	227	48	154	87	65	197	178	124	429	204	95	122	2,600	451	77	0	0	270	3,398
May 31, 1995	81	409	165	230	47	147	82	58	178	175	135	446	203	89	109	2,532	437	86	0	0	267	3,322
June 8, 1995	78	401	161	232	45	143	76	61	169	175	113	450	203	98	117	2,522	427	92	0	0	266	3,307
July 31, 1995	82	400	179	230	51	147	83	64	167	171	120	445	201	89	122	2,551	391	77	0	0	267	3,286
August 24, 1995	82	401	182	226	43	154	89	64	182	185	128	480	201	88	124	2,589	444	87	0	0	265	3,388
September 27, 1995	84	391	183	228	50	174	95	66	190	176	125	479	199	97	115	2,652	436	83	0	21	261	3,483
October 31, 1995	84	404	195	230	51	198	97	64	206	203	125	481	222	98	107	2,763	455	74	0	9	259	3,660
November 29, 1995	95	401	202	226	64	181	96	63	221	178	129	483	222	103	123	2,785	466	67	0	11	256	3,686
December 29, 1995	93	411	183	232	60	171	88	54	230	176	122	490	224	99	102	2,735	457	48	0	0	257	3,497
YR 1996	AMCC	CIPT	FCC	HMCC	KCC	LCCC	MSPT	MCCC	PCCMED	PCCMID	SIXTH	SCCC	WWCC	WWPT	YKCC	TOTAL						
January 31, 1996	98	415	208	230	47	189	92	64	216	175	148	480	224	105	100	2,791	482	64	0	0	257	3,674
February 29, 1996	78	423	223	230	57	196	84	64	230	173	120	481	224	98	113	2,792	450	62	0	0	252	3,666
March 31, 1996	94	421	228	228	54	184	92	64	224	174	132	475	220	95	117	2,802	468	65	0	0	252	3,667
April 30, 1996	85	426	213	231	63	193	91	66	227	175	133	482	219	110	123	2,837	482	81	0	0	253	3,663
May 31, 1996	85	403	208	233	51	187	91	58	208	175	144	480	217	83	115	2,738	501	78	0	0	255	3,672
June 26, 1996	95	413	208	230	47	183	93	67	195	174	126	489	224	88	110	2,742	494	62	0	0	256	3,684
July 31, 1996	89	414	202	232	54	193	83	64	219	176	142	491	224	108	112	2,803	482	64	?	0	256	3,697
August 31, 1996	91	425	222	234	60	209	89	64	245	175	139	490	225	105	97	2,870	485	86	?	0	256	3,728
September 30, 1996	97	426	244	224	51	205	95	65	222	174	134	505	233	107	97	2,879	505	85	?	0	256	3,733
October 31, 1996	112	418	219	233	51	200	92	65	212	175	133	508	234	94	118	2,864	524	90	?	0	255	3,733
November 30, 1996	94	421	242	231	54	188	94	61	239	175	142	508	234	94	108	2,885	542	79	?	0	253	3,789
December 31, 1996	111	426	234	232	52	185	91	65	239	175	133	522	234	85	102	2,886	534	85	?	0	245	3,760
YR 1997	AMCC	CIPT	FCC	HMCC	KCC	LCCC	MSPT	MCCC	PCCMED	PCCMID	SIXTH	SCCC	WWCC	WWPT	YKCC	TOTAL						
January 31, 1997	117	427	230	229	59	195	100	70	231	178	138	534	234	113	122	2,975	577	92	?	0	252	3,896
February 28, 1997	116	427	235	231	63	213	92	68	244	178	128	544	234	114	114	2,999	549	90	?	0	256	3,894
March 31, 1997	109	415	251	232	58	212	97	64	247	175	147	556	234	113	108	3,018	618	92	?	0	265	3,993
April 30, 1997	106	418	236	234	53	205	94	65	248	176	141	560	245	104	105	2,988	612	91	?	0	273	3,964
May 31, 1997	93	411	213	233	63	206	82	66	218	173	139	558	245	100	117	2,917	610	86	?	0	271	3,884
June 30, 1997	98	406	228	228	62	202	82	66	233	178	117	554	252	89	91	2,884	610	78	?	0	269	3,841
July 31, 1997	94	430	210	230	64	191	94	66	236	176	141	555	245	92	97	2,921	593	69	0	0	277	3,830
August 31, 1997	99	418	231	226	49	207	107	59	216	176	133	559	245	124	119	2,968	605	86	0	0	276	3,936
September 30, 1997	129	437	257	242	55	209	99	67	255	191	137	567	261	118	119	3,143	618	85	0	0	281	4,127
October 31, 1997	112	444	249	239	62	210	103	70	255	192	137	570	270	109	109	3,131	663	80	0	0	282	4,156
November 30, 1997	121	442	255	294	63	217	98	0	253	197	139	569	266	126	123	3,163	645	80	0	0	289	4,177
December 31, 1997	131	433	246	224	68	201	93	71	244	198	132	563	270	104	111	3,067	655	83	0	0	318	4,143
YR 1998	AMCC	CIPT	FCC	HMCC	KCC	LCCC	MSPT	MCCC	PCCMED	PCCMID	SIXTH	SCCC	WWCC	WWPT	YKCC	TOTAL						
January 31, 1998	123	438	267	231	69	204	98	72	269	201	132	572	296	118	125	3,215	659	90	0	0	315	4,279
February 28, 1998	130	460	274	241	72	201	103	75	262	200	136	585	297	128	122	3,286	671	93	0	0	311	4,361
March 31, 1998	129	462	250	226	66	187	109	70	263	200	125	562	293	118	126	3,184	678	90	0	0	378	4,330
April 30, 1998	132	451	232	216	69	185	96	67	222	178	119	431	242	109	100	2,829	705	87	0	0	660	4,281
May 31, 1998	97	439	197	222	52	166	88	66	170	176	94	557	200	112	99	2,785	710	91	89	0	657	4,312
June 30, 1998	95	450	207	231	52	163	63	66	172	176	90	553	223	92	73	2,706	698	85	92	0	660	4,241
July 31, 1998	95	453	198	227	53	146	83	66	187	178	99	557	228	104	83	2,755	704	92	104	0	661	4,316
August 31, 1998	91	454	202	231	50	160	83	61	180	176	116	547	228	97	84	2,760	661	93	102	0	661	4,277
September 30, 1998	88	456	212	218	51	158	79	66	189	174	71	514	217	101	83	2,677	706	80	24	0	740	4,229
October 31, 1998	80	431	203	169	47	162	81	65	168	174	90	542	230	101	96	2,639	700	104	0	0	799	4,242
November 30, 1998	89	431	199	173	51	162	80	64	179	174	104	454	216	98	84	2,558	671	104	0	0	886	4,219
December 31, 1998	80	393	183	174	42	148	75	63	160	173	98	473	230	104	76	2,472	656	95	0	0	883	4,106

8/27/99

**Alaska Department of Corrections
Community Residential Centers
(FY96 Through FY99)**

	A	B	C	D	E	F	G
			FY96	FY97	FY98	FY99	FY2000
1	COMMUNITY RESIDENTIAL CENTER		Beds	Beds	Beds	Beds	Beds
2	Gastineau Human Services (Juneau)	Regular Beds	42	45	51	51	51
		Per Diem Beds	8	10	9	9	9
3	Northstar Center/Cornell (Fairbanks)	Regular Beds	68	80	84	84	84
		Per Diem Beds	12	15	15	15	15
4	Tundra Center/Cornell (Bethel)	Regular Beds	42	50	75	75	75
		Per Diem Beds	4	6	10	10	10
5	Cordova Center/Cornell (Anchorage)	Regular Beds	140	140	155	156	156
		Per Diem Beds	0	33	21	21	21
6	Midtown Center/Cornell (Anchorage)	Regular Beds	0	0	27	27	27
		Per Diem Beds	0	0	5	5	5
7	Parkview Center/Cornell (Anchorage)	Regular Beds	80	80	98	98	98
		Per Diem Beds	0	14	14	14	14
8	Glennwood/TJ Western (Anchorage)	Regular Beds	76	76	76	76	76
		Per Diem Beds	14	14	14	14	14
9	Akeels House/Cornell (Anchorage)	Regular Beds	0	0	14	14	14
		Per Diem Beds	0	17	3	3	3
10	Manilaq Association (Kotzebue)	Regular Beds	0	0	4	4	0
		Per Diem Beds	0	0	0	0	0
11	North Slope Borough (Barrow)	Regular Beds	0	4	4	4	4
		Per Diem Beds	0	2	2	2	2
12	Nome/Tuunrag Center	Regular Beds	0	0	0	0	34
		Per Diem Beds	0	0	0	0	6
13	Subtotal	Regular Beds	448	475	588	589	619
14	Subtotal	Per Diem Beds	38	111	93	93	99
15	TOTAL		486	586	681	682	718

STATE OF ALASKA

**DEPARTMENT OF CORRECTIONS
BOARD OF PAROLE**

**TONY KNOWLES,
GOVERNOR**

David F. Cooper, Chair
Mary Ann Eininger, Vice-Chair
Mike Miller, Member
Jess Holloway, Member
Charles Moses, Member

Larry Jones, Executive Director

ALASKA BOARD OF PAROLE
P.O. BOX 112000
JUNEAU, AK 99811-2000
PHONE: (907)465-3384
FAX: (907)465-3110

March 1, 1999

The Honorable Tony Knowles
Office of the Governor
State of Alaska
P.O. Box 110001
Juneau, AK 99811-0001

Dear Governor Knowles:

It is my pleasure to offer this report of the Alaska Board of Parole for the calendar years 1997 and 1998. This report has been developed in an effort to relay the accomplishments and issues relating to the Alaska Board of Parole at this time. I believe you will find the information contained in this report to be both interesting and informative.

We as a Board have continued to approach decision making in a professional and informed manner with the knowledge that we are first and foremost accountable to the citizens of the State of Alaska. We feel that the history and statistics relating to Parole Board actions are an excellent indicator that a properly administered parole system can be an asset. The two years represented by this report were years of significant achievements for the Board and its dedicated staff.

We look forward to working with you on the difficult challenges which lie ahead.

Sincerely,

David Cooper
David Cooper
Chair

cc: Margaret Pugh, Commissioner, Department of Corrections

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CURRENT BOARD MEMBERS

Chair - David Cooper was initially appointed by Governor Sheffield in February 1984, reappointed by Governor Sheffield in 1986, Governor Cowper in 1990, and Governor Knowles in 1995. In 1997 he was appointed by Governor Knowles as the Chair of the Alaska Board of Parole. He has an Associate of Arts Degree in Behavioral Science from the University of Alaska Anchorage, and is a graduate of the Sitka Correctional Academy. Mr. Cooper is retired from the position of Assistant Superintendent at Palmer Correctional Center after 19 years of exemplary service. He is active in a number of fraternal and civic organizations, including: Charter member and past Post Commander of American Legion Post #18 (Honorable Discharge, U.S. Army 1946, T/Sgt - WWII veteran); Past Governor of the Palmer Moose Lodge #793; Past President of the Mat-Su chapter of the Alaska Peace Officers; Director of Crime Stoppers, Mat-Su; and a member of the Mat-Su Lions Club. Honors and awards accorded Mr. Cooper include: Life Membership Award in 1990 by Alaska Peace Officer Association; Letter of Commendation "Beyond the Call of Duty" for Corrections 1970; Degree of Merit ("Pilgrim") awarded by Moose International (House of God, Mooseheart, Illinois, 1996). Mr. Cooper was born and raised near Ninilchik, and currently resides in Palmer.

Vice-Chair - Mary Ann Eininger was appointed to the Board of Parole by Governor Knowles in 1995, and reappointed to a five year term in January 1998. Ms. Eininger currently serves as the Vice-Chair of the board. She has a Bachelor of Science Degree in Psychology from the University of Chicago; a Masters of Science Degree from the Institute of Child Development, University of Minnesota; and an Education Specialist Degree in School Psychology from the University of Minnesota. Ms. Eininger has worked as a school psychologist in Minnesota and Alaska; for NEA-Alaska advocating for teachers, children, and public schools. She currently owns a conflict resolution business, Resolution Now. Ms. Eininger is a resident and community activist in Fairbanks.

Member Charles Moses was appointed by Governor Knowles in 1997. He has a Bachelor of Arts degree in Sociology from the University of Alaska Anchorage. He also holds certification as Correctional Administrator from the University of Southern California (Institute for Criminal Justice Executives); certification from Michigan State University (Institute for Managers of Large Jail Systems); and also has participated in programming at the Southern Illinois University at Carbondale "Center for the Study of Crime, Delinquency, and Corrections." Mr. Moses is now retired from the Alaska Department of Corrections with 25 years of exceptional service, having held the position of Director of Southcentral Region. He is a member of the American Correctional Association since 1982, and the Alaska Peace Officer Association since 1990. Mr. Moses is a resident of Anchorage.

Member Mike Miller was appointed by Governor Knowles in 1997. He had previously served on the Board of Parole from 1987 through 1991, having been appointed by then-Governor Steve Cowper. Mr. Miller served in the Alaska State House of Representatives from January 1971 to January 1987, chairing various committees and serving twice as Majority Leader. He graduated in 1951 from the University of Wichita (now Wichita State University). He is a writer of books and articles. Mr. Miller and his wife Marilyn came to Alaska in 1954, residing first in Ketchikan and since 1960 in Juneau.

Member Vacant - At this time (December 1998), the fifth Parole Board member position is vacant. This is the position held most recently by Jana Varrati, who resigned from the Parole Board in June 1998. Ms. Varrati had served on the board from April 1995, and offered her time and services during much of the timeframe presented in this 1997/1998 Report of the Parole Board.

David Cooper (Chair)
Charles Moses
Mike Miller
Mary Ann Eininger (Vice-Chair)
Vacant

Term Expires: December 31, 1999
Term Expires: December 31, 2000
Term Expires: December 31, 2001
Term Expires: December 31, 2002
Term Expires: December 31, 1998

Report of the Alaska Board of Parole -- 1997 / 1998

Administration / Management

New Board Members & Chair

In the spring of 1997 the long serving Chair of the Board of Parole, Alonzo Patterson, resigned from the Board. Also, Board member Elsa Demeksa completed her term on the Board. In April/May of 1997 the Governor appointed Charles Moses and Mike Miller to serve on the Board of Parole. The Governor also appointed David Cooper to serve as the Chair.

New Executive Director

The Board of Parole members conducted an extensive recruitment process in the early months of 1997, and selected Larry Jones as the new Executive Director effective May 27, 1997. The position of Executive Director had been vacant since October 1996. During that interim Donna White (Parole Board Administrator) served as the Acting Executive Director.

Board Staffing

The Board of Parole continues to operate with the same level of staffing (5 fulltime employees) that it has had for a number of years. Donna White, the Parole Board Administrator, is the sole staff member in Anchorage.

Sunset Audit

The Division of Legislative Budget and Audit conducted a "sunset audit" of the Board of Parole in 1996. The nominal findings of the audit have been fully addressed during 1997/1998. The Board of Parole's next "sunset" review is June 30, 2003.

Training of Board and Staff

In order to serve in an efficient, informed, and professional manner the Executive Director has facilitated an extensive training and education program during 1997/1998 for Board members and staff. The updating of Board members in trends, philosophies, programs, and parole decision-making has been constant and of high caliber. The staff members of the Board of Parole have conducted numerous training sessions for Department of Corrections staff, and assisted the public in understanding the meaning and process of parole. The Executive Director and Board members have also attended national training and education sessions relating to parole, and have relayed those insights and knowledge gained to the full Board.

Policy and Procedure Development

A major accomplishment during 1998 was development of the first comprehensive policy and procedure manual for the Board of Parole. It is designed to serve the current needs of the Board, and may be revised as needed.

Budget of the Board of Parole

The parole release decisions of the Alaska Board of Parole have the overall positive impact of millions of dollars of savings for the State of Alaska. The difference in costs between prison incarceration and community supervision is considerable. With the primary focus of public safety as the basis for all Board paroling decisions, an extended factor can be the budgetary impact of incarceration of criminals whose needs may be best met through community supervision.

Internet/Home Page Development

To make parole information and process more available to professionals, victims, and the public, the Board of Parole in mid-1998 began the process of developing an internet Home Page. While this web site (www.correct.state.ak.us/corrections/parole) is under continuous development, a considerable amount of information is already available. Statistics related to parole are to be updated in this web site on an ongoing basis. Many questions from the general public and interested parties can now be answered through reference to the Parole Board's internet Home Page.

Relations with Department of Corrections

The Board of Parole, although an autonomous entity, enjoys a close positive working relationship with the Alaska Department of Corrections. Margaret Pugh, the Commissioner of the Department of Corrections, provides the highest level of support for the parole activities of the Board, and makes every effort to advise the Board of impacting departmental policies, procedures, and programming.

Innovation in Caseload Management

With the increased workload (see Addendum A) for the Board of Parole, it has been necessary in 1997/1998 to seek new and innovative ways to do Board business. A review of existing systems and procedures was undertaken by the Executive Director, and immediate changes were made. The office physical set-up, and the office equipment in use, was found to be outdated and in some cases non-functional. Special effort was made in 1997 to bring the equipment to an adequate standard – doing much to increase staff efficiency. The placement of the Parole Administrator position in Anchorage in 1998 was a further step to increase efficiency of operation. The parole specific database (Client Management System – CMS; Microsoft ACCESS software) has become fully functional in early 1998. Data entry has been completed and entry of data now occurs in a timely manner. As the reporting aspects of this CMS system are refined, its value to the Board, staff, and DOC employees will be further extended. The next advance in the management of the Board's caseload is projected to be the computer based conduct of the Board's work. Assuming the availability of funds for computer hardware upgrades, the Board will move to this next level of efficiency and economy. During 1997/1998 the Board has also made a conscientious effort to expedite Board hearings. Through this effort, the Board is now able to schedule as many as 13 hearings per day.

Board Hearing Logistics

The Board of Parole holds both in-person and telephonic board hearings. While in-person hearings are preferable for liability and equity reasons, logistics and budget require some telephonic hearings. The Board will soon begin testing the effectiveness of economical, computer-based video teleconferencing to remote sites.

Clemency

The Board's staff continues to serve as the primary investigator and processor of clemency requests submitted for the consideration of the Governor. The processing of these requests is very labor and time intensive, and has a secondary level of priority to the parole activities of the Parole Board office. Alaska Statute does not place timeframe restrictions on the processing of clemency applications. The Executive Director is currently reviewing the process for clemency investigations and a computerization of some of the procedures will occur.

Strategic Planning

As time and workload allow, the Board will embark on the process of strategic planning. The Board's ability to effectively and efficiently carry out its general mission to keep the community safe will be enhanced by this continued review.

Issues and Concerns

Prison Population Pressures

The primary mission of the Board of Parole is to protect the public through responsible parole decisions. The burgeoning prison population has had considerable impact on the workload of both the Board and the staff. As previously stated, the Board and staff have not increased in many years although the prison population has grown exponentially. The Board has pursued efficiencies and will continue to do so, but cannot compromise the thorough risk assessment process upon which the Board bases its release decisions. The Board is for all purposes nearly a fulltime Board --- needing to be available daily to review and authorize arrest warrants and revocation documents, prepare for the board hearings, and make decisions in the setting of quasi-judicial hearings.

Community Resources

Many inmates' release is often tied to their rehabilitation and preparation for release through programming in the institutions or through available programs in the community upon release. The Board's ability to make effective parole decisions often is limited due to the unavailability of community programs. In rural Alaska that deficit is most severe. Recognizing the economics in the private sector and budgetary restraints in the public sector, the Board understands the barriers to development of those programs. The Board supports efforts of the Governor and the legislature in further development of those resources, and the Board hopes that this lack of resources will be recognized and addressed in the near future.

Board Staff Level

The Board projects that in the near future an additional support position for the Parole Board and the Parole Administrator will be required in southcentral Alaska.

Legal Liabilities

The Department of Law provides ready and valuable legal counsel to the Board. Recent court decisions relating to the jurisdiction of the Board in matters of anticipatory parole revocation have been in support of the Board's policies and actions. Recent statutory changes have precipitated the need for revision and enhancement of existing parole Alaska Administrative Code regulations. This formal regulatory change process will be conducted in 1999.

Education: Inmate and Public

The Board notes the continuing need for education of crime victims, inmates, professionals, mass media, and the public in understanding the parole process. A major point of confusion is the difference between probation and parole, and between discretionary parole and mandatory release (over which the Board has no control). Efforts by the Board and staff to educate these parties is an ongoing process.

Impact of Mandatory Release

A majority of the caseload for the Board results from the huge increase in the number of prisoners and subsequently the number of mandatory releases. These parolees represent the vast majority of parole revocations. Revocation hearings (as well as the associated issuance of warrants and conduct of preliminary hearings), represent the major factor in the expanded workload of the Board.

New Legislation

The parole process is impacted by ongoing legislative changes reflected in the areas of sentencing and criminal conduct. Recent domestic violence legislation, sex offender restrictions, DNA testing, and other legislation have had impact on the Board's processes. With guidance from the Department of Law, the Board has changed its procedures to assure that all statutory mandates are met.

Victim Rights and Involvement in Hearing Process

There is a greater awareness of the rights of victims in recent years. The Board of Parole supports victim participation in the parole process and recognizes its responsibility to assure that victims receive an opportunity to participate in parole hearings. It is anticipated that participation will increase, and that the impact on the Board will include that of longer hearings where victims are physically present and testifying. Although this is not viewed by the Board as negative or unreasonable, it does have an impact on the hearing workload and scheduling.

Critical Need for Computer Purchase/Upgrades

During this last year the Board of Parole has made great strides in using technology to manage the ever increasing amount of information necessary to protect the public. It is critical that decision makers have reliable and timely information upon which to make decisions. We will continue the efforts to gain more benefit through further hardware, software, and database upgrades, and by participating in the Management Information System (MIS) project of the Department of Corrections.

Board Goals for Years 1999 - 2000

- (a) Regulation development: The Board has undertaken the revision of the parole regulations as a major project for 1999 and it is anticipated that the regulations will have undergone the full regulatory process and will have been promulgated by the end of 1999.
- (b) Development of a training video: To be used as a training mechanism for pre-applicant, pre-release inmates, and revoked parolees. In conjunction with development of the video, a full presentation training module for use by institutional and community corrections parole officers will also be developed.
- (c) Continued involvement in the statewide Criminal Justice Assessment Commission (CJAC) project: The Board of Parole is an active and full partner in this statewide project and will continue its involvement. The Parole and Probation Subcommittee of that Commission has made and presented a number of proposals to the full Commission, and work continues on the implementation of the accepted short-term projects and further research and discussion continues in regard to long-term projects.
- (d) Computerization of parole processes: The overall goal is paperwork reduction, reduction in costs, less physical effort in transporting a large volume of files with the Board throughout the state, and less expenditure of time and energy by all participants in the parole process (e.g., board members, board staff, parole officers, institutional staff, attorneys). The duplication of effort in developing/copying/transmitting paper documents, which could be accessed more readily from computer disks, is a major draw of resources in the parole system. The Board is certain that the development and use of video teleconferencing for certain types of hearings can result in some savings for the Board.
- (e) Guideline review and validation: The Board has determined that validation of the parole guidelines model is a priority in 1999. In 1981, the Board adopted a parole guidelines model in which a prisoner's social and criminal history are rated to determine a risk score. The risk score and the severity of the crime are measured to determine a guideline range. The guideline range is a guideline term of incarceration a prisoner must serve before the Board will grant discretionary parole. The guidelines were revised in 1983 based on criminal code revisions. In 1989, following research into the validity of risk factors, the guidelines were again changed. The Board has also considered the future establishment of guidelines for revocations, and these also will receive further study in 1999.
- (f) Seeking information and pursuing national accreditation: The Board plans to pursue the formal accreditation process for adult paroling authorities in 1999. This process of accreditation (through the auspices of the American Correctional Association and the Commission on Accreditation for Corrections) will be used not only for establishing the highest levels of compliance and representation of contemporary thought and judgment relating to paroling --- but also serve as guidelines for self-improvement and a stimulus for change in the Alaska Board of Parole.

Statistics

In past years the Board of Parole has printed a document containing statistics related to Board hearings, warrants, decisions, workload, recidivism, and risk score validation. A brief summary of parole related statistics may be found as an addendum to this report.

Effective in late 1998, the Parole Board has established an internet website within the State of Alaska's Home Page. The Parole Board's information can be accessed through:

www.correct.state.ak.us/corrections/parole

The full range of statistics relating to Alaska Parole Board activity will be maintained within this internet website, and will be updated on an ongoing basis. Upon request, a paper copy of those statistics will be distributed by the Parole Board office.

END OF REPORT

Background Information and the Statistics Appendix Follows

PAROLE BOARD STAFF

The Parole Board headquarters office is located at Douglas, Alaska. The mailing address and telephone numbers for all communication and correspondence is:

Alaska Board of Parole
P.O. Box 112000, Juneau, Alaska 99811-2000
Phone: (907) 465-3384 □ Fax: (907) 465-3110

Executive Director, Larry Jones

The Executive Director is appointed by, and serves at the pleasure of the Board, and the position is located at the headquarters office in Douglas, Alaska. The Executive Director is responsible for the general administration and day-to-day operations of the board and its staff. The Executive Director represents the Board in professional and management settings, coordinates activities of the board with the Department of Corrections and other agencies, and often attends parole hearings.

Parole Administrator, Donna White

The Parole Administrator assists the Executive Director in agency administration, and provides technical assistance and broadly based parole related training to the Executive Director, the Board, and probation/parole officers within the Alaska Department of Corrections. This position is physically located in Anchorage, Alaska --- and organizes, attends, and participates in the majority of parole hearings held within the Anchorage bowl area and at the Central Arizona Detention Center (private contract housing Alaska prisoners). The Parole Administrator is a resource for parole officers to use in daily caseload management, and parole related time accounting.

Parole Board Officer, Candy Brower

The Parole Board Officer assists the Executive Director, the Parole Administrator, board members, parole board staff and probation/parole officers within the Alaska Department of Corrections. This position is physically located in Douglas, Alaska, and is responsible for attending parole hearings, monitoring the mandatory parole process for establishment of conditions by the Board, serving as a resource for parole officers to use in daily caseload management, processing extraditions, coordinating the Board's involvement in executive clemency investigations, and monitoring the Parole Board's information database. The Parole Board Officer is also responsible for monitoring parole eligible Alaska inmates at the Federal Bureau of Prisons (FBP).

Secretary
Rebecca (Becky) R. Alt

Administrative Clerk
Jean Erickson

MISSION STATEMENT

Alaska Board of Parole

To protect the public by focusing on risk and by making careful, just, and equitable parole decisions.

To maintain a current written policy and numerical guidelines to allow the public, offenders, and criminal justice components to easily understand discretionary parole release decisions.

To represent the ethnic, racial, gender, and cultural populations of the state.

To use Department and community resources as a bridge to help parolees become contributing members of society.

To set relevant parole conditions and return to prison those who fail to follow their parole conditions.

STATUTORY OBLIGATIONS

AS 33.16.100(a) The Board may authorize the release of a prisoner on discretionary parole if it determines that a reasonable probability exists that:

- (1) the prisoner will live and remain at liberty without violating any laws or conditions imposed by the Board;
- (2) the prisoner's rehabilitation and reintegration into society will be furthered by release on parole;
- (3) the prisoner will not pose a threat of harm to the public if released on parole; and
- (4) release of the prisoner on parole would not diminish the seriousness of the crime.

AS 33.16.010(d) A prisoner released on discretionary or mandatory parole is subject to the conditions of parole imposed under AS 33.16.150.

AS 33.16.220 The Board may revoke parole for conduct in violation of AS 33.16.150(a) or (b).

THE PAROLE BOARD'S RESPONSIBILITIES

To Alaska Citizens

To continually refine our ability to select persons for parole who will succeed as law-abiding citizens. To assist parolees in becoming productive citizens for the benefit of society, themselves, and their families. And, to use our revocation authority wisely, promptly returning to prison those parolees who present a danger to the community.

To Victims

To welcome and consider views and information from crime victims and their families and to respond positively to their requests for information and notification.

To Corrections Employees

To provide leadership, training, and resources to enable them to perform their jobs effectively and efficiently.

To Offenders

To consider each offender as an individual, using one set of standards in fair, unbiased hearings; providing realistic parole conditions and helpful positive supervision.

To Justice

To uphold appropriate punishment; advance equal treatment to offenders serving sentences for similar offenses with similar histories and needs; and work with other justice components to reduce criminality.

HISTORY

The Alaska Board of Parole was created by the legislature at Statehood to fulfill the State's constitutional requirement for a parole system. Originally, the Board was comprised of three gubernatorially appointed volunteer members. Support staff was provided by the Division of Corrections. In the mid-1960s, the Board increased to five members. In 1972, a separate parole office was created within the Department of Health and Social Services to make the Board independent of the Division of Corrections and provide Board Members with their own administrative staff. In 1984, when the Department of Corrections was created, the Board's Budget Request Unit was moved from Health and Social Services to the newly formed department.

Prior to 1986, Board members were appointed to four year terms. Beginning January 1, 1986 the appointed terms were extended to five year staggered terms, terminating every year on December 31. The staff presently includes five employees: Executive Director, Parole Administrator, Parole Board Officer, Secretary, and an Administrative Clerk III.

[During the years 1984 to 1986, the Board reviewed cases in accordance with the Prisoner Overcrowding Emergency Conditional Commutation Plan.]

BOARD ACTIVITIES

The Board of Parole:

- ☐ holds discretionary parole release hearings
- ☐ holds parole revocation hearings
- ☐ sets parole conditions for all parolees (mandatory and discretionary)
- ☐ holds special medical parole hearings
- ☐ conducts preliminary revocation and rescission hearings
- ☐ decides upon and issues arrest warrants and subpoenas
- ☐ considers appeals and reconsideration requests of parole decisions and conditions
- ☐ attends training sessions relating to parole matters (as presenters; as attendees)
- ☐ conducts the general business of the Board of Parole
- ☐ upon request, conducts investigations and makes recommendations for executive clemency

The Board meets quarterly with each institution's inmates throughout Alaska and in private contract prisons to conduct discretionary parole hearings and final parole revocation/rescission hearings.

ELIGIBILITY FOR DISCRETIONARY PAROLE: An Overview

Parole eligibility laws have become extremely complicated. In order for a prisoner to be eligible for discretionary parole, the prisoner must be sentenced to a term of 181 days or more. In the case of classified felonies, first time class B and C offenders are eligible after serving one-quarter of their term. All other classified felonies and unclassified sex offenses fall under presumptive sentencing and are eligible for parole after serving the initial presumptive terms. Prisoners convicted of unclassified felonies must serve mandatory minimums (20 years for Murder in the first Degree, five years for all others) or one-third of the total term, whichever is greater, before being eligible for discretionary parole. A prisoner may not be released to discretionary parole before he or she signs the parole conditions.

ELIGIBILITY FOR MANDATORY PAROLE: An Overview

A prisoner who is ineligible for or has not been granted discretionary parole will be released to mandatory parole supervision providing the composite sentence is two years or more. The term of mandatory parole is equal to the period of statutory good time the prisoner earned (up to one-third of the total sentence).

Mandatory parole can be revoked prior to a prisoner's release to supervision if the prisoner does not comply with court ordered treatment while incarcerated. Once released from the institution, the Parole Board can revoke a mandatory parolee for violating their mandatory parole conditions previously set by the Board. A prisoner cannot refuse to be released to mandatory parole supervision, and may be released without signing parole conditions.

Board Case Management

The workload for the Alaska Board of Parole increased significantly during the 1980s and 1990s, a time when prisoner population mushroomed. As an example, the 1980 criminal code revision did not begin to show an impact until about 1983. In 1982, the Board's total workload including parole hearings, parole revocation hearings, warrants and preliminary hearings was under 400 cases. From 1982 to 1995, the Board's workload increased four-fold. The increase was substantially related to the enforcement of the 1980 presumptive sentence and mandatory parole laws. Each year, as a higher percentage of prisoners entering the system were sentenced under the presumptive sentence law, the number of prisoners eligible for and/or released on mandatory parole increased.

ADDENDUM

ALASKA BOARD OF PAROLE

WORKLOAD STATISTICS

[NOTE: All percentages are rounded to the nearest whole percentage point.]

	<u>1996</u>	<u>1997</u>	<u>1998</u>
Total Full Board Hearings Held	536 5% increase from 1996 to 1997 17% increase from 1997 to 1998 22% increase from 1996 to 1998	562	655
Specials Hearings (see Specials section)	156 25% increase from 1996 to 1997 41% increase from 1997 to 1998 76% increase from 1996 to 1998	195	274
MR Conditions Set		425 53% increase from 1997 to 1998	648
Preliminary Hearings Held		298 23% increase from 1997 to 1998	367
Arrest Warrants Issued	Northern Southcentral Southeast Total:	68 295 128 491	70 309 136 515

		<u>1996</u>	<u>1997</u>	<u>1998</u>
<u>Full Board Hearings Held by Quarter</u>	Summer	132	139	188
	Fall	134	147	149
	Winter	129	135	160
	Spring	141	141	158
		536	562	655

<u>Total Full Board Hearings Held Each Year</u>	<u>536</u>	<u>562</u>	<u>655</u>
% of Full Board Hearings that are Initial Discretionary	37%	41%	36%
% of Full Board Hearings that are Revocations	51%	43%	49%
% of Full Board Hearings that are Rescissions	3%	2%	4%
% of Full Board Hearings that are Anticipatory		6%	5%
% of Full Board Hearings that are Reviews	6%	7%	4%

	<u>1996</u>	<u>1997</u>	<u>1998</u>
<u>Hearing Types</u>			
# of All Full Board Hearings that are Initial Discretionary	198	228	236
% of All Full Board Hearings that are Initial Discretionary	37%	41%	36%
# of All Full Board Hearings that are Reviews/Continuances	29	39	28
% of All Full Board Hearings that are Reviews/Continuances	6%	7%	4%
# of All Full Board Hearings that are Rescissions	15	13	29
% of All Full Board Hearings that are Rescissions	3%	2%	4%
# of Full Board Hearings that are Anticipatory	unknown	35	32
% of All Full Board Hearings that are Anticipatory		6%	5%

[NOTE: See below for statistics on Revocation hearings.]

Hearing Decisions

# of Initial Discretionary Hearings with Grant decision	80	79	121
% of All Initial Discretionary Hrgs with "Grant" Decision	40%	35%	36%
# of Initial Discretionary Hrgs with "Continue" Decision	41	30	31
% of Initial Discretionary Hrgs with a "Continue" Decision	21%	23%	22%
# of "Continue" Decisions (of All Full Board Hearings)	81	68	86
% of All Full Board Hearings with "Continue" Decision	15%	12%	13%
# ISSP Decision (<i>recordkeeping not specific</i>)	10	11	22
% of All Full Board Hrgs that result in ISSP (<i>Data not fully available at this time</i>)	2%	2%	3%

REVOCATION STATISTICS

	<u>1996</u>	<u>1997</u>	<u>1998</u>
Total Full Board <u>Revocation</u> Hearings Held	272	243	322
# of Discretionary Revocation Hearings	28	29	18
% Discretionary Revocations Hrgs of all Revocation Hrgs	10%	12%	6%
# of Mandatory Revocation Hearings	245	214	304
% of Mandatory Revocations of all Revocation Hrgs	90%	88%	94%
Subject:			
# of MR Reparole Revocation Hearings	17	23	19
% of MR Reparole Revocations of all Revocation Hrgs	6%	9%	6%
# of All Revocation Hrgs Resulting in "Revoke/Deny" Decision	80	131	111
% of All Revocation Hrgs Resulting in "Revoke/Deny" Decision	29%	54%	34%
# of All Revocation Hrgs Resulting in "Reprimand/Warn" Decision	42	25	37
% of All Revocation Hrgs Resulting "Reprimand/Warn" Decision	15%	10%	11%
# of All Revocation Hrgs Resulting in "Revoke/Reparole" Decision	85	76	126
% of All Revocation Hrgs Resulting "Revoke/Reparole" Decision	31%	31%	39%

Specials Hearings

(Definition: Full Board Hearings for special requests; parolees do not participate in a Specials hearing)

	<u>1996</u>	<u>1997</u>	<u>1998</u>
Total # of Specials Hearings Held	156	195	274
	25% increase from 1996 to 1997		
	41% increase from 1997 to 1998		
	76% increase from 1996 to 1998		

<u># Special Hearings Held by Type:</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>
Condition Change Request	12	21	14
Anticipatory Waiver	0	2	0
Discr. Rescission Waiver	1	0	1
Discr. Reparole Revoc Waiver	0	1	0
Discr. Revocation Waiver	7	5	13
Early Release	7 (7 grant)	0	11 (7 grant; 4 deny)
MR Reparole Revoc Waiver	8	10	
MR Revocation Waiver	77	114	178
Reconsideration	27	30	41
Rescission Waiver	17	12	16

Psychological Screening Contract		
Vendor	Desc.	Contract Amount
Turner, Paul	Psych. Screen	2,876.00
Turner, Paul	Psych. Screen	60,000.00
		\$ 62,876.00
Administrative Services Contracts		
Vendor	Desc.	Contract Amount
Wild Consulting (Robert Wild)	MIS Project	25,000.00
Informix, Inc.	MIS	2,300,000.00
Metacorp Strategies	Powerbuilder Course	13,100.00
		\$ 2,338,100.00
Office of the Commissioner		
Vendor	Desc.	Contract Amount
Morris Associates	Youth Offender Prog.	16,560.00
RISE Alaska LLC	Ft. Greely Proj. Mgr.	TBD
		\$ 16,560.00
Inmate Health Care - Miscellaneous Services		
Vendor	Desc.	Contract Amount
Providence Hospital	Hospital	1,300,000.00
Medsearch	Pharmacy	16,690.00
Alaska Eye Care Centers	Optometric	23,486.10
AK Medical Mobile (AMMX)	X-Ray	12,000.00
AK Medical Mobile (AMMX)	X-Ray	18,000.00
DynaCare Laboratories	Lab	120,000.00
Rose, Roxanne	Dialysis	31,800.00
The Cotton Group	Medical Consult.	20,000.00
		\$ 1,541,976.10
Inmate Health Care - Nurse Services		
Vendor	Desc.	Contract Amount
Medsearch	Nurse	365,047.97
Medsearch	Nurse	121,335.66
Medsearch	Nurse	59,793.29
Medsearch	Nurse	74,123.96
		\$ 620,300.88
Inmate Health Care - Physician/PA Services		
Vendor	Desc.	Contract Amount
Thorn, Dale L.	PA	61,781.30
Meloche, Ernest	Phy/PA	48,000.00
Thompson, James	Phy/PA	79,200.00
DOC Docs	Phy	141,960.00
DeRamus, Leonie	Phy	42,000.00
Doty, Mary Ellen	Nurse Prac	45,520.00
Townsend, Christina	Phy	15,949.94
		\$ 494,371.24
Inmate Health Care - Dental Services		
Vendor	Desc.	Contract Amount
Stone, Gregory	Dental	72,912.00
Nome Dental Clinic	Dental	12,800.00
Kruchoski, Brian	Dental	31,743.85
Morrow, Geraldine	Dental	146,692.95
Yukon-Kuskokwim Health Corp.	Dental	12,140.50

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Maloney, Steven	Dental	38,061.30
Bornstein, Thomas	Dental	18,999.50
Majchrowicz, Mike	Dental	15,408.00
		\$ 548,759.10

Inmate Health Care - Mental Health Services

Vendor	Desc.	Contract Amount
Cladwell, Lynn	Mental Health	28,800.00
Akeela Treatment Services	Cross-Cultural	5,000.00
Smith M.D., Douglas	Mental Health	22,500.00
Anchorage Community M.H. Services	Psych Residency	30,000.00
Charter North Behavioral Health System	Consultation	104,396.00
Norton Sound Health Corp.	Mental Health	29,011.20
		\$ 219,707.20

Inmate Programs - Substance Abuse Treatment Services

Vendor	Desc.	Contract Amount
Akeela Treatment Services	ISAT	54,276.96
Akeela Treatment Services	ISAT	97,621.44
Akeela Treatment Services	ISAT	84,166.08
Mat-Su Recovery Center	ISAT	180,131.00
Norton Sound Health Corp.	ISAT	54,282.00
Fairbanks Native Association	ISAT	103,401.00
Salvation Army Clitheroe Center	ISAT	417,696.88
City of Ketchikan, Gateway Center	ISAT	33,603.36
Gastineau Human Services	ISAT	48,011.00
		\$ 1,073,169.72

Inmate Programs - Sex Offender Treatment Services

Vendor	Desc.	Contract Amount
Atrops, Martin	Supervision	28,350.00
Atrops, Martin	Institution	17,325.00
Isbell, Don	Pleth. Testing	6,960.00
Tongass Community Counseling Ctr	Institution	98,100.00
Tongass Community Counseling Ctr	Community	40,500.00
Fairbanks Psychiatric & Neurological Clinic	Community	53,400.00
Shoemaker, David	Community	31,890.00
Center for Psychosocial Development	Institution	46,564.00
Dempsey, John	Community	31,584.00
Brown, Christie	Institution/Testing	9,750.00
Nielsen, Jan	Community	52,440.00
Nielsen, Jan	Community	38,040.00
Graves, Ph.D., Roger	Community	38,340.00
Dempsey, John	Institution	84,240.00
Brown, Christie	Institution	46,550.00
Mander, Anthony	Consultation	26,898.00
Nielsen, Jan	Institution	84,240.00
		\$ 750,720.00

Inmate Programs - Chaplaincy

Vendor	Desc.	Contract Amount
AK District Council/Assembly of God	Chap. Support	84,327.00

Out-of-State Contractual

Vendor	Desc.	Contract Amount
Correctional Corporation of America	1,850 Prison Beds	14,078,739.00
		\$ 14,078,739.00
Misc. Contracts - Institutions		
Vendor	Desc.	Contract Amount
BI Incorporated	Elec. Monitoring	174,480.40
		\$ 174,480.40
Community Residential Center Contracts		
Vendor	Beds	Contract Amount
North Slope Borough/Aullaqisaatqigvik	4+2**	167,352.96
Cornell Corrections - Cordova Center	27+5*+6**	211,778.94
Cornell Corrections - Parkview	80+16*+14**+(28 slots)	863,226.00
Akeela Treatment Services	14+3**	90,603.03
Gastineau Human Svc - Glacier Manor	46+5*+9** + (15 slots)	1,494,883.08
Cornell Corrections - Northstar Center	80+4*+15**	1,924,442.64
Cornell Corrections - Tundra Center	56+19*+10**	2,243,653.20
TJM Western - Glennwood	76+14** + (18 slots)	1,760,423.40
Cornell Corrections - Cordova Center	92+16**	2,055,309.60
Cornell Corrections - Midtown Center	27+5**	609,045.96
Cornell Corrections - Court Ordered Reception C	n/a	65,000.00
Akeela Treatment Services - Tuunraq	10+24*+6***	1,017,231.12
Cornell Corrections - Cordova Center	26+5**	590,021.28
Total beds under contract -	718	
		\$ 13,092,971.21

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Vendor	Description	Contract \$
High Intensity Training	CIPT - ABE/GED for Mike Mod	11,000.00
Miriam Yeager	CIPT - ABE/GED and Life Skills	45,000.00
Vendor	Description	Contract \$
Mackey Hill, Robin	Remedial Reading	2,340.00
Action Training & Workshops	Stress, cross culture, communication	1,800.00
ACE English Services	English (ESL)	4,950.00
Straugh, Danni	Cognitive Skills	1,800.00
		\$ 10,890.00
Vendor	Description	Contract \$
Collins, Jason	Reading, Writing, Math	4,950.00
ACE English Services	ABE/GED	4,950.00
Personnel Options	Vocational Counseling	4,960.00
High Intensity Training	Cognitive - Phase III	2,400.00
Kurplus Educational Consultants	Parenting/Finance	1,200.00
		\$ 18,460.00
Vendor	Description	Contract \$
High Intensity Training	Life Skills	4,950.00
		\$ 4,950.00
Vendor	Description	Contract \$
Higher Visions	Men's issues, communication, etc.	2,160.00
		\$ 2,160.00
Vendor	Description	Contract \$
UNI Enterprises	Stress Management/Interpersonal Relationships	4,680.00
Vendor	Description	Contract \$
Taylor, Susan	ABE/GED	1,500.00
		\$

Urinalysis Testing Contracts		
Vendor	Desc.	Contract Amount
Alcohol-Drug Test Services	Coll	19,998.72
Alcohol-Drug Test Services	Test	17,364.00
Alcohol-Drug Test Services	Coll	19,826.40
Alcohol-Drug Test Services	Test	14,966.20
Alcohol-Drug Test Services	Coll/Test	174,253.00
Alcohol-Drug Test Services	Coll/Test	17,771.64
		\$ 251,179.96
Enhanced Probation Program		
Vendor	Desc.	Contract Amount
Tongass Community Counseling	Anger Mgmt	\$ 42,722.00
Adult Learning Center	ABE/GED	\$ 2,500.00
High Intensity Training	Cognitive Skills	\$ 10,000.00
Good Samaritan Counseling Center	Victim Impact Coord.	\$ 12,500.00
		\$ 67,722.00
Misc Contracts - Community Corrections		
Vendor	Desc.	Contract Amount
Boyd, Robert	Farm Technician	\$ 19,500.00
Templeton Consulting	Expenditure Database	\$ 2,520.00
		\$ 22,020.00

Psychological Screening Contract		
Vendor	Desc.	Contract Amount
Turner, Paul	Psych. Screen	2,876.00
Turner, Paul	Psych. Screen	60,000.00
		\$ 62,876.00
Administrative Services Contracts		
Vendor	Desc.	Contract Amount
Wild Consulting (Robert Wild)	MIS Project	25,000.00
Informix, Inc.	MIS	2,300,000.00
Metacorp Strategies	Powerbuilder Course	13,100.00
		\$ 2,338,100.00
Office of the Commissioner		
Vendor	Desc.	Contract Amount
Morris Associates	Youth Offender Prog.	16,560.00
RISE Alaska LLC	Ft. Greely Proj. Mgr.	TBD
		\$ 16,560.00
Inmate Health Care - Miscellaneous Services		
Vendor	Desc.	Contract Amount
Providence Hospital	Hospital	1,300,000.00
Medsearch	Pharmacy	16,690.00
Alaska Eye Care Centers	Optometric	23,486.10
AK Medical Mobile (AMMX)	X-Ray	12,000.00
AK Medical Mobile (AMMX)	X-Ray	18,000.00
DynaCare Laboratories	Lab	120,000.00
Rose, Roxanne	Dialysis	31,800.00
The Cotton Group	Medical Consult.	20,000.00
		\$ 1,541,976.10
Inmate Health Care - Nurse Services		
Vendor	Desc.	Contract Amount
Medsearch	Nurse	365,047.97
Medsearch	Nurse	121,335.66
Medsearch	Nurse	59,793.29
Medsearch	Nurse	74,123.96
		\$ 620,300.88
Inmate Health Care - Physician/PA Services		
Vendor	Desc.	Contract Amount
Thom, Dale L.	PA	61,781.30
Meloche, Ernest	Phy/PA	48,000.00
Thompson, James	Phy/PA	79,200.00
DOC Docs	Phy	141,960.00
DeRamus, Leonie	Phy	42,000.00
Doty, Mary Ellen	Nurse Prac	45,520.00
Townsend, Christina	Phy	15,949.94
		\$ 494,311.24
Inmate Health Care - Dental Services		
Vendor	Desc.	Contract Amount
Stone, Gregory	Dental	72,912.00
Nome Dental Clinic	Dental	12,800.00
Kruchoski, Brian	Dental	31,743.65
Morrow, Geraldine	Dental	146,692.95
Yukon-Kuskokwim Health Corp.	Dental	12,140.50

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Maloney, Steven	Dental	38,061.30
Bornstein, Thomas	Dental	18,999.50
Majchrowicz, Mike	Dental	15,408.00
		\$ 348,758.10

Inmate Health Care - Mental Health Services

Vendor	Desc.	Contract Amount
Cladwell, Lynn	Mental Health	28,800.00
Akeela Treatment Services	Cross-Cultural	5,000.00
Smith, M.D., Douglas	Mental Health	22,500.00
Anchorage Community M.H. Services	Psych Residency	30,000.00
Charter North Behavioral Health System	Consultation	104,396.00
Norton Sound Health Corp.	Mental Health	29,011.20
		\$ 219,707.20

Inmate Programs - Substance Abuse Treatment Services

Vendor	Desc.	Contract Amount
Akeela Treatment Services	ISAT	54,276.96
Akeela Treatment Services	ISAT	97,621.44
Akeela Treatment Services	ISAT	84,166.08
Mat-Su Recovery Center	ISAT	180,131.00
Norton Sound Health Corp.	ISAT	54,282.00
Fairbanks Native Association	ISAT	103,401.00
Salvation Army Clitheroe Center	ISAT	417,696.88
City of Ketchikan, Gateway Center	ISAT	33,603.36
Gastineau Human Services	ISAT	48,011.00
		\$ 1,073,189.72

Inmate Programs - Sex Offender Treatment Services

Vendor	Desc.	Contract Amount
Atrops, Martin	Supervision	28,350.00
Atrops, Martin	Institution	17,325.00
Isbell, Don	Pleth. Testing	6,960.00
Tongass Community Counseling Ctr	Institution	98,100.00
Tongass Community Counseling Ctr	Community	40,500.00
Fairbanks Psychiatric & Neurological Clinic	Community	53,400.00
Shoemaker, David	Community	31,890.00
Center for Psychosocial Development	Institution	46,564.00
Dempsey, John	Community	31,584.00
Brown, Christie	Institution/Testing	9,750.00
Nielsen, Jan	Community	52,440.00
Nielsen, Jan	Community	38,040.00
Graves, Ph.D., Roger	Community	38,340.00
Dempsey, John	Institution	84,240.00
Brown, Christie	Institution	46,550.00
Mander, Anthony	Consultation	26,898.00
Nielsen, Jan	Institution	84,240.00
		\$ 735,471.00

Inmate Programs - Chaplaincy

Vendor	Desc.	Contract Amount
AK District Council/Assembly of God	Chap. Support	84,327.00
		\$ 84,327.00

Out-of-State Contractual

Vendor	Desc.	Contract Amount
Correctional Corporation of America	1,850 Prison Beds	14,078,739.00
		\$ 14,078,739.00
Misc. Contracts - Institutions		
Vendor	Desc.	Contract Amount
BI Incorporated	Elec. Monitoring	174,480.40
		\$ 174,480.40
Community Residential Center Contracts		
Vendor	Beds	Contract Amount
North Slope Borough/Aullaqisaatqigvik	4+2**	167,352.96
Cornell Corrections - Cordova Center	27+5**+6**	211,778.94
Cornell Corrections - Parkview	80+18**+14**+(28 slots)	863,226.00
Akeela Treatment Services	14+3**	90,603.03
Gastineau Human Svc - Glacier Manor	46+5**+9** + (15 slots)	1,494,883.08
Cornell Corrections - Northstar Center	80+4**+15**	1,924,442.64
Cornell Corrections - Tundra Center	56+19**+10**	2,243,653.20
TJM Western - Glennwood	76+14** + (18 slots)	1,760,423.40
Cornell Corrections - Cordova Center	92+16**	2,055,309.60
Cornell Corrections - Midtown Center	27+5**	609,045.96
Cornell Corrections - Court Ordered Reception C	n/a	65,000.00
Akeela Treatment Services - Tuunraq	10+24**+6***	1,017,231.12
Cornell Corrections - Cordova Center	26+5**	590,021.28
Total beds under contract -	718	
		\$ 13,092,971.21

DOC Contract Report 7/30/99

Vendor	Description	Contract \$
High Intensity Training	CIPT - ABE/GED for Mike Mod	11,000.00
Miriam Yeager	CIPT - ABE/GED and Life Skills	45,000.00
Vendor	Description	Contract \$
Mackey Hill, Robin	Remedial Reading	2,340.00
Action Training & Workshops	Stress, cross culture, communication	1,800.00
ACE English Services	English (ESL)	4,950.00
Straugh, Danni	Cognitive Skills	1,800.00
		\$ 10,890.00
Vendor	Description	Contract \$
Collins, Jason	Reading, Writing, Math	4,950.00
ACE English Services	ABE/GED	4,950.00
Personnel Options	Vocational Counseling	4,960.00
High Intensity Training	Cognitive - Phase III	2,400.00
Kurpius Educational Consultants	Parenting/Finance	1,200.00
		\$ 18,460.00
Vendor	Description	Contract \$
High Intensity Training	Life Skills	4,950.00
		\$ 4,950.00
Vendor	Description	Contract \$
Higher Visions	Men's issues, communication, etc.	2,160.00
		\$ 2,160.00
Vendor	Description	Contract \$
UNI Enterprises	Stress Management/Interpersonal Relationships	4,680.00
Vendor	Description	Contract \$
Taylor, Susan	ABE/GED	1,500.00
		\$ 1,500.00

Urinalysis Testing Contracts		
Vendor	Desc.	Contract Amount
Alcohol-Drug Test Services	Coll	19,998.72
Alcohol-Drug Test Services	Test	17,364.00
Alcohol-Drug Test Services	Coll	19,826.40
Alcohol-Drug Test Services	Test	14,966.20
Alcohol-Drug Test Services	Coll/Test	174,253.00
Alcohol-Drug Test Services	Coll/Test	17,771.64
		264,179.96
Enhanced Probation Program		
Vendor	Desc.	Contract Amount
Tongass Community Counseling	Anger Mgmt	\$ 42,722.00
Adult Learning Center	ABE/GED	\$ 2,500.00
High Intensity Training	Cognitive Skills	\$ 10,000.00
Good Samaritan Counseling Center	Victim Impact Coord.	\$ 12,500.00
		\$ 67,722.00
Misc Contracts - Community Corrections		
Vendor	Desc.	Contract Amount
Boyd, Robert	Farm Technician	\$ 19,500.00
Templeton Consulting	Expenditure Database	\$ 2,520.00
		\$ 22,020.00

Department of Corrections Subcommittee Membership							
Anderson	Sharon	229-5324		Health Information Institute	fishhatc@alaska.net	696-0007	
Dyson	Fred	694-6683	694-1015	House of Representatives - State of Alaska			Eagle River
Lewis	Russell	258-0106	258-5519	Oles Morrison Rinker & Bathcer	lewis@oles.alaska.com	276-0123	
Miller	Barbara	376-5636	376-5609	Miller Investments			Wasilla
Morrison	David	274-6667	274-3625	Cornell Corrections- 713-598-2117	wmorrison@cornellcorrections.com		
Pate, Esq.	Mary	279-0930	279-0933	Eide & Miller			
Pease	Greg	780-3011	780-4098	Gastineau Human Services	ghs@pitalaska.net		Juneau
Perrin	Keith	337-1979	337-1753	Bus. Mgr.,PSEA			
Poff	Donna	278-2211	279-8773				
Ray	Wade	561-5177	561-5176	Owner, Business Furniture of Alaska	bfa@alaska.net		Anchorage
Richards	Bruce	269-7394	269-7390	Department of Corrections - Department Contact	Bruce_Richards@correct.state.ak.us	333-4415	Anchorage
Schubert	Gail	222-7100	222-7198	Foster, Pepper, Rubini & Reeves	schug@foster.com	244-8711	
Tipton	Mel	279-7654	278-0685	Tipton Development		274-0215	
Ward	Jerry	269-0106	269-0109	Alaska State Legislature - Senate	Senator_Jerry_Ward@legis.state.ak.us		
Warren	Garland	276-7211	279-7171	Public Employees Local 71	71garlan@pobox.alaska.net	333-8774	
Wayne	Daniel	586-2770	586-6333	Attorney at Law	danwayne@gci.net		Juneau

HESS
CORRECTIONS

99-70

ALASKA BAR ASSOCIATION

Alternatives to Jail For Mentally Disabled Misdemeanant

Monday, September 20, 1999
12:15 - 1:15 p.m.
Courtroom 202, Nesbett Courthouse
1.0 CLE Credits

FREE! PUBLIC INVITED!

This program introduces the audience to the Court Coordinated Resources Project and the Jail Alternative Services Project, pilot sentencing projects designed to divert mentally disabled low risk misdemeanor offenders from jail and into community based behavioral health treatment.

Presenters:

Third Judicial District Court Judge John Lohff
Third Judicial District Court Judge Stephanie Rhoades
Court Coordinated Resources Project

And

Laura Brooks
Case Coordinator, Department of Corrections
Jail Alternative Services Project

With Representatives From:

State District Attorney's Office
Anchorage Municipal Prosecutor's Office
Public Defender Agency
Gorton & Associates

This program is presented in cooperation with the



P.O. Box 100279 • Anchorage, Alaska 99510-0279
907-272-7469 • Fax 907-272-2932 • <http://www.alaskabar.org>

COURT
CORRECT
HEB

Article by Janet McCabe, Co-Chair, Partners for Downtown Progress

Jail Alternatives Give People in Trouble with the Law a Chance to Change.

This summer a number of judges, attorneys, and people associated with non-profit and governmental organizations have been exploring ways to reduce crime through alternatives to jail. The emphasis has been on models of rehabilitative justice that have proven successful in other states. Coming up are three important seminars sponsored by the Alaska Bar Association with the support of the Anchorage Bar Association and Partners for Downtown Progress.

- On September 13 from 12:15 PM to 4:15 PM in Courtroom 202 of the Nesbett Courthouse, video tapes about the new anti-alcohol drug, Naltrexone, will be shown, and a panel of medical experts and lawyers will explain the use of Naltrexone in probation and rehabilitation programs. It is commonly estimated that 80 to 90 percent of criminal defendants have substance abuse problems, primarily alcoholism. Therefore, the potential of Naltrexone, which reduces the urge to drink, is very significant. This program is open to the public and free.
- On September 20, from 12:15 PM to 1:15 PM in Courtroom 202 of the Nesbett Courthouse, there will be a session on alternatives to jail for mentally disabled misdemeanants. This program will review a successful "specialty court" designed to divert mentally disabled low-risk misdemeanor offenders from jail into community-based behavioral health treatment. The program is open to the public and free.
- On September 27 from 8:30 AM to noon in the Captain Cook, Judge Dennis A. Challeen, a nationally recognized expert in the field of criminal sentencing, will speak about systems that enable criminals to change themselves into responsible members of society. Judge Challeen is credited with pioneering sentencing to community service, now a common practice for persons who are not dangers to the public. The half-day seminar is open to the public and costs \$45. For registration call the Alaska Bar Association at 272-7469.

These seminars represent a change from the judicial approach that has become dominant in this country. Over the past 25 years the emphasis has been on tough punishment, on sending more people to jail. By now one out of every 150 U.S. citizens is in jail. Funding for in-jail rehabilitation, education and work experience has been largely eliminated, and jails are now mostly "no-frills" human warehouses. The push for jail has meant incarceration of a higher proportion of non-violent offenders than before. "Crimes that in other countries would usually lead to community service, fines, or drug treatment - or would not be considered crimes at all - in the United States now lead to a prison term, by far the most expensive form of punishment"¹.

¹ See "The Prison-Industrial Complex" in *The Atlantic Monthly*, December 1998.

But the trend is turning. People are coming to realize that jail is hugely expensive both in terms of individual lives and public money. In Alaska it costs about \$35,000 to jail one person for a year. In total, it costs the state \$130 million annually to house people in jails. From the perspective of protecting the public, jail is a short-term solution. Most criminals are eventually released. Lifers are only a minor fraction of Alaska's jail population. With little rehabilitation and much punishment by inactivity or isolation, jail often intensifies a person's inability to cope outside of jail and increases the store of anger that may have led to trouble in the first place. Two-thirds of the people released from jail return within three years.

The jail alternative programs being considered in Anchorage would be built on elements that have been successful elsewhere. Community courts, drug courts, or other specialty courts, all assist individuals who want to change by combining the incentive of avoiding jail with practical, individualized assistance in fulfilling the terms of court orders and rejoining the community. Typically, such programs involve "check-up" visits with the same judge who monitors compliance with his order, recognizes and praises success, and swiftly punishes non-compliance. Typically, also, these programs require strong partnerships between the courts, treatment providers, and organizations that assist the defendant on a one-to-one basis with transitional employment and housing, medical services, and other essentials, such as keeping court ordered appointment dates.

In Anchorage, the Partners for Downtown Progress (PDP) supports the development of jail alternative programs. This support is warranted by positive results in other communities. In the short run such programs require more court resources, but they reduce recidivism and jail costs, and they offer the court the benefits of collaboration with others to achieve a positive outcome. PDP would work with individuals who are referred by the courts, assisting each person in developing and following an individually tailored plan to utilize existing services to fit his or her needs. PDP is especially interested in participating in the development of a specialty court for alcoholic misdemeanants and criminals, and in facilitating the utilization of Naltrexone, the drug that reduces craving for alcohol.

Junet McCabe is on the board of the Anchorage Downtown Partnership (ADP) and chairs Partners for Downtown Progress, which was created by ADP to focus on human and social needs in Anchorage's Downtown Business Improvement District.

COURT
COLLECTORS



Wisdom in Sentencing with

Judge Dennis A. Challeen

Pioneer in
Sentencing to Community Service

**Presented
in
cooperation
with
Partners
for
Downtown
Progress
and the
Anchorage
Bar
Association.**

**Monday, September 27, 1999
8:30 AM - 12:00 NOON
Hotel Captain Cook
Anchorage, Alaska**

***Presented in cooperation with
Partners for Downtown Progress
and***



Anchorage
Bar Association, Inc.

3.5 CLE CREDITS

CLE

COURSE INFORMATION

Judge Dennis Challeen, a District Court Judge from Winona, Minnesota, has been on the bench for 35 years, and is the author of The NORP Think Factor.

NORP is the acronym for "Normal, Ordinary, Responsible People." Judge Challeen explains that judges, prosecutors, and defenders are all NORPs, and as a result, they mistakenly apply NORP solutions to a defendant population who are clearly **not** NORPs.

Judge Challeen offers some creative alternatives to our present system:

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- Re-examining the adversary system that is taught in our law schools.

FACULTY



Judge
Dennis A. Challeen

Judge Dennis A. Challeen, a District Court Judge from Winona, Minnesota, has been on the bench for 35 years, primarily handling criminal and juvenile matters. He first received national attention in 1972 when he began sentencing offenders to community service, long before such sanctions were expressly allowed by law. He has been credited with the creation of the Sentencing to Community Service movement in America, a movement that has now spread throughout the world.

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Who Should Attend

- Prosecutors
- Public Defenders
- Judges
- Lawyers
- Legal Educators
- Corrections Professionals
- Community Organizers
- Business Owners
- Alcohol Treatment Providers

The Anchorage Bar and the Partners for Downtown Progress are jointly underwriting the cost of bringing Judge Challeen to Anchorage. Partners for Downtown Progress is a non-profit organization supporting the introduction of community court concepts for downtown Anchorage. Because of the financial support of these two organizations, we are able to offer this CLE at a discounted registration fee of \$45, rather than the normal \$90 for a half-day program.

REGISTRATION FORM

Wisdom in Sentencing (#99-59)

September 27, 1999 ♦ Hotel Captain Cook ♦ 3.5 CLE CREDITS

Name: _____

Firm: _____

Address: _____

City/State: _____ Zip Code: _____

Phone: _____ Fax: _____

E-Mail Address: _____

AK Bar Member? ☐ No ☐ Yes Member #: _____

Registration: \$45 per person

☐ Check enclosed. ☐ Please Invoice Me
☐ Charge my ☐ Visa ☐ Mastercard Account #: _____

Exp. Date: _____ Signature: _____

Video Replay Information: \$45

(includes course materials)

- ☐ Dillingham, 11/5, 10:00 AM, Jury Room
- ☐ Fairbanks, 10/29, 9:00 AM, Cook Schuhmann et al.
- ☐ Juneau, 10/29, 9:00 AM, Dillon & Findley
- ☐ Kenai, 11/5, 1:00 PM, Kenai Courthouse
- ☐ Ketchikan, 11/20, 9:30 AM, Faulkner Banfield
- ☐ Kodiak, 11/20, 10:00 AM, Jamin, Ebell et al.
- ☐ Nome, 12/3, 9:00 AM, Larson, Timbers & Thomas
- ☐ Sitka, 12/3, 9:00 AM, Pearson & Hanson

- ☐ Individual Viewing: Please send me the video tapes to borrow (which includes the course materials which I keep) as soon as they are available. No CLE credit is given for individual viewing.

Alaska Bar Association Contact Information:

PO Box 100279
Anchorage, Alaska 99510-0279
Phone: 907-272-7469
Fax: 907-272-2932
E-mail: info@alaskabar.org
Website: www.alaskabar.org

It's Easy to Register for CLE!



FAX

Fax your registration
to 907/272-2932.



MAIL

Mail your registration
to the Alaska Bar.
(see address above)



E-MAIL

Send an e-mail to
info@alaskabar.org
to sign up.

MESS
CORRECTIONS

99-70

ALASKA BAR

ASSOCIATION

Alternatives to Jail For Mentally Disabled Misdemeanant

Monday, September 20, 1999
12:15 - 1:15 p.m.
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COUNTS
CORRECT
HOB

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COURT
COLLECTIONS



Wisdom in Sentencing with

Judge Dennis A. Challeen

**Pioneer in
Sentencing to Community Service**

**Presented
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**Monday, September 27, 1999
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REGISTRATION FORM

Wisdom in Sentencing (#99-59)

September 27, 1999 ♦ Hotel Captain Cook ♦ 3.5 CLE CREDITS

Name: _____

Firm: _____

Address: _____

City/State: _____ Zip Code: _____

Phone: _____ Fax: _____

E-Mail Address: _____

AK Bar Member? ☐ No ☐ Yes ☒ Member #: _____

Registration: \$45 per person

☐ Check enclosed. ☐ Please Invoice Me
☐ Charge my ☐ Visa ☐ Mastercard Account #: _____

Exp. Date: _____ Signature: _____

Video Replay Information: \$45

(includes course materials)

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Anchorage, Alaska 99510-0279
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E-mail: info@alaskabar.org
Website: www.alaskabar.org

It's Easy to Register for CLE!



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Fax your registration
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MAIL

Mail your registration
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(see address above)



E-MAIL

Send an e-mail to
info@alaskabar.org
to sign up.

HESS
CORRECTIONS

99-70

ALASKA BAR

A S S O C I A T I O N

Alternatives to Jail For Mentally Disabled Misdemeanant

Monday, September 20, 1999
12:15 - 1:15 p.m.
Courtroom 202, Nesbett Courthouse
1.0 CLE Credits

FREE! PUBLIC INVITED!

This program introduces the audience to the Court Coordinated Resources Project and the Jail Alternative Services Project, pilot sentencing projects designed to divert mentally disabled low risk misdemeanor offenders from jail and into community based behavioral health treatment.

Presenters:

Third Judicial District Court Judge John Lohff
Third Judicial District Court Judge Stephanie Rhoades
Court Coordinated Resources Project

And

Laura Brooks
Case Coordinator, Department of Corrections
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With Representatives From:

State District Attorney's Office
Anchorage Municipal Prosecutor's Office
Public Defender Agency
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This program is presented in cooperation with the



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Article by Janet McCabe, Co-Chair, Partners for Downtown Progress

Jail Alternatives Give People in Trouble with the Law a Chance to Change.

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These seminars represent a change from the judicial approach that has become dominant in this country. Over the past 25 years the emphasis has been on tough punishment, on sending more people to jail. By now one out of every 150 U.S. citizens is in jail. Funding for in-jail rehabilitation, education and work experience has been largely eliminated, and jails are now mostly "no-frills" human warehouses. The push for jail has meant incarceration of a higher proportion of non-violent offenders than before. "Crimes that in other countries would usually lead to community service, fines, or drug treatment - or would not be considered crimes at all - in the United States now lead to a prison term, by far the most expensive form of punishment"¹.

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But the trend is turning. People are coming to realize that jail is hugely expensive both in terms of individual lives and public money. In Alaska it costs about \$35,000 to jail one person for a year. In total, it costs the state \$130 million annually to house people in jails. From the perspective of protecting the public, jail is a short-term solution. Most criminals are eventually released. Lifers are only a minor fraction of Alaska's jail population. With little rehabilitation and much punishment by inactivity or isolation, jail often intensifies a person's inability to cope outside of jail and increases the store of anger that may have led to trouble in the first place. Two-thirds of the people released from jail return within three years.

The jail alternative programs being considered in Anchorage would be built on elements that have been successful elsewhere. Community courts, drug courts, or other specialty courts, all assist individuals who want to change by combining the incentive of avoiding jail with practical, individualized assistance in fulfilling the terms of court orders and rejoining the community. Typically, such programs involve "check-up" visits with the same judge who monitors compliance with his order, recognizes and praises success, and swiftly punishes non-compliance. Typically, also, these programs require strong partnerships between the courts, treatment providers, and organizations that assist the defendant on a one-to-one basis with transitional employment and housing, medical services, and other essentials, such as keeping court ordered appointment dates.

In Anchorage, the Partners for Downtown Progress (PDP) supports the development of jail alternative programs. This support is warranted by positive results in other communities. In the short run such programs require more court resources, but they reduce recidivism and jail costs, and they offer the court the benefits of collaboration with others to achieve a positive outcome. PDP would work with individuals who are referred by the courts, assisting each person in developing and following an individually tailored plan to utilize existing services to fit his or her needs. PDP is especially interested in participating in the development of a specialty court for alcoholic misdemeanants and criminals, and in facilitating the utilization of Naltrexone, the drug that reduces craving for alcohol.

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Wisdom in Sentencing

with

Judge Dennis A. Challeen

Pioneer in
Sentencing to Community Service

Presented
in
cooperation
with
Partners
for
Downtown
Progress
and the
Anchorage
Bar
Association.

Monday, September 27, 1999

8:30 AM - 12:00 NOON

Hotel Captain Cook
Anchorage, Alaska

*Presented in cooperation with
Partners for Downtown Progress
and*



Anchorage
Bar Association, Inc.

3.5 CLE CREDITS

CLE

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NORP is the acronym for "Normal, Ordinary, Responsible People." Judge Challeen explains that judges, prosecutors, and defenders are all NORPs, and as a result, they mistakenly apply NORP solutions to a defendant population who are clearly **not** NORPs.

Judge Challeen offers some creative alternatives to our present system:

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Dennis A. Challeen

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ASSOCIATION

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Anchorage
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3.5 CLE CREDITS

CLE

PO Box 103715 Anchorage, Alaska 99510-3715 tel (907) 277-1249

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REGISTRATION FORM

Wisdom in Sentencing (#99-59)

September 27, 1999 ♦ Hotel Captain Cook ♦ 3.5 CLE CREDITS

Name: _____

Firm: _____

Address: _____

City/State: _____ Zip Code: _____

Phone: _____ Fax: _____

E-Mail Address: _____

AK Bar Member? ☐ No ☐ Yes Member #: _____

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ALASKA BAR
ASSOCIATION

HES
CORRECTIONS

99-70

**Alternatives to Jail
For Mentally Disabled Misdemeanant**

Monday, September 20, 1999
12:15 - 1:15 p.m.
Courtroom 202, Nesbett Courthouse
1.0 CLE Credits

FREE! PUBLIC INVITED!

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Presenters:

Third Judicial District Court Judge John Lohff
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Laura Brooks
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With Representatives From:

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Wisdom in Sentencing

with

Judge Dennis A. Challeen

Pioneer in
Sentencing to Community Service

Presented
in
cooperation
with
Partners
for
Downtown
Progress
and the
Anchorage
Bar
Association.

Monday, September 27, 1999
8:30 AM - 12:00 NOON
Hotel Captain Cook
Anchorage, Alaska

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3.5 CLE CREDITS

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ALASKA BAR
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99-70

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Wisdom in Sentencing

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99-70

ALASKA BAR

A S S O C I A T I O N

Alternatives to Jail For Mentally Disabled Misdemeanant

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cooperation
with
Partners
for
Downtown
Progress
and the
Anchorage
Bar
Association.

Wisdom in Sentencing

with

Judge Dennis A. Challeen

Pioneer in
Sentencing to Community Service

Monday, September 27, 1999

8:30 AM - 12:00 NOON

Hotel Captain Cook
Anchorage, Alaska

*Presented in cooperation with
Partners for Downtown Progress
and*



Anchorage
Bar Association, Inc.

3.5 CLE CREDITS

CLE

COURSE INFORMATION

Judge Dennis Challeen, a District Court Judge from Winona, Minnesota, has been on the bench for 35 years, and is the author of The NORP Think Factor.

NORP is the acronym for "Normal, Ordinary, Responsible People." Judge Challeen explains that judges, prosecutors, and defenders are all NORPs, and as a result, they mistakenly apply NORP solutions to a defendant population who are clearly **not** NORPs.

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E-Mail Address: _____

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ALASKA BAR
ASSOCIATION

HESS
CORRECTIONS

99-70

**Alternatives to Jail
For Mentally Disabled Misdemeanant**

Monday, September 20, 1999
12:15 - 1:15 p.m.
Courtroom 202, Nesbett Courthouse
1.0 CLE Credits

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Third Judicial District Court Judge John Lohff
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Laura Brooks
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With Representatives From:

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COURTESY



Wisdom in Sentencing

with

Judge Dennis A. Challeen

**Pioneer in
Sentencing to Community Service**

**Presented
in
cooperation
with
Partners
for
Downtown
Progress
and the
Anchorage
Bar
Association.**

**Monday, September 27, 1999
8:30 AM - 12:00 NOON
Hotel Captain Cook
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Wisdom in Sentencing (#99-59)

September 27, 1999 ♦ Hotel Captain Cook ♦ 3.5 CLE CREDITS

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Firm: _____

Address: _____

City/State: _____ Zip Code: _____

Phone: _____ Fax: _____

E-Mail Address: _____

AK Bar Member? ☐ No ☐ Yes ☒ Member #: _____

Registration: \$45 per person

☐ Check enclosed. ☐ Please Invoice Me
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It's Easy to Register for CLE!



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Fax your registration
to 907/272-2932.



MAIL

Mail your registration
to the Alaska Bar.
(see address above)



E-MAIL

Send an e-mail to
info@alaskabar.org
to sign up.

ALASKA BAR
ASSOCIATION

MESS
CORRECTIONS

99-70

**Alternatives to Jail
For Mentally Disabled Misdemeanant**

Monday, September 20, 1999
12:15 - 1:15 p.m.
Courtroom 202, Nesbett Courthouse
1.0 CLE Credits

FREE! PUBLIC INVITED!

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With Representatives From:

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This program is presented in cooperation with the



Anchorage
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401 East 10th Street, Anchorage, Alaska 99501-3715 • 907-272-1248

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September 27, 1999 ♦ Hotel Captain Cook ♦ 3.5 CLE CREDITS

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Firm: _____

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City/State: _____ Zip Code: _____

Phone: _____ Fax: _____

E-Mail Address: _____

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ALASKA BAR
ASSOCIATION

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CORRECTIONS

99-70

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Wisdom in Sentencing

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**Pioneer in
Sentencing to Community Service**

Monday, September 27, 1999

8:30 AM - 12:00 NOON

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- ☐ Kodiak, 11/20, 10:00 AM, Jamin, Ebell et al.
- ☐ Nome, 12/3, 9:00 AM, Larson, Timbers & Thomas
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Department of Corrections Subcommittee Membership							
Anderson	Sharon	696-0007					
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Lewis	Russell	258-0106	258-5519				
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Tipton	Mel	279-7654	278-0685				

CORRECTIONS Subcommittee
Contact Information Sheet

Name:

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Agency Totals - FY00 Operating Budget

Agency: Department of Corrections

	FY98 Act	FY99 CC	FY99Auth	Gov Amd	House	Senate	ConfComm	FY99Auth to ConfComm	
Totals for Agency	145,295.0	151,767.1	152,726.0	172,444.8	168,480.5	164,474.5	167,099.5	14,373.5	9.4%
<u>Objects of Expenditure:</u>									
Personal Services	85,141.3	84,614.0	84,471.5	86,757.8	84,864.1	83,640.4	84,561.6	90.1	0.1%
Travel	1,886.7	1,287.1	1,287.1	1,726.0	1,739.5	1,664.0	1,664.0	376.9	29.3%
Contractual	43,987.1	52,987.6	52,980.7	68,519.2	67,151.7	65,070.1	66,221.7	13,241.0	25.0%
Commodities	11,547.1	11,087.5	11,087.5	12,465.1	12,153.5	12,149.8	12,153.5	1,066.0	9.6%
Equipment	608.3	51.9	51.9	51.9	51.9	51.9	51.9	0.0	0.0%
Lands/Buildings	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	%
Grants, Claims	2,124.5	2,132.3	2,132.3	2,209.8	2,254.8	2,254.8	2,254.8	122.5	5.7%
Miscellaneous	0.0	-393.3	715.0	715.0	265.0	-356.5	192.0	-523.0	-73.1%
<u>Funding Sources:</u>									
1002 Fed Rcpts	3,381.6	7,135.9	7,142.6	5,677.0	6,477.0	7,172.6	6,477.0	-665.6	-9.3%
1003 G/F Match	2,707.2	187.1	187.1	187.1	129.6	129.6	129.6	-57.5	-30.7%
1004 Gen Fund	127,912.2	131,982.3	132,647.2	145,322.9	139,594.9	134,988.6	138,213.9	5,566.7	4.2%
1005 GF/Prgm	2,331.3	3,277.2	3,385.7	3,481.0	3,506.0	3,410.7	3,506.0	120.3	3.6%
1007 I/A Rcpts	929.1	493.7	494.6	8,275.1	8,163.5	8,163.5	8,163.5	7,668.9	1550.5%
1037 GF/MH	3,369.7	3,762.7	3,769.3	3,999.3	3,999.3	3,999.3	3,999.3	230.0	6.1%
1050 PFD Fund	1,047.3	1,047.3	1,047.3	1,047.3	2,147.3	2,147.3	2,147.3	1,100.0	105.0%
1053 Invst Loss			168.3	-0.0	0.0	-0.0	0.0	-168.3	-100.0%
1059 Corr. Ind.	2,750.1	2,750.6	2,750.6	3,500.6	3,500.6	3,500.6	3,500.6	750.0	27.3%
1061 CIP Rcpts	552.5	540.3	543.3	543.3	543.3	543.3	543.3	0.0	0.0%
1092 MHTAAR	314.0	590.0	590.0	411.2	419.0	419.0	419.0	-171.0	-29.0%
<u>Positions:</u>									
Perm Full Time	1,355.0	1,360.0	1,360.0	1,398.0	1,369.0	1,367.0	1,366.0	6.0	0.4%
Perm Part Time	2.0	1.0	1.0	0.0	0.0	0.0	0.0	-1.0	-100.0%
Non-Perm	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	%

Component Summary - FY00 Operating Budget

Agency: Department of Corrections

Page	Budget Component	FY98 Act	FY99 CC	FY99Auth	Gov Amd	House	Senate	ConfComm	FY99Auth to ConfComm	
Administration & Operations										
1	Office of the Commissioner	2,860.8	1,577.8	1,580.1	1,551.4	947.8	947.8	947.8	-632.3	-40.0%
2	Parole Board	571.6	482.7	484.0	554.0	484.0	484.0	484.0	0.0	0.0%
3	Correctional Academy	512.7	662.5	664.4	664.4	664.4	664.4	664.4	0.0	0.0%
4	Administrative Services	2,687.8	2,559.5	2,821.0	2,821.0	2,730.5	2,730.5	2,730.5	-90.5	-3.2%
5	Data and Word Processing	1,097.1	1,291.3	1,296.1	1,376.1	1,376.1	1,376.1	1,376.1	80.0	6.2%
6	Fac-Capital Improvement Unit	220.5	208.3	209.5	309.5	209.5	209.5	209.5	0.0	0.0%
7	Inmate Health Care	15,770.4	15,378.1	15,402.1	15,812.0	15,756.7	15,756.7	15,756.7	354.6	2.3%
8	Inmate Programs	2,696.7	2,728.6	2,839.6	3,358.6	2,839.6	2,839.6	2,839.6	0.0	0.0%
9	Correctional Industries Admin	1,264.0	1,158.6	1,163.9	1,163.9	1,163.9	1,163.9	1,163.9	0.0	0.0%
10	Corr Industries Product Cost	2,851.2	2,750.6	2,750.6	3,500.6	3,500.6	3,500.6	3,500.6	750.0	27.3%
11	Institution Director's Office	1,129.1	780.9	914.2	1,039.5	993.2	867.9	993.2	79.0	8.6%
12	Anvil Mtn Correctional Center	3,959.5	3,871.1	3,850.6	3,850.6	3,850.6	3,850.6	3,850.6	0.0	0.0%
13	Combined Hiland Mtn Corr Ctr	7,555.0	7,200.4	7,168.1	7,218.1	7,168.1	7,168.1	7,168.1	0.0	0.0%
14	Cook Inlet Correctional Center	9,437.5	9,163.0	9,119.1	9,419.1	9,119.1	9,119.1	9,119.1	-0.0	-0.0%
15	Fairbanks Correctional Center	6,921.2	6,975.8	6,943.2	7,186.8	6,943.2	6,943.2	6,943.2	0.0	0.0%
16	Ketchikan Correctional Center	2,604.5	2,587.3	2,575.2	2,575.2	2,575.2	2,575.2	2,575.2	0.0	0.0%
17	Lemon Creek Correctional Ctr	6,048.5	5,942.8	5,917.3	6,147.0	5,917.3	5,917.3	5,917.3	0.0	0.0%
18	Mat-Su Correctional Center	2,631.8	2,725.3	2,711.6	2,711.6	2,711.6	2,711.6	2,711.6	0.0	0.0%
19	Palmer Correctional Center	8,788.3	8,500.1	8,462.3	8,692.0	8,462.3	8,462.3	8,462.3	0.0	0.0%
20	Sixth Avenue Correctional Ctr	3,815.5	3,845.1	3,827.2	3,827.2	3,827.2	3,827.2	3,827.2	0.0	0.0%
21	Spring Creek Correctional Ctr	13,946.6	13,749.2	13,687.3	13,937.3	13,687.3	13,687.3	13,687.3	0.0	0.0%
22	Wildwood Correctional Center	8,245.9	8,213.6	8,177.1	8,177.1	8,177.1	8,177.1	8,177.1	-0.0	-0.0%
23	Yukon-Kuskokwim Corr Center	4,037.1	3,972.7	3,953.1	4,202.1	3,953.1	3,861.6	3,861.6	-91.5	-2.3%
24	Institutional Reduction		-721.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0%
25	Community Jails	4,797.2	4,800.0	4,800.3	4,800.3	4,766.6	4,766.6	4,766.6	-33.7	-0.7%
26	Community Corrections Director	625.8	728.1	733.8	701.9	701.9	701.9	701.9	-31.9	-4.3%
27	Northern Region Probation	2,258.0	2,513.1	2,522.4	2,449.4	2,449.4	2,449.4	2,449.4	-73.0	-2.9%
28	Southcentral Region Probation	4,589.4	4,413.4	4,433.6	4,760.0	4,605.0	4,189.9	4,532.0	98.4	2.2%
29	Southeast Region Probation	946.6	958.0	961.5	961.5	961.5	961.5	961.5	0.0	0.0%
30	Transp & Classification		1,018.0	1,020.6	1,224.3	1,279.3	1,243.5	1,279.3	258.7	25.3%
31	Facility Maintenance				7,780.5	8,580.5	7,780.5	7,780.5	7,780.5	%
32	Unallocated Reduction						-1,177.7	-286.5	-286.5	0.0%
	* BRU Total	122,870.3	120,034.8	120,989.8	132,773.0	130,402.6	127,757.2	129,151.6	8,161.8	6.7%
Community Residential Centers										
33	Existing CRC Facilities	11,857.0	13,539.5	13,539.5	13,864.5	13,864.5	15,243.6	13,864.5	325.0	2.4%
34	Nome CRC		766.5	766.5	991.5	1,016.5	1,016.5	1,016.5	250.0	32.6%
35	Bethel CRC		144.8	144.8	144.8	144.8	144.8	144.8	0.0	0.0%
36	CRC Offender Supervision		366.0	366.0	656.0	656.0	0.0	656.0	290.0	79.2%

Component Summary - FY00 Operating Budget

Agency: Department of Corrections

Page	Budget Component	FY98 Act	FY99 CC	FY99Auth	Gov Amd	House	Senate	ConfComm	FY99Auth to ConfComm
	Community Residential Centers								
	* BRU Total	11,857.0	14,816.8	14,816.8	15,656.8	15,681.8	16,404.9	15,681.8	865.0 5.8%
	Out of State Contracts								
37	Out-of-State Contracts	8,585.2	14,512.3	14,512.3	21,477.1	19,977.1	18,149.0	19,847.1	5,334.8 36.8%
	* BRU Total	8,585.2	14,512.3	14,512.3	21,477.1	19,977.1	18,149.0	19,847.1	5,334.8 36.8%
	New Community Residential Centers								
38	New CRC Facilities	25.5							0.0 0.0%
	* BRU Total	25.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0 0.0%
	Point MacKenzie								
39	Point MacKenzie Rehab Program	1,907.0	1,988.2	1,992.1	2,122.9	2,122.9	1,952.3	2,122.9	130.8 6.6%
	* BRU Total	1,907.0	1,988.2	1,992.1	2,122.9	2,122.9	1,952.3	2,122.9	130.8 6.6%
	Cultural Relevance Study								
40	Cultural Relevance Study	50.0							0.0 0.0%
	* BRU Total	50.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0 0.0%
	VPSO Parole Supervision Pilot Program								
41	VPSO Supervision Pilot Prgm		115.0	115.0	115.0	0.0	115.0	0.0	-115.0 -100.0%
	* BRU Total	0.0	115.0	115.0	115.0	0.0	115.0	0.0	-115.0 -100.0%
	Alternative Institutional Housing								
42	Alternative Housing		300.0	300.0	300.0	200.0	0.0	200.0	-100.0 -33.3%
	* BRU Total	0.0	300.0	300.0	300.0	200.0	0.0	200.0	-100.0 -33.3%
	Food Services Apprenticeship Program								
43	Food Services Apprenticeship					96.1	96.1	96.1	96.1 %
	* BRU Total	0.0	0.0	0.0	0.0	96.1	96.1	96.1	96.1 %
	*** Total Agency Expenditure	145,295.0	151,767.1	152,726.0	172,444.8	168,480.5	164,474.5	167,099.5	14,373.5 9.4%
	Federal Funds	3,381.6	7,135.9	7,142.6	5,677.0	6,477.0	7,172.6	6,477.0	-665.6 -9.3%
	General Funds	136,320.4	139,209.3	139,989.3	152,990.3	147,229.8	142,528.2	145,848.8	5,859.5 4.2%
	Other Funds	5,593.0	5,421.9	5,594.1	13,777.5	14,773.7	14,773.7	14,773.7	9,179.6 164.1%

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P. 01

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NOTICE OF SUBCOMMITTEE MEETING

Subcommittee Name:

DEPARTMENT OF CORRECTIONS

Chairperson: Ms. Sharon Anderson

Phone: 696-0007

Committee Members:

Sharon Anderson	Donna Poff
David Morrison	Wade Ray
Fred Dyson	Gail Shubert
Russell Lewis	Jerry Ward
Bruce Richards	Garland Warren
Mary Pate, Esq.	Daniel Wayne
Greg Pease	Barbara Miller
Keith Perrin	Mel Tipton

Date:

Tuesday, August 25, 1999, 12:00 P.M.



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NOTICE OF SUBCOMMITTEE MEETING

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DEPARTMENT OF CORRECTIONS

Chairperson: Ms. Sharon Anderson

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Bruce Richards	Garland Warren
Mary Pate, Esq.	Daniel Wayne
Greg Pease	Barbara Miller
Keith Perrin	Mel Tipton

Date:

Tuesday, August 25, 1999, 12:00 P.M.

Place:

Legislative Information Office

716 W. 4th Avenue

Second Floor Conference Room

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If you have any questions please call Representative John Cowdery's office at 269-0222.

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Senator Jerry Ward: 907-269-0107 Fax 907-269-0109

Representative John Cowdery: 907-269-0222 Fax 907-269-0223

Subject: CSG Corrections & Public Safety Teleconference Series: Prison Privatization

Date: Tue, 3 Aug 1999 14:48:23 -0400

From: "John Mountjoy" <jmountjoy@csg.org>

To: <jmountjoy@csg.org>

The Council of State Governments offers a FREE service to State Law and Policy Makers...

The Council of State Governments
Corrections/Public Safety
Teleconference Series

"Prison Privatization: The Future of Corrections?"

Tuesday, August 17th, 2:30 p.m. (EST)

To participate, please respond to this e-mail with your name, organization, address, phone and fax numbers, and e-mail address. We will then send you the information you need to participate.

As corrections facilities become more prevalent in the American landscape, changes from tradition are taking hold in our criminal justice system. Not only are correctional facilities built and run by the states, but in the last decade we have seen the steady rise of privatized prisons: those facilities built and run by private corporations under contract with states. Skyrocketing corrections expenditures - the fastest-growing component of state budget appropriations from 1994 to 1995 at 13.3 percent - have led many legislatures to privatize prison construction and operation to save money. According to the Private Adult Correctional Facility Census (PACFC), private adult prisons will exceed 275,000 inmates by the year 2002.

The issue of prison privatization is surrounded by many practical questions:

- * How does the state maintain control of its inmates in a privatized setting?
- * What kind of environment are private prisons providing for inmates?
- * What level of medical care is provided to inmates?
- * Are private prisons really cheaper than state run facilities?
- * What type of training and liability protection do private prison employees receive?
- * Are private prisons as effective and safe for the community as their state run counterparts?
- * What can states do to facilitate improvements in privatized prisons?

Featuring Expert Guest Speaker:

Bob Babbage - Intersouth, Inc.

Bob Babbage is senior managing partner of Intersouth, Inc., a decision management firm,

based in Lexington, Kentucky. He served as Kentucky's elected state auditor from 1988-1992

and secretary of state, 1992-1996. Mr. Babbage has performed extensive work in the area of criminal justice and corrections and has worked closely with the Corrections Corporation of America.

This experience, combined with his public service at the state level, has given Bob a unique perspective on the issue of prison privatization. Recently, he served as a CSG senior fellow in the areas of criminal justice and corrections.

CSG encourages state legislators, legislative staff and researchers, governors and their staff, members of the judiciary, state corrections/public safety agency staff and other state officials interested in the issue of gun manufacturer lawsuits to participate in this FREE event. CSG is pleased to offer this conference call FREE of charge to all state officials and staff. To participate, please respond to this e-mail with your name, organization, address, phone and fax numbers, and e-mail address. We will then send you the information you need to participate. It's that easy! Following the session, CSG will produce a policy summation entitled Corrections Policy Profiler which will detail the issue in depth. All

participants will receive a complimentary copy of the publication.
For more information on this FREE policy event, please contact:

John J. Mountjoy
The Council of State Governments
2760 Research Park Dr.
P.O. Box 11910
Lexington, KY 40578-1910
Ph. (606) 244-8256
Fax (606) 244-8001
jmountjoy@csg.org

CSG looks forward to your participation!

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